

Interchange Area Management Plan

# I-84/ PATERSON FERRY ROAD

Morrow County, Oregon

August 2014



Prepared for:



Prepared by:



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# I-84/Paterson Ferry Road Interchange Area Management Plan

Morrow County, Oregon

## Final

August 2014

*This study was prepared under contract with the Port of Morrow, Oregon, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Port of Morrow and does not necessarily reflect the views of the Office of Economic Adjustment.*



# I-84/Paterson Ferry Road Interchange Area Management Plan

## Umatilla County, Oregon

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## PREFACE

The development of this plan was guided by the Steering Committee and Technical / Public Advisory Committee (TPAC). The members of these groups are identified below, along with members of the consultant team. The Steering Committee members were also members of the TPAC, who collectively were responsible for reviewing all work products and guiding the planning work. They devoted a substantial amount of time and effort to the development of the I-84/Paterson Ferry Road IAMP and their participation was instrumental in the development of the recommendations that are presented herein.

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Section 1  
Executive Summary



## EXECUTIVE SUMMARY

The I-84/Paterson Ferry Road Interchange Area Management Plan (IAMP) was prepared to identify and address infrastructure, access, and land use regulations associated with the transition of the Umatilla Army Chemical Depot (UMCD) from a facility that has historically stored/shipped military supplies and disposed of chemical weapons to a facility that will accommodate Oregon National Guard operations, environmental preservation, and new economic development.

The executive summary provides an overview of the project elements that were developed through a collaborative effort of the Project Team, Umatilla Army Depot Reuse Authority, Technical/Public Advisory Committee, Umatilla County, Morrow County, Oregon Department of Transportation (ODOT), and local stakeholders. The following table and figures summarize the identified improvement projects. Additional details are provided herein.

With the identification of near- and long-term infrastructure improvements, a number of policies, ordinances, and other provisions have been developed for adoption into the Morrow County Transportation System Plan, Comprehensive Plan, and development review ordinances to support and implement the IAMP. The IAMP will also be adopted by the Oregon Transportation Commission as an amendment to the Oregon Highway Plan.

### I-84/Paterson Ferry Road Interchange (Exit 171)



**Executive Summary - I-84/Paterson Ferry Road Interchange Area Improvement Summary**

Fig. 2. Project Label	Near-Term Improvement Description	Implementation Need/Trigger for Improvement	Estimated Planning-Level Cost <sup>1</sup>	Potential Funding Sources
-	Continued routine inspection of the interchange structure and traffic safety monitoring of the interchange ramps and ramp terminals.	-	-	-
Fig. 2. Project Label	Long-Term/Vision Project Description	Implementation Need/Trigger for Improvement	Estimated Planning-Level Cost	Potential Funding Sources
A	Lengthen the I-84 westbound off-ramp.	<ul style="list-style-type: none"> <li><b>Safety:</b> Increase vehicle/truck queuing, upgrade ramp to current design standard, increase lane deceleration space.</li> <li><b>Operations:</b> More efficient long-term operations</li> <li><b>Trigger:</b> When a new access road is constructed from Paterson Ferry Road to the UMCD site and/or the need is determined by future traffic studies.</li> </ul>	\$0.45M	STIP, PDF, GF
B	Lengthen the I-84 eastbound off-ramp <sup>2</sup>	<ul style="list-style-type: none"> <li><b>Safety:</b> Increase vehicle/truck queuing, upgrade ramp to current design standard, increase lane deceleration space.</li> <li><b>Operations:</b> More efficient long-term operations</li> <li><b>Trigger:</b> When a new access road is constructed from Paterson Ferry Road to the UMCD site and/or the need is determined by future traffic studies.</li> </ul>	\$0.50M	STIP, PDF, GF

STIP – State Transportation Improvement Project

PDF – Private Development Funds

GF – Other Grant Funds

<sup>1</sup> – Planning level costs are in 2014 dollars. Construction costs only, does not include right-of-way costs.

<sup>2</sup> – Further detailed study is needed to determine the degree of additional off-ramp space that can be achieved under the Paterson Ferry Road overpass without impacting the overpass structure.



Figure E1

# I-84/PATERSON FERRY ROAD IAMP IMPROVEMENT PLAN UMATILLA COUNTY, OREGON

- PRELIMINARY ALIGNMENT
- IMPROVEMENT (SEE TABLE 1 FOR DESCRIPTION & COST ESTIMATE)





