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*Final Draft*



## **Interchange Area Management Plan**

**Oregon Department of Transportation**

November 2005

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# Background

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## Introduction

Interstate 5 is designated as an international trade corridor and freight route. I-5 provides north-south access controlled movement of interstate goods, services, and passenger travel between Mexico and Canada, through California, Oregon, and Washington. Thus, the I-5/Beltline Interchange is one key element of a comprehensive transportation network serving interstate, regional, and local travel demands in the Eugene-Springfield area.

Changes in land use over the years have affected the function and operations of the interchange and the surrounding transportation system. The interchange opened in 1968, serving a predominantly rural area with a rural interchange form. Land uses are now urban, which has affected the function and operation of the interchange and surrounding transportation system.

To address the issues, the Oregon Department of Transportation (ODOT) first completed an interchange refinement plan to determine the appropriate course of action. Building on the understanding gained during that process, ODOT developed and evaluated alternative actions through an Environmental Assessment (EA) for the project. The proposed project is the selected alternative for the I-5/Beltline Interchange project, as described in the May 2002 EA and July 2003 Revised Environmental Assessment (REA).

It is anticipated that the I-5/Beltline Interchange project would be constructed in three phases over a period of several years (approximately 2006-2022). An intergovernmental agreement (IGA) executed between ODOT and the City of Springfield (see Appendix A) includes traffic monitoring requirements, the results of which would trigger actions consistent with the three phases. Funding for the first phase of the project has been programmed by ODOT. Release of funds for construction is being deferred until this Interchange Area Management Plan (IAMP) is approved by the Oregon Transportation Commission.

## Purpose and Reasons for Preparing the IAMP

Oregon Highway Plan (OHP) policy and administrative rules (OAR 660-012, 731-015, 734-051) require ODOT and local jurisdictions to collaboratively address land use and transportation issues, especially in the vicinity of interchanges. The development of IAMPs (per OAR 734-051-0155) is one way to address these issues.

ODOT is required to prepare an IAMP for the I-5/Beltline Interchange by Oregon Administrative Rule (OAR) 734-051, commitments made in the REA, the IGA with Springfield, and Statewide Transportation Improvement Program (STIP) footnote for the project's Phase 1. The IAMP is the management plan which describes how the investment in interchange improvements will be managed to protect its intended function and operations

throughout the project design life, with the specific purpose of minimizing the need for additional improvements beyond those identified for the project in the May 2003 Revised Environmental Assessment.

## Description of Planning Area

The interchange is located at milepost 195 on Interstate 5 near the northern limits of the Eugene-Springfield area, which is one of Oregon's three largest urban areas. Figure 1 shows the area of influence for interchange operations and traffic impacts, as well as existing land use, as identified for the environmental assessment process.

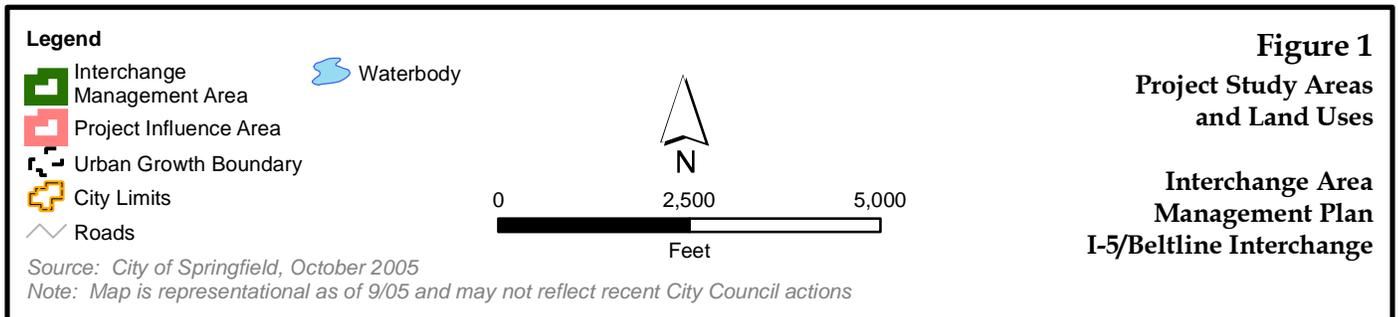
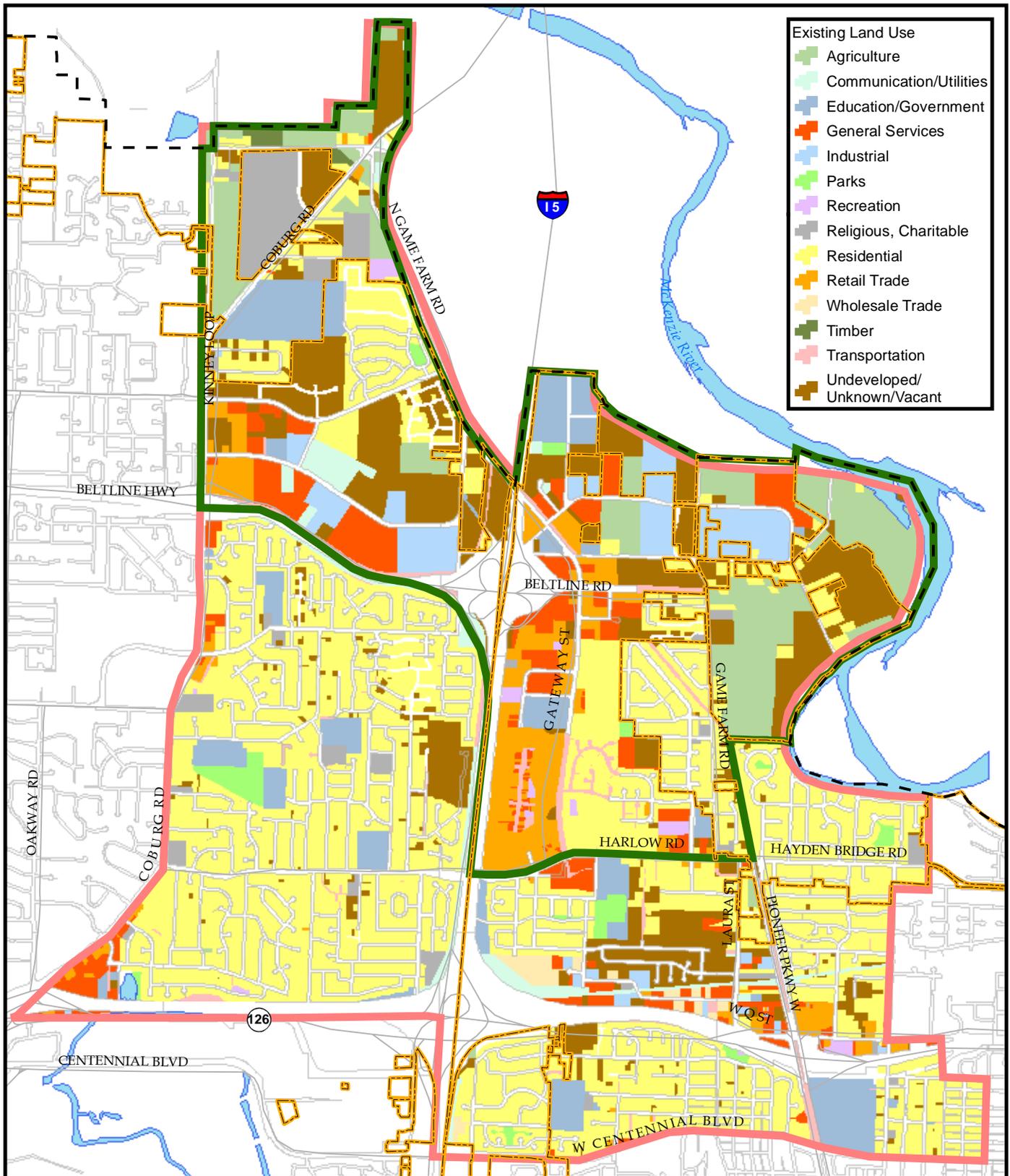
Figure 1 also identifies the I-5/Beltline Interchange Management Area, which is the subject geography for this IAMP. The management area was developed with consideration to the relevant Oregon Administrative Rules [OAR 660-012-0060 (4)(d)(C), and 734-051-0155 (4)(a)], existing and planned land use, transportation facilities and traffic, natural and cultural resources, and vacant or underutilized land within the interchange influence area including the management area.

## Other Work Products

Related work products contributing to the development of this IAMP are listed in Section 4, References. Review of these documents provides a history of the project. In the spring of 1996, ODOT began a facility plan for the I-5/Beltline Interchange project, with the first steering committee meeting held in June 1996. A facility or refinement plan provides public participation before allocation of funds. This facility plan included analysis of transportation issues, traffic forecasting, concept designs, location, and refined solution costs. Creation and analysis of the design concepts was completed by November 1999.

In the year 2000, ODOT began a highly structured public and agency project evaluation screening process to identify a range of alternatives for improving the Beltline Interchange. This process led to the selection of environmental study alternatives for documentation in an EA. This effort produced alternatives considered and dismissed, as well as those carried through the EA.

The EA for the project was released in May 2002. It included a No-Build Alternative and a Beltline Interchange Build Alternative with three Gateway/Beltline Intersection Options. A public hearing was held and a decision to choose the selected alternative was made in November 2002. A REA was completed in May 2003, followed by a Finding of No Significant Impact by the FHWA in July 2003. A copy of the EA and REA are available from the ODOT Region 2 Planning Manager.



