

Oregon Department of Transportation

Interchange Area Management Plan Guidelines

**Transportation Planning Section
Planning and Implementation Unit**

April 2013

Table of Contents

PART I: IAMP OVERVIEW	1
What is an Interchange?.....	2
What is an IAMP?.....	2
What Should an IAMP Accomplish?.....	3
Generally.....	3
Specifically	3
Under What Circumstances is an IAMP done?	4
What are ODOT and the Local Government’s Roles in an IAMP Process?	4
Role of ODOT.....	5
Role of Local Government.....	5
What are the Advantages to the Local Government of an IAMP?	5
PART II: IAMP CONTENTS AND LEVEL OF ANALYSIS	8
Outline and Basic Elements of an IAMP	10
Executive Summary	10
IAMP Purpose and Background	10
Purpose and Intent.....	10
Problem Statement.....	11
Interchange Function	11
Goals and Objectives	13
Management Area.....	14
Existing Conditions Inventory and Data Analysis.....	16
Regulatory Framework	16
Local Plans.....	17
Existing Land Use and Zoning	17
Transportation Facilities and Traffic Operations	21
Environmental Analysis.....	21
Unclassified Roads.....	22
Future Conditions Analysis.....	23
Land Use Analysis	23
Forecast Traffic Operations	24
Alternatives Development and Analysis	25
Interchange Area Management Plan	27
Recommended Alternative(s)	27
Access Management Plan	27

Other Management Tools.....	29
Adoption and Implementation.....	29
Adoption	30
ODOT Implementing Actions.....	33
Local Government Implementing Actions.....	34
Policies	34
Management Tools.....	35
IAMP Monitoring and Updates.....	38
PART III: TIMING OF IAMP DEVELOPMENT.....	38
PART IV: IAMP PROCESS.....	39
PART V: RELATIONSHIP OF ODOT AND LOCAL GOVERNMENTS.....	42
PART VI: RELATIONSHIP TO NEPA.....	45
PART VII: SCHEDULE, COST AND FUNDING	47
PART VIII: APPENDICES	A-1
Appendix A: Compliance with State and Local Plans, Policies and Regulations	A-1
Appendix B: Public Involvement.....	B-1
Appendix C: Authority and Requirements	C-1
Appendix D: Case Studies	D-1
Jackson School Road	D-1
Cornelius Pass Road	D-3
Albany.....	D-5
Rickreall.....	D-6
North Ontario.....	D-8
Woodburn	D-9
Appendix E: Implementation Examples	E-1
Woodburn IAMP	E-1
Newberg-Dundee IAMP	E-7

LIST OF FIGURES

Figure 1: Cascade Locks Interchange Study Area19

Figure 2: Access Inventory Map.....31

Figure 3: IAMP Typical Process Flow Chart40

PART 1: OVERVIEW

The Interchange Area Management Plan Guidelines are designed to assist 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 main focus of the guidelines is to establish and describe the overall process and the components of a stand-alone, proactive, long-term plan for a highway interchange. ODOT's experience with these planning activities, however, shows that they are more often developed in conjunction with an improvement project for an interchange. Under these circumstances, it should be recognized that there are efficiencies and coordination opportunities that can and should be realized in developing an IAMP. For example, an IAMP development process and the project National Environmental Policy Act (NEPA) process should be coordinated to utilize much of the same information, public involvement and other related activities required to achieve their separate outcomes.

The IAMP Guidelines document is one of several planning guidance documents currently being used or produced by ODOT's Transportation Development Division Planning Section, Planning and Implementation Unit. Other guidelines include:

- Transportation System Planning Guidelines (2008)
<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx>,
- Development Review Guidelines (2005)
<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx>
- Facility Plan Adoption Process (PLA 01) (2009).
<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx>

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 Interchange?

An interchange is defined in OAR 734-051-1070 as “...a system of interconnecting roadways in conjunction with one or more grade separations that provides for the movement of traffic between two or more roadways or highways on different levels.”

Since there is an extensive variety of interchange designs and circumstances with interconnecting roadways, questions can arise about what constitutes an interchange and the requirement for or benefits of an IAMP. Most grade separated roadway interconnections will clearly meet the definition of an interchange and require (in the case of new interchanges) or benefit from an IAMP. Region management will need to make a judgment about whether a facility is an interchange and the benefit and need to develop an IAMP in coordination with technical staff and legal counsel. Where the IAMP is developed prospectively, steps to take to provide information on measures and agreements identified in the IAMP process to the project planning team are developed further in Operational Notice PD-18, particularly in part 5 of the project prospectus:

https://www.oregon.gov/ODOT/Engineering/Doc_TechnicalGuidance/PDLTNotice_18.pdf

What is an IAMP?

An IAMP is an ODOT long-term (20+ years) transportation facility plan. By definition of OAR 731-015, ODOT’s State Agency Coordination Agreement (SAC) with the Land Conservation and Development Commission (LCDC) which defines which ODOT activities are land use actions, a Facility Plan is a type or level of long-range transportation plan that is an element of the State Transportation System Plan (TSP). Facility Plans are one of the three levels of plans carried out by ODOT. The Oregon Transportation Plan (OTP) is the highest or most general goals and policy level planning. The next level is the Mode/Topic Plans such as the Oregon Highway Plan (OHP). These are system plans that establish and refine transportation policies for the entire state transportation system. Facility Plans apply these system policies to a specific area or segment of highway such as an interchange. Facility plans generally culminate in a determination of *what* needs to be done to address an identified problem based on established policy direction and standards. Project Planning is the other basic level of planning within ODOT. Project Planning determines *how* to carry out the activities that are determined to be needed through a facility planning process. Project Planning is carried out in accordance with the National Environmental Policy Act (NEPA) and is known within ODOT as the project development process. While it is generally desirable to reach agreement about system and facility-level needs before investing in and initiating a NEPA/Project Planning process, it has not been uncommon for an IAMP to be prepared in conjunction with a NEPA/Project Planning process.

The basic purpose of an IAMP is to establish an agreement with a local government (or governments) about what, if any, transportation solutions or land use/policy actions are needed in an interchange area and how best to balance and manage transportation and land use issues over time. It is an important tool in protecting the function¹ and operations of state highway interchanges and the supporting local street network. An IAMP:

¹ 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.

- 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.
- Expresses ODOT and the local government management objectives and intent to provide adequate and safe state facilities and supporting local street network.
- Helps ensure that local land use plans are compatible with the capacity and function of the state and local transportation system facilities and investments.
- Helps ensure that future capacity and operational needs will be met while preserving the interchange function.
- Is adopted by ODOT after affected local government comprehensive and transportation system plans are updated (as necessary) to be compatible with it.
- Defines state and local authorities and responsibilities and guides subsequent decisions by the affected local government and ODOT about land uses, the transportation network, and access.

What should an IAMP accomplish?

Generally

An IAMP should identify policies and actions necessary to protect the function and operations 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;
- Minimize impacts to farm and forest lands and other resource lands around rural interchanges in accordance with adopted Statewide Planning Goals;

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 facilities.

(See Part II: IAMP Contents and Level of Analysis for more detail on page 8.)

Under what circumstances is an IAMP done?

There is some discretion about when an IAMP is developed. OAR 734-051 sets some requirements for the preparation of a plan and provides some recommendations for when a plan is developed. Region management has some discretion to determine whether a plan is needed. The following list identifies when a plan is required and when it is optional or desirable.

An IAMP is required when:

- A new interchange is proposed for construction.
- Oregon Transportation Commission:
 - Issues a directive placing a condition on funding approval
 - Requires ODOT to address concerns for protecting a particular existing interchange.

An IAMP is desirable when:

- ODOT Region office determines it is necessary for planning purposes or project development support.
- An existing interchange is proposed for significant modification.
- A local government is proposing changes to its comprehensive plan to allow more intense land use near an existing interchange or they are proposing significant changes to the local transportation system.

These circumstances are based on the requirements and objectives included in the Access Management Rule, OAR 734-051-0155 and further discussed in Operational Notice PD-03 (Access Management in the Project Development/Delivery Process).

(See Part III: Timing of IAMP Development for more detail on page 39.)

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

- While not mandatory in order to develop an IAMP, ODOT and the affected local government(s) may want to enter into an intergovernmental agreement (IGA) that specifies the issues to be addressed by the IAMP and define the local implementation and adoption process. The IGA may also include the IAMP work program and schedule (see Part III: IAMP 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 determines 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 and are consistent with adopted local land use plans. (IAMP analysis can be conducted independently or may be adapted from another planning process, like a NEPA/Project Planning process, if sufficient level of detail is available and the analysis is reasonably current).
- ODOT facilitates the development of state and local land use and transportation objectives for the interchange that are agreed to by both state and local government.
- ODOT provides technical assistance to local governments, as needed, to prepare recommendations to enact local and state land use and transportation policies, plans, and develop draft findings for adoption.
- ODOT identifies the likelihood of funding for any improvements to the state and local street network necessary to preserve the function of the interchange for IAMPs developed outside project development. This occurs after the IAMP is adopted. ODOT may ultimately provide funding for local road improvements if construction funding is provided after a NEPA/Project Planning process, if it can be demonstrated that the local road improvement will benefit the function of 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 may adopt the IAMP or elements of the plan as a refinement to its Transportation System Plan (e.g. as part of, or as an appendix to, the TSP or the transportation element of the comprehensive plan).
- The local government adopts amendments to comprehensive plans and land development and zoning ordinance regulations that are necessary to protect the function of the interchange and ensure continuing compatibility with the IAMP.

(See Part IV: IAMP Process Flowchart and Appendix C, Authorities and Requirements, for more detail on page 42.)