Section 2  
Interchange Improvement and Access Management Plan



# INTERCHANGE IMPROVEMENT AND ACCESS MANAGEMENT PLAN

## INTRODUCTION / BACKGROUND

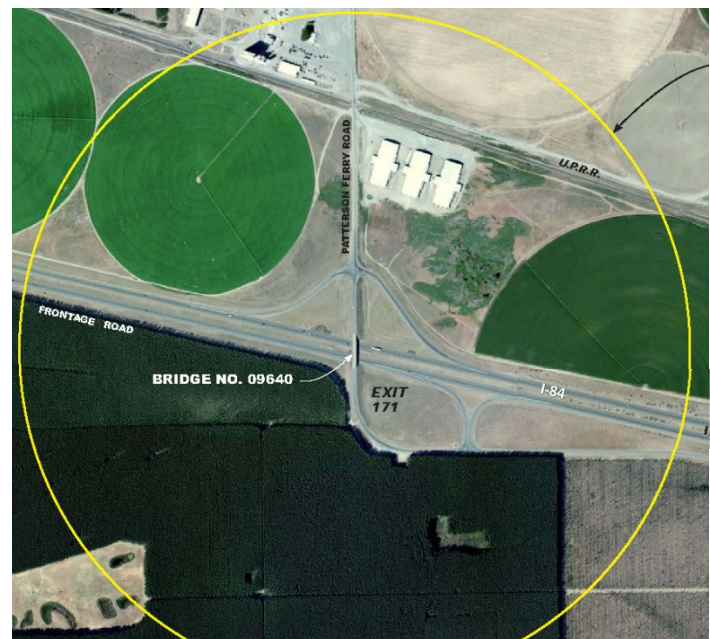
The Umatilla Army Chemical Depot (UMCD) is formally being decommissioned and prepared for reuse/redevelopment. The Umatilla Chemical Depot Reuse Authority (UMADRA - sometimes referred to as the “LRA” and currently undergoing a name change to the “Columbia Development Authority”) is chartered with administering the transition of the UMCD and is leading the planning process. Following the completion of a Redevelopment Plan in 2010, reuse/redevelopment of the UMCD has been targeted to accommodate a new 7,500 acre Oregon National Guard training base, a 5,678 acre habitat refuge, and approximately 3,000 acres of industrial/warehouse development.

With the transition and reconfiguration of land uses on the UMCD site, it is recognized that transportation patterns and traffic demands will likely change. Some of these changes have the potential to impact area interchanges including the I-84/Paterson Ferry Road interchange. In accordance with Oregon Administrative Rule 734-051, an Interchange Area Management Plan (IAMP) has been prepared to identify and address future transportation infrastructure needs, access, and land use regulations at this interchange. The remainder of this section contains the planning context, specific interchange projects, and access management plan for the IAMP.

### Conditions Statement

The I-84/Paterson Ferry Road interchange is located at Exit 171 in Morrow County and was originally constructed as an overpass in 1967 and converted to an interchange in 1991. The westbound ramp terminal is a diamond interchange with ramps connecting to Paterson Ferry Road. The eastbound ramp configuration was influenced by constrained land use along the south side of I-84 and consist of a modified Parclo-B (with exiting loop ramp and standard entering on-ramp beyond the crossroad) interchange connecting to Frontage Lane. Both east- and westbound ramp terminals are stop-controlled.

**Exhibit 1 - I-84/Paterson Ferry Road Interchange**



The primary purpose of the I-84/Paterson Ferry Road interchange is to provide regional access between I-84 and the rural farming and agricultural uses that exist along the north and south sides of I-84. The

interchange does not directly serve or provide access to the UMCD site. However, future reuse of the UMCD site and a potential new roadway connection from Paterson Ferry Road to the UMCD site could lead to increased traffic volumes and an a higher percentage of trucks utilizing the I-84/Paterson Ferry Road interchange.

## Purpose and Intent Statement

The purpose of the I-84/Paterson Ferry Road IAMP is to develop a plan that focuses on the interchange/supporting roadway infrastructure and its role in accommodating future reuse of the UMCD site. The intent of the plan is to develop infrastructure improvements that may be needed to support continued growth in the region and future reuse of the UMCD site.

## Goals / Objectives

The IAMP process is intended to protect the function of the I-84/Paterson Ferry Road interchange for the next 20 years while accounting for changes in land use and traffic patterns brought about by regional growth and reuse/redevelopment of the UMCD. As stated in Policy 3C of the *Oregon Highway Plan*, “it is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.” To this end, working collaboratively with the Technical/Public Advisory Committee (TPAC) and public, the Goals/Objectives of the IAMP are to:

1. Protect the long-term function, operation, and safety of the I-84/Paterson Ferry Road interchange.
2. Identify opportunities for enhanced roadway connectivity within the UMCD site that would provide public roadway connections between the I-84/Paterson Ferry Road, I-84/Army Depot Access Road, and I-82/Lamb Road interchanges.
3. Manage the allowed land uses within the vicinity of the interchanges to provide for future economic growth over the next 20 years.
4. Identify current accesses along the interchange crossroads and develop a phased access management plan for the crossroads based on a detailed and collaborative process involving Morrow County and local property owners. The access management plan will be based on key principles that balance highway mobility and safety against:
  - a. The findings of County TSPs and land use plans; and
  - b. Local economic development objectives for properties that require access to the state highway.
5. Identify opportunities for freight-based multi-modal accessibility to/from future redevelopment of the UMCD site.
6. Collaborate throughout the planning process with design professionals, jurisdictional representatives, developers, local property owners, and the general public, including protected populations as established by federal and state regulations and policies.

7. Comply with the intent of Statewide Planning Goals, including Goal 1: Public Involvement, Goal 2: Land Use Planning, Goal 5: Natural Resources, Goal 6: Air, Water and Land Resources Quality, Goal 7: Areas Subject to Natural hazards, Goal 8: Recreation Needs, Goal 9: Economic Development, Goal 12: Transportation, and Goal 14: Urban Growth Boundaries.
8. Identify phased implementation strategies for identified near- and long-term interchange infrastructure and interchange crossroad improvements.
9. Identify interchange infrastructure funding mechanisms that could be applied to future reuse/redevelopment of the UMCD and other land uses within the Interchange Management Study Area.
10. Develop implementation policies and regulations to be adopted into the Morrow County Comprehensive Plan, Transportation System Plan, and zoning ordinances, as appropriate.