## SECTION 2

# Interchange Area Management Plan

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## Plan Elements

This section identifies the elements of the I-5/Beltline Interchange Area Management Plan (IAMP). The IAMP is intended to manage the I-5/Beltline Interchange Project (Project) in order to protect the function and capacity of interchange over the course of its design life. The IAMP applies to the interchange management area shown in Figure 1. The Plan includes the following, per OAR 734-051-0155(6)(d):

I. “Transportation Operational Analysis Report for the I-5/Beltline Interchange”. Current and future traffic is analyzed in the project’s Environmental Assessment, specifically in this report. (See Appendix B.)

II. Project geometry and traffic control are described and shown as follows:

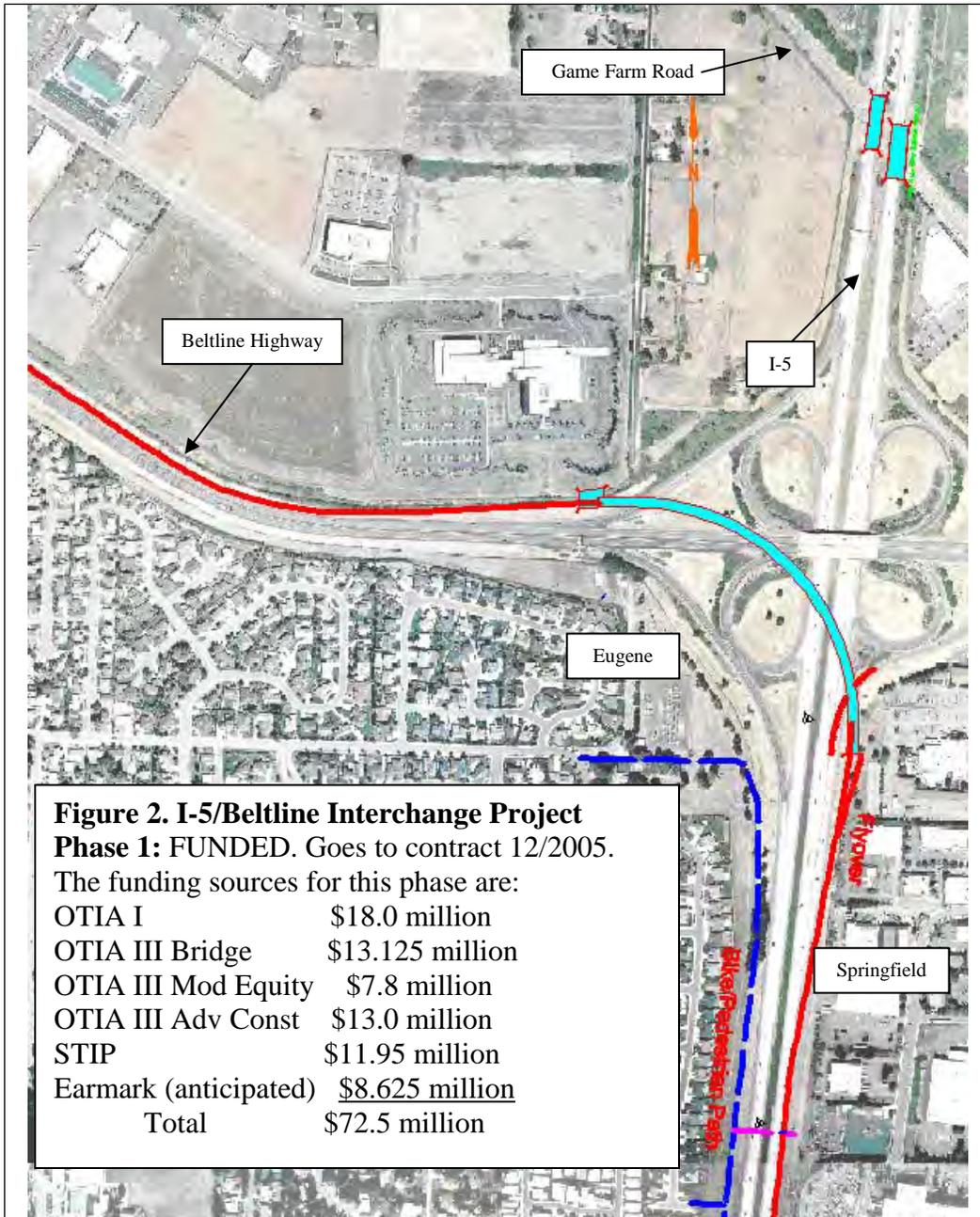
Phase 1 Work (Figure 2):

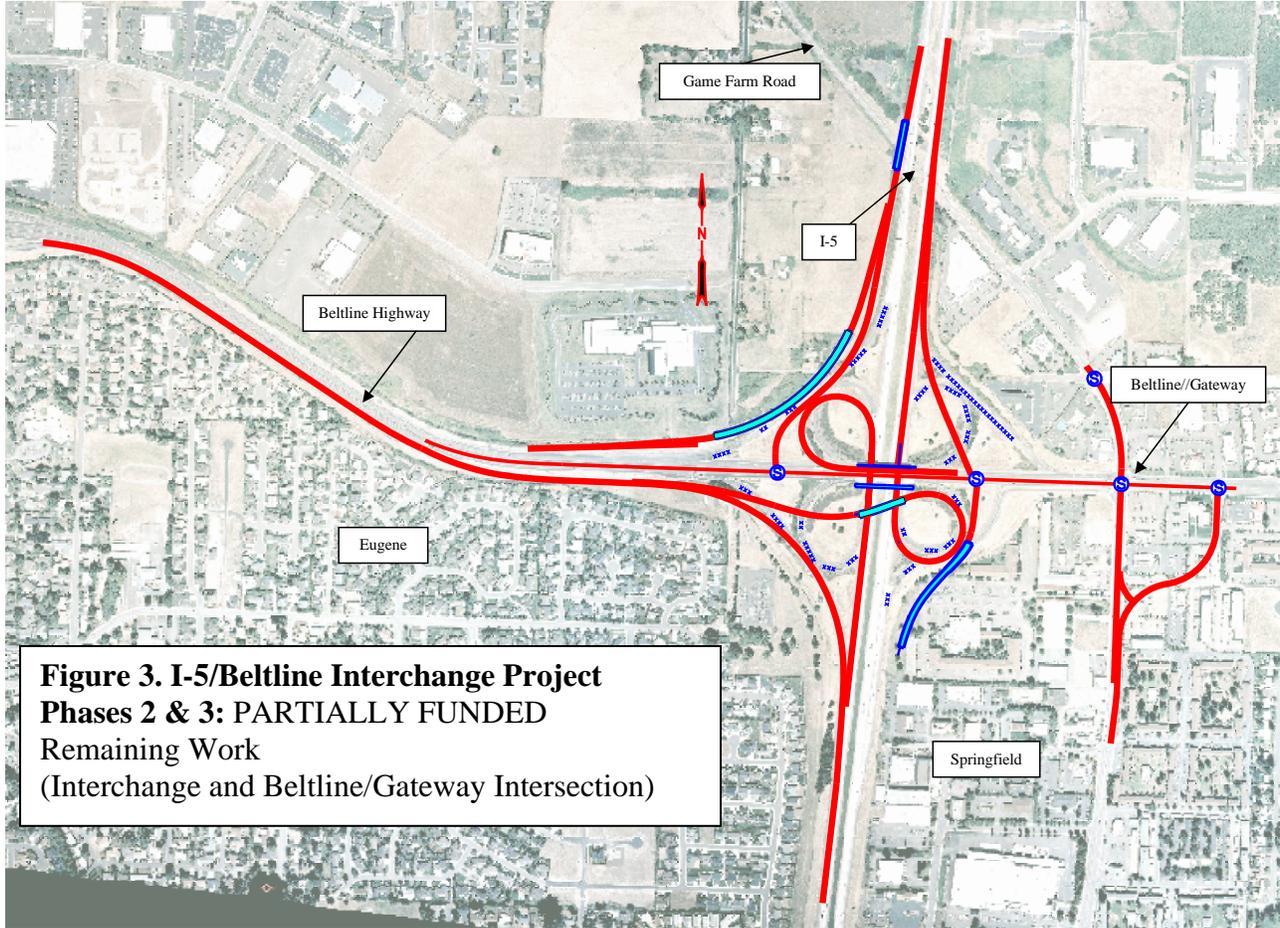
- A new “flyover” ramp from I-5 northbound to westbound Beltline Highway
- New westbound auxiliary lane to the Beltline Highway-Coburg Road Interchange
- Game Farm Bridge replacements
- Bicycle and pedestrian facilities including a new bike and pedestrian crossing of Interstate 5
- Also includes Right-of-way acquisition and reimbursable utilities

Partially Funded Work (Figure 3):

- EB to NB modified loop ramp
- Auxiliary lanes on I-5, I-105 to Beltline
- Auxiliary lane on Beltline and signal work
- Gateway/Beltline intersection improvements
- Noise and other environmental mitigation

III. The following existing local plan and code provisions adopted by the Cities of Eugene and Springfield. The following citations include full text of these plan policies and code provisions. **Note:** Cited language is indicated in Arial Narrow font.





### (1) MetroPlan Plan Diagram (1987 Update)

The portion of the MetroPlan Diagram within the IAMP Interchange Management Area is part of this IAMP. The legal version of this map, in conjunction with the legal versions of the Willakenzie Land Use Diagram and the Gateway Refinement Plan Map, on September 30, 2005, describe the planned land uses that are relied on for this IAMP.