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

Through an IAMP, state and local governments can realize increased benefits from the state facilities and improvements function properly and will support community needs. The IAMP can facilitate

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.
- 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.
- Provide clarity to developers about future transportation improvements.
- Establish and improve eligibility and priority for funding for transportation improvements.

(See Part V: Relationship of ODOT and Local Governments for more detail on page 44.)

What is the difference between an Access Management Plan and an Access Management Strategy?

The difference between an Access Management Plan and an Access Management Strategy is best described as the difference between ODOT's statutory authority to manage and operate a safe and efficient highway system within state Right of Way (ROW) and local land use authority. Simply stated, an Access Management *Plan* is an ODOT facility plan or a component of an ODOT facility plan (such as an IAMP) that addresses both long-term state facility management issues and issues that are subject to local land use authority. In addition to local comprehensive planning and zoning, local authority might be exercised, for example, to develop a local road network circulation plan or local policy and code changes that benefit the operation of the state transportation system). An ODOT facility plan when, adopted by the OTC, is a land use action as established in the State Agency Coordination Rule (ORS 731-015) and can only be changed through subsequent legislative action (local government and/or OTC amendment).

An Access Management *Strategy*, by contrast, addresses issues within ODOT's ROW that are only subject to ODOT's statutory authority to maintain and operate a safe transportation system, including ODOT's permitting authority. These actions are not land use actions. Developing an Access Management Strategy is a post-planning project development activity intended to address specific private approach road issues that cannot be fully determined until preliminary and final design are well underway and ROW acquisition is ready to begin (after project planning/NEPA). The ROW acquisition process can also affect and result in modification of an initial Access Management Strategy, depending on the course of a particular negotiation.

Consequently, while strategy-level, private approach decisions can be included in an IAMP or facility plan, it should only be done in instances where the ultimate disposition of a private approach is not negotiable and will not change between the development of the IAMP and post-planning project development process (where most strategy decision will always be made). Otherwise, the Access Management Plan part of an IAMP should address private approaches based on general principle only. In other words, it is appropriate in an IAMP to state that between public intersections X and Y the objective will be to consolidate, combine, and minimize the current number of approaches (because the density is higher than the desired standard)—it is generally not appropriate to state that X parcel will have X number of accesses at specific locations, unless the disposition of the private approach in question is absolutely non-negotiable. Making a specific determination about disposition of a private approach in an IAMP may result in a circumstance whereby any subsequent change to that approach must be treated as a land use action, making it necessary to amend the state and local plan to accommodate the change. This is not only unnecessary and inefficient; it also blurs the line between ODOT's statutory police powers, ODOT's land use compliance requirements and procedures, and local land use authority.

These terms are defined in OAR 734-051 and are further discussed and explained in the ODOT Access Management Manual, Chapter 3 Guidelines that is available on the following website:

<https://www.oregon.gov/odot/engineering/pages/access-management.aspx>

PART II: IAMP CONTENTS AND LEVEL OF ANALYSIS

This section of the IAMP Guidelines discusses the basic elements and the level of analysis that is appropriate for an IAMP. These plan elements and levels of detail will always vary depending on the available supporting documentation and real world context of the subject interchange. In order to reduce duplication of efforts and cost and to provide consistency between ODOT system and project planning efforts, IAMPs should utilize available traffic, land use, and environmental information from existing state and local planning documents, simultaneous system or project planning efforts, and other reports specific to the planning area. Data collection and analysis for the preparation of an IAMP will vary depending on the availability of valid technical information and the context of the interchange area. To establish the context, an IAMP scoping exercise should establish:

- How many local jurisdictions will be affected by or involved in the IAMP development process;
- If the IAMP will be prepared for an existing or new interchange;
- If the 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)²;
- If the IAMP is being prepared because a specific construction project is imminent (new interchange or major modifications³ to an existing interchange);
- How recently the local TSP was developed or updated;
- The extent to which there are any related controversial issues within the likely planning area;
- The access and accessibility conditions on the road network within the likely planning area;
- The land use development potential in the likely planning area; and
- The level of existing congestion or safety problems in the likely planning area.

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 assess these conditions within the likely planning area prior to developing a scope of work and estimating time and resources needed 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 possible future growth occurring in its vicinity.

The Transportation Planning Rule (TPR) and federal regulations establish 20 years as the minimum horizon for system and project planning. In Oregon, local government land use plans are supposed to provide a supply of developable land for 20 years. However, the physical/structural design-life of an

² 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.

³ 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.

interchange structure can be 50 years or more. It typically is not practical for ODOT to design an interchange to accommodate future growth beyond a 20-year time frame. ODOT would have little basis to forecast land use beyond the specified planning horizon given the local governments do not develop binding legal land use plans beyond that horizon. Additionally, planning for more than a 20-year period would be impractical from both a facility size and a cost perspective if the intention is to advocate for facilities sufficient to meet a long-term perspective. Since the purpose of an IAMP is to protect the function of the interchange, the challenge for an IAMP is to identify actions and/or improvements that provide for acceptable⁴ 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.

The level of technical detail in an IAMP can vary a great deal depending on the issues intended to be addressed. Proactive IAMPs that are developed in advance of a project planning (NEPA) process will generally have less design-level information, be more reliant on policy provisions, and may identify a wider range of improvement alternatives for consideration during project planning (if improvements are identified as necessary). This kind of IAMP may need to develop a management approach based on a “no-build” future scenario and reduced performance expectations if no funding is expected to be available and typical performance objectives cannot be met. It is also possible that an operational analysis reveals that physical or capacity-related improvements are not needed during the 20-year planning horizon. In this circumstance, the emphasis of the IAMP should be on protecting the available capacity through managing adjacent access and monitoring surrounding land uses as defined in the area's existing comprehensive plan(s).

When an IAMP is being developed in conjunction with (or just in advance of) a NEPA process, the level of detail, particularly with respect to design issues, can increase commensurate with the level of information available from the NEPA effort and the level of certainty that exists about subsequent decisions. However, care must be taken to build in appropriate flexibility with regard to any issue or element that might be affected by the preliminary or final design phase or by subsequent ROW negotiations.

It is also important to understand the authority under which certain decisions are made. Issues that are dependent on local land use authority to implement should generally be identified in as much detail as possible. Examples of these issues include local public road additions or changes and local policy or ordinance changes. Issues that are solely dependent on ODOT statutory (police power) authority to operate a safe highway, like private access decisions, should generally be dealt with in principle so that maximum flexibility can be retained for future design considerations and/or ROW negotiations. An exception to this principle can occur when closure or alteration of a private access is absolutely not negotiable and when ODOT is committed to a specific outcome, regardless of the eventual cost. For example, where a private access would be only 100 feet from a new or relocated interchange ramp and must be removed for overwhelming safety and operational reasons. In this instance, being very specific in an IAMP regarding an issue about which ODOT is absolutely certain and has no flexibility is an appropriate disclosure that establishes a firm expectation.

⁴ Determining what acceptable means is a policy decision that begins with the OHP and HDM mobility standards and is then tempered by available funding and local context and constraints—it involves asking the question “What is the best we can achieve in this circumstance?” and then adapting performance expectations accordingly.

Outline and Basic Elements of an IAMP

(If the IAMP is being prepared in conjunction with an environmental document, corridor segment plan, or TSP and most of the technical work is being done through one of those processes, the IAMP may simply consist of an executive summary and the contents of Chapters 6 and 7 below—the remaining chapters can be addressed by referencing the companion document which would be incorporated by reference)

1. Executive Summary
2. IAMP Purpose and Background
 - Purpose and Intent
 - Problem Statement
 - Interchange Function
 - Goals and Objectives
 - Management Area
3. Existing Conditions Inventory and Data Analysis
4. Regulatory Framework
 - Existing Land Use
 - Transportation Facilities and Traffic Operations
 - Natural and Cultural Resources
5. Future Conditions Analysis
 - Land Use Analysis
 - Forecast Traffic Operations
6. Alternatives Development and Analysis
7. Interchange Area Management Plan
 - Recommended Alternative(s)
 - Access Management Plan
 - Other Management Tools
8. Public Involvement Summary
9. Adoption and Implementation
 - Findings of Fact
 - Implementation Tools Responsibilities
10. IAMP Monitoring and Updates

(See Part II: IAMP Contents and Level of Analysis for more detail on page 8)

IAMP Purpose and Background

Purpose Statement

The Purpose Statement conveys the reasons and context for preparing the IAMP. An IAMP is encouraged for all interchanges, especially for those that are proposed for significant reconstruction and is required for a new or significantly reconstructed interchange by OAR 734-051-7010.

<https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183589>.

Fundamentally, the purpose of every IAMP is to preserve the function and operation of the interchange and, consequently, the state's investment in the facility. New interchanges and improvements to existing interchanges are very costly. Consequently, state and local government and their citizens have an interest in ensuring that interchanges are able to serve their intended purpose and operate efficiently.

Other reasons for preparing an IAMP may include addressing:

- requirements associated with transportation projects,
- existing or forecast highway safety and/or operation problems,
- local road network sufficiency concerns related to supporting the ability of the state or local transportation system to function and operate adequately, and/or
- land use concerns when there is concern about the ability of the state or local transportation system to adequately serve existing or proposed local land use potentials.

The Purpose Statement section also describes other aspects of the IAMP's context. The section should include other work products related to the interchange area. These may include an Environmental Assessment (EA) or Environmental Impact Statement (EIS), an access management plan or some other ODOT facility plan, design work, TSP preparation, or private development analysis. To the greatest extent possible, the IAMP Purpose Statement should be consistent with and derived from predecessor or companion planning efforts, such as local TSPs or NEPA documents.