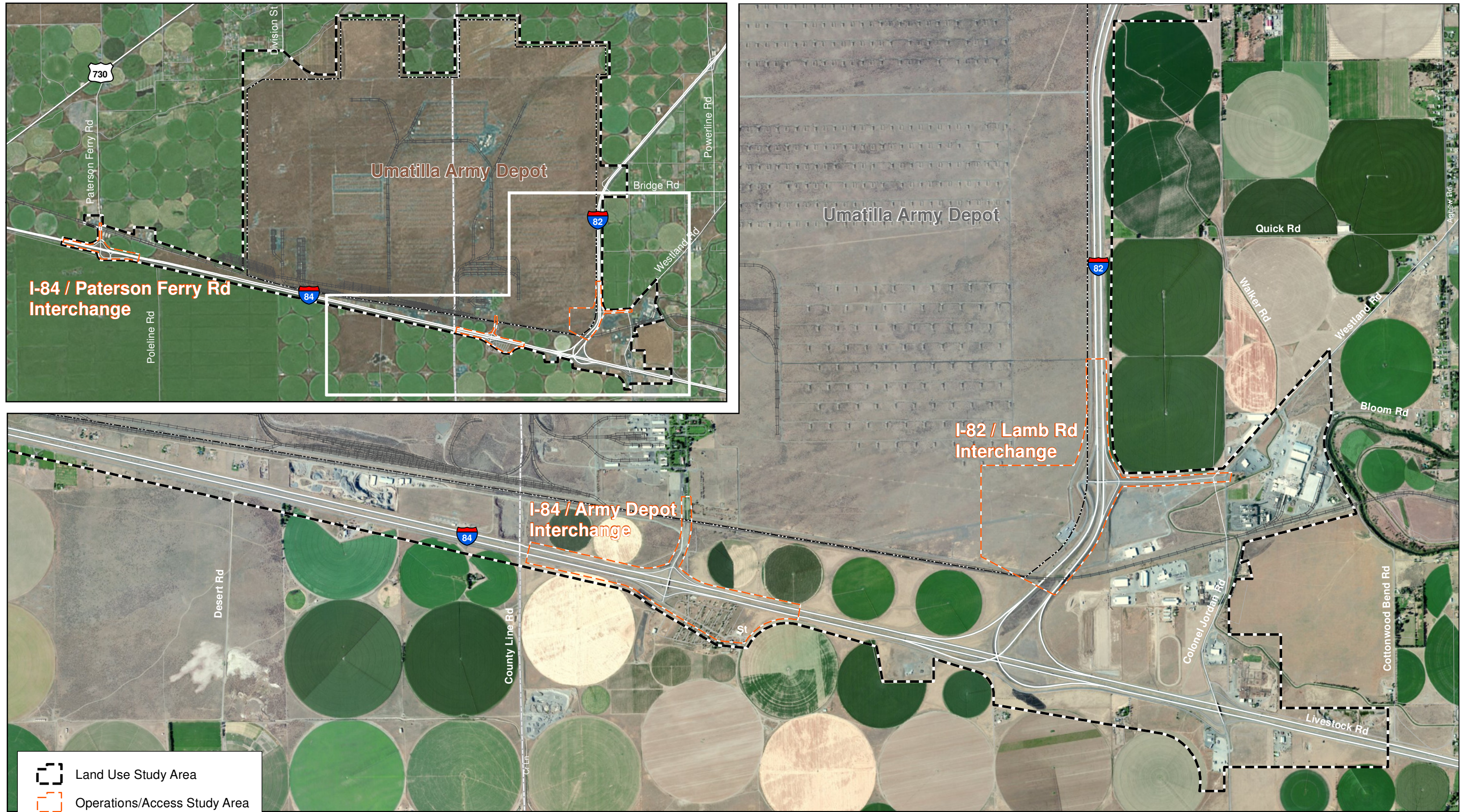
### Interchange Management Study Area (IMSA)

The I-84/Paterson Ferry Road IAMP was prepared in conjunction with IAMPs for two other interchanges: I-82/Lamb Road and I-84/Army Depot Access Road. All three interchanges will be affected to some degree by future reuse of the UMCD site. Within the context of the IAMP planning process, the Interchange Management Study Area (IMSA) defines the extent of the detailed land use and infrastructure study area. The IAMPs will focus specifically on the freeway interchanges that serve the UMCD and surrounding land uses. At a minimum, the IMSA includes properties, as well as all access points located within ½ mile from the freeway interchange as defined by the State of Oregon's IAMP Guidelines. In order to capture the overarching land use related impacts of the reuse/redevelopment of the UMCD as well as growth potential of immediately surrounding uses, the IMSA includes the following areas:

- The entire UMCD site
- Westland Road Exception Area – area east of I-82 and north of I-84
- Industrial zoned land located north of the Paterson Ferry Road interchange

The Interchange Management Study Area (IMSA) map is shown in Figure 1.