The MetroPlan Diagram (Diagram) is the broad comprehensive plan map for the Eugene/Springfield metropolitan area. Where refinement plans exist for sub-areas of the MetroPlan Diagram, the refinement plan diagrams are relied on in the land use process. The MetroPlan jurisdictions have adopted a 2004 update to the 1987 MetroPlan Diagram; however, the land use actions taken by the local MetroPlan partners to update the Diagram have been appealed to the Land Use Board of Appeals (LUBA), and LUBA's ruling (and any subsequent actions) is pending as of the preparation of this IAMP. For this reason, the 1987 Diagram remains in force in companion with existing refinement plan maps, and MetroPlan and Refinement Plan text as amended. The intent with this IAMP would be to amend the IAMP to include an accurate version of the 2004 Diagram once the legal questions about the 2004 Diagram have been fully resolved.

### (2) 1987 Eugene-Springfield Metropolitan Area General Plan, as amended through September 30, 2005 (MetroPlan)

*MetroPlan serves as the official Comprehensive Plan for metropolitan Lane County, the City of Eugene and the City of Springfield. The following plan citation from the MetroPlan supports long-range planning for interchange areas and is part of the IAMP.*

- ***Plan Element: Economy***

Objective III.B.10: Provide the necessary public facilities and services to allow economic development.

### (3) 2002 Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)

*TransPlan is adopted as a functional plan for the MetroPlan. The following plan citations from TransPlan support long-range planning for interchange areas and are part of the IAMP.*

- ***TransPlan Policy: TSI System-Wide Policy #1 – Transportation Infrastructure Protection and Management; same as MetroPlan Policy F-10: Protect and manage existing and future transportation infrastructure.***
- ***TransPlan Policy: TSI Roadway Policy #2 – Motor Vehicle Level of Service; same as MetroPlan Policy F-15: Motor vehicle level of service policy***
  1. Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:
    - a. Identifying capacity deficiencies on the roadway system.
    - b. Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-12-0060).
    - c. Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.

2. Acceptable and reliable performance is defined by the following levels of service under peak hour conditions: LOS E within Eugene's Central Area Transportation Study (CATS) area, and LOS D elsewhere.
  3. Performance standards from the OHP shall be applied on state facilities in the Eugene-Springfield metropolitan area.
- *TransPlan Policy: TSI Roadway Policy #4 – Access Management; same as MetroPlan Policy F-17: Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.*
  - *TransPlan Policy: Finance Policy #2 – Operations, Maintenance and Preservation; same as MetroPlan Policy F-34: Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.*
  - *TransPlan Policy: Finance Policy #4 – New Development; same as MetroPlan Policy F-36: Require that new development pay for its capacity impact on the transportation system.*

#### **(4) Willakenzie Area Plan, September 1992, and Ordinances 20265, 20302, 20305 (City of Eugene)**

The Willakenzie Area Plan (WAP) is a City of Eugene sub-area plan that addresses the 5,708-acre portion of Eugene and unincorporated county west of I-5 and east of the Willamette River. Boundaries include the Willamette River to the south and west, the UGB to the north, and Interstate 5 to the east. The WAP is a refinement of the MetroPlan, specific to the Willakenzie area. The WAP includes a transportation element that includes existing conditions and policies and addresses proposed transportation projects in the area. Several amendments have been made to the plan through the years, specifically via Ordinances No. 20265 (Chase Nodal Development Area), No. 20302 (Crescent Village PUD, land use change) and No. 20305 (Summer Oaks Crescent Center PUD).

The Plan recognizes that development of the Gateway commercial area in Springfield will have impacts on the transportation system and on commercial land demand in the Willakenzie study area. The WAP also states that a substantial amount of commercial development has occurred recently within the study area. The I-5/Beltline REA project was developed using the framework of land uses as specified in the Willakenzie Area Plan, and therefore, all project recommendations are consistent with the anticipated growth expectations in the WAP.

Certain goals and policies included within the WAP support interchange area management, including the following, which are part of the IAMP:

- **Plan Section 4: Transportation Element**
  - **Major Streets, #2:** The City shall maintain and encourage the safe and efficient operation of major streets by limiting private, direct access to these streets when necessary. (Page 97).

- **Major Streets, #5:** The City shall work with major developers and employers to ensure that transportation demand management strategies are incorporated into their facilities planning and operations. (Page 98).
- **Major Streets, #6:** The city shall work with developers to provide and participate in transportation mitigation measures which are necessary to resolve direct traffic impacts resulting from new development. Mitigation measures could include such things as traffic control, street widenings, turn lanes, and other access improvements. (Page 98).

#### **(5) September 1992 Willakenzie Area Plan Land Use Diagram, as amended through September 30, 2005**

The portion of the current Willakenzie Area Plan Land Use Diagram (Figure 4) within the IAMP Interchange Management Area is part of this IAMP. The legal version of this map, on September 30, 2005, describes the planned land uses on the west side of Interstate 5 that are relied on for this IAMP.

The Willakenzie Area Plan Land Use Diagram is in the process of being updated to reflect amendments to that plan since 1992. The intent with this IAMP would be to amend the IAMP to include an accurate version of the Willakenzie Area Land Use Diagram once that Diagram has been fully updated to reflect Willakenzie Area Plan text amendments through September 30, 2005.

#### **(6) Gateway Refinement Plan, November 1992, and Gateway Refinement Plan Text Amendments (Jo.No. 2002-08-244), 1/10/05 (City of Springfield)**

The Gateway Refinement Plan (GRP) is a City of Springfield sub-area plan of the MetroPlan that addresses the area bound by I-5 to the west, Pioneer Parkway to the east, Eugene-Springfield Highway to the south, and Game Farm Road to the north. The Plan emphasizes the significance of development in the Gateway area for Springfield. The Gateway-Beltline intersection is listed as an area for continued focus of redevelopment and new development. The GRP supports the viability of Gateway Mall, the surrounding area, and long-term development trends. The GRP lists proposed transportation projects for the Gateway area.

Recent amendments to the GRP have allowed the development of PeaceHealth's RiverBend Regional Medical Center, a large medical services complex in the interchange management area, which has implications for regional traffic. Specific new policies relate directly to the I-5/Beltline IAMP and promote interchange management by implementing a trip limit and trip monitoring plans for master plans for property at the RiverBend site. The amendments primarily affected the Residential Element, Commercial Element, Transportation Element and Public Facilities Element of the GRP.

Certain goals and policies from the GRP support interchange area management, including the following, which are part of the IAMP:



- **Plan Section: Community and Economic Development**

**Goal 2a.** Enhance opportunities for industrial, commercial, recreational, and tourism-related property to be developed, redeveloped, improved, rehabilitated, conserved and protected in ways that will:

- a. ensure that public improvements and infrastructure in the Refinement Plan area are sufficient to accommodate current and future development, while mitigating any adverse impacts of such development on residential, school, park, and other uses. (Page 10).

- **Plan Section: Residential Element; Policies and Implementation Actions**

**Policy and Implementation Action 13.7.** Master Plans for property at the McKenzie-Gateway MDR site that proposes to apply the MUC and/or MS zoning district pursuant to Residential Policies and Implementation Actions 12.1 and 12.6 shall be subject to the following requirements:

1. An approved trip monitoring plan shall be a requirement of Master Plan approval.
2. The trip monitoring plan shall demonstrate compliance with all conditions contained within applicable plan amendment adoption ordinance(s), and trip-generation estimates shall be performed using assumptions and methods which are consistent with those employed in the plan amendment traffic impact analysis.
3. Traffic generated by land uses within the Master Plan boundaries where the MS and MUC zoning districts that are proposed in Phase 1 of the Development shall, prior to 2010, be limited to a maximum of 1,457 vehicle trips. Beginning in 2010 for Phase 2 of the Development, traffic generated from site development within the subject districts shall be limited to 1,840 PM Peak-Hour vehicle trips. Vehicle trips are defined as the total of entering plus exiting trips as estimated or measured of the PM Peak Hour of Adjacent Street Traffic. This trip monitoring plan limits allowed land uses to be consistent with the planned function, capacity and performance standards of affected transportation facilities.
4. Subsequent Site Plan Review applications for sites within the Master Plan boundaries shall be in compliance with the approved trip monitoring plan.
5. Any proposal that would increase the number of allowable PM Peak Hour vehicle trips for the MS and MUC area beyond the limits specified in section 3 above shall be processed as a refinement plan amendment, a zoning map amendment or Master Plan approval pursuant to SDC 37.040 or modification pursuant to SDC 37.040 and 37.060(3) and regardless of which type of process is sought, each shall demonstrate compliance with applicable provisions of the Transportation Planning Rule for such proposal. (GRP Text Amendments, Jo. No.'s 2002-08-244)

- **Plan Section: Transportation Element; Goals**

**Goal 5:** Reduce future traffic congestion, air pollution, and noise by establishing Transportation Demand Management (TDM), Transportation Supply Management (TSM), and Traffic Reduction Ordinances (TRO) Programs. (Page 48).

- **Plan Section: Transportation Element; Policies and Implementation Actions**

**Policy and Implementation Action 4.0:** Limit access to minor arterials as redevelopment occurs. (Page 49).

**Policy and Implementation Action 4.1:** Encourage the use of joined driveways during the site plan review process. (Page 49).

**Policy and Implementation Action 4.2:** Require large subdivisions or retail outlets with direct access on arterial roads to use “right in right out” drives as appropriate. (Page 49).

**Policy and Implementation Action 13.0:** Future transportation system development in the McKenzie-Gateway Campus Industrial and the 180 acre MDR sites should occur as needed in conjunction with CI and MDR, MUC and MS development. (Amended, Page 51).

