CITY of BOARDMAN

Community Development

STAFF REPORT

DATE: January 10, 2012

TO: Boardman City Council and Interested Parties

FROM: Barry Beyeler, Community Development Director

SUBJECT: PAPA 03- 2011 – Port of Morrow Interchange Area Management Plan

This Post Acknowledgement Plan Amendment (PAPA) Public Hearing is for public comment on the proposed changes to the Boardman Development Code in Chapters 2.5 – Interchange Area Management Plan (IAMP) Overlay District, 3.1 – Access and Circulation, and 4.10 – Traffic Impact Study, and forward a recommendation to the Boardman City Council for adoption and implementation of the Port of Morrow (POM) IAMP. The POM IAMP will be incorporated into the Boardman Transportation System Plan (TSP) as an amendment by reference, will be added to Comprehensive Plan Chapter 12, and identify the IAMP Overlay District on the Zoning and Comprehensive Map.

CHANGES TO BOARDMAN DEVELOPMENT CODE

Chapter 2.5 – Interchange Area Management Plan Overlay District: Chapter 2.5 as proposed is included in this packet and implementation methodologies in the Implementation Chapter of the Draft POM IAMP.

Chapter 3.1 – Access and Circulation: Chapter 3.1 as proposed is included in this packet and implementation methodologies are in the Implementation Chapter of the Draft POM IAMP.

Chapter 4.10 – Traffic Impact Study: Chapter 4.10 as proposed is included in this packet and implementation methodologies are in the Implementation Chapter of the Draft POM IAMP.

COMPLIANCE WITH BOARDMAN COMPREHENSIVE PLAN POLICIES:

Chapter 1 – Citizen Involvement: There were three public workshops conducted for the IAMP where the public participated in identifying options for the plan. The public notification by posting and publishing the notice, on November 30, 2011, inviting comments on the changes and the Public Hearing before the Boardman Planning Commission fulfill the legal requirements of the involving citizens in the decision process to this point. Further notices will be issued prior to the City Council public hearing to approve any language changes adopted. The items included in these language changes improve the consistency with the policies of the Comprehensive Plan as set out in policy #2.
The language changes proposed meet Chapter 1 policies.

Chapter 2 – Land Use Planning: The proposed language changes meet the relevant policies within Chapter 2 , as the city is required by Oregon Administrative Rule Chapter 660 Division 12

and Oregon Administrative Rule Chapter 734 Division 51 require transportation planning coordinated for the interface with the State Highway system.
The language changes proposed meet Chapter 2 policies.

Chapter 3 – Agricultural Lands: This Goal is not applicable.

Chapter 4 – Forest Lands: This goal is not applicable.

Chapter 5 – Natural Resources: The changes have no impact on the policies of this Chapter.

Chapter 6 – Air, Water and Land Resources Quality: The changes have no impact on the policies of this Chapter.

Chapter 7 – Natural Hazards: There are no specific policies for this goal.

Chapter 8 – Recreational Needs: The changes have no impact on the policies of this Chapter.

Chapter 9 – Economic Policies: The adoption of the POM IAMP enhances the opportunities for meeting the economic policies of Chapter 9 by forging agreements between the City, county and Oregon Transportation commission on plans which become part of the city's and county's Transportation System Plans and the state's State Transportation Improvement Program (STIP) and Oregon Highway Plan. **The language changes proposed meet Chapter 9 policies**

Chapter 10 – Housing: There are no specific policies for this goal.

Chapter 11 - Public Facilities: Chapter 11 policies are geared to water, wastewater, stormwater, building structures, and the capital improvement plan (CIP). The only effect the proposed changes represent are changes in the CIP to facilitate projects associated with the POM IAMP. Laurel Lane is a county road and projects on Laurel Ln. would be a county responsibility with city coordination and participation. **The changes have a minimal impact on the policies of this chapter.**

Chapter 12 – Transportation: The proposed changes are consistent with existing policies and the POM IAMP would be identified in this chapter of the Comprehensive Plan and the IAMP Overlay District added to the Zoning and Comprehensive Plan Map. **The language changes proposed meet Chapter 12 policies**

Chapter 13 – Energy: There are no specific policies for this goal.

Chapter 14 – Urbanization: There are no specific policies for this goal.

FINDINGS OF FACT

1) On November 4, 2011, a Department of Land Conservations and Development Notice of Proposed Amendment for Post Acknowledgement Plan Amendment 03-2011 Port of

Morrow Interchange Area Management Plan was delivered to the Department of Land Conservation and Development meeting the 45-day required notice to the DLCD.

2) On November 30, 2011, public notice of the PAPA 03-2011 POM IAMP was published in the East Oregonian, daily paper of record, meeting the 20-day notice requirements.

3) On November 30, 2011, public notices were sent to affected property owners, meeting the 20-day notice requirements.

4) On November 30, 2011, public notices were posted on 4 public reader boards, meeting the 20-day notification requirements.

5) On December 21, 2011, a Public Hearing was held before the Boardman Planning Commission on this matter.

6) There were public comments from three individuals, one asking clarifying questions (Mr. Randy Yates), one proponent (Mr. Ron McKinnis, Port of Morrow Engineer) and one opponent (Mr. F.E. Glenn).

7) No other written comments or oral comments have been received by City Hall.

8) On December 28, 2011, public notice of the PAPA 03-2011 POM IAMP was published in the East Oregonian, daily paper of record, meeting the 20-day notice requirements, for the Public hearing to be held before the Boardman City Council on January 17, 2012.

9) On December 28, 2011, public notices were sent to affected property owners meeting the 20-day notice requirements for the Public hearing to be held before the Boardman City Council on January 17, 2012.

10) On December 28, 2011, public notices were posted on 4 public reader boards, meeting the 20-day notification requirements for the Public hearing to be held before the Boardman City Council on January 17, 2012.

SUMMARY OF PUBLIC COMMENTS

Mr. Randy Yates

Mr. Yates had questions about the function of Yates Lane and the how the right in/right out would be implemented and what triggers would cause this to happen.

Mr. Matt Hughart, Kittleson & Associates' transportation engineer, who is the consultant working on the IAMP, answered explained without significant development this traffic function may not happen at Yates Lane for 10 to 15 years.

Mr. Ron McKinnis, Port of Morrow Engineer

Mr. McKinnis spoke in favor of the adoption of the IAMP. He stated the growth of the East Beach industrial area has generated significant traffic in the Port Interchange and the Port

has been awarded grants to accomplish some connectivity work with I-84 and with US Highway 730. One of the stipulations for the money awarded was completion of the IAMP for the Port Interchange and for a new connection with US Highway 730.

Mr. F. E. "Ed" Glenn

Mr. Glenn spoke in opposition to the recommendation to the City Council to adopt the provisions and language changes of PAPA 03-2011 for the Port of Morrow Interchange Area Management Plan. Mr. Glenn stated he has a unique standing in this situation because he owned this property for over thirty years, predating the construction of the Port interchange. He also stated he provided the rights-of-way for Laurel Ln. from the freeway to Wilson Ln. without being compensated, because there was no money from the interchange construction allocated for rights-of-way acquisition. He went on to say the Oregon Department of Transportation rules and Department of Land Conservation and Development rules violate the U.S. and Oregon Constitutions by depriving due process, equal protection, contracts clauses, and commerce clauses of the respective Constitutions resulting in a taking without just compensation. He went on to state the respective rules exceed legislative authority and are inconsistent with the City's Comprehensive Plan and Transportation System Plan. He also said there is no adequate funding plan identified and it creates an unreasonable burden to the property owners and an overall "chilling effect" on future development and there are triggers beyond the city and land owner controls.

SUMMARY

The process of developing this Interchange Area Management Plan (IAMP) for the Port of Morrow interchange has been done over the past 14 months with numerous public meetings and discussions between a Technical Advisory Committee (TAC) and a Public Advisory Committee (PAC). These meetings provided ample opportunities to influence the development of the plan. The process was set in motion with the passage of HB 2001, in which the Port of Morrow was awarded a significant amount of Transportation funding; however, to access the funding an IAMP for the Port of Morrow Interchange and, ultimately, an access plan to US Highway 730, due to the complexities and costs of altering the I-84 and US 730 interchange.

The package as delivered is in track changes or strike through to indicate where language in each of the chapters is changed. Included in this packet are the implementing language for Angelo Planning Group (the planning consultant), the changes to Chapter 2.5 of the Boardman Development Code (BDC), the changes to chapter 3.1 of the BDC, the changes to Chapter 4.1 of the BDC and the changes to Section 5 of the Boardman Transportation system Plan.

This plan can be adopted and implemented with an implementing Ordinance.

Angelo planning group
LAND USE PLANNING • TRANSPORTATION PLANNING • PROJECT MANAGEMENT

Memorandum

TO: Patrick Knight, ODOT Region 5

FROM: Darci Rudzinski, AICP

DATE: October 18, 2011

CC: Technical Advisory Committee and Public Advisory Committee
Frank Angelo, Principal, Angelo Planning Group
Matt Hughart, AICP; Nick Foster; and Marc Butorac, PE, Kittelson & Associates

FILE #: 024-027

RE: Port of Morrow and I-84/US 730 Interchange Area Management Plans
Implementation Report (Task 10.2.1) and Proposed Code Amendments (Task 10.2.2)

I. IMPLEMENTATION REPORT

Overview

Development and implementation of Interchange Area Management Plans (IAMPs) are guided by Oregon Administrative Rule (OAR) 734-051 and OAR 660-012.

OAR 734-051-0155(7) requires that an IAMP be developed no later than the time that an interchange is designed or redesigned. The IAMP must be completed before project construction. OAR 734-051-0155(2) states "prior to adoption by the Oregon Transportation Commission, the Department will work with local governments on any amendments to local comprehensive plans and transportation system plans and local land use and subdivision codes to ensure the proposed... Interchange Area Management Plan is consistent with the local plan and codes."

OAR 660-012-0045(2), a provision of the Transportation Planning Rule requires that local governments adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors, and sites for their identified functions."

To comply with OAR 734-051 and OAR 660-012 and ensure that future local land use actions are consistent with the transportation facility planning, the Port of Morrow and I-84/US 730 IAMPs contain policy language that, once adopted locally, will govern planning and future development within the two IAMP Management Areas.

In addition to policy language that supports the objectives of the IAMPs, the City of Boardman and Morrow County will need to have regulatory language in place that ensures that future permitted development is compatible with the improvements planned for the interchanges.

This memorandum includes proposed ordinance amendments for both the City of Boardman and Morrow County that implement the Port of Morrow (POM) IAMP and I-84/US 730 IAMP and are consistent with Oregon Administrative Rules governing transportation planning.

The City of Boardman's Development Code was revised in 2009 to include a new Chapter 2.5 - *Interchange Area Management Plan (IAMP) Overlay District*. Code changes were associated with the Main Street interchange and addressed access management, local street circulation, planned transportation improvements, and ODOT coordination. While the City's IAMP Overlay District currently only applies to the Main Street interchange, with some slight rewording much of the existing text can be applicable to both City I-84 interchange areas. Proposed amendments to the Development Code will expand IAMP-related site development requirements to lands in the vicinity of the POM interchange, while keeping distinct any requirements that are unique to either interchange. While the structure of Chapter 2.5 will change, the substantive changes necessary to include development review requirements and procedures at the POM interchange are relatively minor.

Proposed amendments to the Morrow County Zoning Ordinance and Subdivision Ordinance are also relatively few. While the County does not have an interchange area overlay, such as is found in the City of Boardman's code, County ordinances include the following requirements that will help ensure that the interchanges will continue to operate according to their identified function and consistent with the IAMPs.