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 developing alternatives evaluation criteria and helps establish the benchmarks by which the plan's success is measured. 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 planning 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 establish and/or affirm:

- Functional classification of the state highway;
- Functional classification of the crossroad;
- Functional classification of the adjacent interchanges;
- Local access conditions;
- Economic development conditions and expectations;
- Determining what the interchange is not intended to serve. (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);
- What types or level of development or traffic that the interchange is not intended or expected to serve. (for example, if the interchange is primarily intended to serve industrial or commercial development or if the crossroad at the interchange is (or is not) intended as the main east-west connection in the area);
- Management expectations for the interchange.

The definition of the interchange function may change during the IAMP preparation process based on information gathered and developed through the existing conditions inventory, future conditions analysis, alternatives development, phases of the project and/or changes in the state or local growth and development objectives and expectations.

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) associated with these classifications. It also states the local Transportation System Plan designations for the area 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 function statement must also consider the interchange's role within the larger transportation network in supporting local and regional travel and economic development. It must also define the existing and future land uses that the interchange is intended or expected to serve.

The following is an example of an interchange function statement. It is from the I-5 Interchange 129 (Del Rio Road) IAMP.

Interchange 129 lies within the Roseburg UGB, but outside of the Roseburg city limits. Interchange 129 provides access to Old Highway 99 and Del Rio Road. The southbound I-5 ramp terminals intersect with Del Rio Road and the northbound I-5 ramp terminals intersect with Old Highway 99. Umpqua College Road is also located within the study area. The 1999 Oregon Highway Plan identifies I-5 as an Interstate Freeway within the study area. Old Highway 99, Del Rio Road, and Umpqua College Road fall under Douglas County jurisdiction. The Douglas County Transportation System Plan² identifies Old Highway 99 as an arterial, Del Rio Road as a major collector, and Umpqua College Road as a minor collector.

The primary land use designations served by the interchange are: Heavy Industrial on the northwest quadrant; Public Reserve on the southwest quadrant; Public Reserve and Residential on the northeast quadrant; and Residential, Community Commercial and Public Reserve on the southeast quadrant. The historical Winchester Bridge is located south of the Old Highway 99/Del Rio Road intersection east of I-5. Among the properties served by the interchange are the

Umpqua Community College, Amacher Park, Rod & Gun Club, Douglas County Forest Products, the headquarters for the Douglas County Parks Department, and residences.

The intended function of Interchange 129 is to safely and efficiently accommodate future traffic demands associated with current and planned land uses consistent with the Roseburg Comprehensive Plan. The interchange improvements scheduled are not intended to facilitate new commercial development in the study area – especially in areas designated for industrial use. However, interchange area improvements are intended to facilitate industrial development as called for in the Roseburg Comprehensive Plan and accommodate future traffic associated with current and planned land uses. Section XII of the amended UGMA includes provisions that prohibit the use of the Heavy Industrial site shown on Figure 10 (seen in IAMP) for commercial retail and service uses, as required by the policy provisions of this IAMP.

For a new interchange or an interchange that will be modernized, the intended function of the interchange may influence the type of interchange or its specific features during the design process. System interchanges typically connect two or more freeways and provide for through movements for destinations outside the area and no direct local access. Service interchanges typically connect a freeway with a lesser facility and mainly provide for local as well as regional or statewide trips. A *Policy on Geometric Design of Highways and Streets* (the “Green Book”) (American Association of State Highway and Transportation Officials [AASHTO], 2004 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. Alternative configurations are an important consideration during the IAMP process and will have heightened significance if developed immediately preceding project development or if configuration is key to an associated management strategy.

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.

<https://www.oregon.gov/ODOT/Planning/Pages/Plans.aspx#OHP>

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 in collaboration with 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 (as per the function statement).
- 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 that the planned land uses are consistent with long-term function of the interchange and the state and local transportation system.

The goals and objectives should reflect the values, 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 values and 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 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 alternative identification and analysis and selection of a recommended alternative, if appropriate, and to guide management decisions.

As is the case with the problem statement, for an IAMP that is prepared immediately prior to or concurrently with a project planning (NEPA) process, some or all of the goals and objectives may be established outside the IAMP process such as by the OTC through conditions of approval for funding, through another ODOT facility plan or local TSP, or as a direct action of the NEPA project planning process. In any case, IAMP goals and objectives should be consistent with goals and objectives already established through other processes. To the extent that applicable existing goals and objectives might need to be modified by the IAMP process, amendments to their parent documents may also be needed.

Management Area

This section establishes the boundaries of the management area for the IAMP. It describes the boundaries and how they 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). The management area may be associated with the establishment of a local overlay zone and should encompass the area within which special local noticing procedures or other local policies may be requested and local land use management or monitoring ordinances are enacted. *IT IS IMPORTANT TO NOTE THAT THE EVENTUAL INTERCHANGE MANAGEMENT AREA WILL OFTEN BE, DIFFERENT FROM THE INITIAL IAMP STUDY AREA.* The initial study area should be large enough to address both direct and indirect transportation and land uses on the interchange. 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...” or “as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.”

The eventual IAMP management area will typically be smaller than the study area but will extend beyond the ODOT right-of-way. The minimum safety spacing standards from an interchange ramp terminal to the first full movement local public or private approach is 1,320 feet (¼ mile) as established in OAR Division 51, <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3317>.

Unless some constraint makes it unnecessary or impractical, the minimum management area should encompass at least the ¼ mile distance from the interchange along the crossroad. This distance and the amount of access control can and should extend beyond the minimum safety spacing standard depending on the ability to do so, the classification and function of the cross road, and the nature of the surrounding land use and local road system. The area included on either side of the crossroad will depend on many factors. The various factors that should be taken into account include:

Existing and planned land uses in the vicinity that will impact the interchange. Existing and future land use plans that may significantly affect the interchange function must be analyzed for their development potential and possible transportation system impacts. This assessment could involve a range of estimates, depending on adopted population and employment forecasts and build out potential. Some communities may have far more available buildable land within their Urban Growth Boundaries (UGBs) than is likely to actually build out over a 20-year planning horizon. Some may not have enough land included in their UGB. In the first instance, it may be advisable to seek state or local policy language or local code provisions that acknowledge and establish the mutually agreed upon growth expectations and set performance expectations (mobility standards) accordingly, taking into account possible transportation system improvements.

In the second instance, where UGB expansions might be needed to accommodate the adopted population and employment forecasts, care should be taken to avoid speculation about land use processes that have not yet taken place or been concluded. This may mean developing a future forecast that addresses only the development potential associated with the existing adopted UGB and land use plan, even if that potential is less than implied by the adopted population and employment forecast, and developing policy provisions to update the IAMP when an updated UGB and land use plan are adopted. Ideally, UGB and land use plan update would be coordinated with IAMP development so that the 20-year land use decisions are reflected in the IAMP analysis. However, this may not always be practical. For example when a funded project is under development and adoption of an IAMP is a required part of the process.

In no instance should the policy context or performance standard expectations in an IAMP be solely based on a speculative UGB or land use scenario. Oregon Administrative Rule (660-12 and 731-015) requires that ODOT plans be consistent with existing adopted land use plans. However, this does not mean that alternative, speculative land use scenarios cannot be developed. Such efforts can be very useful by informing policy makers about the possible consequences of taking one course of action versus another. It is simply not appropriate to base the IAMP management strategy on a speculative land use scenario that has not yet been adopted. If speculative scenarios are developed for demonstration purposes, they should be included in the appendices and it should be made clear that the actual IAMP is not based on anything but the existing adopted land use plan.

Transportation facilities and traffic operations. The boundary should encompass key existing or recommended roadways as they facilitate or influence transportation system 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 (TAZ) zone boundaries, where possible. (TAZ boundaries are generally developed to conform to property boundaries). The management area typically does not need to extend beyond halfway 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 may 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 recommended transportation system solutions. 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 in a general way how they will be avoided or impacts to them mitigated, they need to be considered in establishing the management area boundary. It should be noted, however, that the level of environmental analysis in an IAMP or any ODOT facility plan is not a substitute for the work that would be performed in association with a subsequent project planning (NEPA) effort. An IAMP or ODOT facility plan environmental analysis is basically a “red flag” or “fatal flaw” analysis to determine if a solution that may address the stated problem faces an obstacle that cannot likely be mitigated.

Access management. Access management needs may help define the management area although in many 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 distance ($\frac{1}{4}$ mile) as the “influence area of an interchange.” Based on this definition, the safety and operational 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 the relationship of the study area and the management area for the Cascade Locks interchange. The study area encompasses much of the city and includes commercial, industrial, and multi-family residential land. The use on these properties will have the most influence on the operations at the interchange. The study area was selected to include significant potential development areas such as the port property, local road network and other vacant or under-developed land near the interchange that will potentially generate traffic that will affect the future function of the interchange.

The interchange management area is the more confined area where circulation and access management becomes critical for the long-term function of the interchange. The management area for this IAMP encompasses those properties that access the local roadway system – a system that in turn is designed to connect to the interchange crossroad minimizing any access within the minimum 1,320 feet spacing distance from the interchange ramp termini.

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 identified problem and ultimately to identify

potential alternatives solutions 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 policy changes and plan amendments and/or local development code changes 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 15
- Statewide Planning Goal 3 (Agricultural Lands) and OAR 660, Division 33
- Statewide Planning Goal 4 (Forest Lands) and OAR 660, Division 6
- Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and OAR 660, Division 23
- 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)
- ODOT Modal and Topic Plans (Public Transportation, Bicycle and Pedestrian, Rail, etc.)
- OAR 660 Division 12 (Transportation Planning Rule)
- OAR 731 Division 15 (State Agency Coordination Rules)
- OAR 734 Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)
- Other relevant plans such as other facility plans like STA plans, corridor plans, access management plans, and project plans (NEPA documents).
- ORS 366.215 (Reduction of vehicle-carrying capacity)

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 (like bicycle and pedestrian 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 the IAMP's consistency with the regional transportation plan (if applicable) and TSP. The section must also identify conflicts with and any necessary changes to local plans and implementing regulations, including land development code(s) (zoning, site development, and land division) needed to ensure consistency between the IAMP recommendations and the adopted local plan(s).