**Policy and Implementation Action 13.3:** Upgrade Beltline Road between Gateway and Game Farm Road, widening as needed, including sidewalks only between Gateway Street and Hutton Way, and excluding bicycle lanes. (Page 51).

**Policy and Implementation Action 13.4:** Upgrade Game Farm Road North between Belt Line and I-5 overcrossing to urban standards, including sidewalks and bike lanes. (Page 51).

**Policy and Implementation Action 13.6:** Through the site plan review process, ensure that all plans for development of the McKenzie-Gateway SLI and 180-acres MDR sites plan for and maintain the opportunity to achieve efficient and effective road systems. (Page 51).

**Policy and Implementation Action 13.7:** Implement the following road system improvements, consistent with the recommendations of the Gateway Neighborhood Transportation System Analysis, and proposed TransPlan amendments needed to incorporate them into the TransPlan project list: Develop a collector road that connects the extensions of Beltline Road and Raleighwood Avenue; Extend Beltline Road eastward, mitigating the impact on existing homes to the maximum extent practical, to connect with the McKenzie-Gateway MDR Area’s collector system; Develop an east-west collector within the McKenzie-Gateway SLI site. (Page 52).

**Policy and Implementation Action 16.0:** Explore the feasibility of a Transportation Demand Management program to reduce demand on the transportation system. (Page 52).

**Policy and Implementation Action 18.0:** Explore the possibility and feasibility of providing incentives for employers who encourage their employees to commute to work in ways other than driving along during morning and afternoon peak travel periods. (Page 52).

**Policy and Implementation Action 19.0:** Establish Traffic Reduction Ordinances in the future to reduce peak hour vehicle trip generation by major employers in the area. (Page 52).

## **(7) Gateway Refinement Plan Map, as amended through September 30, 2005**

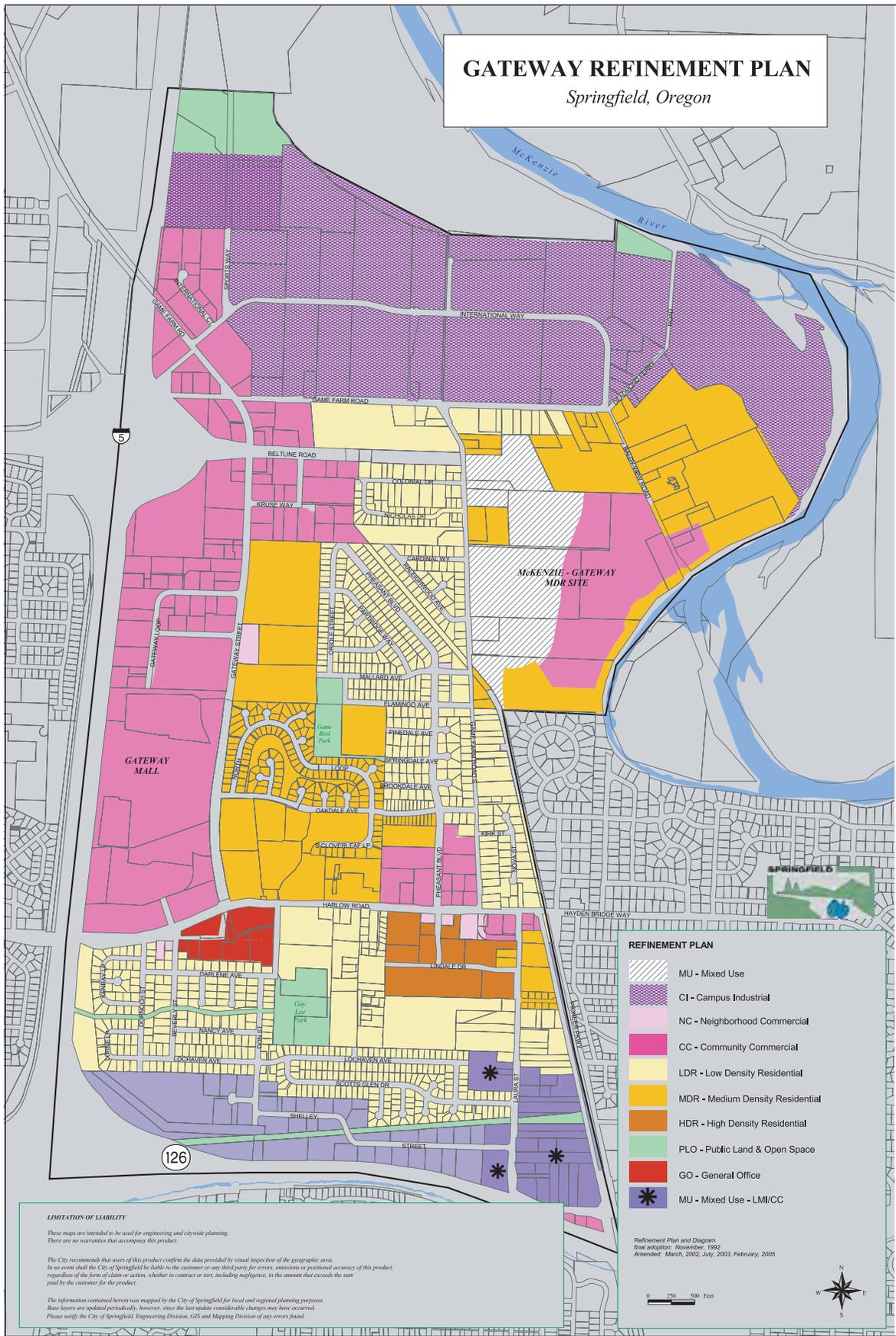
The portion of the current Gateway Refinement Plan Map (Figure 5) within the IAMP Interchange Management Area is part of this IAMP. The legal version of this map, on September 30, 2005, describes the planned land uses east of Interstate 5 that are relied on for this IAMP.

## **(8) Springfield Development Code**

The Springfield Development Code (SDC) is a stand-alone document, available from the City of Springfield. The SDC contains permitted uses by zone district. The allowed uses by zone district, on September 30, 2005, within the IAMP Interchange Management Area are a part of this IAMP. The complete list of those allowed uses is found in Appendix C.

# GATEWAY REFINEMENT PLAN

*Springfield, Oregon*



**Figure 5**

**Interchange Area  
Management Plan  
I-5/Beltline Interchange**

The following citations from the Springfield Development Code work to promote interchange capacity protections or long-term interchange management tools, and are part of the IAMP:

- **Discretionary Uses**

**Criteria. 10.030(2).** A Discretionary Use proposal may also be required to comply with the following Site Plan Review criteria of approval in accordance with Section 31.060 of this Code:

(b) Proposed on-site and off-site public and private improvements are sufficient to accommodate the proposed development as specified in Articles 31, 32, the appropriate zoning and/or zoning overlay district Article and any applicable refinement plan.

(d) Parking areas and ingress-egress points have been designed so as to facilitate traffic and pedestrian safety, to avoid congestion and to minimize curb cuts on arterial and collector streets as specified in Articles 31, 32, the appropriate zoning and/or zoning district Article and any applicable refinement plan.

**Discretionary Use Criteria for Multi-Unit Developments. 10.035(10)(b)(4).** Where practicable, consolidate or share driveways and internal streets with driveways or internal streets serving abutting sites.

- **Multi-Unit Design Standards**

**Vehicular Circulation. 16.110(4)(i)(2).** Shared driveways shall be provided whenever practicable to minimize cross turning movements on adjacent streets. On-site driveways and private streets shall be stubbed to abutting MDR/HDR properties, at locations determined during Site Plan Review process to facilitate development of shared driveways.

- **Minimum Development Standards**

**Site Plan Review – Information Requirements. 31.050(3).** An Access, Circulation and Parking Plan complying with the standards of this Code.

**Site Plan Review – Criteria. 31.060(3).** Parking areas and ingress-egress points have been designed to: facilitate vehicular traffic, bicycle and pedestrian safety to avoid congestion; provide connectivity within the development area and to adjacent residential areas, transit stops, neighborhood activity centers, and commercial, industrial and public areas; minimize curb cuts on arterial and collector streets as specified in Articles 31, 32, the appropriate zoning and/or zoning overlay district Article and any applicable refinement plan; and comply with the ODOT access management standards for state highways.

- **Article 32. Public and Private Improvements**

**Streets – Public. 32.020(1)(a).** The street system shall ensure efficient traffic circulation that is convenient and safe.

**32.020(1)(a)(1)(a).** Streets shall be designed to efficiently and safely accommodate all modes of travel including emergency fire and medical service vehicles.

**32.020(1)(a)(1)(c).** Streets shall be interconnected to provide for the efficient provision of public facilities and for more even dispersal of traffic.

**32.020(1)(a)(1)(g).** The street design shall enhance the efficiency of the regional collector and arterial street system by providing relatively uniform volumes of traffic to provide for optimum dispersal.

**32.020(1)(c).** A developer may be required to prepare a Traffic Impact Study to show how the design and installation of on-site and off-site improvements will minimize identified traffic impacts. The study shall be included with a development application, in any of the following instances:

1. When requesting a Variance from the transportation specifications of this Code.
2. When a land use will generate 250 or more vehicle trips per day in accordance with the current version of the Institute of Transportation Engineers Trip Generation Informational Report. Descriptions of the requirements of a minor/major Traffic Impact Study are described in the Department of Public Works Standard Operating Procedures.
3. When the installation of traffic signals may be warranted.
4. The Public Works Director may require a Traffic Impact Study for a land use when the proposed development creates a hazardous situation or degrades existing conditions to an unacceptable level of service.
5. The Public Works Director will determine the nature and the extent of the TIA requirements relating to the number of trips associated with a specific development and potential traffic hazards.