- Proposals to amend the zoning map or text must show that there are services and facilities sufficient to support the change in designation, including compliance with the Transportation System Plan and Transportation Planning Rule (Article 8).
- The threshold for transportation impact analysis (TIA) requirements for all types of development is 400 daily trips.[1] Site Development Review standards specify what the TIA must address, including identifying necessary safety and capacity improvements to accommodate the proposed development. The analysis must demonstrate "consistency with the applicable performance standards of the affected facilities (Article 4)."
- Access spacing requirements in the Zoning Ordinance (Article 4) and Subdivision Ordinance (Section 8) include ODOT review for applications that include access onto state highways and consistency with state access management standards. OAR 743-051 is cited as applicable when a proposal includes access within the influence area of an interchange.

Proposed amendments to County ordinances include adding references to the IAMPs in existing access management requirements and ODOT notification of proposed land use actions within the IAMPs. Because there are few new development requirements and no proposed land use amendments within the IAMP boundaries, a new zoning (or overlay) district is not being proposed for the County. However, the County will need to include an IAMP management area on the official County land use and zoning map.

[1] ODOT's change of use provisions in OAR 734-051 for an approach road or private road crossing are triggered at 50 trips in the peak hour, or 500 daily trips.

Summary of Proposed Amendments

The following is a summary of the local plan and code amendments that will need to occur at both the City and County levels to support adoption of the POM IAMP and I-84/US 730 IAMP.

City of Boardman

- Adopt the POM IAMP as part of the City of Boardman Transportation System Plan (TSP). The IAMP shall serve as the long range comprehensive management plan for providing the transportation facilities that are specifically addressed in this plan, as well as the Access Management Plan and the planned local street network for the area.
- Adopt a policy statement, as part of the TSP and included in the IAMP, that describes the transportation function of the Port of Morrow interchange.
- Amend the City's Comprehensive Plan and Zoning map to amend the Interchange Area Management Plan (IAMP) Overlay District to include the area identified in the POM IAMP.
- Amend Development Code *Chapter 2.5 – Interchange Area Management Plan (IAMP) Overlay District* to:
    - Define the area wherein regulations and requirements associated with protecting the POM interchange for its accepted function apply;
    - Require that development and redevelopment proposals within the IAMP Overlay District show consistency with the IAMP Access Management Plan as a condition of approval.
    - Distinguish transportation impact study requirements for development in the vicinity of the Main Street and POM interchanges.
    - Include evaluation and updating criteria for adopted IAMPs.

Morrow County

- Adopt the POM IAMP and I-84/US 730 IAMP as part of the Morrow County Transportation System Plan (TSP). The IAMPs shall serve as the long range comprehensive management plan for providing the transportation facilities that are specifically addressed in these plans, as well as the Access Management Plan and the planned local street network for areas within each IAMP.
- Adopt a policy statement for each interchange, as part of the TSP and included in the IAMPs, that describes the transportation function of the POM interchange and the I-84/US 730 interchange.
- Amend the County's Comprehensive Plan and Zoning map to include the Interchange Area Management Plan (IAMP) Management Area[2] to include the area defined in the POM IAMP and I-84/US 730 IAMP.

[2] As noted in the *Overview* section of this memorandum, for purposes of the County land use map(s) and ordinance language the IAMP boundary for both the POM and the I-84/US 730 IAMPs is referred to as the IAMP Management Area. For the City of Boardman, the

- Amend access management standards in the Zoning Ordinance and Subdivision Ordinance to require consistency with the adopted IAMPs.
- Amend the Zoning Ordinance to include ODOT in pre-application reviews for Site Plan and Site Development Review when the proposed development is within an interchange Management Area Plan (IAMP) Management Area or within a ¼ mile of any ODOT facility.
- Amend the Zoning Ordinance to require notice to ODOT when proposed development proposals or land use actions that require public notification have the potential to impact state transportation facilities.

POM IAMP boundary will become part of the City's adopted (and mapped) IAMP Overlay District.

II. RECOMMENDED AMENDMENTS TO LOCAL POLICY & CODE STANDARDS

The proposed policy and code amendment language is provided in adoption-ready form for both the City of Boardman and Morrow County. New language recommended for inclusion in the adopted plans and ordinances is indicated by double underlined text, and language proposed for deletion by ~~strike-through text~~.

Proposed Policy Amendments

City of Boardman

- The City of Boardman shall adopt the Port of Morrow IAMP by reference as an element of the City's Transportation System Plan.
- The following interchange policy statement shall be included in the City of Boardman Transportation System Plan:

  The primary function of the POM interchange is to provide truck and vehicular access to the POM, allowing goods to be transported between the Port and destinations in Oregon, Washington, and Idaho via I-84. A secondary function is to provide access to the residential areas and farm lands on the south side of I-84 and east of the City of Boardman via Laurel Lane, a City arterial.

Morrow County

- Morrow County shall adopt the Port of Morrow IAMP and the I-84/US 730 IAMP by reference as elements of the County's Transportation System Plan.
- The following interchange policy statements shall be included in the Morrow County Transportation System Plan:

  The primary function of the POM interchange is to provide truck and vehicular access to the POM, allowing goods to be transported between the Port and destinations in Oregon, Washington, and Idaho via I-84. A secondary function is to provide access to the residential areas and farm lands on the south side of I-84 and east of the City of Boardman via Laurel Lane, a City arterial.

  The primary function of the I-84 / US 730 interchange is to facilitate statewide and inter-urban and inter-regional travel to/from the I-84 corridor. A secondary function is to provide interregional connectivity via the US 730 corridor. US 730, a Regional Highway and a Federally Designated Truck Route, provides regional connectivity between numerous local jurisdictions and the I-82/I-84 interstate highways.

Proposed Code Amendments

City of Boardman Development Code

Chapter 2.5 - Interchange Area Management Plan (IAMP) Overlay District

Sections:
2.5.100 - Purpose
2.5.110 - Boundary of the IAMP Overlay District
2.5.120 - Applicability
2.5.130 - Permitted Land Uses
2.5.140 - Access Management
2.5.150 - Administration
2.5.160 - Comprehensive Plan and Zoning Map Amendments

2.5.100 Purpose

The purpose of the IAMP Overlay District is the long-range preservation of operational efficiency and safety of the ~~Main Street I~~interchanges that provides access from and to Interstate 84 through the City of Boardman. The Main Street Interchange is a vital link for regional travel and it provides a connection between the two sides of the community; the Port of Morrow ("POM") Interchange is vital for truck and vehicular access to and from the Port of Morrow. Preserving capacity and ensuring safety of ~~this~~ these interchanges is essential to existing businesses and residents in the western parts of the city and to the continued economic and community growth and development in the vicinity of Main Street and ~~the interchange~~ at the Port of Morrow.

2.5.110 Boundary of the IAMP Overlay District

The boundary of the IAMP Overlay District is shown on the Boardman Comprehensive Plan and Zoning Map.

2.5.120 Applicability

The provisions of Chapter 2.5 shall apply to all Type II, III and IV land use applications for parcels wholly or partially within the IAMP Overlay District, as defined by Section 2.5.110. Any conflict between the standards of the IAMP Overlay District and those contained within other chapters of the Development Code shall be resolved in favor of the IAMP Overlay District.

2.5.130 Permitted Land Uses

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the City of Boardman Development Code and Chapter 2.5.

2.5.140 Access Management

In addition to the standards and requirements of Chapter 3.1 Access and Circulation, parcels wholly or partially within the IAMP Overlay District are governed by the Access Management Plan in the Boardman Main Street Interchange Area Management Plan. The following applies to land use and development applications subject to Chapter 2.5.

A. Access Permit.

1. Access to public streets within the IAMP Overlay District requires an Access Permit in accordance with Chapter 3.1. An Access Permit is required as part of subdivision approval (Chapter 4.3) and approval of land use and zoning amendments (Chapter 4.7).
2. Development and redevelopment of tax lots that are identified in the Access Management Plan ~~(see Table 5.1 and Figures 5.4, 5.5, and 5.6 in the Boardman Main Street Interchange Area Management Plan)~~ of the applicable IAMP require an Access Permit if one or more of the following applies:
   a. Proposed building improvements are greater than or equal to 50% of the assessed value of the existing built improvements.
   b. Proposed building improvements are expected to generate up to or greater than 25 average daily trips.
   c. A change in use is proposed.
3. Permits for access to City streets within the IAMP Overlay District shall be subject to joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 2.5.150.C.
4. Approval of an access permit is a Type I decision and is based on the standards contained in this Chapter, the provisions of Chapter 3.4.100 Transportation Standards, and the Access Management Plan in the ~~Boardman Main Street Interchange Area Management Plan~~ of the applicable IAMP. Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Chapter 3.1 of the Development Code, the Access Management Plan shall govern.

B. Cross access easements.

1. Prior to approving access permits for tax lots that are identified in the Access Management Plan ~~(see Table 5.1 and, Figures 5.4, 5.5, and 5.6 in the Boardman Main Street Interchange Area Management Plan),~~ the City shall require that:
   a. The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject property or properties, consistent with the circulation and planned local street network shown in the applicable IAMP;
   b. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
   c. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall be a minimum of 10 feet of width for every travel lane and shall not exceed 30 feet.

C. Access Management Plan Modifications.

Recommended actions in the Access Management Plan are based on property configurations and ownership existing at the time of the ~~Boardman Main Street Interchange Area Management Plan's~~ applicable IAMP's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan. Modifications to the Access Management Plan:

1. May occur through agreement by the City of Boardman and ODOT and require an amendment to the ~~Boardman Main Street Interchange Area Management Plan~~ applicable IAMP; and
2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the ~~Boardman Main Street Interchange Area Management Plan~~ applicable IAMP.

2.5.150 Administration

Section 2.5.150 delineates the responsibilities of the City and ODOT to monitor and evaluate vehicle trip generation impacts on the ~~Boardman Main Street Interchange~~ I-84 interchanges in Boardman from development approval under this section. Notwithstanding Chapter 4.10.200.A, an application for development within the IAMP Overlay District will not generally require detailed traffic analysis (i.e. a Traffic Impact Study) because the ~~Boardman Main Street Interchange Area Management Plan (~~IAMP~~)~~ has already established the transportation plan. Section A describes the Traffic Generation Report~~,~~ and the level of transportation analysis that is generally required for development proposals in the vicinity of the Main Street interchange. Section B defines conditions under which a more detailed Traffic Impact Study is required.

A. **Traffic Generation Report.** A Traffic Generation Report is required for development proposals within the vicinity of the Main Street interchange within the IAMP Overlay District to demonstrate consistency with the assumptions of the Boardman Main Street Interchange Area Management Plan.

1. All applications ~~for development within the IAMP Overlay District~~ subject to this section must be accompanied by information about the amount of proposed development in sufficient detail to allow the City to prepare a Traffic Generation Report that estimates the motor vehicle traffic that will enter and exit the site.
2. In addition, an applicant may elect to prepare and submit their own Traffic Generation Report; however, the City retains discretion to accept the applicant's Traffic Generation Report or use the Traffic Generation Report prepared by the City.
3. Trip Generation Reports may assume a trip reduction factor to account for multiple stops made by a single vehicle only if the proposed use is consistent with the specific land use assumptions in the IAMP. Specifically, the following reductions for the following types of uses may be taken after using conventional techniques to estimate trips based on the size of the development:
    a. Convenience Store – 60%
    b. Fast Food – 43%
    c. Retail – 35%
    d. Gas Station – 27%
4. When a proposed development includes more than one use, trip reduction factors consistent with the ITE Trip Generation Manual shall be applied separately to each use, and those separate estimates shall be added to calculate the total for the development.
5. For approved development in the Main Street interchange within the IAMP Overlay District, ~~T~~the City shall keep a record of all Traffic Generation Reports and use them to calculate the total of new trips within the IAMP Overlay District for use in evaluating the conditions that may necessitate an IAMP update (see Section 2.5.170).