**Interchange Management Study Area  
Morrow / Umatilla Counties**

**Figure  
1**

H:\profile\13848 - Umatilla Subarea Plan and Combined IAMP\figs\13848\_Fig01.mxd - pmarnell - 10:51 AM 7/14/2014





## I-84/PATERSON FERRY ROAD INTERCHANGE IMPROVEMENT PLANS

A comprehensive transportation improvement plan was developed for the I-84/Paterson Ferry Road interchange. As previously stated, the interchange does not directly serve or provide access to the UMCD site. Assuming this condition remains constant, the interchange is of sufficient capacity and adequate overall design to continue to serve as a regional farming/agricultural connection for the next 20 years and does not need significant improvements. However, future transportation analysis has concluded that reuse of the UMCD site could benefit from a new roadway connection between Paterson Ferry Road and the UMCD site. With such a connection, transportation patterns would change at the I-84/Paterson Ferry Road interchange to the point where long-term interchange enhancements would be needed. These improvements are described in detail below, illustrated in Figure 2, and summarized in Table 1.

### Near-Term Improvements

The existing I-84/Paterson Ferry Road interchange is of adequate form and has sufficient long-term capacity to accommodate existing and long-term traffic growth assuming its role as a regional farming/agricultural connection to/from I-84 does not change. As such, no major near-term improvements have been identified for the interchange outside of continued routine inspection of the structure and traffic safety monitoring of the interchange ramps and ramp terminals.

### Long-Term/Vision Project Improvements

Under existing infrastructure conditions, the anticipated future reuse of the UMCD site is not anticipated to significantly impact the I-84/Paterson Ferry Road interchange. However, industrial and warehouse-related reuse in the Port Industrial zoned portion of the UMCD site could benefit from a new roadway connection between Paterson Ferry Road and the UMCD site. This connection would provide future industrial/warehouse-related development with a more efficient regional connection to the I-84 corridor when compared to the connections provided by the I-84/Army Depot Access Road and I-82/Lamb Road interchanges. While the details of such a connection (alignment, right-of-way needs, property impacts, land use policy, etc.) would need to be more fully worked out, the overall vision includes a new two-lane roadway that would parallel the north side of the UP Mainline tracks and connect to Paterson Ferry Road in the vicinity of the existing Wilbur Ellis site access roadway. This conceptual alignment is shown in Exhibit 1.

**Exhibit 2 - Conceptual Paterson Ferry Road - UMCD Site Access Road**

With such a connection, transportation patterns would change at the I-84/Paterson Ferry Road interchange to the point where some overall long-term interchange improvements would be needed. The following Long-Term/Vision Projects have been identified so that their potential need can be monitored and planned for over the 20-year life of the IAMP.

***Project A. Improve I-84 Westbound Off-Ramp (Long-Term/Vision Project)***

The existing I-84 westbound off-ramp is substandard in its length to safely and efficiently accommodate anticipated levels of vehicle and truck traffic that would be generated by future development of the Port Industrial zoned land and its potential connection to Paterson Ferry Road. Project A would lengthen the off-ramp to more safely accommodate the deceleration and queuing needs of future vehicle/truck demand. *This improvement would be constructed when future development-driven traffic studies determine that they are needed for safety and/or operations reasons. The improvement is unlikely to be needed until a future Paterson Ferry Road – UMCD access road is established.*

***Project B. Improve I-84 Eastbound Off-Ramp (Long-Term/Vision Project)***

The existing I-84 eastbound off-ramp is substandard in its length to safely and efficiently accommodate anticipated levels of vehicle and truck traffic that would be generated by future development of the Port Industrial zone and its potential connection Paterson Ferry Road. Project B would lengthen the off-ramp to more safely accommodate the deceleration and queuing needs of future vehicle/truck demand. *This improvement would be constructed when future development-driven traffic studies determine that they are needed for safety and/or operations reasons. The improvement is unlikely to be needed until a future Paterson Ferry Road – UMCD access road is established.*

**Table 1 - I-84/Paterson Ferry Road Interchange Transportation Improvement Plan**

Fig. 2. Project Label	Near-Term Improvement Description	Implementation Need/Trigger for Improvement	Estimated Planning-Level Cost <sup>1</sup>	Potential Funding Sources
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B	Lengthen the I-84 eastbound off-ramp <sup>2</sup>	<ul style="list-style-type: none"> <li><b>Safety:</b> Increase vehicle/truck queuing, upgrade ramp to current design standard, increase lane deceleration space.</li> <li><b>Operations:</b> More efficient long-term operations</li> <li><b>Trigger:</b> When a new access road is constructed from Paterson Ferry Road to the UMCD site and/or the need is determined by future traffic studies.</li> </ul>	\$0.50M	STIP, PDF, GF

STIP – State Transportation Improvement Project  
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 GF – Other Grant Funds

<sup>1</sup> – Planning level costs are in 2014 dollars. Construction costs only, does not include right-of-way costs.

<sup>2</sup> – Further detailed study is needed to determine the degree of additional off-ramp space that can be achieved under the Paterson Ferry Road overpass without impacting the overpass structure.



Figure 2

### I-84/PATERSON FERRY ROAD IAMP IMPROVEMENT PLAN UMATILLA COUNTY, OREGON

- PRELIMINARY ALIGNMENT
- IMPROVEMENT (SEE TABLE 1 FOR DESCRIPTION & COST ESTIMATE)

## INTERCHANGE ACCESS MANAGEMENT PLAN

Access locations within the I-84/Paterson Ferry Road interchange area were evaluated based on ODOT's Division 51 Access Management standards and an assessment of traffic operations and safety as described in Action 3C.3 of the Oregon Highway Plan. Accordingly, the Access Management Plan (AMP) will preserve the operational integrity and safety of the interchange and primary roadways serving it, while maintaining viable access to all parcels in the IMSA.