- **Subdivision Standards**

**Tentative Plan – Criteria for Approval. 35.050(4).** Parking areas and ingress-egress points have been designed to: facilitate vehicular traffic, bicycle and pedestrian safety to avoid congestion; provide connectivity within the development area and to adjacent residential areas, transit stops, neighborhood activity centers, and commercial, industrial and public areas; minimize curb cuts on arterial and collector streets as specified in Articles 31, 32, the appropriate zoning and/or zoning overlay district Article and any applicable refinement plan; and comply with the ODOT access management standards for state highways.

- **Master Plan Standards**

**Criteria – 37.040(2).** The request as conditioned conforms to the applicable Springfield Development Code requirements, Metro Plan policies, functional or refinement plan policies, applicable state statutes and administrative rules.

**Criteria – 37.040(3).** Proposed on-site and off-site public and private improvements are sufficient to accommodate the proposed phased development and any capacity requirements of public facilities plans; and provisions are made to assure construction of off-site improvements in conjunction with a schedule of the phasing.

- **General Development Standards for Mixed-Use Districts.**

**Street Connectivity and Internal Circulation. 40.100(5).** In mixed use developments:

- (a) Streets and accessways of any one development or site shall interconnect with those of adjacent developments or sites . . .

## **(9) Eugene Development Code**

The Eugene Land Use Code is Chapter 9 of the City’s municipal code (Eugene Code). Chapter 7 of the municipal code is the Public Improvements code section. The Eugene Code contains permitted uses by zone district. The allowed uses by zone

district, on September 30, 2005, within the IAMP Interchange Management Area are a part of this IAMP. The complete list of those allowed uses is found in Appendix D.

The following citations from the Eugene Development Code work to promote interchange capacity protections or long-term interchange management tools, and are part of the IAMP:

- **Standards for Streets, Alleys and Other Public Ways**

**Street Connectivity Standards. 9.6815(2)(b).** The proposed development shall include street connections in the direction of all existing or planned streets within ¼ mile of the development site. The proposed development shall also include street connections to any streets that abut, are adjacent to, or terminate at the development site. Secondary access for fire and emergency medical vehicles is required.

- **Traffic Impact Analysis Review**

**Applicability. 9.8670.** Traffic Impact Analysis Review is required when one of the following conditions exists:

- (1) The development will generate 100 or more vehicle trips during any peak hour as determined by using the most recent edition of the Institute of Transportation Engineer's Trip Generation Manual. In developments involving a land division, the peak hour trips shall be calculated based on the likely development that will occur on all lots resulting from the land division.
- (2) The increased traffic resulting from the development will contribute to traffic problems in the area based on current accident rates, traffic volumes or speeds that warrant action under the city's traffic calming program, and identified locations where pedestrian and/or bicyclist safety is a concern by the city that is documented.
- (3) The city has performed or reviewed traffic engineering analyses that indicated approval of the development will result in levels of service of the roadway system in the vicinity of the development that do not meet adopted level of service standards.
- (4) For development sites that abut a street in the jurisdiction of Lane County, a Traffic Impact Analysis Review is required if the proposed development will generate or receive traffic by vehicles of heavy weight in their daily operations.

**Approval Criteria. 9.8680.** The planning director shall approve, conditionally approve, or deny an application for Traffic Impact Analysis Review following a Type II process, or as part of a Type III process when in conjunction with a CUP or PUD. Approval or conditional approval shall be based on compliance with the following criteria:

- (1) Traffic control devices and public or private improvements as necessary to achieve the purposes listed in this section will be implemented. These improvements may include, but are not limited to, street and intersection improvements, sidewalks, bike lanes, traffic control signs and signals, parking regulation, driveway location, and street lighting.

IV. The PeaceHealth Trip Limit as set forth in amendments to the Gateway Refinement Plan is intended to protect the Project investment. Trip limit language from the PeaceHealth Post Acknowledgement Plan Amendment (PAPA) is included above in subsection (5) Gateway Refinement Plan, November 1992, and Gateway Refinement Plan Text Amendments (Jo.No.

2002-08-244), 1/10/05 (City of Springfield) Plan Section: Residential Element; Policies and Implementation Actions, Policy and Implementation Action 13.7.

V. The Intergovernmental Agreement (IGA #20525, May 14, 2003) between the City of Springfield and ODOT addressing the Gateway/Beltline intersection improvements in relation to the Project (both the local system improvements and the interchange improvements are considered in the EA). Interstate 5, and Beltline Highway from the Gateway/Beltline intersection east to the Beltline/Coburg Rd. interchange, are fully access controlled facilities. The IGA is included as Appendix A.

## Plan Implementation

This section clarifies IAMP plan implementation. Because the Project was designed to accommodate traffic anticipated by existing local plan policies<sup>1</sup>, no additional changes to these local plan policies are necessary to implement this IAMP.

Appendix F contains letters from both Eugene and Springfield stating agreement that the local plan and code provisions described in this Section, as currently adopted, satisfy the purpose and intent of the IAMP.

The Transportation Planning Rule, (at OAR 660-012-0015) requires that state and local transportation plans be consistent. Once adopted by the Oregon Transportation Commission (OTC) as an ODOT Facility Plan that implements the Oregon Highway Plan, this IAMP will be consistent with the local plan and code provisions described in this section. Should either Eugene or Springfield desire to amend the existing policies or code provisions relied on for this IAMP, then it will be necessary for ODOT to review the proposed code or plan amendments to insure that these remain consistent with the IAMP.<sup>2</sup> Where ODOT finds that proposed plan or code amendments are not consistent with the IAMP, then ODOT and the relevant jurisdictional partner(s) must work together to reach agreement on methods and mechanisms to resolve conflicts. Implementation of the agreed upon solution(s) may require amendments to local plans and codes, or to this IAMP, or both.

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<sup>1</sup> PeaceHealth Post Acknowledgement Plan Amendments came after the EA was completed. However, the implementation of the PeaceHealth Trip Limit provided reasonable assurance at the time of those amendments that land use changes necessary to develop PeaceHealth's RiverBend Regional Medical Center complex would not shorten the Project's operational design life.

<sup>2</sup> It is understood that any proposed change of zoning to be consistent with the MetroPlan Diagram and either the Willakenzie Land Use Diagram or Gateway Refinement Plan Map (plan designations) in existence on September 30, 2005 is consistent with this IAMP.

## SECTION 3

# Findings

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## Introduction

The I-5/Beltline IAMP Findings section is divided into two subsections. The first addresses the I-5/Beltline Interchange Project's (Project) consistency with Federal and State plans, policies and rules. The second subsection addresses Project consistency with applicable regional and local plan policies.

## Federal and State Plans, Policies, and Rules

Through the alternative development and screening process of the environmental assessment, the Project has been found to be in compliance with relevant federal and state planning goals and plans, and their implementing administrative rules. These include the National Environmental Policy Act, Federal Interchange Policy (1998), Statewide Planning Goals, Oregon Transportation Plan (1992), Oregon Highway Plan (1999), Freight Moves the Oregon Economy (1999), Transportation Planning Rule, and Access Management Rule. The EA also addressed the project's need to comply with provisions of the OAR 660-012 (Transportation Planning Rule) and OAR 734-051 (Access Management Rule) relating to interchange area and access management.

### **National Environmental Policy Act, Pub. L. 91-190, 42 U.S. Code 4321- 43478**

Impacts to the natural and human environments were fully evaluated in compliance with National Environmental Policy Act (NEPA) requirements. Results of the environmental impacts analysis – including information on noise, air quality, natural resources, and other issues – were documented in an Environmental Assessment prior to the selection of the Project.

Solutions for the transportation system are required to satisfy travel demand for a 20-year planning horizon. Solutions may be implemented in phases to accommodate incremental improvements throughout the 20-year planning period. It will be necessary to prove continuing validity of the environmental assessment for implementation of subsequent phases.

*Findings:* The May 2002 Environmental Assessment (EA) and the signed July 2003 Revised Environmental Assessment (REA) satisfy NEPA requirements.

### **1998 Federal Interchange Policy, 23 U.S. C. 315; 49 CFR 1.48**

The purpose of the Federal Interchange Policy is to provide guidance to state transportation officials in justifying and documenting requests to add access or revise existing access to the interstate system. This policy defines eight specific requirements for adding or revising a new access to the interstate system:

- Existing interchanges cannot satisfy design year traffic requirements.
- All transportation system management (TSM) improvements have been assessed. TSM includes activities that maximize the efficiency of the present system. TSM improvements might include such measures as ramp metering and high-occupancy vehicle lanes.
- The proposed access point does not have a significant adverse impact on the safety and operation of the interstate facility.
- The proposed access connects to a public road only.
- The proposed access is consistent with local and regional land use and transportation plans.
- Where the potential exists for multiple interchange additions, requests for new access are supported by an interstate network study.
- The revised access demonstrates appropriate coordination with related or required transportation system improvement.
- The request contains information relative to the planning requirements and the status of the environmental processing of the proposal.

Revised access points must be coordinated with the District Office of the FHWA and must be closely coordinated with planning and environmental processes. Major changes in access must be approved through the central office of FHWA in Washington DC. Under this policy, revised access is considered to be a change in the interchange configuration even though the actual number of points of access does not change.

*Findings:* As concluded in the EA, the Project meets each of the eight requirements spelled out in the policy and will accommodate design-year traffic demands as a threshold.