B. **Traffic Impact Study.**

1. A Traffic Impact Study prepared in accordance with Chapter 4.10 is required for proposals in the vicinity of the POM interchange within the IAMP Overlay District when elements of Section 4.10.200 apply. In addition, a Traffic Impact Study will be required if the location of a proposed access driveway is inconsistent with the Access Management Plan in Section 7 of the I-84/POM IAMP.
2. For proposals in the vicinity of the Main Street interchange within the IAMP Overlay District, a Traffic Impact Study prepared in accordance with Chapter 4.10 is required if elements of Section 4.10.200 apply or for the following:

~~1.~~a. Proposals that include a zone change or a comprehensive plan amendment that results in an increase of 10% or greater in PM peak hour traffic than the current zoning.

~~2.~~b. Proposals submitted when ramp terminals are operating above 0.75 volume to capacity, as measured in the most recent traffic counts performed by ODOT or the City, or the proposal would generate traffic exceeding this threshold.

~~3.~~c. Proposals submitted to the city during a legislative update of the Boardman Main Street Interchange Area Management Plan pursuant to Section 2.5.170.

C. **Land Use Review Coordination.**

1. ~~The City shall not deem the land use application complete unless it includes a Traffic Generation Report or, if required by Section 2.5.150.B, a Transportation Impact Study prepared in accordance with Chapter 4.10 and the requirements of this Chapter.~~

~~2.~~ The City shall provide written notification to ODOT when the application is deemed complete pursuant to 4.1.700. This notice shall include an invitation to ODOT to participate in the City's site team review meeting.

~~3.~~ ODOT shall have at least 20 days, measured from the date completion notice was mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

3. If required by Section 2.5.150.A or Section 2.5.150.B, the City shall not deem the land use application complete unless it includes a Traffic Generation Report or Transportation Impact Study prepared in accordance with Chapter 4.10 and the requirements of this Chapter.

2.5.160 Comprehensive Plan and Zoning Map Amendments

This section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay District.

A. **Transportation Planning Rule Requirements.**

Applications for Comprehensive Plan amendments, Zoning Map amendments, or development regulation 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 Section 4.7.600 of this Development Code.

~~A.~~B. **IAMP Amendment.** The Boardman Main Street Interchange IAMP must be amended if the following applies:

1. If a proposed land use is inconsistent with the current land use zoning and is anticipated to increase PM peak hour traffic by more than 10%, the applicant will be required to undertake a legislative amendment to amend and update the Boardman Main Street Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay District. In such cases, the applicant will supply information to amend the IAMP that includes:

   a. Documentation of additional trips generated by the subject site that are not anticipated in the IAMP.

   b. Findings of consistency with the IAMP that either show how the planned improvements in the IAMP are sufficient to support the proposal, or identify additional necessary transportation improvements to bring the proposed land use action into conformance with the IAMP.

~~**B. Transportation Planning Rule Requirements.**~~

~~Applications for Comprehensive Plan amendments, Zoning Map amendments, or development regulation 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 Section 4.7.600 of this Development Code.~~

2.5.170 Evaluating and Updating the Interchange Area Management Plan

Periodically, the implementation program in an adopted IAMP shall be evaluated by the City and ODOT, and if applicable Morrow County, to ensure it is accomplishing the goals and objectives of the respective IAMP. Such an evaluation may be requested at any time by the adopting agencies and may result in an update of the subject IAMP.

A. Events that will trigger an IAMP review include:

   1. Plan map and zone changes that have a "significant affect" pursuant to the Transportation Planning Rule, Section -0060 and impact an I-84 Interchange or that are located within the IAMP Management Area.

   2. Mobility measures at the I-84 ramp terminals that exceed the adopted volume-to-capacity ratios.

B. If the participants in the IAMP review agree that, once the impacts of the "trigger" that necessitated the review are examined, an IAMP amendment is not warranted, a recommendation of "no action" may be documented and submitted in the form of a letter to the City of Boardman City Council, Morrow County Court, and the Oregon Transportation Commission.

C. If the findings and conclusions from the IAMP review meeting demonstrate the need for an update to the plan, review participants will initiate an IAMP update process consistent with the process outlined in the plan.

D. In addition, for the Main Street interchange, tThe city shall initiate an update of the IAMP when the total of new peak hour trips from development within the IAMP Overlay District (as estimated by Trip Generation Reports required under 2.5. 150) exceeds Peak Hour Trip Generation of 530 trips (which is approximately 85% of the trips assumed within the IAMP boundaries). Development proposals that are submitted during the period in which the IAMP is being updated, or that are expected to generate traffic that exceeds the identified threshold, are required to include a Traffic Impact Study, pursuant to 2.5.150.B.

Morrow County Zoning Ordinance

ARTICLE 4. SUPPLEMENTARY PROVISIONS

SECTION 4.010. ACCESS. Intent and Purpose: The intent of this ordinance is to manage access to land development while preserving the flow of traffic in terms of safety, capacity, functional classification, and level of service.
[...]

F. Access within the Influence Area of an Interchange

1. Access within the influence area of existing or proposed state highway interchanges for which there is no adopted Interchange Area Management Plan (IAMP) is regulated by standards in OAR 734-051~~,~~. The State standards ~~which~~ are included as Appendix F of the 2005 Morrow County Transportation System Plan Update. These standards do not retroactively apply to interchanges existing prior to adoption of the 1999 Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standard.

2. Access within a mapped and adopted IAMP Management Area of an existing or proposed state highway interchange is regulated by the adopted plan associated with that interchange. In an IAMP Management Area, proposed access shall be consistent with the associated Access Management Plan.

SECTION 4.165 SITE PLAN REVIEW

Site Plan Review is a non-discretionary or "ministerial" review conducted without a public hearing by the County Planning Director or designee. Site Plan Review is for less complex developments and land uses that do not require site development or conditional use review and approval through a public hearing.

A. Purpose. The purpose of Site Plan Review (ministerial review) is based on clear and objective standards and ensures compliance with the basic development standards of the land use district, such as building setbacks, lot coverage, maximum building height, and similar provisions. Site Plan review also addresses conformity to floodplain regulations, consistency with the Transportation System Plan, and other standards identified below.

B. Pre-application review. Prior to filing its application for site plan review, the applicant shall confer with the County Planning Director or designee, who shall identify and explain the relevant review procedures and standards. ODOT shall be invited to participate in the pre-

application review for proposals within an interchange Management Area Plan (IAMP) Management Area or within a ¼ mile of any ODOT facility.

[...]

SECTION 4.170 SITE DEVELOPMENT REVIEW (MC-C-1-02)

A. Purpose. The purposes of site development review are to encourage site planning in advance of development that is permitted under Morrow County's Comprehensive Plan and land use regulations; assure that development is supported with appropriate types and levels of transportation improvements and public facilities and services; and implement the Morrow County Comprehensive Plan and land use regulations with respect to development standards and policies.

B. Preapplication review. Prior to filing its application for site development review, the applicant shall confer with the Planning Director, who shall identify and explain the relevant review procedures and standards. ODOT shall be invited to participate in the pre-application review for proposals within an interchange Management Area Plan (IAMP) Management Area or within a ¼ mile of any ODOT facility.

[...]

ARTICLE 9. ADMINISTRATIVE PROVISIONS

SECTION 9.050. PUBLIC HEARINGS.

A. Each notice of hearing authorized by this Ordinance shall be published in a newspaper of general circulation in the County at least 20 days prior to the date of hearing, except that a notice for a hearing before the Planning Commission on an amendment that requires two public hearings as specified in Article 8, may be given no less than 10 days in advance of the first public hearing.

B. In addition~~,~~:

1. ~~a~~A notice of hearing on a conditional use, appeal to a variance, or an amendment to the zoning map shall be mailed to all owners of property within 250 feet of the property for which the appeal, variance, conditional use, or zoning map amendment has been requested. The notice of hearing shall be mailed at least twenty (20) days prior to the date of hearing.

2. When a proposal includes a parcel or parcels in an Interchange Management Area Plan (IAMP) Management Area, the County shall provide written notification to ODOT at least twenty (20) days prior to the date of hearing.

C. Failure of a person to receive the notice prescribed in this section shall not impair the validity of the hearing.

D. The notice provisions of this section shall not restrict the giving of notice by other means, including mail, the posting of property, or the use of radio and television.

E. The notice shall include the following information: [...]

Morrow County Subdivision Ordinance

SECTION 8.020. STREETS. (MC-02-05)

T. Access Management.

1. Applications for development with access onto state highways shall be provided to ODOT for review, to ensure consistency with adopted ODOT Access Management Standards shown below. These standards apply only to unsignalized access points. New traffic signals on state facilities shall meet signal spacing standards in OAR 734-020 (desired minimum spacing for new traffic signals on state highways is at least 0.5 miles from the nearest existing or planned signal) or, if applicable, the standards in the adopted Interchange Area Management Plan (IAMP). For approval of a new traffic signal on a County facility as part of a condition of development approval, the applicant shall be required to show, through an analysis prepared by a qualified professional engineer registered in the State of Oregon, that the signal is warranted to improve traffic operations, address safety deficiencies, or a combination.

Access Management Standards for Morrow County non-Interstate Highways						
Highway	**Classification**	**Access Spacing Standards for Public or Private Unsignalized Access (ft) for Posted Speed Indicated (mph)**				
		>55	50	40 & 45	30 & 35	<25
US 730, OR 74	Regional	990	830	750	600	450
OR 206, OR 207	District	700	550	500	400	400

Source: Oregon Administrative Rules Section 734-051 (2004)

2. Access within the influence area of existing or proposed state highway interchanges for which there is no adopted IAMP is regulated by standards in OAR 734-051, which are included as Appendix F of the 2005 Morrow County Transportation System Plan Update. These standards do not retroactively apply to interchanges existing prior to adoption of the 1999 Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standard.

3. Access within a mapped and adopted IAMP Management Area of an existing or proposed state highway interchange is regulated by the adopted plan associated with that interchange.

In an IAMP Management Area, proposed access shall be consistent with the associated Access Management Plan.

4. Morrow County also requires an access permit for land use development proposing access onto a County road. Access permit requirements for land use development are outlined in Section 4.010 of the Morrow County Zoning Code, and development proposing access onto a County road is subject to access spacing standards specified in the table below. [...]

Attachment A-1

BOARDMAN, OREGON ZONING MAP

anderson perry & associates, inc.

N

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SCALE IN FEET

LEGEND

- CITY LIMITS
- URBAN GROWTH BOUNDARY
- PUBLIC/OPEN SPACE
- INTERCHANGE AREA MANAGEMENT PLAN BOUNDARIES
- URBAN RENEWAL DISTRICT
- EAST COLUMBIA AVE MULTIFAMILY OVERLAY DISTRICT

CITY ZONING

- COMMERCIAL
- COMMERCIAL - HWY SUB DISTRICT
- LIGHT INDUSTRIAL
- GENERAL INDUSTRIAL
- PORT INDUSTRIAL
- BPA TRANSMISSION LINE EASEMENT SUB DISTRICT
- SERVICE CENTER
- RESIDENTIAL
- RESIDENTIAL (SUNRIDGE TERRACE SUB DISTRICT)
- RESIDENTIAL (MULTIFAMILY SUB DISTRICT)
- RESIDENTIAL (MANUFACTURED HOME SUB DISTRICT)
- FUTURE URBAN

COUNTY ZONING

- GENERAL INDUSTRIAL - COUNTY
- SUBURBAN RESIDENTIAL (1 ACRE) - COUNTY
- FARM RESIDENTIAL (2 ACRES) - COUNTY
- SMALL FARM (10 ACRES) - COUNTY
- EXCLUSIVE FARM USE - COUNTY

COLUMBIA RIVER

UNION PACIFIC R.R.