### Access Management

Under ODOT's current access management policy, the latest edition of the Oregon Highway Plan stipulates that the desired distance between an interchange ramp terminal and the first full approach (public or private) on the crossroad should be a minimum of 1,320 feet (1/4-mile). The first right-in/right-out access should be a minimum of 750 feet from the ramp terminal. Currently there are two private approaches within the 1/4-mile of the I-84/ Paterson Ferry Road westbound ramp terminal and one public approach within ¼-mile of the I-84/ Frontage Lane eastbound ramp terminal.

### *Paterson Ferry Road*

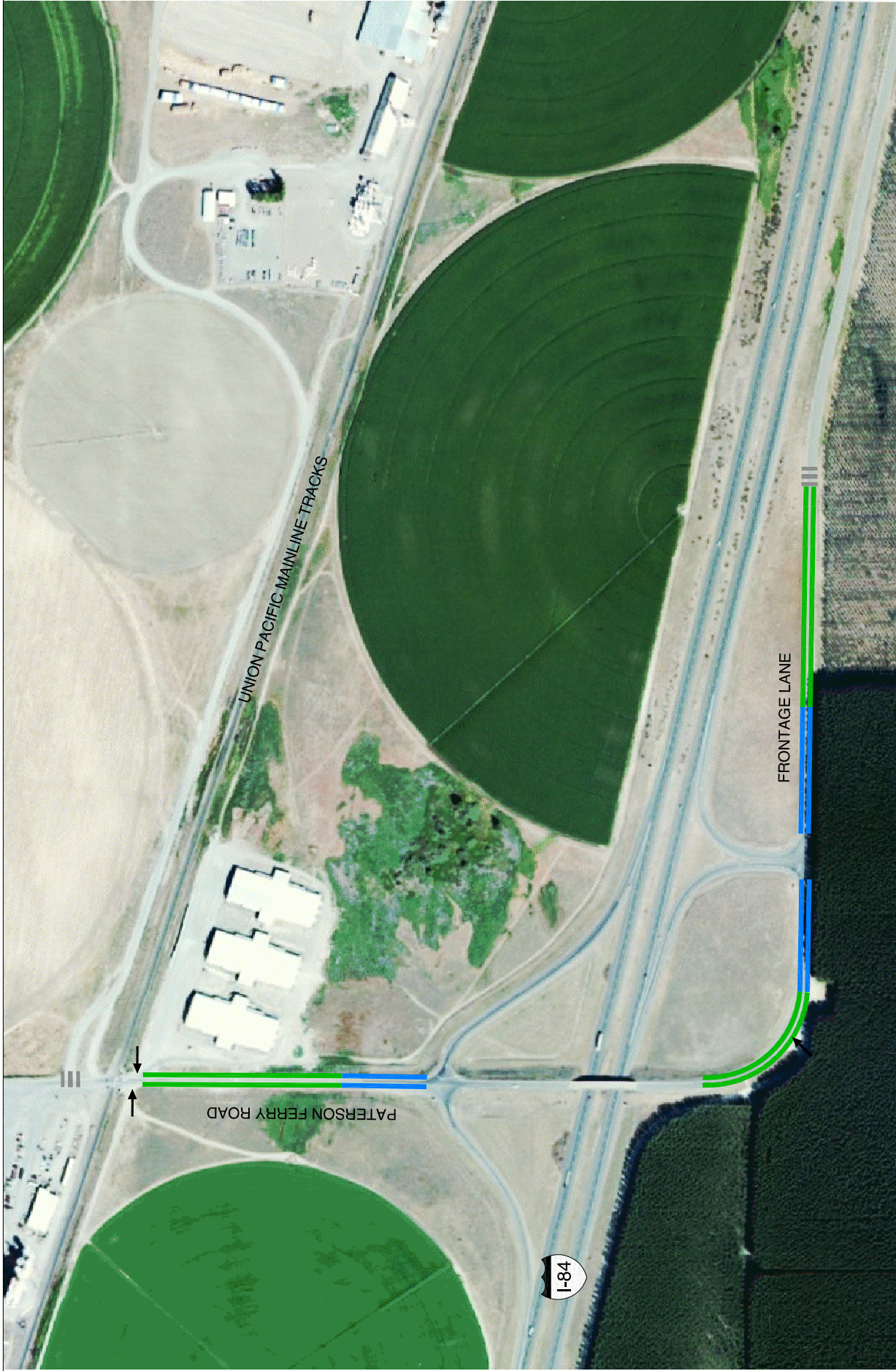
The access management plan for Paterson Ferry Road is focused on not allowing new private access to the roadway within ¼-mile of the westbound ramp terminal. This will be accomplished through the acquisition of additional access control beyond the existing access control limits. As shown in Figure 3, additional access control will be acquired up to the existing private farm and industrial access driveways located just south of the UP mainline railroad tracks. While these two driveways are located within ¼-mile of the westbound ramp terminal, they are located as far north along the Paterson Ferry Road property frontage as possible<sup>1</sup> (approximately 1,155 feet and 1,230 feet) and are relatively low volume driveways. The acquisition of formal access control will ensure that no new access points will be developed above and beyond what is already developed.