## Statewide Planning Goals

Relevant statewide planning goals include Goal 2 (Land Use Planning), Goal 11 (Public Facilities Planning), Goal 12 (Transportation) and Goal 14 (Urbanization). Goal 2 requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a safe, convenient and economic transportation system; this is the Goal implemented through the Transportation Planning Rule. Goal 14 regulates activities within urban growth boundaries.

The Eugene-Springfield Metropolitan Area General Plan (MetroPlan) and implementing measures have been acknowledged by the Oregon Department of Land Conservation and Development (DLCD) as being in compliance with the Statewide Planning Goals. TransPlan, the transportation element of Metro Plan, was adopted by the Lane Council of Governments Board in June 2001 and by the local jurisdictions in the fall of 2001, effective November 31, 2001, and published as the December 2001 TransPlan. TransPlan has also been

acknowledged by the DLCD. TransPlan includes the planned I-5/Beltline interchange upgrade.

*Findings:* The Project is listed in TransPlan. The Project's inclusion in TransPlan, the MetroPlan transportation refinement plan, demonstrates project compliance with Statewide Planning Goals because both the TransPlan and MetroPlan have been acknowledged.

## 1992 Oregon Transportation Plan

The Oregon Transportation Plan (OTP) sets broad policies for the state transportation system. The I-5/Beltline Project was developed to be consistent with the Oregon Transportation Plan – specifically, the Oregon Highway Plan, which is a modal element of the OTP (see next section). The purpose of the OTP is to guide the development of a safe, convenient, and efficient transportation system that promotes economic prosperity and livability for all Oregonians. The OTP designates I-5 as an important part of the transportation system and notes its importance for the freight system. The plan defines a minimum level of service (now termed mobility standard) for highways that vary by metropolitan areas. The OTP does not specifically address improvements to I-5 but offers a broad policy framework and standards for improving state highway systems.

The OTP encourages improvements to local transportation systems that allow local traffic to navigate communities without having to use the state highway system. Among other general issues relating to highway systems, the OTP identifies the need to establish Intelligent Vehicle Highway Systems (now termed Intelligent Transportation Systems or ITS) on I-5 and other highways to increase system capacity, improve motorist information, and improve travel efficiency. The OTP also promotes highway safety standards for trucks and truck operators and the maintenance, preservation, and improvement of the highway system in good order to provide infrastructure for the efficient movement of goods by freight.

*Findings:* The Project is consistent with the OTP because it adds capacity and makes safety improvements to the existing interchange to provide safe and efficient movement of people and freight.

## 1999 Oregon Highway Plan (as Amended)

The Oregon Highway Plan (OHP) is a modal element of the OTP. It addresses the following issues:

- Efficient management of the system to increase safety, preserve the system and extend its capacity
- Increased partnerships, particularly with regional and local governments
- Links between land use and transportation
- Access management
- Links with other transportation modes
- Environmental and scenic resources

The OHP designates I-5 as part of the National Highway System and as a designated freight route between the California and Washington borders.

The OHP sets interchange spacing requirements, investment priorities, access management policy, and mobility standards for freeway interchanges such as I-5/Beltline. The interchange spacing standards in the OHP for an interstate freeway to freeway connection are the same as those of the Federal Interstate Policy – 3 miles in an urban area, and 6 miles in a rural area. The OHP highway mobility standards for different highway categories use volume to capacity (v/c) ratios to measure performance. For interstate highways, including I-5, the v/c ratio in rural areas is 0.70, compared to 0.80 inside an urban growth boundary within a Metropolitan Planning Organization (MPO). Beltline Highway west of I-5 is also managed to an OHP mobility standard of 0.80. Beltline Highway between I-5 and Gateway Street to the east is managed to a v/c of 0.85. Under limited funding scenarios, the Major Investment Policy, which is part of the OHP, stipulates that infrastructure improvements will be undertaken only to address critical safety problems and critical levels of congestion. Transportation studies for the I-5/Beltline interchange show that safety and congestion will be critical within the design horizon.

The (OHP) includes several policies that were addressed during development of the I-5/Beltline Interchange Project. The policies applicable to this project and most relevant to Plan findings are discussed below. In many cases, the information presented for a particular policy is also relevant to other policies discussed.

#### **Policy 1A: State Highway Classification System.**

This policy categorizes the state highways to guide planning, management, and investment decisions regarding state highway facilities. The policy declares Interstate Highways are major freight routes and their objective is to provide mobility; the management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas. Statewide Highways primarily provide inter-urban and inter-regional mobility and connections to larger urban areas, and secondarily provide for intra-urban and intra-regional trips. The management objective is the same as Interstate Highways, except in constrained and urban areas where interruptions to flow should be minimal.

*Findings:* I-5 is an Interstate Highway; Beltline Highway west of I-5 is a Highway of Statewide Significance and a designated Freight Route. Beltline Highway between I-5 and Gateway Street is classified as a Regional Highway. Beltline Road east of Gateway Street is owned by the City of Springfield and is an Urban Arterial. The Project meets OHP classification and management objectives for the I-5/Beltline Interchange by improving safety and adding capacity to address mobility deficiencies.

#### **Policy 1B. Land Use and Transportation.**

This policy recognizes that State and local governments must work together and share responsibility for the road system while providing safety, efficiency, livability, and economic viability for all citizens. The land use and transportation policy addresses the relationship between the highway and patterns of development both on and off the highway. It emphasizes development patterns that maintain state highways for regional and intercity mobility, and compact development patterns that depend less on state highways than linear development for access and local circulation.

The Eugene-Springfield Metropolitan Area General Plan (MetroPlan) includes the Eugene-Springfield Transportation System Plan (TransPlan) as a transportation refinement plan. The TransPlan, Gateway Refinement Plan, and Willakenzie Area Plan were reviewed for potential conflicts with the Project, including any conflicts that would require a conditional use permit or other plan amendment. In addition, the Project was developed with consideration of how these various plans would reduce reliance on the automobile. Regional studies reviewed included the Willamette Valley Transportation Strategy, Commuting in the Willamette Valley, and the Bus Rapid Transit Concept-Major Investment Study Final Report.

**Findings:** The Project is consistent with local land use and transportation plans (i.e., MetroPlan, TransPlan, Gateway Refinement Plan, and Willakenzie Area Plan). These plans in turn are consistent with Policy 1B in that they promote the orderly development of land and compact development patterns, and encourage the availability and use of transportation alternatives.

Through the environmental process, culminating with the signing of the REA, transportation modeling used for this project was consistent with TransPlan, including the fundamental land use assumptions from MetroPlan and the relevant functional plans (Gateway Refinement Plan and Willakenzie Area Plan). To determine the timing of local improvements contained in the interchange improvement project, the Oregon Department of Transportation and the City of Springfield entered into an Intergovernmental Agreement (IGA) to monitor conditions and implement phases of this project. The IGA is made part of the I-5/Beltline IAMP by reference and included herein as Appendix A.

The local regional transportation system plan (TransPlan) identifies a need for additional transportation improvements to support planned land use in the project area. As part of its projection, TransPlan includes modeling of specific transportation demand management (TDM) measures, including bus rapid transit (BRT). The TDM measures that were developed in the TransPlan process were factored into the transportation analysis for this project through the use of Lane Council of Governments' (LCOG) TransPlan travel demand model. Transportation modeling also specifically considered a financially constrained system, programmed and unprogrammed projects, and the differences in traffic patterns and volumes with and without the City of Springfield Martin Luther King Jr. Parkway Extension project.

ODOT also worked closely with the City of Springfield to evaluate the PeaceHealth plan amendment/zone change application to permit the RiverBend Regional Medical Center complex (PeaceHealth Hospital and other facilities) development according to Goal 12, the Transportation Planning Rule (TPR), and the Gateway Refinement Plan goals and policies. Through this process, the City adopted a trip limit for PeaceHealth land being changed from residential to medical services and commercial uses to ensure that the land use decisions would not cause the I-5/Beltline Interchange to operate below the adopted State performance standards, or to operate in such a way as to create a safety hazard to those using the facility through 2025. Language reflecting the locally adopted trip limit is found in Section 2, (5) Gateway Refinement Plan, and is adopted by this IAMP.

### Policy 1C: State Highway Freight System.

This policy balances the movement of goods with other highway uses and recognizes the importance of maintaining through movement on major truck freight routes.

*Findings:* Interstate 5 and Beltline Highway west of I-5 are adopted freight routes in the OHP. The interchange improvements will add capacity and correct geometric deficiencies to continue to support implementation of this policy.

### Policy 1G: Major Improvements.

This policy directs ODOT and local jurisdictions to protect and improve the efficiency of the highway system before adding new highway facilities. Action 1G.1, which takes precedence over the other actions in Policy 1G, includes the following prioritized list of improvement measures:

1. Protect the existing system
2. Improve efficiency and capacity of existing highway facilities
3. Add capacity to the existing system
4. Add new facilities to the system

*Findings:* The I-5/Beltline Interchange Project does not add new facilities to increase capacity but rather helps avoid or delay the need to add new facilities (for example, a new interchange, highway, or bypass) to the system. The selected build alternative applies Measure 3 (above) and satisfies Policy 1G and Action 1G.1 of the OHP in that the higher priority Measures 1 and 2 already have been implemented as follows:

Measure 1: Protect the Existing System. Actions to protect the existing system per Measure 1 have been exhausted. The immediate area surrounding the interchange is now almost fully developed, and access to I-5 and the cross road (Beltline Highway) is currently fully controlled. Transportation Demand Management (TDM) measures in TransPlan include ridesharing, alternative modes, and mass transit. Demand management elements were factored into the project transportation analysis through the use of LCOG's TransPlan travel demand model. The analysis showed that the highest attainable levels of TDM as provided in TransPlan would provide very little reduction in vehicular traffic at the I-5/Beltline Interchange (*Transportation Operational Analysis Report for the I-5/Beltline Interchange*, ODOT, November 2001).