UNION PACIFIC R.R.

(EXIT 165)

(EXIT 164)

INTERSTATE - 84

INTERSTATE - 84

WEST EXTENSION IRRIGATION DISTRICT

WEST EXTENSION IRRIGATION DISTRICT

Boardman, Oregon
on the river, on the way

PLANNING COMMISSION CHAIR _____ DATE _____

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Attachment B

Chapter 2.5 - Interchange Area Management Plan (IAMP) Overlay District

Sections:

2.5.100 Purpose

The purpose of the IAMP Overlay District is the long-range preservation of operational efficiency and safety of the ~~Main Street I~~ interchanges that provides access from and to Interstate 84 through the City of Boardman. The Main Street Interchange is a vital link for regional travel and it provides a connection between the two sides of the community: the Port of Morrow ("POM" Interchange is vital for truck and vehicular access to and from the Port of Morrow.~~,~~ Preserving capacity and ensuring safety of this interchange is essential to existing businesses and residents in the western parts of the city and to the continued economic and community growth and development in the vicinity of Main Street and ~~the interchange~~ at the Port of Morrow.

2.5.110 Boundary of the IAMP Overlay District

The boundary of the IAMP Overlay District is shown on the Boardman Comprehensive Plan and Zoning Map.

2.5.120 Applicability

The provisions of Chapter 2.5 shall apply to all Type II, III and IV land use applications for parcels wholly or partially within the IAMP Overlay District, as defined by Section 2.5.110. Any conflict between the standards of the IAMP Overlay District and those contained within other chapters of the Development Code shall be resolved in favor of the IAMP Overlay District.

2.5.130 Permitted Land Uses

Uses allowed in the underlying zoning districts are allowed subject to other applicable provisions in the City of Boardman Development Code and Chapter 2.5.

2.5.140 Access Management

In addition to the standards and requirements of Chapter 3.1 Access and Circulation, parcels wholly or partially within the IAMP Overlay District are governed by the Access Management Plan in the

~~2.5.140 Access Management *(continued)*~~

Boardman Main Street Interchange Area Management Plan. The following applies to land use and development applications subject to Chapter 2.5.

A. Access Permit.

1. Access to public streets within the IAMP Overlay District requires an Access Permit in accordance with Chapter 3.1. An Access Permit is required as part of subdivision approval (Chapter 4.3) and approval of land use and zoning amendments (Chapter 4.7).
2. Development and redevelopment of tax lots that are identified in the Access Management Plan ~~(see Table 5.1 and Figures 5.4, 5.5, and 5.6 in the Boardman Main Street Interchange Area Management Plan)~~ of the applicable IAMP require an Access Permit if one or more of the following applies:
   a. Proposed building improvements are greater than or equal to 50% of the assessed value of the existing built improvements.
   b. Proposed building improvements are expected to generate up to or greater than 25 average daily trips.
   c. A change in use is proposed.
3. Permits for access to City streets within the IAMP Overlay District shall be subject to joint review by the City and the Oregon Department of Transportation (ODOT). Coordination of this review will occur pursuant to Section 2.5.150.C.
4. Approval of an access permit is a Type I decision and is based on the standards contained in this Chapter, the provisions of Chapter 3.4.100 Transportation Standards, and the Access Management Plan in the ~~Boardman Main Street Interchange Area Management Plan~~ of the applicable IAMP. Where the recommendations of the Access Management Plan conflict with other access and spacing requirements in Chapter 3.1 of the Development Code, the Access Management Plan shall govern.

B. Cross access easements.

1. Prior to approving access permits for tax lots that are identified in the Access Management Plan ~~(see Table 5.1 and, Figures 5.4, 5.5, and 5.6 in the Boardman Main Street Interchange Area Management Plan)~~, the City shall require that:
   a. The applicant demonstrate how cross access can be accomplished for sites contiguous to the subject property or properties, consistent with the circulation and planned local street network shown in the applicable IAMP ~~Interchange Area Management Plan~~;
   b. If access across an adjacent parcel or parcels is necessary for the development of the subject site, a signed cross access agreement is submitted with the application; and,
   c. For applications reviewed as part of a subdivision approval process, necessary cross access easements are shown and recorded on the final plat. Access widths shall be a minimum of 10 feet of width for every travel lane and shall not exceed 30 feet.

2.5.140 Access Management *(continued)*

C. Access Management Plan Modifications.
Recommended actions in the Access Management Plan are based on property configurations and ownership existing at the time of the ~~Boardman Main Street Interchange Area Management Plan's~~ applicable IAMP's adoption. Lot consolidation and other land use actions may necessitate an amendment to the Access Management Plan. Modifications to the Access Management Plan:

1. May occur through agreement by the City of Boardman and ODOT and require an amendment to the ~~Boardman Main Street Interchange Area Management Plan~~ applicable IAMP; and
2. Will only be allowed if the proposed modifications meet, or move in the direction of meeting,

~~2.5.140 Access Management *(continued)*~~

the adopted access management spacing requirements in the ~~Boardman Main Street Interchange Area Management Plan~~ applicable IAMP.

2.5.150 Administration

Section 2.5.150 delineates the responsibilities of the City and ODOT to monitor and evaluate vehicle trip generation impacts on the ~~Boardman Main Street Interchange~~ I-84 interchanges in Boardman from development approval under this section. Notwithstanding Chapter 4.10.200.A, an application for development within the IAMP Overlay District will not generally require detailed traffic analysis (i.e. a Traffic Impact Study) because the ~~Boardman Main Street Interchange Area Management Plan~~ (IAMP) has already established the transportation plan. Section A describes the Traffic Generation Report, the level of transportation analysis that is generally required for development proposals in the vicinity of the Main Street interchange. Section B defines conditions under which a more detailed Traffic Impact Study is required.

A. Traffic Generation Report. A Traffic Generation Report is required for development proposals within the vicinity of the Main Street interchange within the IAMP Overlay District to demonstrate consistency with the assumptions of the Boardman Main Street Interchange Area Management Plan.

1. All applications ~~for development within the IAMP Overlay District~~ subject to this section must be accompanied by information about the amount of proposed development in sufficient detail to allow the City to prepare a Traffic Generation Report that estimates the motor vehicle traffic that will enter and exit the site.
2. In addition, an applicant may elect to prepare and submit their own Traffic Generation Report; however, the City retains discretion to accept the applicant's Traffic Generation Report or use the Traffic Generation Report prepared by the City.
3. Trip Generation Reports may assume a trip reduction factor to account for multiple stops made by a single vehicle only if the proposed use is consistent with the specific land use assumptions in the IAMP. Specifically, the following reductions for the following types of uses may be taken after using conventional techniques to estimate trips based on the size of the development:
   a. Convenience Store – 60%

2.5.150 Administration *(continued)*

~~a.~~
b. Fast Food – 43%
c. Retail – 35%
d. Gas Station – 27%

4. When a proposed development includes more than one use, trip reduction factors consistent with the ITE Trip Generation Manual shall be applied separately to each use, and those separate estimates shall be added to calculate the total for the development.
5. For approved development in the Main Street interchange~~T~~the City shall keep a record of all Traffic Generation Reports and use them to calculate the total of new trips within the IAMP Overlay District for use in evaluating the conditions that may necessitate an IAMP update (see Section 2.5.170)

~~B.~~ **Traffic Impact Study.**

1. A Traffic Impact Study prepared in accordance with Chapter 4.10 is required for ~~the following:~~ proposals in the vicinity of the POM interchange within the IAMP Overlay District when elements of Section 4.10.200 apply. In addition, a Traffic Impact Study will be required if the location of aproposed access driveway is inconsistent with the Access Management Plan in Section 7 of the I-84/POM IAMP.

3. For proposals in the vicinity of the Main Street interchange within the IAMP Overlay Deistrict, a Traffic Impact Study prepared in accordance with Chapter 4.10 is required if elements of Section 4.10.200 apply or for the following:

~~1.~~ a. ~~—~~Proposals that include a zone change or a comprehensive plan amendment that results in an increase of 10% or greater in PM peak hour traffic than the current zoning.
~~2.~~ b. ~~—~~Proposals submitted when ramp terminals are operating above 0.75 volume to capacity, as

~~2.5.150 Administration *(continued)*~~

measured in the most recent traffic counts performed by ODOT or the City, or the proposal would generate traffic exceeding this threshold.
3. Proposals submitted to the city during a legislative update of the Boardman Main Street Interchange Area Management Plan pursuant to Section 2.5.170.

C. Land Use Review Coordination.

~~1. The City shall not deem the land use application complete unless it includes a Traffic Generation Report or, if required by Section 2.5.150.B, a Transportation Impact Study prepared in accordance with Chapter 4.10 and the requirements of this Chapter.~~

~~2.~~1. The City shall provide written notification to ODOT when the application is deemed complete pursuant to 4.1.700. This notice shall include an invitation to ODOT to participate in the City's site team review meeting.

~~3~~2. ODOT shall have at least 20 days, measured from the date completion notice was

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mailed, to provide written comments to the City. If ODOT does not provide written comments during this 20-day period, the City staff report will be issued without consideration of ODOT comments.

3. If required vy Section 2.5.150.A or Section 2.5.150.B, the City shall not deem the land use application complete unless it includes a Traffic Generation Report or Transportation Impact Study prepared in accordance with Chapter 4.10 and the requirements of this Chapter.

2.5.160 Comprehensive Plan and Zoning Map Amendments

This section applies to all Comprehensive Plan Map and Zoning Map amendments to parcels wholly or partially within the IAMP Overlay District.

A. Transportation Planning Rule Requirements.

Applications for Comprehensive Plan amendments, Zoning Map amendments, or development regulation 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) 660-12-0060 and Section 4.7.600 of this Development Code.

~~A.~~B. **IAMP Amendment.** The Boardman Main Street Interchange IAMP must be amended if the following applies:

1. If a proposed land use is inconsistent with the current land use zoning and is anticipated to increase PM peak hour traffic by more than 10%, the applicant will be required to undertake a legislative amendment to amend and update the Boardman Main Street Interchange Area Management Plan in order to demonstrate that the proposed amendment will be consistent with the planned improvements in the Overlay District. In such cases, the applicant will supply information to amend the IAMP that includes:
   a. Documentation of additional trips generated by the subject site that are not anticipated in the IAMP.
   b. Findings of consistency with the IAMP that either show how the planned improvements in the IAMP are sufficient to support the proposal, or identify additional necessary transportation improvements to bring the proposed land use action into conformance with the IAMP.

~~B. Transportation Planning Rule Requirements.~~
~~Applications for Comprehensive Plan amendments, Zoning Map amendments, or development regulation 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 Section 4.7.600 of this Development Code.~~

2.5.170 Evaluating and Updating the Interchange Area Management Plan

Periodically, the implementation program in an adopted IAMP shall be evaluated by the City and ODOT, and if applicable Morrow County, to ensure it is accomplishing the goals and aobjectives of the respective IAMP. Such an evaluation may be requested at anytime by the adopting agencies and may result in an update of the subject IAMP.

A. Events that will trigger an IAMP review include:

1. Plan map and zone changes that have a "significant affect" pursuant to the Transportation Planning Rules, Section -0060 and impact an I-84 Interchange or that are located within the IAMP Management Area.
2. Mobility measures at the I-84 ramp terminals that exceed the adopted volume-to-capacity ratios.