Existing Land Use and Zoning

The existing land use section inventories land uses in the management study 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. Any special considerations included in an Urban Growth Management Agreement should be included in the review. This section should note any undeveloped or potentially redevelopable parcels with the potential to impact the interchange function or operations based on their zoning and/or land use designations. 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 existing land use traffic forecasts.

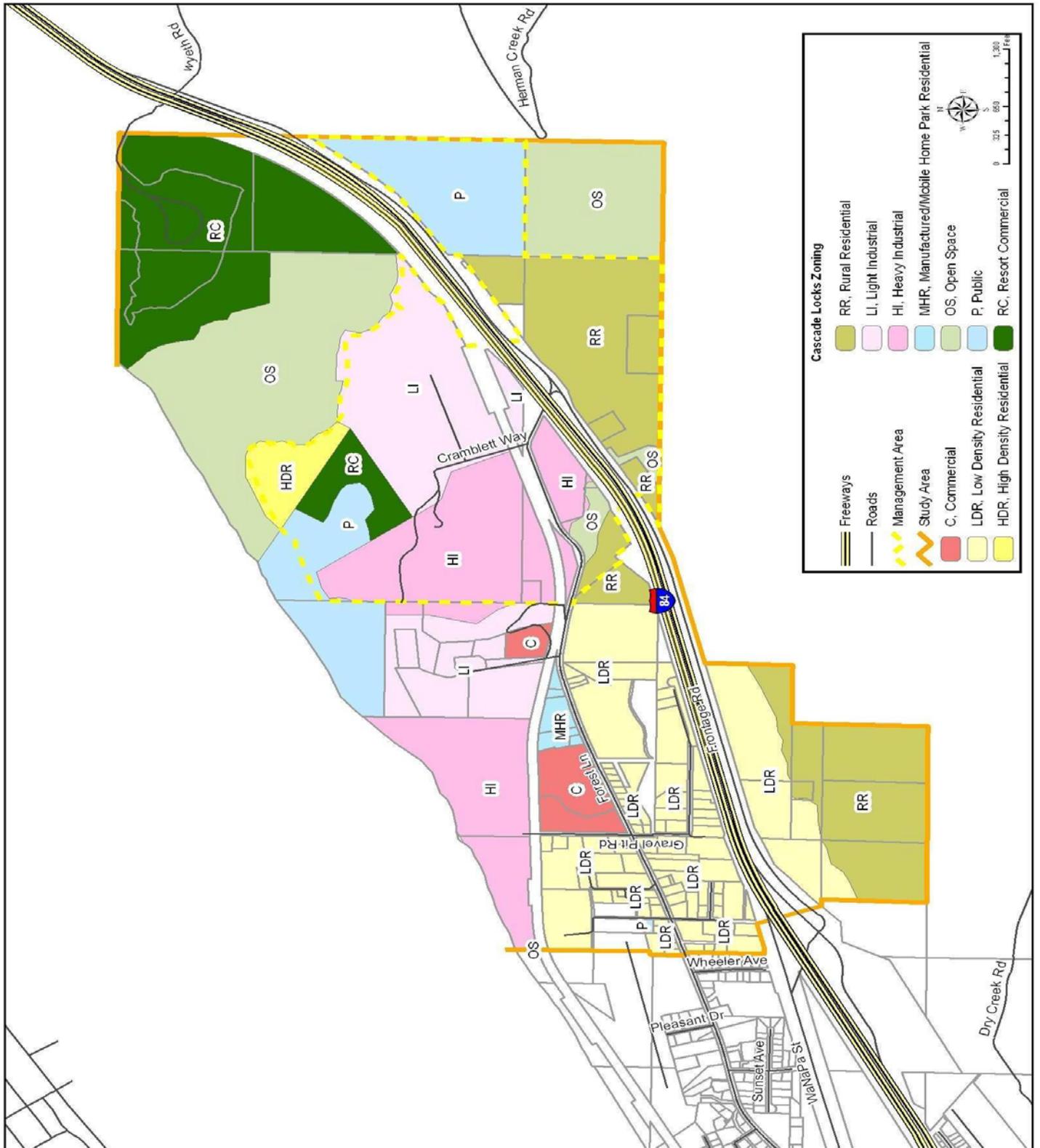


Figure 1 – Cascade Locks IAMP Study Area and Management Area

Transportation Facilities and Traffic Operations

This section describes existing physical transportation facilities and existing traffic operations and evaluates the existing mobility standards for state and local facilities within the IAMP study area. The purpose of this section is to compare existing operations to the ODOT or local desired operations based applicable standards for the interchange, the state highway, the crossroad, and appropriate streets under local agency jurisdiction. This section then identifies where current standards either are or are not being met. The State mobility standards are those in the OHP. The local mobility standards are those in the adopted local TSP or transportation chapter of the local comprehensive plan.

The description of physical facilities includes information on geometric conditions such as lane configurations, and a description of bicycle, pedestrian, and transit facilities and whether or not the existing geometric conditions meet current Highway Design Manual standards. 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 safety issues including crash locations and types.

Environmental Analysis

This section includes identification of resources that may impact the location or design of proposed transportation system services and/or improvements. Critical resources include fish and wildlife habitat, wetlands, floodplains, historic properties, archaeological resources, parks and recreation areas, hazardous materials, and major utility facilities. This analysis will be fairly high-level and will primarily rely on existing information. It 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. Other sources of information such as 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 should be consulted. ODOT employs a process called Context Sensitive and Sustainable Solutions (CS³) that includes an assessment of resources and community needs.⁵

The level of environmental analysis needed for an IAMP is at a minimum a “red-flag” or “fatal flaw” assessment that can inform the geometric and operational feasibility assessment that is made for any improvement recommendations. If the IAMP is being prepared concurrently with a project planning (NEPA) process, (a new interchange or improvements to an existing interchange), the appropriate sources of information are either 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 utilize the information gathered for 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. The objective of the environmental analysis for an IAMP is to determine if a potential

⁵ Context sensitive and sustainable solutions (CS³) 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. [CS³] is an approach that considers the total context within which a transportation improvement project will exist.” (FHWA website <https://www.fhwa.dot.gov/planning/css/>, Context Sensitive Solutions, last modified January 24, 2005) CS³ addresses environmental justice for minority and low-income populations as well.

transportation system solution that otherwise addresses the stated problem faces some obstacle that cannot likely be mitigated.

Unclassified Roads

ODOT owns over 600 miles of unclassified roads consisting of connectors (mostly ramps) and frontage roads. 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. Unclassified roadways located around existing or future interchanges, should be inventoried and analyzed during development of an IAMP. ODOT staff should, when possible, work with local agencies and negotiate a jurisdictional transfer for the appropriate unclassified roads during the IAMP process. If the road is necessary for the operation of the interchange and it cannot be exchanged or sold, then it should be classified. 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, these new ODOT facilities should be classified 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 and help determine what types of improvements are needed. Further guidance on the *Process for Classifying or Reclassifying Highways in the Statewide Highway System* can be found at:

http://intranet.odot.state.or.us/ssb/BSS/documents/p&p/PLA_03-01_PROCEDURE.pdf

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 is anticipated to occur to evaluate and how to account for potential traffic impacts from future development. The level of land development assumed should be commensurate with the area's approved population and employment forecasts and the available land supply. Although there is always some degree of uncertainty regarding future actual land uses, the IAMP needs to use existing plans and predictions to make assumptions that provide some certainty for future 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 plans and zoning ("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 recommendations for 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 when being developed in concert with a project.

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 improvement design and access management elements and the land use management approach when implementation responsibilities are defined.

A review of a worst-case or most intensive development scenario may be informative to understanding the potential at an interchange as supportive material in an appendix. Where potential for significant development exists, a risk analysis could be performed to determine the practical life expectancy and effectiveness of interchange designs and management measures.

The land use management component of an IAMP should be sufficiently detailed to establish adequate assurances that future development expectations are accounted for and tools are in place to protect the long-term function of the interchange. There is a range of tools available to local governments to achieve the appropriate level of land use management. In rural areas simply maintaining existing local plan policies and resource zoning to protect the future function of the interchange may be sufficient. It is important to work with local governments to gain assurances that there is a commitment to maintain an adequate level of land use controls to manage the area to achieve the objectives of the plan. If such controls are already in place, the IAMP should identify policy language in the local comprehensive plan that assures future land use compatibility with the function and operations of the interchange. If they are not already in place, the plan should identify policies and management commitments that need to be added to local plans and ordinances.

The management of more complex areas will usually involve more sophisticated tools such as overlay zones and trip budgets that monitor or place limits on traffic impacts as development occurs. Adequate tools will need to be developed and applied to meet the management needs of the specific interchange conditions. Each plan will need to include the most appropriate set of management tools to meet long-term needs to protect the interchange function. A list of potential land use management tools is included on page 35.

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. Projects scheduled and funded, but not yet constructed, should also be inventoried and factored into the forecast no-build analysis.

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

provide information against which the initial problem statement should be assessed, and may lead to some modification of the initial goals and objectives.