### *Frontage Lane*

The access management plan for Frontage lane is also focused on ensuring the development of no new private access to the roadway within ¼-mile of the eastbound ramp terminal. As shown in Figure 3, this will include the acquisition of additional access control beyond the existing access control limits. There is one public access located approximately 665 feet from the eastbound ramp terminal. Given the surrounding land use limitations, there is no flexibility for moving or relocating this access without significantly impacting the adjacent tree farm. As such, this access will remain until potential future land use modifications of the tree farm allow for it to be relocated.

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<sup>1</sup> The existing UP mainline railroad forms the north border of the properties that front Paterson Ferry Road. As such, the subject driveways cannot be closed (would land lock the properties) or moved.



- ||| MINIMUM 1320 FOOT ACCESS SPACING STANDARD
- EXISTING ACCESS CONTROL (TO REMAIN)
- ACQUIRE ADDITIONAL ACCESS CONTROL
- ↑ EXISTING PUBLIC/PRIVATE ACCESS

ACCESS MANAGEMENT PLAN  
 UMATILLA COUNTY, OREGON

Figure 3

## Section 3 Implementation Plan





# IMPLEMENTATION PLAN

## INTRODUCTION

ODOT and Morrow County will need to adopt elements of the I-84/Paterson Ferry IAMP specific to the individual jurisdiction/agency. Since the IAMP involves both State and local government authority, some policies will guide ODOT actions and others will guide Morrow County decisions. The Oregon Administrative Rule [(OAR 660-051-0155(2))] states that ODOT 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 IAMP is consistent with the local plan and codes, prior to adoption by the Oregon Transportation Commission (OTC).

It is expected that the IAMP will be made part of the Morrow County Comprehensive Plan by including it as an amendment to its Transportation System Plan (TSP). This amendment process will require notification and public hearings pursuant to the local legislative process. Morrow County can adopt the I-84/Paterson Ferry IAMP document in its entirety or by reference to the existing TSP, can prepare an ordinance that more specifically identifies what parts of the IAMPs are being adopted locally and how local plans and ordinances are being modified, and/or can issue a statement that local plans and ordinances are consistent with the recommendations of the IAMP.

ODOT Region 5 will prepare findings to support adoption of the I-84/Paterson Ferry IAMP on the State's behalf, and the Oregon Transportation Commission (OTC) will deliberate and adopt the final documents as a facility plan and amendments to the Oregon Highway Plan (OHP). The following is a summary of the proposed actions to implement the IAMP.

## PLAN ELEMENTS

### Interchange Function and Policy Definition

Morrow County should adopt a clear definition of the I-84/Paterson Ferry Interchange function into its comprehensive plan and TSP to provide policy direction for management of the interchange area and achieve the objectives and goals of this IAMP. This will help to ensure consistency between future policy decisions and the interchange's intended function.

The following function and policy definition was developed for the I-84/Paterson Ferry Interchange:

"The function of the I-84/Paterson Ferry interchange is to provide the surrounding farming/agricultural areas with regional access to the I-84 corridor. The interchange will need to safely and efficiently accommodate regional traffic growth and the potential for increased vehicle/truck traffic associated with future industrial/warehouse-related uses on the Port Industrial zoned land on the UMCD site."

## Interchange Area Management Plan (IAMP) Management Area

Morrow County is the land use regulatory authority for the Interchange Management Study Area (IMSA). To ensure the continued operation and safety of the interchange, Morrow County should adopt an I-84/Paterson Ferry IAMP Management Area. Future development and land use actions within the IAMP Management Area will be monitored to ensure that volume-to-capacity ratios do not exceed the adopted Oregon Highway Plan mobility targets at the ramp terminals. This can be accomplished through Development Review guidelines included within the proposed amendments to the County's Zoning and Subdivision Ordinances as described in the following sections.

## ADOPTION ELEMENTS

Implementation of the I-84/Paterson Ferry IAMP will occur at several levels of government. Consistent with OAR 734-051, Morrow County will adopt legislative amendments to its transportation system plan and comprehensive plan to incorporate elements of the I-84/Paterson Ferry IAMP. In addition, new land use ordinances or amendments to existing ordinances or resolutions may be required to ensure that the access management, land use management, and coordination elements of the IAMP are achieved. This adoption process will include both Planning Commission and County Court hearings.

Following successful adoption at the County level, the IAMP will be presented to the Oregon Transportation Commission (OTC) for its review and adoption. This should occur prior to transportation improvements as described in this IAMP being constructed.

To implement the I-84/Paterson Ferry IAMP, the following actions shall occur:

### ODOT:

- The IAMP shall be adopted by the Oregon Transportation Commission as part of the Oregon Highway Plan.

### Morrow County:

- Will amend the Transportation System Plan to incorporate the I-84/Paterson Ferry interchange policy statement(s) and recommended transportation improvements. The IAMP shall serve as the long range comprehensive management plan for providing the transportation facilities that are specifically addressed in this plan.
- Will amend the Comprehensive Plan Map and Zoning Map to include an Interchange Management Area to identify where compliance with the I-84/Paterson Ferry IAMP will be a condition of future development approval.
- Will require that development and redevelopment proposals within the Interchange Management Area show consistency with the IAMP Access Management Plan (AMP) and recommended improvements through a Transportation Impact Analysis (TIA) requirement..

- Amendments will ensure that proposals for new development within Morrow County will be reviewed to determine if a need for different interchange improvement phases is triggered.
- Work with ODOT to identify and pursue funding for the I-84/Paterson Ferry interchange projects identified in this IAMP.