B. If the participants in the IAMP review agree that, once the impacts of the "trigger" that necessitated the review are examined, an IAMP amendment is not warranted, a recommendation of "no action" may be documented and submitted in the form of a letter to the City of Boardman City Council, Morrow County Court, and Oregon Transportation Commission.

C. If the findings and conclusions from the IAMP review meeting demonstrate the need for an update to the plan, review participants will initiate and IAMP update process consistent with the process outlined in the plan.

D. ~~T~~In addition, for the Main Street interchange, the city shall initiate an update of the IAMP when the total of new peak hour trips from development within the IAMP Overlay District (as estimated by Trip Generation Reports required under 2.5. 150) exceeds Peak Hour Trip Generation of 530 trips (which is approximately 85% of the trips assumed within the IAMP boundaries). Development proposals that are submitted during the period in which the IAMP is being updated, or that are expected to generate traffic that exceeds the identified threshold, are required to include a Traffic Impact Study, pursuant to 2.5.150.B.

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Attachment C

Chapter 3.1 - Access and Circulation

Sections:

3.1.100 Purpose

The purpose of this chapter is to help insure that developments provide safe and efficient access and circulation, for pedestrians and vehicles. Section 3.1.200 provides standards for vehicular access and circulation. Section 3.1.300 provides standards for pedestrian access and circulation. Standards for transportation improvements are provided in Chapter 3.4.100.

3.1.200 Vehicular Access and Circulation

A. Intent and Purpose. The intent of this Section is to manage vehicle access to development through a connected street system, while preserving the flow of traffic in terms of safety, roadway capacity, and efficiency. Access shall be managed to maintain adequate performance standards and to maintain the "functional classification" of roadways as required by the City's Comprehensive Plan. Major roadways, including highways, arterials, and collectors, serve as the primary system for moving people and goods. "Access management" is a primary concern on these roads. Local streets and alleys provide access to individual properties. If vehicular access and circulation are not properly designed, these roadways will be unable to accommodate the needs of development and serve their transportation function. This Section attempts to balance the right of reasonable access to private property with the right of the citizens of the City and the State of Oregon to safe and efficient travel. It also requires developments to construct planned streets (arterials and collectors) and to extend local streets.

To achieve this policy intent, state and local roadways have been categorized in the Comprehensive Plan by function and classified for access purposes based upon their level of importance and function. (See Chapter 3.4.100.) Regulations have been applied to these roadways for the purpose of reducing traffic accidents, personal injury, and property damage attributable to access systems, and to thereby improve the safety and operation of the roadway network. This will protect the substantial public investment in the existing transportation system and reduce the need for expensive remedial measures. These regulations also further the orderly layout and use of land, protect community character, and conserve natural resources by promoting well-designed road and access systems and discouraging the unplanned subdivision of land.

B. Applicability. This ordinance shall apply to all public streets within the City and to all properties that abut these streets.

3.1.200 - Vehicular Access and Circulation *(continued)*

C. Access Permit Required. Access to a public street requires an Access Permit in accordance with the following procedures:

1. City Street Permits. Permits for access to City streets shall be subject to review and approval by the City Manager or his/her designee based on the standards contained in this Chapter, and the provisions of Chapter 3.4.100 - Transportation Standards. An access permit may be in the form of a letter to the applicant, or it may be attached to a land use decision notice as a condition of approval.

2. State Highway Permits. Permits for access to State highways shall be subject to review and approval by the Oregon Department of Transportation (ODOT), except when ODOT has delegated this responsibility to the City or Morrow County. In that case, the City or County shall determine whether access is granted based on its adopted standards.

3. County Highway Permits. Permits for access to County highways shall be subject to review and approval by Morrow County, except where the County has delegated this responsibility to the City, in which case the City shall determine whether access is granted based on adopted County standards.

D. Traffic Study Requirements. The City or other agency with access jurisdiction may require a traffic study prepared by a qualified professional to determine access, circulation and other transportation requirements. (See also, Section 3.4.100 - Transportation Standards, and Chapter 4.10.)

E. Conditions of Approval. The City or other agency with access permit jurisdiction may require the closing or consolidation of existing curb cuts or other vehicle access points, recording of reciprocal access easements (i.e., for shared driveways), development of a frontage street, installation of traffic control devices, and/or other mitigation as a condition of granting an access permit, to ensure the safe and efficient operation of the street and highway system. To obtain access to and from off-street parking areas shall not require the driver to back-out onto a public street (except for single-family, two-family, and three-family dwellings).

F. Access Options. When vehicle access is required for development (i.e., for off-street parking, delivery, service, drive-through facilities, etc.), access shall be provided by one of the following methods. These methods are "options" to the developer/subdivider, unless one method is specifically required by Chapter 2 (i.e., under "Special Standards for Certain Uses"). A minimum of 10 feet per lane is required.

1. Option 1. Access is from an existing or proposed alley or mid-block lane. If a property has access to an alley or lane, direct access to a public street is not permitted.

3.1.200 - Vehicular Access and Circulation *(continued)*

2. Option 2. Access is from a private street or driveway connected to an adjoining property that has direct access to a public street (i.e., "shared driveway"). A public access easement covering the driveway shall be recorded in this case to assure access to the closest public street for all users of the private street/drive.

3. Option 3. Access is from a public street adjacent to the development parcel. If practicable, the owner/developer may be required to close or consolidate an existing access point as a condition of approving a new access. Street accesses shall comply with the access spacing standards in Section G, below.

4. Subdivisions Fronting On an Arterial Street. New residential land divisions fronting on an arterial street shall be required to provide alleys or secondary (local or collector) streets for access to individual lots. When alleys or secondary streets cannot be constructed due to topographic or other physical constraints or existing development patterns access may be provided by consolidating front-access driveways for clusters of two or more lots (e.g., includes flag lots and mid-block lanes).

5. Double-Frontage Lots. When a lot has frontage onto two or more streets, access shall be provided first from the street with the lowest classification. For example, access shall be provided from a local street before a collector or arterial street. Except for corner lots, the creation of new double-frontage lots shall be prohibited in the Residential District, unless topographic or physical constraints or existing development patterns require the formation of such lots. When double-frontage lots are permitted in the Residential District, a landscape buffer with trees and/or shrubs and ground cover not less than 15 feet wide shall be provided between the back yard fence/wall and the sidewalk or street; maintenance shall be assured by the owner (i.e., through homeowner's association, etc.).

Important cross-references to other code sections: Chapters 2 and 3 may require buildings placed at or near the front property line and driveways and parking areas oriented to the side or rear yard. The City may require the dedication of public right-of-way and construction of a street (e.g., frontage road, alley or other street) when the development impact is proportionate to the need for such a street, and the street is identified by the Comprehensive Plan or an adopted Local Streets Plan. (Please refer to Section 3.4.100 - Transportation Standards.)

G. Access Spacing. Driveway accesses shall be separated from other driveways and street intersections in accordance with the following standards and procedures:

1. Local Streets. The minimum feet of separation on local streets (as measured from the sides of the driveway/street) shall be determined based on the policies and standards contained in Table 3.1.200 G except as provided in subsection 3, below.

2. Arterial and Collector Streets. Access spacing on collector and arterial streets and at controlled intersections (i.e., with four-way stop sign or traffic signal) shall be determined by the policies and standards in Table 3.1.200 G.

3.1.200 - Vehicular Access and Circulation *(continued)*

3. Access to State Highways and Interchanges. Access to a transportation facility under the jurisdiction of the Oregon Department of Transportation (ODOT) shall be subject to the applicable ~~standards and~~ policies contained in the Oregon Highway Plan and the requirements of OAR 734-051. ~~Interstate Highway 84 Corridor Plan.~~ See Table 9A and Table 9 in the Transportation System Plan (TSP).

For Discussion: Proposed modifications clarify that access to the interchanges in Boardman is also under the jurisdiction of ODOT.

4. Special Provisions for All Streets. Direct street access may be restricted for some land uses, in conformance with the provisions of Chapter 2 - Land Use Districts. For example, access consolidation, shared access, and/or access separation greater than that specified by subsections 1-2, may be required by the permitting agency for the purpose of protecting the function, safety and operation of the street for all users. (See Section 'I', below.) Where no other alternatives exist, the permitting agency may allow construction of an access connection along the property line farthest from an intersection. In such cases, directional connections (i.e., right in/out, right in only, or right out only) may be required.

5. Corner Clearance. The distance from a street intersection to a driveway or other street access shall meet or exceed the minimum spacing requirements for the street classification in the City's Transportation System Plan.

6. Variance. A variance to vehicle access and circulation standards shall follow procedures in Chapter 5.1.300.A.

Table 3.1.200 G
Minimum Intersection Spacing Standards

Street Type	Public Street	Private Drive
Arterial	600 feet	300 feet
Collector	300 feet	75 feet
Neighborhood Collector	200 feet	50 feet
Local	150 feet	15 feet

This table identifies the minimum public street intersection and private access spacing standards for the City of Boardman roadway network as they relate to new development and redevelopment. Source: City of Boardman, Transportation System Plan, 2001.

H. Number of Access Points. For single-family (detached and attached), two-family, and three-family housing types, one street access point is permitted per lot; except that two access points may be permitted for two-family and three-family housing on corner lots (i.e., no more than one access per street), subject to the access spacing standards in Section 'G', above. The number of street access points for multiple family, commercial, industrial, and public/institutional developments shall be minimized to protect the function, safety and operation of the street(s) and sidewalk(s) for all users. Shared access may be required, in conformance with Section I, below, in order to maintain the required access spacing, and minimize the number of access points.

3.1.200 - Vehicular Access and Circulation *(continued)*

I. Shared Driveways. Where feasible, the number of driveway and private street accesses to public streets shall be minimized for commercial and industrial uses by the sharing of driveways between adjoining parcels. The City shall require shared driveways as a condition of land division or site design review for commercial and industrial uses, as applicable, for traffic safety and access management purposes in accordance with the following standards:

1. Shared driveways and frontage streets may be required to consolidate access onto a collector or arterial street. When shared driveways or frontage streets are required, they shall be stubbed to adjacent developable parcels to indicate future extension. "Stub" means that a driveway or street temporarily ends at the property line, but may be extended in the future as the adjacent parcel develops. "Developable" means that a parcel is either vacant or it is likely to receive additional development (i.e., due to infill or redevelopment potential).

2. Access easements for the benefit of affected properties shall be recorded for all shared driveways, including pathways, at the time of final plat approval (Chapter 4.3) or as a condition of site development approval (Chapter 4.2).

3. Exception. Shared driveways are not required when existing development patterns or physical constraints (e.g., topography, parcel configuration, existing development or similar conditions) prevent extending the street/driveway in the future.

4. Cross Access. Cross access is encouraged, and may be required as a condition of approval between contiguous sites in the Commercial and Industrial Districts and for multi-family housing in the Residential Multi-family Sub District of the Residential District, in order to provide for more direct circulation between sites and uses for pedestrians, bicycles and drivers. Cross access agreements may also be a requirement of land use or development approval for parcels within the Interchange Area Management Plan Overlay District, pursuant to Section 2.5.140.

For Discussion: This proposed cross reference clarifies that cross access agreements may be required if the proposal is within an IAMP Overlay District.

J. Street Connectivity. In order to promote efficient vehicular and pedestrian circulation throughout the City, land divisions and large site developments shall produce complete blocks bounded by a connecting network of public and/or private streets, in accordance with the following standards:

1. Block Length and Perimeter. The maximum block length and perimeter shall not exceed:

   a. 600 feet length and 1,600 feet perimeter in the Residential District and Sub Districts;

   b. 600 feet length and 1,600 feet perimeter in the Commercial District;

   c. Not applicable to the General Industrial District;

   d. 800 feet length and 2,000 feet perimeter in the Tourist Commercial Sub District, Service Center Sub District and Light Industrial District, except as required for commercial

developments subject to Chapter 2.2, Section 140;

2. Street Standards. Public and private streets shall also conform to Chapter 3.4.100 - Transportation Standards, Section 3.1.300 - Pedestrian Circulation, and applicable Americans With Disabilities Act (ADA) design standards.