ODOT's Analysis Procedures Manual (June 2006 – updated May 2010)

http://www.oregon.gov/ODOT/TD/TPAU/docs/A_APM/Cover_ch10.pdf and the Transportation System Planning Guidelines (May 2008)

<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx> describes four levels of traffic volume forecasting methodologies. In large urban areas, the regional (Level 4) or in small (larger than 15,000 population) urban areas (Level 3) traffic model is used for the analysis. For rural areas and small urban areas, a cumulative analysis (Level 2) is used when data is available. Where there is limited data and no 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) (for any build alternative) 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 and 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 most cases, alternative interchange configuration footprints will be considered during the IAMP process, particularly if IAMP development immediately precedes or is concurrent with project development. The development of alternatives and analysis includes management activities compatible with alternate configurations and designs.

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, overall population and employment growth assumptions used as inputs into the model must be consistent across various land use distribution scenarios or system improvement scenarios; otherwise the model would have inconsistent results. The model also can be used to test special traffic generators—activity centers that generate more traffic than other uses in the category, such as hospitals. (See

<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx>: transportation analysis and transportation modeling)

In circumstances where an operational deficiency is identified through the forecast no-build analysis, the alternatives analysis process must be in accordance with OHP Policy 1G (improve efficiency before adding capacity). The OHP 1G 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. This can, in turn, support potential “practical design” efforts to provide some level of improvement that is affordable and better than simply doing nothing. 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. In some cases, there may not be a practical or cost-effective solution that will fully solve the problem. In accordance with principles of practical design, the process should allow for consideration and adoption of solutions that reduce the problem, but don’t fully meet standards or eliminate the problem.

The forecast traffic analysis needs to determine whether each key location (intersection, ramp terminal, etc.) meets adopted mobility standards during the forecast period. If operational deficiencies are not forecast, then implementation measures that assure the facility will continue to meet standards throughout the planning period need to be considered and evaluated. Among these measures are limitations on plan and zoning amendments that may result in an increases in trips that would exceed the mobility standard during the planning horizon. If operations do not meet standards, then the IAMP must evaluate local opportunities to improve circulation, access management, and land use management to accommodate trip demand. If the constraints to achieving current mobility standards are such that it is apparent that these standards cannot be met, it is also appropriate to consider development of alternative mobility standards that reflect the level of performance that is mutually agreed by the state and local participants to likely occur over the planning horizon.

A new interchange or the need to reconstruct an existing interchange often involves improvements to the roadway that may include changes to the impact area or footprint of the interchange. An IAMP will usually analyze roadway designs that refine alternatives to a degree sufficient to at least define the footprint or land area that will be affected. Where practical, a design will be recommended that will inform other management decisions for the interchange area, particularly access management, local traffic circulation and land use. An IAMP for an uncomplicated interchange may result in identification of a single recommended alternative, increasing certainty for facility and land use decisions that follow.

IAMP alternative recommendations must be based on adequate environmental and design analysis. If there is not enough data and analysis in the IAMP process to achieve a high enough degree of certainty to recommend a single alternative, then that determination should be deferred to project planning and the NEPA process. Where uncertainty exists, a range of recommended alternatives should be advanced to the project planning/NEPA process where a detailed alternative analysis can be performed and a preferred alternative can be identified. Any analysis and recommendations accomplished in the IAMP must always be reviewed and validated at the beginning of the project planning/NEPA process. If the recommendations can be validated, this approach truly links and integrates system and project planning and can significantly streamline decision making during the NEPA process.

The transportation facility-level planning done for the development of an IAMP typically involves carrying forward several alternatives into the project planning/NEPA process as recommendations. A preferred alternative is then selected during the project planning/NEPA process. In some cases, a risk assessment will help determine how much detail should be included in determining the adequacy of IAMP policy and management recommendations to protect the long-term function of the interchange. A review and analysis of potential land development and the likelihood of funding availability to make physical improvements will help determine optimum design elements and the need for more complex management tools.

Proposed IAMP build alternatives are to be developed using mobility and design standards found in the Highway Design Manual (HDM) and the OHP mobility standards when there are no physical or funding constraints. All proposed design options must comply with the requirements of ORS 366.215 (Reduction in Vehicle-Carrying Capacity). However, ODOT's Practical Design initiative focuses on meeting specific project purpose and need in a fiscally constrained environment while optimizing the highway system. Due to the limited resources available, planned IAMP alternatives may not always fully comply with design requirements or operational standards. For any reconfiguration of an interchange, especially those planned designs that do not meet current operational or geometric standards and require design exceptions, it is important that Region Roadway and Technical Services personnel be engaged early in the development of IAMP alternative concepts as representatives of the Department's Chief Engineer, who is responsible for planned designs in facility plans. (See Appendix C regarding Highway Design Manual requirements).

Interchange Area Management Plan

An IAMP is a document that establishes a negotiated agreement between ODOT and the local government on how to manage transportation facilities and associated land uses. An IAMP presents a set of decisions and actions that forms a plan for how best to protect the future function and operation of an interchange and meet the goals and objectives of both state and local governments. When approved 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 each jurisdiction's responsibilities and authority. An IAMP ties the participating local 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 and decisions that guide subsequent actions by ODOT and local government 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).

Recommended Alternative(s) and Findings

This section identifies the recommended 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 recommended alternative(s) 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 may be requested for

controversial areas after preliminary recommendations are identified in order to confirm its support for the IAMP before initiating a local adoption or consistency acknowledgement process.

Access Management Plan (AMP)

Access management is one of ODOT's most important tools to protect the function and operation of an interchange. An access management plan is a necessary component of an IAMP that includes tools within ODOT and the local government's jurisdiction such as access control and operational management actions. ODOT and local governments have the authority to control access to transportation facilities. The Oregon Department of Justice has advised that, as a safety-related exercise of ODOT's police powers, access control authority is not subject to Measure 37 or Measure 49. Therefore, proposed development within the IAMP management area resulting from waivers from these measures will not necessarily be granted access.

ODOT has the authority to purchase access rights on local roadways if it can demonstrate that access to these roadways creates or may result in an adverse effect on safety and operation of 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 to the state highway(s) as well as local roadways. An access management plan includes overall policies to guide access management, as found in OAR Division 51 and the OHP, and identifies specific implementing actions for the interchange area. The short-term actions included in an access management plan will be more specific if the IAMP is being prepared in concert with a project to improve the interchange facilities. The short-term, project specific actions, such as an access management strategy, may include more detailed, driveway-specific decisions (See Access Management, p. 37).

For IAMPs not involved with an immediate improvement project—those that emphasize managing existing facilities over a longer period—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 and how access issues will be addressed in the future. An IAMP must also allow the ODOT right-of-way agent some discretion in deciding the best solutions for individual access management situations when the project implementation and construction process begins. It should allow sufficient flexibility to take advantage of opportunities for better access management due to parcel redevelopment and future roadway improvement projects.

In that sense, unless there is absolute certainty that a specific private access will be closed or modified in a very specific and un-negotiable way and ODOT is willing to commit to that action, the future disposition of private accesses should only be dealt with through general policy objectives. For instance, if there are nine private accesses between two public intersections and the objective is to reduce that number to the minimum needed to effectively serve the adjacent properties, the plan should simply state that and then rely on the subsequent strategy development and ROW negotiation process to achieve that outcome. When specific access locations are included in an IAMP that is adopted or found consistent with local plans by a local government, that specific location becomes a land use decision that would require amending if a change were subsequently needed when the project implementation and construction process begins. Consequently, it is better to address these situations through general policy objectives so that flexibility is retained and unnecessary legislative actions are avoided.

Regardless of the specific 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 the influence area of the interchange. 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 to the maximum extent practicable. The actions recommended in the access management plan should state that ODOT and the local government will continue to apply standards as new development and redevelopment 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 or triggers for 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 and a safety or operational analysis justifies the closure.
- 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 will ideally 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 that public right-in, right-out intersections in fully developed urban areas which should be prohibited for at least 750 feet when feasible (OAR 734-051-420 (8) reference Tables 7,8,9 and 10) including Figures 1, 2, 3 and 4, specifically set forth the spacing standards for interchanges and approaches in interchange areas. 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. Where it is concluded that these standards cannot be achieved,

the plan may identify where deviations as per OAR 734-051-3050, Deviations from Approach Spacing, Sight Distance, and Channelization Standards for a Private Approach, will be required from the Region Access Management Engineer. The IAMP needs to document constraints and considerations that will be factored into deviation requests.

The access management plan for an interchange will need to be carefully crafted to clearly define and separate responsibilities and authorities. The plan needs to be sufficiently detailed to clearly describe the access conditions, issues and needed actions while not being so detailed and prescriptive to compromise a jurisdiction's authority to manage elements of the plan that they are responsible for. Where certainty can be established with specific accesses in the interchange area, an IAMP should be definitive about their operational expectations long-term. The plan should be as clear as possible about the expectations regarding how accesses will be treated to achieve the standards and objectives for the interchange. This will include who has authority to issue permits and the timing for the detailed actions.

The concern for including detailed information about individual accesses in an access management element of the IAMP involves certainty regarding acceptable access locations and the conditions under which local governments adopt these actions into their comprehensive plans. Where certainty with access locations can be determined during the planning analysis, a high level of detail can be included in the plan. The plan should not include permit level of detail such as granting deviations or specific location permits. Only where certainty exists with access locations and conditions should determinations of specific locations be included in a plan. Where a local government may adopt the plan, thereby establishing some land use authority, a clarifying statement or disclaimer should be included that delineates and protects ODOT's and local government's separate authorities. Access permitting to state highways is specifically the authority of ODOT and should not be subject to local land use action.

Other Management Tools

The other management tools, primarily those available to local governments, provide a critical component to achieving the objectives of the IAMP, which is to protect the function of the interchange long-term. Since ODOT has limited authority or capability to manage activities outside its right of way, it is vital to the success of a plan to engage local governments' management capabilities such as land use controls. The plan needs to document what tools will be applied in the management area of the interchange to carry out the plan. A list of these tools is included on page 35 and a discussion of local governments' management role with an IAMP is included in the Part V: Relationship of ODOT and Local Governments on page 43.