The current and projected  $v/c$  ratios for key elements of the interchange area confirm that measures beyond protection of the existing system are needed. By 2025, the I-5/Beltline Highway major weaving sections between entrance and exit ramps on both facilities are expected to fail, along with most of the major intersections in the study area. These problems cannot be solved through improvements to traffic operations, such as signal timing optimization. With no capacity improvements all but two of the study area intersections will fail by 2025. Traffic demands at the signalized Beltline/Gateway Intersection are expected to increase the  $v/c$  ratio to 1.68 (LOS F) for several hours, and traffic would back up along all four of the intersection's approaches during peak travel times. These conditions would also impact movements on several of the I-5/Beltline Interchange ramps. Traffic backed up along the I-5 off-ramps could extend to the freeway itself, resulting in unsafe conditions on the interstate. Vehicle backups at the Beltline/Gateway Intersection would extend 500 feet to the west, affecting I-5's northbound

off-ramp operations and impeding eastbound traffic flow along Beltline Highway. Without improvements, northbound backups would extend approximately 1,100 feet to the south, blocking driveways along Gateway Street.

Measure 2: Improve Efficiency and Capacity of Existing Highway Facilities. Minor improvements consistent with Measure 2 have already been implemented for this area. The efficiency and capacity of the existing facilities have been improved and maximized through the addition of auxiliary lanes to I-5, and northbound exit ramp reconfiguration in 1994.

Transportation studies for the I5/Beltline Interchange (see *Transportation Operational Analysis Report for the I-5/Beltline Interchange*, ODOT, November 2001) show that safety and capacity issues cannot be effectively resolved through any typical transportation system management (TSM) measures such as ramp metering, HOV lanes, or fringe parking.

Measure 3: Add Capacity to the Existing System. Major roadway improvements that add capacity to the existing highway facilities to resolve the geometric, operational, and safety deficiencies of the I-5/Beltline Interchange and Beltline Highway are required, as noted above. I-5 north of Beltline and several of the intersections adjacent to the interchange are currently operating over volume-to-capacity standards. The TDM/TSM methods of Measures 1 and 2 alone have not eliminated the need for making major improvements that add capacity to the system, per Measure 3. These improvements are the focus of the proposed I-5/Beltline Interchange Project.

The proposed interchange form consists of a partial cloverleaf-A (loop ramps in advance of the overcrossing structure of I-5) with single exit and entrance ramps from and to the I-5 mainline. The highest volume movement is a high speed directional ramp for northbound I-5 to westbound Beltline movement. Off-roadway bicycle/pedestrian facilities are proposed parallel to I-5 connecting to Game Farm Road West to the north and Harlow Road to the south. A bicycle/pedestrian overcrossing of I-5 providing connectivity from Eugene to Springfield at Postal Way is also proposed.

The Project adds capacity to the existing system.

### **Policy 2F: Traffic Safety.**

It is the policy of the State of Oregon to continually improve safety for all users of the highway system.

During the 4-year period from January 1994 through December 1998, more than 175 crashes in the I-5/Beltline Interchange area were reported to ODOT. These included crashes on the I-5 mainline, the interchange ramps, and Beltline Highway up to but not including the Beltline/Gateway Intersection. About 67 percent of the crashes involved injuries to some extent, including one pedestrian fatality. The ratio of daytime to nighttime accidents was 2.5 to 1. ODOT's 1999 safety improvement project that added a channelized northbound freeway exit lane with auxiliary lane to Gateway to the interchange was intended to make intersection operational improvements at eastbound Beltline Road and Gateway Street. About 64 of the reported crashes, or 37 percent, may have been avoided during the reporting period had the improvements been in place earlier. This interchange area's crash rate is in the state's highest 10 percent of all crash locations.

**Findings:** The selected build alternative improves traffic safety per Policy 2F, implements cost-effective solutions per Action 2F.1, and includes a monitoring and evaluation process per Action 2F.2. Because the selected build alternative would result in improved v/c ratios that will be within the mobility standards for the interchange weaving areas and ramp junctions (see Table 4-11 of the EA), improvements in traffic safety are anticipated. Information provided below substantiates these findings.

Action 2F.1 requires an improvement project to develop and implement the most cost-effective solutions to high priority safety problems. A Value Engineering (VE) study provided an independent peer review and analysis of the project designs to determine if there were more economical or efficient means of achieving project goals. The VE Study recommended a number of revisions to the Build Alternative and Intersection Options that were advanced for public comment and review in the environmental assessment. The results of the study show reduced right-of-way costs and improved traffic circulation patterns. The VE Study recommended the construction of public access roads in the quadrant north of Beltline Road and east of Gateway Street. VE Option A-10 for Intersection Option 3 was selected. With this option there would be no access from the north leg of the signalized Beltline/Hutton Intersection.

Action 2F.2 of the Traffic Safety policy applies because safety is a stated objective of the I-5/Beltline Interchange Project. The action requires the project to include goals and a process to evaluate the outcome and further refine the project selection and solution process. The Project is designed to reduce the above crash rate by improving v/c ratios (reducing congestion) and facilitating weave movements in the interchange area.

In addition, the IGA between ODOT and the City of Springfield (Appendix A) includes provisions for monitoring and phased implementation of the project. The intent of the IGA, along with the I-5/Beltline Project Monitoring and Implementation Plan, is to determine when capital improvements at and near the Beltline /Gateway Intersection will be required so as not to compromise the investment in the I-5/Beltline Interchange and to support safe and efficient traffic conditions within the interchange area for the design period. Once the interchange ramps are programmed in the STIP and the Martin Luther King Jr. Parkway Extension is constructed by the City of Springfield, ODOT and the City of Springfield will begin annual monitoring of two key criteria for the Beltline /Gateway Intersection. Specifically, Beltline Highway's traffic queues and v/c ratios will be measured to evaluate the effectiveness and efficiency, respectively, of the interchange and intersections.

### **Policy 3C: Interchange Access Management Areas.**

This policy states that the State of Oregon will plan for and manage grade-separated interchange areas to ensure safety and efficient operation between connecting roadways. In addition, relevant provisions of Action 3C.2 of this policy require:

- Improving current conditions by moving in the direction of spacing standards.
- Access to cross streets shall be consistent with established standards on either side of the ramp connection.
- Urban interchange design will consider the need for transit and park-and-ride facilities, along with the effect on pedestrian and bicycle traffic.

**Findings:** The purpose of the Project is to address geometric, operational, and safety deficiencies in the interchange area, including intersection operations at the Beltline/Gateway Intersection.

The improvements proposed as part of this project are consistent with Policy 3C and Action 3C.2 as follows:

Because of the proximity of the Beltline/Gateway Intersection (625 feet) to the end of the I-5 northbound exit ramp intersection with Beltline, future traffic forecasts predict that the traffic queues at the local intersection will adversely affect the performance of the I-5/Beltline Interchange northbound ramp terminal. That is, under the year 2025 No Build alternative, vehicle backups at the Beltline/Gateway Intersection would extend 500 feet to the west, affecting I-5's northbound off-ramp operations and impeding eastbound traffic flow along Beltline Highway. Northbound backups would extend about 1,100 feet to the south, blocking driveways along Gateway Street. In addition, there is a great deal of local traffic concentrated at this intersection creating problems for bicycles, pedestrians and transit. AASHTO design principles were applied in combination with OHP policies regarding interchanges, mobility, major investments, and access management in developing the Project.

With the Project in place, 2025 design hour traffic backups extending from the Beltline/Gateway intersection would be contained between that intersection and each of its four adjacent signalized intersections. The Gateway/Kruse Way Intersection would allow southbound Gateway movements to bypass the traffic signal, eliminating southbound backups except for left-turning vehicles. The Beltline/Hutton Intersection 2025 design northbound traffic backup would extend about 925 feet to the south, but since Hutton would be one-way northbound, driveway movements would be improved.

Access management is governed by the City of Springfield in the Beltline/Gateway Intersection area, in accordance with the EA and ODOT/Springfield IGA (see Appendix A), although ODOT may exercise existing authority through the Oregon Transportation Planning Rule (TPR) to manage congestion and safety problems. The City of Springfield does call for access management along Gateway Street as part of the Gateway Refinement plan.

In coordination with State and City staff, accesses have been reviewed and preliminary access locations identified. Preliminary private access locations have been identified for elimination and consolidation to improve safety and operations. Final access locations will be agreed to between the City of Springfield and ODOT, as set forth in the ODOT/Springfield IGA.

## 1999 Freight Moves the Oregon Economy

As indicated in this publication, "Freight plays a major role in moving the Oregon economy. Most freight moves by truck, rail, waterway, air, and pipeline with truck accounting for the greatest volume of freight." Report information relevant to I-5 in the Eugene-Springfield Metro Area includes the following:

- Because the State's largest airports are located in four metropolitan areas along I-5, the majority of Oregon's in-state air traffic follows the I-5 corridor as well.

- Approximate daily truck volumes in the I-5 Corridor are:
  - 10,000 per day across the I-5 Willamette River Bridge
  - 10,000 to 15,000 per day in the Salem and Eugene areas

Recommendations are made for the construction of an intermodal rail/truck site in Eugene. Beltline Highway west of I-5 links I-5 to industrial properties and rail connections.