3. Exception. Exceptions to the above standards may be granted when blocks are divided by one or more pathway(s), in conformance with the provisions of Section 3.1.300.A. Pathways shall be located to minimize out-of-direction travel by pedestrians and may be designed to accommodate bicycles. An exception may also be granted for topography, natural resources, existing development or other permanent features such as Interstates and railroad track right-of-ways.

K. Driveway Openings. Driveway openings [or curb cuts] shall be the minimum width necessary to provide the required number of vehicle travel lanes (10 feet for each travel lane). The following standards (i.e., as measured where the front property line meets the sidewalk or right-of-way) are required to provide adequate site access, minimize surface water runoff, and avoid conflicts between vehicles and pedestrians:

~~1.~~ Single family, two-family, and three-family uses shall have a minimum driveway width of 10 feet, and a maximum width of 24 feet, (except that one recreational vehicle pad driveway may be provided in addition to the standard driveway for each lot.

~~2.~~ Multiple family uses with 4 to 7 dwelling units shall have a minimum driveway width of 20 feet, and a maximum width of 24 feet.

3. Multiple family uses with more than 8 dwelling units, and off-street parking areas with 16 or more parking spaces, shall have a minimum driveway width of 24 feet, and a maximum width of 30 feet. These dimensions may be increased if the City Manager or his/her designee determines that more than two lanes are required based on the number of trips generated or the need for turning lanes.

4. Access widths for all other uses shall be based on 10 feet of width for every travel lane, except that driveways providing direct access to parking spaces shall conform to the parking area standards in Chapter 3.3.

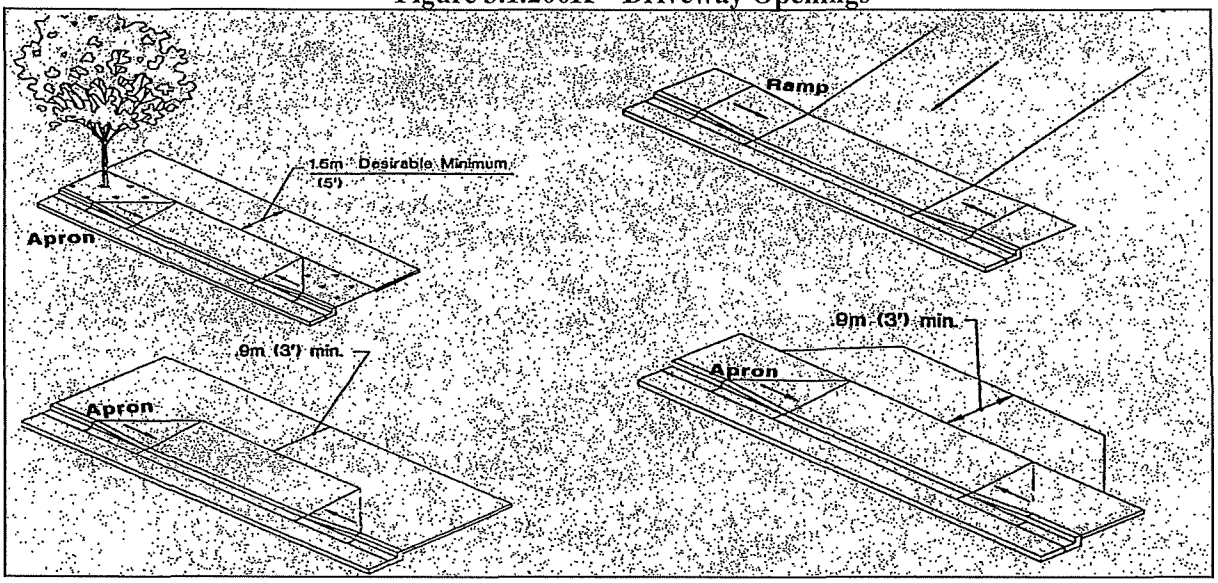
5. Driveway Aprons. Driveway aprons (when required) shall be constructed of concrete and shall be installed between the street right-of-way and the private drive, as shown in Figure 3.1.200K. Driveway aprons shall conform to Americans with Disabilities Act (ADA) standards for sidewalks and pathways, which require a continuous route of travel that is a minimum of 3 feet in width, with a cross slope not exceeding 2 percent.

6. Driveway approaches. Driveway approaches shall be designed and located to provide an existing vehicle with an unobstructed view. Construction of driveways along acceleration or deceleration lanes or tapers should be avoided due to the potential for vehicle conflicts.

3.1.200 - Vehicular Access and Circulation *(continued)*

7. Loading area design. The design of driveways and on-site maneuvering and loading areas for commercial and industrial developments shall consider the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation.

Figure 3.1.200K – Driveway Openings



3.1.200 - Vehicular Access and Circulation *(continued)*

L. Fire Access and Parking Area Turn-around. A fire equipment access drive shall be provided for any portion of an exterior wall of the first story of a building that is located more than 150 feet from an existing public street or approved fire equipment access drive. Parking areas shall provide adequate aisles or turn-around areas for service and delivery vehicles so that all vehicles may enter the street in a forward manner. For requirements related to cul-de-sacs or dead-end streets, please refer to Section 3.4.100.M.

M. Vertical Clearances. Driveways, private streets, aisles, turn-around areas and ramps shall have a minimum vertical clearance of 13' 6 " for their entire length and width.

N. Vision Clearance. No signs, structures or vegetation in excess of three feet in height shall be placed in "vision clearance areas", as shown in Figure 3.1.200N. This standard applies to the following types of roadways: streets, driveways, alleyways and railways. The minimum vision clearance area may be increased by the City Manager or his/her designee upon finding that more sight distance is required (i.e., due to traffic speeds, roadway alignment, etc.). An exception to this standard may be granted by the City Manager or his/her designee to allow utility structures (such as electrical transformers) for necessary services. This exception does not include the installation of utility poles.

O. Construction. The following development and maintenance standards shall apply to all driveways and private streets.

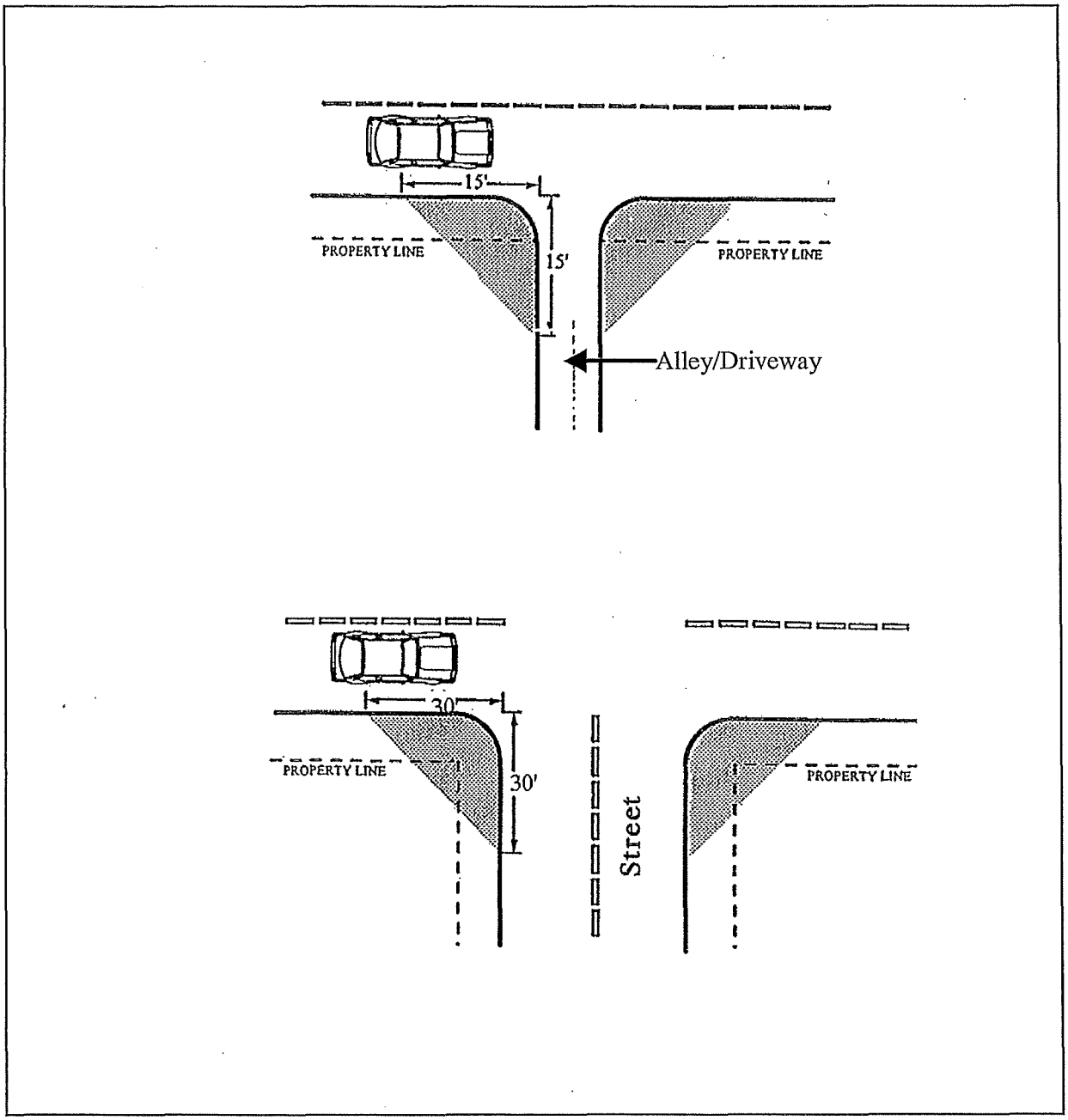
1. Surface Options. Driveways, parking areas, aisles, and turn-arounds may be paved with asphalt, concrete or comparable surfacing, or a durable non-paving material may be used to reduce surface water runoff and protect water quality. Paving surfaces shall be subject to review and approval by the City Manager or his/her designee.

~~3.~~ 2. Surface Water Management. Surface water facilities shall be constructed in conformance with City standards. See Section 3.2 for Landscaping standards or the City's Stormwater Management Standards in Section 3.5.

~~4.~~ 3. Driveway Aprons. When driveway approaches or "aprons" are required to connect driveways to the public right-of-way, they shall be paved with concrete surfacing. (See Section K above.)