Adoption and Implementation

ODOT and the local government jointly prepare the IAMP and both need to accept and agree to the decisions, recommendations, and defined responsibilities in the IAMP. The OTC is required to formally adopt the plans while local governments can exercise a range of actions from simple agreement with and acceptance of the plan to formal adoption as refinement to the TSP element of their comprehensive plans. One purpose of this section in the IAMP is to specify adoption and 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.

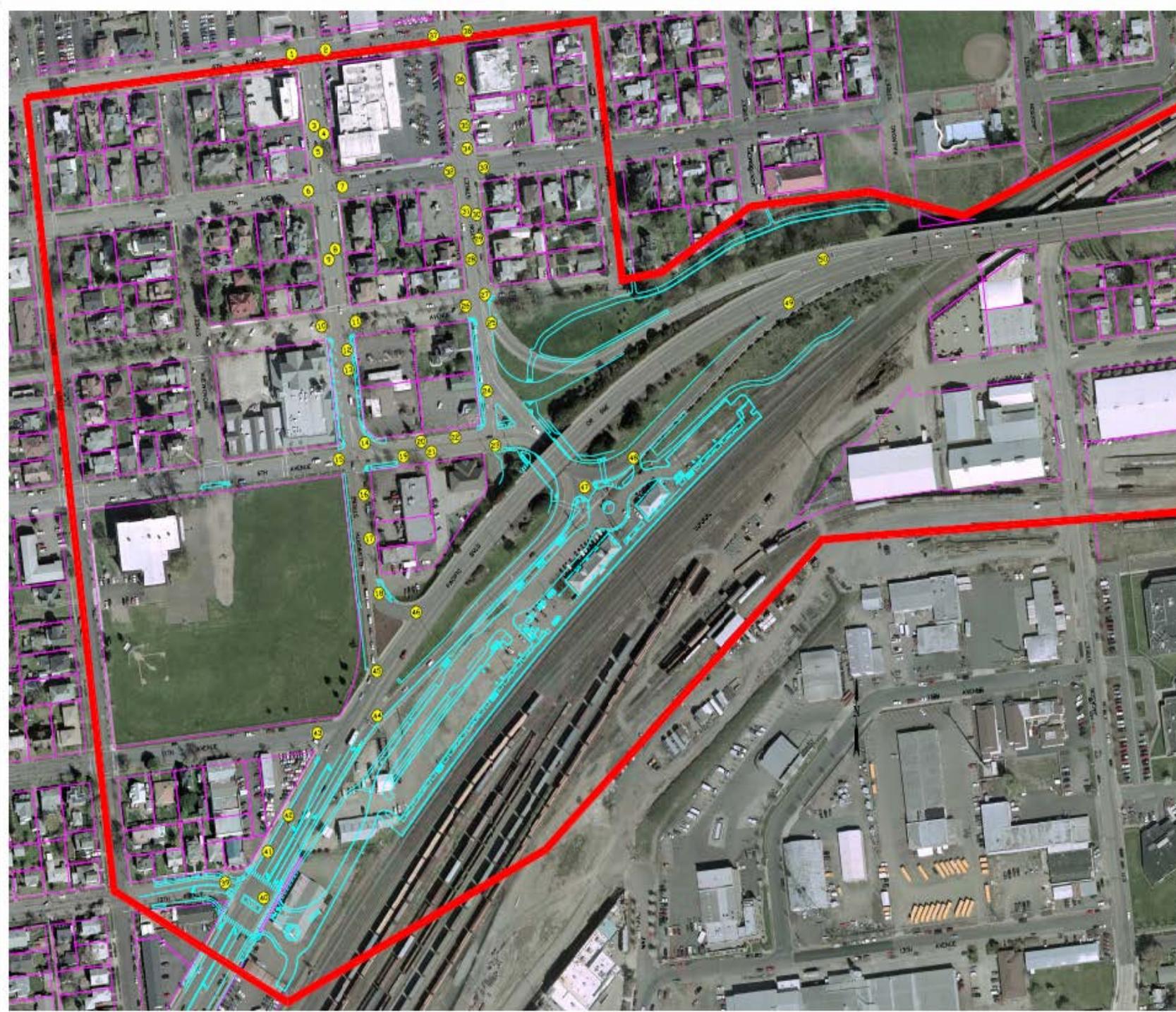
When developing an IAMP, there will be actions that ODOT is responsible for, actions that the local jurisdictions must take and actions that both authorities agree to complete in the future. The IAMP is the documentation that memorializes these responsibilities and actions and should be accepted as the

rational for the direction and actions that have been agreed to. To minimize any confusion over jurisdictional authority, adoption language must be carefully crafted to recognize and assign the responsibilities for needed actions. There are actions specific to each jurisdiction that must be recognized and kept separate to minimize confusion over which agency is exercising which legal authorities.

Adoption

The plan adoption process has five steps:

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

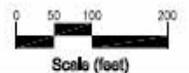


VICINITY MAP

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: 503.222.0953

ALBANY OTIA LYON/MILLSWORTH (US 20/CR 90E)
INTERCHANGE AREA MANAGEMENT PLAN

CITY OF ALBANY
ALBANY, OREGON
April 2004

This page left blank intentionally.

The plan management team makes one or more presentations to the City Council/Board of County Commissioners to explain the purpose for the IAMP and the planning process.

2. After the selected alternative and preliminary recommendations are identified and agreed to by the involved local governments, ODOT may request review by and input from the OTC in order to confirm support for the IAMP.
3. The local government will take action to accept the decisions of the IAMP which could involve any of the following actions:
 - a. Adopt the IAMP as a refinement plan to the TSP which amends their comprehensive plan
 - b. Adopt comprehensive plan policies to support the plan,
 - c. Adopt zoning or other management ordinances to implement actions specified in the plan,
 - d. Accept the plan through a compatibility determination letter which recognizes that the IAMP is consistent and compatible with their existing comprehensive plan and that no additional local legal actions are necessary to implement the plan.
4. The OTC adopts the IAMP as a facility plan.

A Region ODOT planner prepares findings of applicable law and policies for the OTC to adopt as part of the adoption of the IAMP and writes up the specific elements and actions for which the agency is responsible. OTC adopts the IAMP as a facility plan following the ODOT Transportation Facility Plan Adoption Procedure found at the following website:

http://intranet.odot.state.or.us/ssb/BSS/documents/p&p/PLA_01_PROCEDURE.pdf

The procedure provides direction on processes and logistics.

The local government planning director prepares any necessary plan and ordinance amendments and a staff report with findings of compliance with applicable law, etc. for the local 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 and distinguished. The IAMP should identify which specific elements of the IAMP each participating jurisdiction has authority and responsibility to implement.

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 useful 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, any local government actions adopting an IAMP or applicable elements must be accomplished through amendments to the transportation element of the local comprehensive plan or zoning ordinances.

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.
- Identifying and providing funding for needed improvements.

In addition to adopting the IAMP as a refinement of the TSP, amendments to the TSP may also be necessary to add any improvements to the local street network or changes to local government's access management activities to the TSP project list. Notwithstanding consultation with the OTC on preliminary recommendations, local government agreement with the plan and adoption of required elements always precedes OTC adoption. The ODOT Region and District offices and local government implement the Access Management Plan element through access control and other operational 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 the number of trips from forecast land development is expected to overwhelm the transportation system, even with reasonable improvements, measures to limit individual property trip generation by limiting the intensity of land use may be implemented. Adopting alternative mobility standards to provide for increased congestion is also a possible outcome of an IAMP process.

Policies

The IAMP should include the following or similar 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 changes of 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.*

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—the most frequently used tool, most flexible and maybe most important. The policy direction establishes a legal basis for managing the interchange area to achieve the objectives and goals of the plan and any improvement, preexisting or not.
- Concurrency ordinance—best used when the TPR will not suffice as protection of transportation facilities. Could be administered through requiring that individual traffic movements and travel 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. The implementing 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 to be used 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 combined with existing (base) zoning to guide development. It is possible to create an interchange area overlay district that has performance standards (trip or performance based zoning), incentives for developing in a certain manner or different processes for allowing changes to the established zoning.
- **Land use specifications**—In some cases, an interchange may be planned for an existing “Greenfield” such as when undeveloped 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 and Performance Standards**—Many jurisdictions have design review standards already in place. Design performance standards can result in criteria that can encourage traffic friendly site design minimizing access points, including greater multi-modal potential and otherwise site development characteristics that would 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**—Crossover easements are tied to the title of a property and are effectively encourage fewer access points by allowing adjacent properties to share driveways.