*Findings:* Improving the I-5/Beltline Interchange is consistent with proposed freight strategies that make improvements to existing facilities to reduce delay and eliminate travel barriers by adding capacity and correcting geometric deficiencies that impede safe truck travel. The Project is designed to accommodate the safe and efficient movement of freight both along I-5 in the project area and by improved connections to Beltline Highway. The IAMP will manage this important infrastructure investment to ensure that its capacity and function as an interchange between two designated OHP Freight Routes will last through the design period.

### **Transportation Planning Rule (Oregon Administrative Rule 660-012)**

The Transportation Planning Rule (TPR) implements Statewide Planning Goal 12 (Transportation) and is intended to promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile. It also identifies how transportation facilities and services are planned for and provided on rural and urban lands consistent with state goals. Local and state transportation plans must comply with the TPR.

*Findings:* The Project is included in TransPlan, the locally adopted TSP for Eugene and Springfield. TransPlan has been acknowledged as consistent with Statewide Planning Goals and the Transportation Planning Rule. The IAMP for this interchange is the management tool for the I-5/Beltline interchange improvements.

### **Access Management Rule (Oregon Administrative Rule 734-051)**

OAR 734-051 implements ORS 374.310 and state policy (OHP) related to access management spacing standards in an interchange area and access management plans for IAMPs. This rule applies to the location, construction, maintenance and use of approaches onto the state highway rights-of-way and properties under the jurisdiction of ODOT. The rule also governs closure of existing approaches, spacing standards, medians, deviations, appeal processes, grants of access and indentures of access.

*Findings:* The IAMP compliance table found in Appendix E lists each relevant OAR 734-051 requirement and how these requirements are met by the I-5/Beltline Interchange Project and this IAMP.

## **Regional and Local Plans and Policies**

Regional and local planning documents relevant for the I-5/Beltline Interchange Project include the MetroPlan, TransPlan and the Gateway Refinement Plan. The Project is consistent with relevant MetroPlan, TransPlan and Gateway Refinement Plan policies.

## 1987 Eugene-Springfield Metropolitan Area General Plan (MetroPlan)

### Land Use and Economic Policies

#### Plan Section: II.C – Growth Management Goals, Findings and Policies

##### Subsection: Policies

**Policy II.C.3:** Control of location, timing and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.

**Findings:** This policy recommends a metropolitan-wide, coordinated planning approach to major public investments, such as the improvements like the I-5/ Beltline interchange (Project). The Project was intentionally developed as a broad-based project planning effort that involved ODOT, FHWA, Lane County, the City of Springfield, the City of Eugene, and representatives from the public as part of the stakeholder working group for the project. The Project is consistent with this policy.

**Policy II.C.25:** When conducting metropolitan planning studies, particularly the Public Facilities and Services Plan, consider the orderly provision and financing of public services and the overall impact on population and geographical growth in the metropolitan area. When appropriate, future planning studies should include specific analysis of the growth impacts suggested by that particular study for the metropolitan area.

**Findings:** This policy supports planning studies that account for growth impacts in the metropolitan area. The I-5/ Beltline IAMP is intended to manage the interchange area in a fiscally responsible manner in light of expected growth and traffic anticipated by existing plans.

The Project is consistent with this policy because development of the Project was based on information consistent with the land use planning documents and assumptions in the area, and identified projects and strategies in the IAMP are intended to accommodate the growth and land uses identified in local plans. Population and employment numbers were integrated into the planning and environmental process, and informed the direction of the Project process, including the selected preferred alternative. The IAMP's purpose is to protect investment in the interchange. Since the project design anticipates planned land use and associated traffic, the IAMP is also consistent with this policy.

**Policy II.C.31.** Eugene, Springfield, and Lane County shall continue to involve affected local governments and other urban service providers in development of future, applicable *MetroPlan* revisions, including amendments and updates.

**Findings:** The I-5/ Beltline project is based on information and recommendations included in the MetroPlan and TransPlan. The environmental process involved local (Eugene, Springfield, Lane County), state and federal jurisdictions. This policy underscores the importance of continued coordination as MetroPlan revisions could affect other plans. In order to maintain compliance with this MetroPlan policy, Eugene, Springfield and Lane County must notify ODOT of any MetroPlan changes that could affect the design life of the Project. The project is consistent with this policy.

#### Plan Section: III.B – Economic Element

##### Plan Element: Economy

**Policy III.B.18:** Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* and the *Eugene Airport Master Plan*.

**Findings:** The I-5/ Beltline improvement project is listed in TransPlan. The project will improve access to commercial and light industrial areas both east and west of I-5 by improving interchange design and adding capacity. Geometric improvements also address deficiencies that have impacted freight mobility. The IAMP's purpose is to manage the interchange area to ensure that the interchange will meet the capacity requirements for the 20 year design period. The Project is consistent with this policy.

## 2002 Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)

TransPlan is adopted as a functional plan of the Eugene-Springfield Metropolitan Area General Plan (MetroPlan), and is consistent with the MetroPlan transportation element. As such, Oregon Statewide Planning Goals and the Transportation Planning Rule are applicable. TransPlan serves as the Transportation System Plan (TSP) for the City of Eugene, the City of Springfield and metropolitan Lane County. TransPlan is consistent with the Central Lane Metropolitan Planning Organization's Regional Transportation Plan (RTP), adopted December 2004.

### TransPlan Goals and Objectives

**Goal 1.** Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.

**Goal 2.** Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:

- Balanced,
- Accessible,
- Efficient,
- Safe,
- Interconnected,
- Environmentally responsible,
- Supportive of responsible and sustainable development,
- Responsive to community needs and neighborhood impacts, and
- Economically viable and financially stable.

**Objective 1:** Accessibility and Mobility. Provide adequate levels of accessibility and mobility for the efficient movement of people, goods, and services within the region.

**Objective 2:** Safety. Improve transportation system safety through design, operations and maintenance, system improvements, support facilities, public information, and law enforcement efforts.

**Objective 4:** Economic Vitality. Support transportation strategies that improve the economic vitality of the region and enhance economic opportunity.

**Objective 6:** Coordination/Efficiency. Coordinate among agencies to facilitate efficient planning, design, operation and maintenance of transportation facilities and programs.

**Objective 7:** Policy Implementation. Implement a range of actions as determined by local governments, including land use, demand management, and system improvement strategies, to carry out transportation policies.

**Findings:** These goals and objectives support a multimodal, integrated transportation system. The I-5/Beltline Project implements these goals and objectives because the identified improvements to the interchange preserve and enhance capacity, accessibility, economic vitality, mobility, and safety. The IAMP is also consistent with these TransPlan goals and objectives because it is intended to manage this important infrastructure investment in the I-5/Beltline interchange.

### TransPlan Policies

**TransPlan Policy: TSI System-Wide Policy #5 – TransPlan Project Lists**

**And MetroPlan Policy F-9:** Adopt by reference, as part of the MetroPlan, the 20-year Capital Investment Actions project list contained in TransPlan. Project timing and estimated costs are not adopted as policy.

**Findings:** The design of the I-5/Beltline project (Project) is consistent with Project 606 for the I-5/Beltline Interchange as shown in TransPlan.

**TransPlan Policy: TSI Roadway Policy #1 – Mobility and Safety for All Modes**

**MetroPlan Policy F-14:** Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

**Findings:** This policy emphasizes the need to address safety and mobility for all modes, which is consistent with the Project. As the IAMP's purpose is to manage the interchange to ensure that it continues to operate safely and at the adopted mobility standards through the design period, the IAMP is also consistent with this policy.

**TransPlan Policy: Not included as specific TransPlan policy**

**MetroPlan Policy F-16:** Promote or develop a regional roadway system that meets combined needs for travel through, within, and outside the region.

**Findings:** This policy supports regional system improvements that would contribute to the management of the interchange area (for example, the Martin Luther King Jr. Parkway Extension) by pulling trips away from the interstate system for north-south travel.

The IAMP is consistent with this policy because the intent of the IAMP is to protect interchange investment, and one way to accomplish investment protection is to promote a regional roadway system that places value on local travel and connections, thereby supporting interchange improvements designed for interstate mobility. The Project is consistent with this policy because it includes mechanisms to enhance local mobility and connectivity.

**TransPlan Policy: TSI Goods Movement Policy #1 – Freight Efficiency**

**And MetroPlan Policy F-29:** Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region.

**Findings:** This policy supports the intent of the Project to improve freight mobility at this interchange between two OHP designated freight routes, I-5 and Beltline Highway, west of I-5. The project is consistent with this policy, because it will enhance freight mobility. The IAMP will manage the interchange to ensure that freight capacity and mobility will be met through the design period, and is consistent with this policy as the intent of the IAMP is to protect an interchange investment that improves freight mobility.

## Gateway Refinement Plan, November 1992, and Gateway Refinement Plan Text Amendments (Jo. No. 2002-08-244), 1/10/05 (Springfield)

### Plan Section: Transportation Element

#### Goals:

**Goal 1:** Provide for a safe and efficient transportation system in the Gateway Refinement Plan area. (Page 48).

**Goal 4:** Plan and design an efficient and flexible transportation system for undeveloped lands within the Refinement Plan area to ensure minimum traffic impacts. (Page 48).

**Findings:** These goals support interchange management by promoting TDM and TSM, which are management tools that can help to preserve capacity. The IAMP is an interchange protection mechanism to protect an investment that has been designed to accommodate existing and planned development in the GRP and MetroPlan. Therefore, the Project and the IAMP are consistent with these goals.

## SECTION 4

# References

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