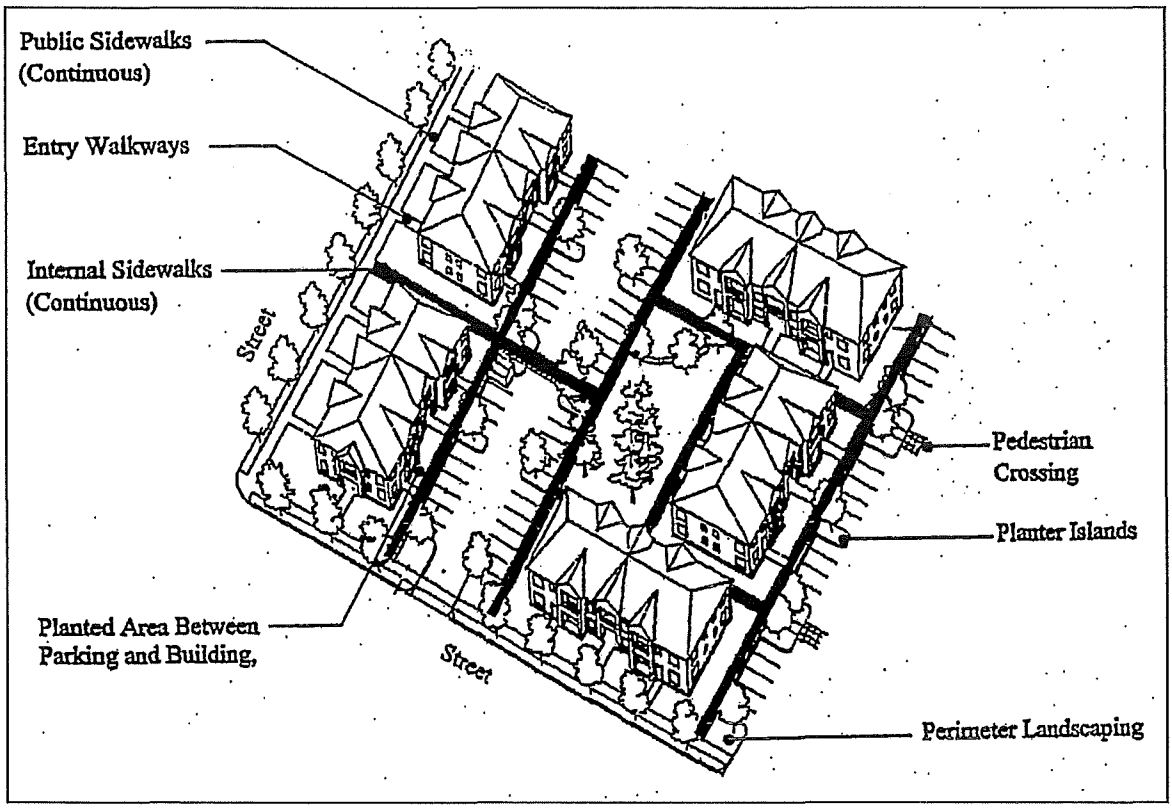
3.1.200 - Vehicular Access and Circulation *(continued)*

Figure 3.1.200N – Vision Clearance Area



3.1.300 – Pedestrian Access and Circulation

Pedestrian System for Multi-Family Development
Figure 3.1.300A



A. **Pedestrian Access and Circulation.** To ensure safe, direct and convenient pedestrian circulation, all developments, except single family detached housing (i.e., on individual lots), shall provide a continuous pedestrian and/or multi-use pathway system. (Pathways only provide for pedestrian circulation. Multi-use pathways accommodate pedestrians and bicycles.) The system of pathways shall be designed based on the standards in subsections 1-3, below:

1. Continuous Pathways. The pathway system shall extend throughout the development site, and connect to all future phases of development, adjacent trails, public parks and open space areas whenever possible. The developer may also be required to connect or stub pathway(s) to adjacent streets and private property, in accordance with the provisions of Section 3.1.200 - Vehicular Access and Circulation, and Chapter 3.4. 100 - Transportation Standards.

3.1.300 – Pedestrian Access and Circulation *(continued)*

2. Safe, Direct, and Convenient Pathways. Pathways within developments shall provide safe, reasonably direct and convenient connections between primary building entrances and all adjacent streets, based on the following definitions:

   a. Reasonably direct. A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.

   b. Safe and convenient. Bicycle and pedestrian routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations.

   c. Commercial and Industrial Primary Entrance. For commercial, industrial, mixed use, public, and institutional buildings, the "primary entrance" is the main public entrance to the building. In the case where no public entrance exists, street connections shall be provided to the main employee entrance.

   d. Residential Entrance. For residential buildings the "primary entrance" is the front door (i.e., facing the street). For multifamily buildings in which each unit does not have its own exterior entrance, the "primary entrance" may be a lobby, courtyard or breezeway which serves as a common entrance for more than one dwelling.

3. Connections Within Development. For all developments subject to Site Design Review, pathways shall connect all building entrances to one another. In addition, pathways shall connect all parking areas, storage areas, recreational facilities and common areas (as applicable), and adjacent developments to the site, as applicable.

4. Street Connectivity. Pathways (for pedestrians and bicycles) shall be provided at or near mid-block where the block length exceeds the length required by Section 3.1.200 J. Pathways shall also be provided where cul-de-sacs or dead-end streets are planned, to connect the ends of the streets together, to other streets, and/or to other developments. Pathways used to comply with these standards shall conform to all of the following criteria:

   a. Multi-use pathways (i.e., for pedestrians and bicyclists) are no less than 10 feet wide and located within a 20-foot-wide right-of-way or easement that allows access for emergency vehicles;

   b. If the streets within the subdivision or neighborhood are lighted, the pathways shall also be lighted;

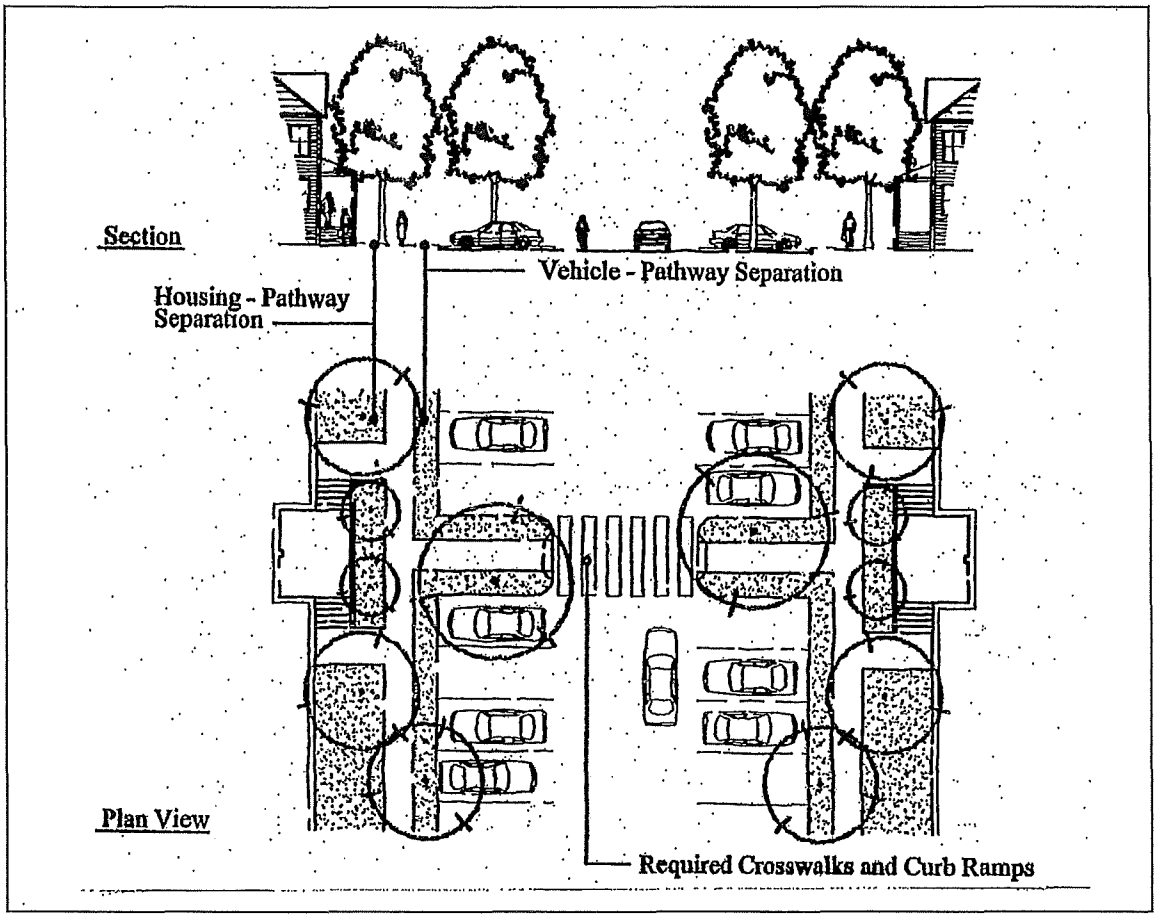
   c. Stairs or switchback paths using a narrower right-of-way/easement may be required in lieu of a multi-use pathway where grades are steep;

   d. The City may require landscaping within the pathway easement/right-of-way for screening and the privacy of adjoining properties;

3.1.300 – Pedestrian Access and Circulation *(continued)*

e. The City Manager or his/her designee may determine, based upon facts in the record, that a pathway is impracticable due to: physical or topographic conditions (e.g., freeways, railroads, extremely steep slopes, sensitive lands, and similar physical constraints); buildings or other existing development on adjacent properties that physically prevent a connection now or in the future, considering the potential for redevelopment; and sites where the provisions of recorded leases, easements, covenants, restrictions, or other agreements recorded as of the effective date of this Code prohibit the pathway connection.

Figure 3.1.300 B. Pathway Separations



3.1.300 – Pedestrian Access and Circulation *(continued)*

B. Design and Construction. Pathways shall conform to all of the standards in 1-5:

1. Vehicle/Pathway Separation. Where pathways are parallel and adjacent to a driveway or street (public or private), they shall be raised 6 inches and curbed, or separated from the driveway/street by a 5-foot minimum strip with bollards, a landscape berm, or other physical barrier. If a raised path is used, the ends of the raised portions must be equipped with curb ramps.

2. Housing/Pathway Separation. Pedestrian pathways shall be separated a minimum of 5 feet from all residential living areas on the ground floor, except at building entrances. Separation is measured from the pathway edge to the closest dwelling unit. The separation area shall be landscaped in conformance with the provisions of Chapter 3.3. No pathway/building separation is required for commercial, industrial, public, or institutional uses.

3. Crosswalks. Where pathways cross a parking area, driveway, or street ("crosswalk"), they shall be clearly marked with contrasting paving materials, humps/raised crossings, or painted striping. An example of contrasting paving material is the use of a concrete crosswalk through an asphalt driveway. If painted striping is used, it shall consist of thermo-plastic striping or similar type of durable application.

4. Pathway Surface. Pathway surfaces shall be concrete, asphalt, brick/masonry pavers, or other durable surface, at least 5 feet wide, and shall conform to ADA requirements. Multi-use paths (i.e., for bicycles and pedestrians) shall be the same materials, at least 10 feet wide. (See also, Section 3.4.100 - Transportation Standards for public, multi-use pathway standard.)

5. Accessible routes. Pathways shall comply with the Americans With Disabilities Act (ADA), which requires accessible routes of travel.

Attachment D

Chapter 4.10 - Traffic Impact Study

Sections:

4.10.100 Purpose

A. **Purpose.** The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule, which requires the City to adopt a process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities. This Chapter establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a Traffic Impact Study must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare the Study.

B. **Typical Average Daily Trips.** ~~Standards by which to gauge average daily vehicle trips include: 10 trips per day per single family household, 5 trips per day per apartment; and 30 trips per day per 1,000 square feet of gross floor area such a new supermarket or other retail development.~~ The latest edition of the Trip Generation manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips.