3. Funding mechanisms

- **Local improvement districts (LIDs)** are entities created when a group of property owners organize to pay the costs of infrastructure improvements, as enabled in ORS 223. An LID lasts only until the improvement is completed and the debt obligation has been met. An LID is usually created to raise capital for smaller projects, such as installing sidewalks, but can also be formed to finance more substantial infrastructure improvements. For example, an LID was created in Portland to help finance the Portland Streetcar project. Another contributed financing to Portland’s transit mall improvements. The City of Wilsonville formed an LID to fund widening of Wilsonville Road in coordination with ODOT ramp improvements at the I-5 interchange
- **Tax increment Financing (TIF)** is used by local governments to fund public improvements in Urban Renewal Areas (URA) with the intent of encouraging redevelopment and leveraging private investment in blighted areas. TIF is sometimes used to fund transportation projects. The URA is established to define an area in which TIF will be implemented. The amount of taxes available for their current uses (e.g. city operations, capital improvements, schools) is frozen for a set period of time, usually 20-25 years. Based on the assessed value of property inside the URA at the time the URA is established, the increment of the tax above the frozen value is then dedicated to financing capital improvements. Urban renewal agencies have borrowing authority and fund projects by borrowing against anticipated future tax revenue increases from expected development.
- **Systems Development Charges (SDCs) or Traffic Impact Fees (TIF):** Oregon law (ORS 223.297 through 223.314) provides “a uniform framework for the imposition of system development charges by governmental units” and establishes “that the charges may be used only for capital improvements.” An SDC can be constructed to include one or both of the following components:

(1) a reimbursement fee, intended to recover an equitable share of the cost of facilities already constructed or under construction and (2) an improvement fee, intended to recover a fair share of future, planned, capital improvements needed to increase the capacity of the system for future users. Reimbursement fee proceeds can be used for any related capital facility costs, but improvement fees can only be used to fund capacity-increasing facilities.

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.
- Medians—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. To utilize non-traversable medians as a mitigation measure, the department must establish that no other mitigation measures are effective or available under the circumstances.
- 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.
- Amend the OHP to establish lower mobility standards (higher acceptable v/c standard) at the particular interchange to acknowledge physical and financial constraints to providing improvements and provide for increased congestion in accordance with the existing adopted local land use plan.

5. Access management

- Access Management—Access management is a very important component of an IAMP especially where a plan is being developed to manage an existing facility that does not meet mobility standards. An IAMP should contain an access management plan element that identifies the techniques that need to be applied in the interchange area to address safety and mobility conditions to protect the function of the interchange. A list of access management techniques is included on page 27. Access management should also be applied to local streets by the local governments involved with the IAMP.
- 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.

- There are other actions and techniques that can be utilized such as partial driveway restrictions, medians, crossover easements, traffic control devices, frontage roads. These tools must be appropriately applied and justified through analysis of the need to accommodate safety and operation mitigation.

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 or confirmed as consistent with the local comprehensive plan, it should be reviewed and updated as needed when the local TSP and or comprehensive plan 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 such as major highway improvement projects. 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 in conjunction with a project planning/NEPA process dealing with more immediate needs. In any case, plans are produced to 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 but does focus on managing the elements that will serve the long-term function and safe operation of the interchange. An IAMP prepared in conjunction with a project should consider the scheduled improvements 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 should 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. An IAMP is also required for new or significantly modified interchanges prior to construction. The ODOT State Agency Coordination Program (SAC) (OAR 731-015) requires all land use actions proposed in plans and projects be completed between the draft and final environmental documents and before final approval 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 1G: 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 management plan.

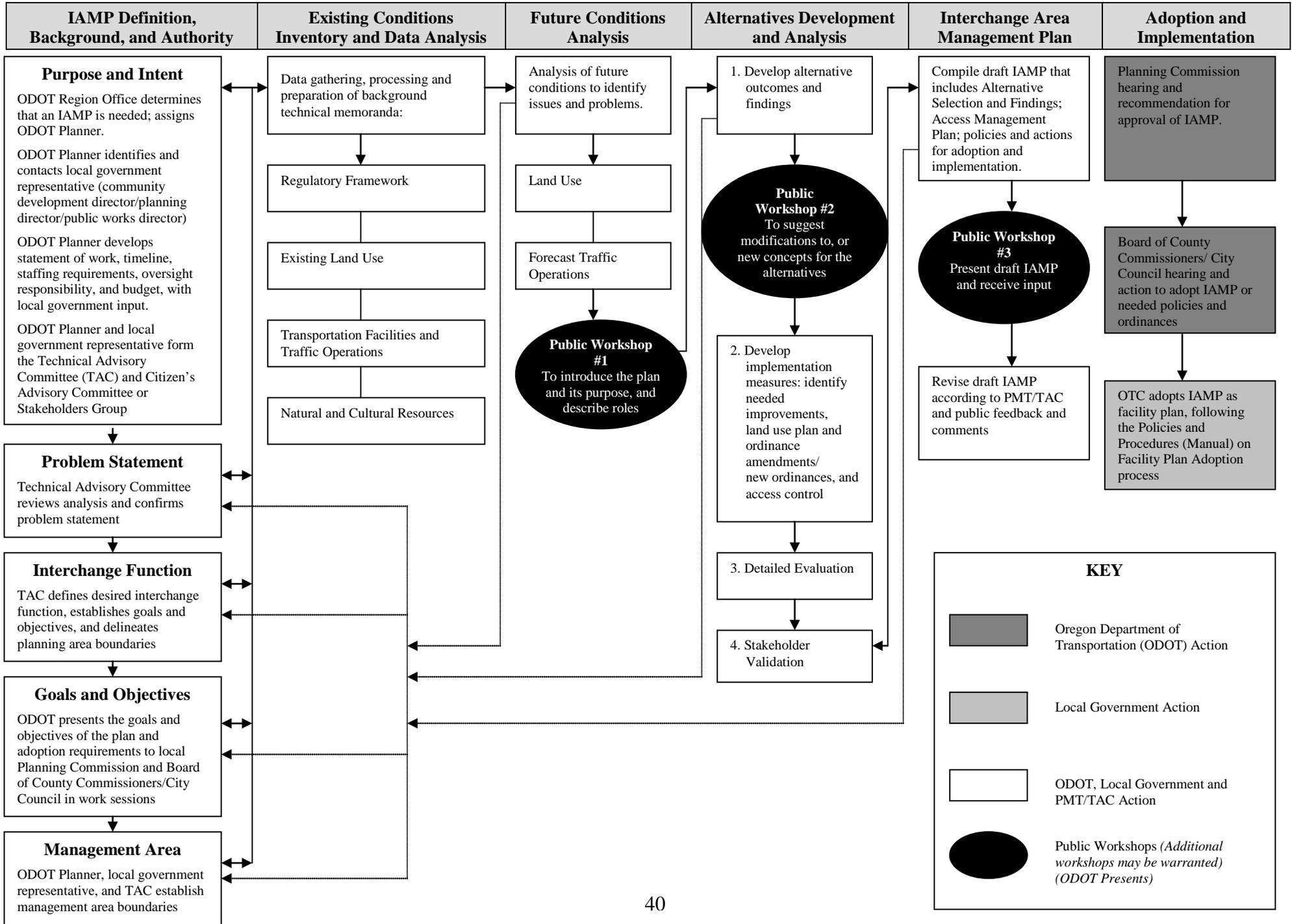
PART IV: IAMP PROCESS

Like any planning process, a knowledgeable and competent planner should guide preparation of an IAMP. 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 may 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 and expectations, not to commit either jurisdiction to IAMP adoption. The agreement should include a schedule, responsibilities and review of authority 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 may be useful to clarify ODOT and local government expectations. The ODOT planner leading an IAMP process should determine whether an agreement would benefit the process before investing the time and resources to enter into one.

There is considerable flexibility with the planning process and efficiencies should be explored in achieving the objectives for developing an IAMP. For example, when a plan is being developed concurrently with a project planning/NEPA process, most of the plan development process can be shared with that process since it has many of the same steps such as data gathering, analysis and public involvement. Where this is the case, coordination to consolidate the processes of planning and project development should be considered when scoping each process. The development of an IAMP should involve best practices developed with ODOT's Planning and Environmental Linkage (PEL) guidance and in accordance with ODOT's practical design and least-cost planning initiatives. .

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 ensure that the capacity provided by the interchange improvement provides an acceptable level of performance for at least 20 years and preserve any "excess" capacity that may be forecasted to exist beyond that needed to serve the local comprehensive plan's land use and growth assumptions. 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 the interchange. Preparation of an IAMP allows ODOT and local government to identify methods to manage the extra capacity, if it exists, 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. It should be noted that, because ODOT takes great care not to over-design facilities, particularly in these times of heightened fiscal constraints, it is a rare occurrence when new or improved interchanges are able to provide more capacity than required to serve the growth assumption in existing adopted comprehensive plans.

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 and operation 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.
- Provides clarity to developers about future transportation improvements.
- Establishes and improves eligibility and priority for transportation funding.

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 higher trip producing urban activities. The UGB is intended to meet a jurisdiction's 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 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.

Comprehensive plan amendments individually or cumulatively can have a significant impact on the long-term function and operation of an interchange. To better understand the relationship of plan amendments to interchange location, ODOT commissioned a research project that was completed in 2005. This project looked at the history of plan amendment activity in the vicinity of interchanges over a 15-year period and found that there is a significantly higher occurrence for changes to industrial and commercial land designations than elsewhere in a community. This study emphasizes the importance of developing local plans that adequately balance the needs of the local communities with the functional needs of affected interchanges. The research report can be seen the ODOT Research Section website at:

<https://www.oregon.gov/ODOT/Programs/Pages/Research-Publications.aspx> and is titled: [Comprehensive Plan Amendment Impacts on Interchanges in Oregon](#).

PART VI: RELATIONSHIP TO PROJECT DEVELOPMENT AND NEPA

An IAMP is a plan to guide subsequent decisions by local governments and ODOT about land uses, the street network, and access to the affected state and local roads. A NEPA document (EA or EIS) is fundamentally different because it is a document that assesses impacts of a specific improvement project on the natural and built environment and uses the assessment to guide decisions about that particular project. As a facility-level plan, an IAMP should precede the development of a specific project planning/NEPA process. The high-level environmental scan in an IAMP can provide some basis for a more thorough evaluation of environmental impacts included in the project planning/NEPA process. The evaluation can also provide the basis for a decision to exclude the project from the requirements to develop an Environmental Assessment (EA) or Environmental Impact Statement (EIS) during the project planning/NEPA process. This determination results in provision of a Categorical Exclusion and a more limited set of project planning/NEPA requirements. The alternatives developed and evaluated in a stand alone IAMP must be flexible or general enough so as to not preclude more specific design in the project planning/NEPA process when it occurs in the future.