## MONITORING ELEMENTS

The purpose of the I-84/Paterson Ferry IAMP is to ensure that capacity at the interchange is preserved for its intended function. While a long-range plan, the IAMP needs to remain dynamic and responsive to development and changes to the adopted land use and transportation plans and may need to be periodically reviewed and updated. To accomplish this goal, a monitoring program is included that identifies triggers for reviewing the IAMP and assessing how development approval within the IAMP Management Area will be reviewed and coordinated.

### IAMP Review Triggers

Periodically, the implementation program shall be evaluated by ODOT and Morrow County to ensure it is accomplishing the goals and objectives of the IAMP. Events that may trigger an IAMP review include:

- Plan map and zone changes that have a “significant affect” pursuant to the Transportation Planning Rule (OAR 660-0120060) and impact the I-84/Paterson Ferry Road Interchange, or that are located within the IAMP Management Area.
- Proposed development that generates expected traffic volume at the I-84 ramp terminals that exceed the adopted mobility targets.

In addition to the established triggers for IAMP review, either agency may request a formal review of the IAMP at any time if, in their determination, specific land use or transportation changes warrant a review of the underlying assumptions and/or recommendations within the IAMP. 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 Morrow County Court and the Oregon Transportation Commission.

If the findings and conclusions from the IAMP review demonstrate the need for an update to the plan, review participants will initiate an IAMP update process. Initial steps in updating the IAMP will include scoping the planning process, identifying funding, and outlining a schedule for plan completion. Once completed, IAMP updates will be required to be legislatively adopted as an amendment to the Morrow County Comprehensive Plan and Transportation System Plan, with the required public hearings, and adoption by the Oregon Transportation Commission as an update to the Oregon Highway Plan.

## DEVELOPMENT REVIEW

The following outlines the transportation requirements for development and zone change applications within the I-84/Paterson Ferry Road Interchange Management Area and describes how Morrow County will coordinate with ODOT.

### Traffic Impact Analysis

All development applications located within the I-84/Paterson Ferry Interchange that meet the following conditions are required to prepare and submit a Transportation Impact Analysis (TIA) to demonstrate the level of impact of the proposed development on the surrounding street system:

- a) A change in zoning or plan amendment designation; and
- b) The proposal is projected to 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 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 as required by the County Engineer). 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; 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
  - d. The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or vehicles queue or hesitate, creating a safety hazard; or
  - e. A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area; or
  - f. For development in the I-84/Paterson Ferry Management Area, the location of the access driveway is inconsistent with the Access Management Plan in the IAMP.

The determination of impact or effect, and the scope of the TIA, shall be coordinated with Morrow County and ODOT. The developer shall be required to mitigate impacts attributable to the project.

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## OREGON DEPARTMENT OF TRANSPORTATION / MORROW COUNTY COORDINATION

Following adoption of the I-84/Paterson Ferry Road IAMP, Morrow County will need to coordinate future development activities with ODOT. The following describes steps both ODOT and Morrow County will take when reviewing development proposals that may impact the I-84/Paterson Ferry Road interchange.

- Morrow County shall consult the Oregon Department of Transportation (ODOT) on TIA requirements when the site of the proposal is adjacent to or otherwise affects a State highway.
- Morrow County shall provide written notification to ODOT once a land use application within the IAMP Management Area is deemed complete.
- ODOT shall have at least 20 days, measured from the date notice to agencies was mailed, to provide written comments to the County. If ODOT does not provide written comments during this 20-day period, the County staff report will be issued without consideration of ODOT comments.
- The County shall invite ODOT to participate in a pre-filing conference for applications within an Interchange Management Area Plan Management Area or within a ¼ mile of any ODOT facility. Notice of actions requiring a public hearing shall be provided to ODOT at least twenty days prior to the date of the hearing.



## Section 4 OAR & OHP Compliance





## OAR AND OHP COMPLIANCE

The following section discusses the Oregon Administrative Rule (OAR) and Oregon Highway Plan (OHP) policy-based compliance issues that pertain to the development of the I-84/Paterson Ferry Road IAMP.

### OAR COMPLIANCE

The I-84/Paterson Ferry Road IAMP was developed in collaboration with UMADRA, Umatilla County, and ODOT and was developed in accordance with the guidelines set forth in the State of Oregon’s Administrative Rules for Interchange Access Management Planning and Interchange Area Management Planning. Table 6 identifies the required planning elements from OAR 734-051 and documents how the IAMP satisfies the requirements.