4.10.200 When Required

A. **When a Traffic Impact Study is Required.** A Traffic Impact Study shall be prepared and submitted to the City with the application, for review by the City and the Oregon Department of Transportation, when the following apply:
   1. The development application involves one or more of the following actions:
      a. A change in zoning or a plan amendment designation; or
      b. Any proposed development or land use action that ODOT states may have operational or safety concerns along a state highway; and
   2. The development shall cause one or more of the following effects, which can be determined by field counts, site observation, traffic impact analysis or study, field measurements, crash history, Institute of Transportation Engineers Trip Generation manual; and/or information and studies provided by the local reviewing jurisdiction and/or ODOT:
      a. An increase in site traffic volume generation by 500 Average Daily Trips (ADT) or more; or
      b. An increase in ADT volume of a particular movement to and from the State highway by 20% or more; or
      c. An increase in use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weights by 20 vehicles or more per day; or

4.10.200 When Required *(continued)*

d. The location of the access driveway does not meet minimum site distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate on the State highway, city arterial or city collector, creating a safety hazard; or
e. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway, city arterial or city collector, or traffic crashes in the approach area.

4.10.300 Traffic Impact Study Requirements

A. Preparation. A Traffic Impact Study shall be prepared by a professional engineer ~~in accordance with OAR 734-051-180~~.

B. Transportation Planning Rule Compliance. See Chapter 4.7. 600.

C. Pre-application Conference. The applicant will meet with the Boardman Public Works and Community Development Director prior to submitting an application that requires a Traffic Impact Analysis. For proposals that may impact a state transportation facility, the Oregon Department of Transportation shall be invited to participate in this pre-application conference. The City has the discretion to determine the required elements of the Traffic Impact Analysis and the level of analysis expected.

4.10.400 Approval Criteria

A. Criteria. When a Traffic Impact Study is required, approval of the development proposal requires satisfaction of the following criteria:
1. The Traffic Impact Study was prepared by a professional engineer ~~in accordance with OAR 734-051-180~~; and
2. If the proposed development shall cause one or more of the effects in Section 4.10.200A.5. above, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Study includes mitigation measures satisfactory to the City Engineer, and ODOT when applicable; and
3. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
   a. Have the least negative impact on all applicable transportation facilities; and
   b. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
   c. Make the most efficient use of land and public facilities as practicable; and
   d. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
   e. Otherwise comply with applicable requirements of the City of Boardman Development Code, including Chapters 3.1 Access and Circulation, 3.2. Landscaping, 3.3 Vehicle

4.10.400 Approval Criteria ***(continued)***

f. and Bicycle Parking, 3.4 Public Facilities Standards, 3.5 Stormwater Management, and 3.8 Loading Standards.

B. Conditions of Approval. The City may deny, approve, or approve the proposal with appropriate conditions.

SECTION 5 of TSP

streets. From a policy perspective, the Oregon Department of Transportation has legal authority to regulate access points along Interstate 84 within the city's urban growth boundary. The City of Boardman will manage access on other collector and local streets within its jurisdiction to ensure the efficient movement of traffic and enhance safety.

Access management standards vary depending on the functional classification and purpose of a given roadway. Roadways in the upper echelon of the functional classification system (i.e. arterials) tend to have stringent spacing standards, while facilities ranked lower in the functional classification system allow more closely spaced access points. The following discussion presents the hierarchical access management system for roadways in Boardman.

ODOT Access Management Standards

The *1999 Oregon Highway Plan* specifies an access management classification system for state facilities and has classified Interstate 84 as being of an *Interstate Level of Importance.* The recently adopted update to the *Oregon Highway Plan* did not change the *Interstate* designation. Although Boardman may designate state highways as arterial roadways within their transportation system, the access management categories for these facilities should generally follow the guidelines of the Oregon Highway Plan.

Impact on Local Development Activities

Future developments along Interstate 84 (zone changes, comprehensive plan amendments, redevelopment, and/or new development) will be required to meet the *1999 Oregon Highway Plan* Level of Importance and Access Management policies and standards.

To protect the function of the I-84 Interchange, access management will need to evaluated in the future. This should include evaluation of access spacing, turning movements, turning movements within ¼ mile of the interchange, and opportunities for consolidating existing access.

The primary function of the Main St. interchange is to provide vehicular, pedestrian and truck access to the City of Boardman, allowing access to the city's transportation network and for goods to be transported between the Port and destinations in Oregon, Washington, and Idaho via I-84. A secondary function is to provide access to the residential areas on the north and south sides of I-84 and east of the City of Boardman via Main St., a City arterial.

The primary function of the POM interchange is to provide truck and vehicular access to the POM, allowing goods to be transported between the Port and destinations in Oregon, Washington, and Idaho via I-84. A secondary function is to provide access to the residential areas and farm lands on the south side of I-84 and east of the City of Boardman via Laurel Lane, a City arterial.

As shown in Table 9, within urban or urbanizing areas, a new development will need to maintain a 3-mile spacing (centerline-to-centerline) between interchanges and no private access points or traffic signals will be allowed. Full median control is required on the interstate.

TABLE 9
INTERSTATE HIGHWAY ACCESS MANAGEMENT STANDARDS*

Classification	Intersection				Signal Spacing	Median Control
	Public Road		Private Drive			
	Type	Spacing	Type	Spacing		
Interstate	Interchange	3 miles	None	Not Applicable	None	Full

*Source: 1999 Oregon Highway Plan, Appendix C, Table 12

The following table shows the access spacing standards for (applicable Boardman) interchanges as discussed in the 1999 Oregon Highway Plan Goal 3, Policy 3C: Interchange Access Management Areas.

TABLE 9A
Minimum Spacing Standards Applicable to Freeway Interchanges with Two-Lane Crossroads

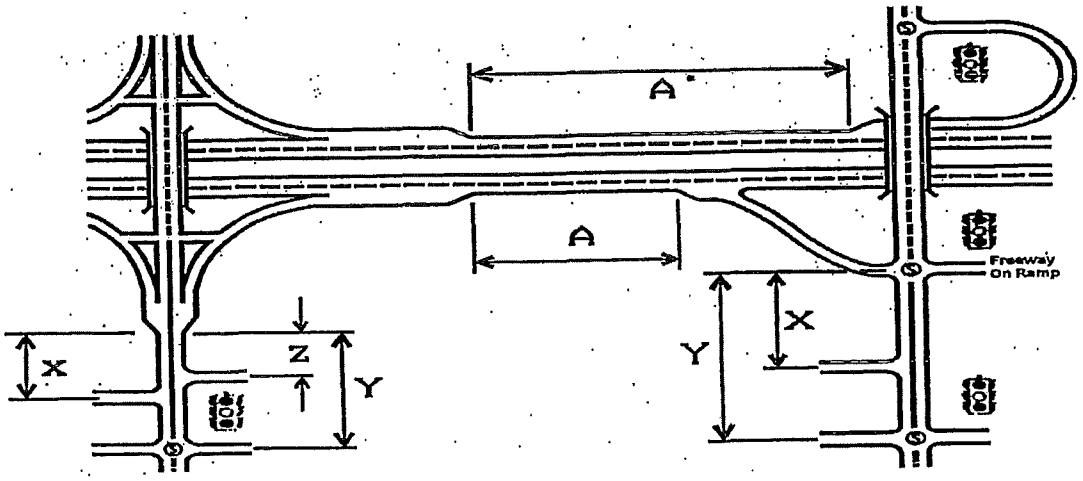
Category of Mainline	Type of Area	Spacing Dimension			
		A	X	Y	Z
Freeway	Urban	1 mi. (1.6 km)	1320 ft. (400 m)	1320 ft. (400 m)	990 ft. (300 m)

A = Distance between the start and end of tapers of adjacent interchanges

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

Y = Distance to first major intersection; no left turns allowed in this roadway section

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



In addition to the standards shown in Table 9, according to the *1999 Oregon Highway Plan*, the impact in traffic generation from land uses must allow a major street level of service "C" to be maintained for interstate segments within the development's influence area along the highway. The influence area is defined as the area in which the average daily traffic is increased by 10 percent or

more by a single development, or 500 feet in each direction from the property-line of the development (whichever is greater).

The existing legal driveway connections and public street intersection spacing are not required to meet the spacing standards immediately upon adoption of this transportation system plan. However, existing permitted connections not conforming to the design goals and objectives of the roadway classification will be upgraded as circumstances permit and during redevelopment. At any time, an approach road may need to be modified due to a safety problem or a capacity issue that exists or becomes apparent. By statute, the City of Boardman and ODOT are required to ensure that all safety and capacity issues are addressed. Proposed land use actions that do not comply with the designated access spacing policy will be required to apply for an access variance from the City of Boardman and/or ODOT.

Variance Process

Access variances may be provided to parcels whose highway frontage, topography, or location would otherwise preclude issuance of a conforming permit and would either have no reasonable access or cannot obtain reasonable alternate access to the public road system. In such a situation, a conditional access permit may be issued by ODOT and the City of Boardman for a single connection to a property that cannot be accessed in a manner that is consistent with the spacing standards.

The permit may carry a condition that the access may be closed at such time that reasonable access becomes available to a local public street. Approval conditions might also require a given land owner to work in cooperation with adjacent land owners to provide either joint access points, front and rear cross-over easements, or a rear-access upon future redevelopment. In addition, approval of a conditional permit might require ODOT-approved turning movement design standards to ensure safety and managed access. Under special circumstances, ODOT may purchase property in order to prevent safety conflicts.

City Standards

Table 10 identifies the minimum public street intersection and private access spacing standards for the City of Boardman roadway network as they relate to new development and redevelopment. Table 11 identifies standards for private access driveway widths. In cases where physical constraints or unique site characteristics limit the ability for the access spacing standards listed in Tables 10 and 11 to be met, the City of Boardman should retain the right to grant an access spacing variance. County facilities within the city's urban growth boundary should be planned and constructed in accordance with these street design standards.

TABLE 10
MINIMUM INTERSECTION SPACING STANDARDS*

Functional Classification	Public Street (feet)	Private Access Drive (feet)
Arterial	600**	300
Collector	300	75
Neighborhood Collector	200	50
Local	150	15

*Spacing measured from centerline to centerline

** To promote circulation in the downtown, public streets can be spaced at 200-feet intervals.

TABLE 11
PRIVATE ACCESS DRIVEWAY WIDTH STANDARDS

Land Use	Minimum (feet)	Maximum (feet)
Single Family Residential	12	24
Multi-Family Residential	24	30
Commercial	30	40
Industrial	30	40

Management Techniques

From an operational perspective, the City of Boardman should consider implementing access management measures to limit the number of redundant access points along roadways. This will enhance roadway capacity and benefit circulation. Improvements that should be considered include:

- planning for and developing intersection improvement programs in order to regularly monitor intersection operations and safety problems;
- purchasing right-of-way and closing driveways; and
- installing positive channelization and driveway access controls as necessary.

Enforcement of the access spacing standards should be complemented with the availability of alternative access points. Purchasing right-of-way and closing driveways without a parallel road system and/or other local access could seriously effect the viability of the impacted properties. Thus, if an access management approach is taken, alternative access should be developed prior to "land-locking" a given property. Specifically, provision of key collector facilities as identified in Figure 11 would provide alternative access to land adjacent to major roadways such as Interstate 84 and Main Street; thereby reducing or eliminating the need to provide new direct highway access to multiple properties.

As part of every land use action, the City of Boardman should evaluate the potential need for conditioning a given development proposal with the following items, in order to maintain and/or improve traffic operations and safety along the arterial and collector roadways.

- Crossover easements should be provided on all compatible parcels (considering topography, access, and land use) to facilitate future access between adjoining parcels. Figure 13 illustrates how this process would, in the long run, facilitate compliance with access management objectives.
- Conditional access permits should be issued to developments having proposed access points that do not meet the designated access spacing policy and/or have the ability to align with opposing driveways. The actual access spacing policy will be developed later as part of the TSP process.
- Right-of-way dedications should be provided to facilitate the future planned roadway system in the vicinity of proposed developments.
- Half-street improvements (sidewalks, curb and gutter, bike lanes/paths, and/or travel lanes) should be provided along site frontages that do not have full-buildout improvements in place at the time of development.