To be useful to the NEPA process, analysis and decisions developed in an IAMP must be adequately documented in the planning process and included in a subsequent project planning report. ODOT Region Planners should complete any applicable Planning and Environmental Linkage (PEL) questionnaire prior to the initiation of a project to build or improve an interchange.

When an IAMP is prepared concurrently with a project planning/NEPA process, the information developed for the NEPA document can and should be used to develop the IAMP, particularly data about natural resources. In terms of process, public meetings may also be held jointly. In terms of timing, an IAMP is ideally completed prior to the Revised EA, in the case of an Environmental Assessment, or the FEIS in the case of an EIS. Where land use actions are called for in an IAMP, they are also ideally completed before a Revised EA or FEIS is approved. However, if there is expected to be a significant lag between development of the NEPA document and project implementation or if project phasing is involved, completion of the IQAMP and associated land use actions may be delayed until prior to construction being authorized. A concurrent IAMP may be simplified to findings and management decisions that achieve the objectives for the plan based on the data and analysis developed in the NEPA process. The information developed as part of the project planning/NEPA process may be sufficient to fulfill the needs to establish the long-term management elements of an IAMP without generating them in a separate process.

NEPA	IAMP
Project specific	Even if it is prepared immediately prior to project development, the plan is to guide activities and improvements beyond the project.
Technical, detailed analysis of impacts	A plan to guide future land use and

	transportation. General environmental analysis to identify significant issues.
Analysis of impacts of specific project designs	Used to determine general design and related 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 and detail, etc.) An IAMP may cost approximately \$50,000 for ODOT staff and resources, and \$250,000 or more in consultant fees (in 2010 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.”

<https://www.oregon.gov/LCD/TGM/pages/index.aspx>

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.

<https://www.oregon.gov/ODOT/Planning/Pages/SPR.aspx>

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 an “adequate factual base” supports land use decisions and actions. 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;⁶
- 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.

⁶ 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 <https://www.oregon.gov/ODOT/Planning/Pages/Plans.aspx>

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 734-051-4020 Standards and Criteria for Approval of Private Approaches, subsection (8) establishes interchange management area access spacing standards. Section 734-051-7010 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. The public involvement process should be structured to coordinate with any concurrent or subsequent NEPA requirement for public input.

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 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 handout 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 DLCD does not have formal approval authority, DLCD 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.

Requirements

Applicable Plans and Regulations

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
- OAR 731-015 – State Agency Coordination
- ORS 366.215 (Reduction in Vehicle-Carrying Capacity)

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

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. 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 is 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.

IAMPs 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. They identify necessary improvements to approach roads and the local street network to support the long-term safety and efficiency of the interchange. An IAMP 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 (734-051-7010). 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). An IAMP is a more comprehensive management plan with a 20+-year time horizon that assesses long-range land use and other issues beyond the state right of way. An AMP is also a long-term plan that 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 (Chapter 3)

ODOT has produced the Access Management Manual in two volumes. Volume 1 provides policy direction regarding implementation of OAR 734-051, Highway Approaches, Access Control, Spacing Standards and Medians. It provides background on the Department’s Access

Management Permit Application Process and on the process for implementing the Access Management program within Department projects. Chapter 3 of the Access Management Manual is intended to provide guidance for understanding the purpose, interrelationships, content and form of PDLT 03 deliverables. This guidance is needed to facilitate learning about the deliverables, several of which are fairly new and not well understood or developed throughout the project delivery business line. The guidance in this chapter is intended to facilitate implementation of PDLT 03 while also accommodating wide variability in regional processes and procedures based on project staff, resources and needs.

ODOT Access Management for Project Delivery (PD-03)

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 HDM provides uniform standards and procedures for the Oregon Department of Transportation. It is intended to provide guidance for the location and design of new construction, major reconstruction, resurfacing, restoration, and rehabilitation projects. The Highway Design Manual is generally in agreement with the American Association of State Highway and Transportation Officials (AASHTO's) "A Policy on Geometric Design of Highways and Streets". The HDM is to be used for all projects that are located on state highways. National Highway System or Federal-aid projects on roadways that are under the jurisdiction of cities or counties will typically use guidelines outlined in AASHTO's "A Policy on Geometric Design of Highways and Streets" or the HDM depending on the type of project. Although typically used by personnel for project design, the HDM should also be used by state and local planners in determining design requirements as they relate to state highways in Transportation System Plans, Corridor Plans, and Refinement Plans.

The HDM includes guidance on interchange design, interchange spacing, and other design elements associated with interchange design such as; ramp meters, lane balance, ramp design, frontage roads, etc. In the development of alternative configurations and for future planning for interchange improvements for an IAMP, ODOT must comply with the design and mobility standards in the HDM.

ODOT Environmental Procedures Manual Volume 1 (2002) and 23 CFR 771

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, 23 CFR Chapter 1, Section 771, Environmental Impact and Related Procedures, requires that:

- Working with the agency, a scoping process will be used to identify the range of alternatives and impacts and the significant issues to be addressed in the EIS.
- The draft EIS shall evaluate all reasonable alternatives to the project and document why other alternatives, which may have been considered, were eliminated from detailed study.
- The draft EIS shall also summarize the studies, reviews, consultations, and coordination required by environmental laws that are applicable at this stage in the environmental process.

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 731-015-0075. When the IAMP identifies local government land use actions that are needed, the actions must be completed 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 corridor, location 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 will include baseline information, such as

local land use amendments, that would be used to develop alternatives for the project and NEPA process. Where an IAMP and a project are being developed concurrently, the same environmental data should be used as part of the analysis and decision-making for both processes.

Additional Interchanges to the Interstate System (Federal Register, Volume 74, Number 165, Aug. 27, 2009)—***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 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 need being addressed by the request cannot be adequately satisfied by existing interchanges to the Interstate, and/or local roads and streets in the corridor can neither provide the desired access, nor can they be reasonably improved (such as access control along surface streets, improving traffic control, modifying ramp terminals and intersections, adding turn bays or lengthening storage) to satisfactorily accommodate the design-year traffic demands (23 CFR 625.2(a)).
2. The need being addressed by the request cannot be adequately satisfied by reasonable transportation system management (such as ramp metering, mass transit, and HOV facilities), geometric design, and alternative improvements to the Interstate without the proposed change(s) in access (23 CFR 625.2(a)).
3. An operational and safety analysis has concluded that the proposed change in access does not have a significant adverse impact on the safety and operation of the Interstate facility (which includes mainline lanes, existing, new, or modified ramps, ramp intersections with crossroad) or on the local street network based on both the current and the planned future traffic projections. The analysis shall, particularly in urbanized areas, include at least the first adjacent existing or proposed interchange on either side of the proposed change in access (23 CFR 625.2(a), 655.603(d) and 771.111(f)). The crossroads and the local street network, to at least the first major intersection on either side of the proposed change in access, shall be included in this analysis to the extent necessary to fully evaluate the safety and operational impacts that the proposed change in access and other transportation improvements may have on the local street network (23 CFR 625.2(a) and 655.603(d)). Requests for a proposed change in access must include a description and assessment of the impacts and ability of the proposed changes to safely and efficiently collect, distribute and accommodate traffic on the Interstate facility, ramps, intersection of ramps with crossroad, and local street network (23 CFR 625.2(a) and 655.603(d)).

Each request must also include a conceptual plan of the type and location of the signs proposed to support each design alternative (23 U.S.C. 109(d) and 23 CFR 655.603(d)).

4. The proposed access connects to a public road only and will provide for all traffic movements. Less than "full interchanges" may be considered on a case-by-case basis for applications requiring special access for managed lanes (e.g., transit, HOVs, HOT lanes) or park and ride lots. The proposed access will be designed to meet or exceed current standards (23 CFR 625.2(a), 625.4(a) (2), and 655.603(d)).

5. The proposal considers and is consistent with local and regional land use and transportation plans. Prior to receiving final approval, all requests for new or revised access must be included in an adopted Metropolitan Transportation Plan, in the adopted Statewide or Metropolitan Transportation Improvement Program (STIP or TIP), and the Congestion Management Process within transportation management areas, as appropriate, and as specified in 23 CFR part 450, and the transportation conformity requirements of 40 CFR parts 51 and 93.

6. In corridors where the potential exists for future multiple interchange additions, a comprehensive corridor or network study must accompany all requests for new or revised access with recommendations that address all of the proposed and desired access changes within the context of a longer-range system or network plan (23 U.S.C. 109(d), 23 CFR 625.2(a), 655.603(d), and 771.111).

7. When a new or revised access point is due to a new, expanded, or substantial change in current or planned future development or land use, requests must demonstrate appropriate coordination has occurred between the development and any proposed transportation system improvements (23 CFR 625.2(a) and 655.603(d)). The request must describe the commitments agreed upon to assure adequate collection and dispersion of the traffic resulting from the development with the adjoining local street network and Interstate access point (23 CFR 625.2(a) and 655.603(d)).

8. The proposal can be expected to be included as an alternative in the required environmental evaluation, review and processing. The proposal should include supporting information and current status of the environmental processing (23 CFR 771.111).

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.

ORS 366.215 (Reduction in Vehicle-Carrying Capacity)

This legislation was established to maintain the ability to move freight and large objects over an identified system of highway freight routes. If an interchange is located on a designated route, the proposed design and management actions will need to address the requirements for maintaining the ability to accommodate these freight concerns. More specific guidance on this topic can be found at the following website:

<https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx>

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.