**Table 2 – I-84/Paterson Ferry Road IAMP OAR Compliance**

OAR 734-0051-0155 Requirement	How OAR is Addressed	Document Reference
Should be developed no later than the time the interchange is being developed or redeveloped  -7010(7)(a)	This plan was developed to effectively plan for future development and traffic growth that could occur within the interchange area. Future improvements will be needed to safely accommodate forecast increases in vehicular and truck demand.	IAMP Technical Appendix “G”
Should identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt strategies and development standards to capture those opportunities  -7010(7)(b)	The access management, transportation improvement plan, and Interchange Management Area elements identified in this plan will result in operational, safety, and capacity improvements.	IAMP Section 2
Should include short, medium, and long-term actions to improve operations and safety in the interchange area  -7010(7)(c)	The IAMP includes a phasing plan for the transportation system improvements presented within the plan. These improvements address the near term needs identified by the existing conditions analysis as well as long-term demand needs that are expected to occur beyond the 20-year horizon period.	IAMP Section 2
Should consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches  -7010(7)(d)	A full analysis of existing and forecast operational and geometric conditions was conducted for this planning effort. The future volumes were developed based on approved zoning and comprehensive plan designations.	IAMP Technical Appendices “D”, “E”, & “G”
Should provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically 20 years  -7010(7)(e)	Specific improvements are included in the plan to address long-term safety concerns through improved geometric alignment of interchange ramps.	IAMP Section 2
Should consider existing and proposed uses of all property in the interchange area consistent with its comprehensive plan designations and zoning  -7010(7)(f)	A thorough analysis of surrounding land uses and land use potential was performed based on the current and approved comprehensive plan designations and zoning.	IAMP Technical Appendices “D”, “E”, & “G”

OAR 734-0051-0155 Requirement	How OAR is Addressed	Document Reference
Is consistent with any applicable Access Management Plan, corridor plan or other facility plan adopted by the Oregon Transportation Commission  -7010(7)(g)	The access management plan included in the IAMP is consistent with the OHP.	IAMP Section 2
Includes polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the Interchange Area Management Plan.  -7010(7)(h)	The implementation plan included in this IAMP documents the required amendments to local plans needed to adopt the IAMP. In addition, the implementation section outlines monitoring elements for the purpose of directing future land use action within the IAMP study area.	IAMP Section 3

## OREGON HIGHWAY PLAN COMPLIANCE

The I-84/Paterson Ferry Road IAMP was developed in accordance with the policies set forth in the OHP. The following identifies the OHP Policies that pertain to the I-84/Paterson Ferry Road IAMP and how the IAMP satisfies the requirements.

Policy 1A: State Highway Classification System. The state highway classification system includes five classifications: Interstate, Statewide, Regional, District, and Local Interest Roads. In addition, there are four special purpose categories that overlay the basic classifications: special land use areas, statewide freight route, scenic byways, and lifeline routes.

Within the Interchange Management Study Area (IMSA), there are two ODOT highways. I-84 is an Interstate Highway designated as an Expressway. I-82 is an Interstate Highway also designated as an Expressway.

How Addressed: The I-84/Paterson Ferry Road IAMP recognized the respective functions of each highway. Access standards, traffic control, and geometric considerations were informed by the applicable highway designation. The preferred concept includes modification to the interstate ramps to better accommodate future traffic volumes and truck types.

Policy 1B: Land Use and Transportation. This policy recognizes the role of both the State and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

How Addressed: The IAMP was developed through a cooperative planning effort between UMADRA, Umatilla County, and ODOT. The IAMP will be implemented by Umatilla County through the IAMP Management Area that will require coordinated agency review on all future development or land use actions within the Area.

Policy 1C: State Highway Freight System. This policy recognizes the need for the efficient movement of freight through the state. I-84 and I-82 are designated Freight Routes.

How Addressed: The transportation projects included in the plan were developed considering freight mobility needs, particularly at the EB and WB interchange on/off ramps.

Policy 1F: Highway Mobility Standards Access Management Policy. This policy addresses state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges.

How Addressed: I-84/Paterson Ferry Road IAMP demonstrates that the interchange and surrounding transportation system will be able to meet ODOT mobility targets through the 20-year horizon.

Policy 1G: Major Improvements. This policy requires maintaining performance and improving safety by improving efficiency and management before adding capacity.

How Addressed: I-84/Paterson Ferry Road IAMP focuses on improving the geometry of the existing interchange to improve efficiency and safety, adding capacity only where needed.

Policy 2B: Off-System Improvements. This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system.

How Addressed: The transportation system was considered as a whole with improvements to the state and local system equally considered.

Policy 2F: Traffic Safety. This policy emphasizes the state's efforts to improve safety of all uses of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.

How Addressed: The identification of long-term improvements to the I-84 eastbound and westbound off-ramps at the I-84/Paterson Ferry Road interchange will help to ensure that these ramps have sufficient long-term deceleration and queuing room for the anticipated increase in vehicle and truck traffic that could potential affect the interchange.

Policy 3A: Classification and Spacing Standards. This policy addresses the location, spacing, and type of road and street intersections and approach roads on state highways. The adopted standards can be found in Appendix C of the Oregon Highway Plan.

How Addressed: See Policy 3C below.

Policy 3C: Interchange Access Management Areas. This policy addresses management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Action items include developing interchange area management plans to protect the function of the interchange to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges. The local jurisdiction's role in access management is stated in Policy 3C as follows: "necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place (Action 3C.2)."

Access management standards are detailed in Policy 3C and include the distance required between an interchange and approaches and intersections. The most stringent standards apply in interchange areas.

How Addressed: The I-84/Paterson Ferry Road IAMP includes an access management plan that improves access spacing over existing conditions.

Policy 4A: Efficiency of Freight Movement. This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. All highways within the study area are designated truck routes.

How Addressed: The transportation improvements included in the IAMP plan improves traffic operations and safety for all vehicles, including freight vehicles.

Policy 5B: Scenic Resources. This policy applies to all state highways and commits the State to using best management practices to protect and enhance scenic resources in all phases of highway project planning, development, construction, and maintenance.

How Addressed: This policy was considered as part of the plan development.

