Oregon
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Department of Transportation
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DATE: March 22, 2011

TO: Oregon Transportation Commission

FROM: Matthew L. Garrett, Director

SUBJECT: **Consent 7 –** US 26: Access to Springwater Interchange Area Management Plan

Requested Action

Approve a request to adopt the US 26: Access to Springwater Interchange Area Management Plan (IAMP), which implements Policy 3C of the Oregon Highway Plan and is consistent with the IAMP requirements of the department's Access Management Rule (OAR 734-051-0155(b)). Adoption of the IAMP will constitute an amendment to the 1999 Oregon Highway Plan.

Background

The IAMP was prepared in coordination with the City of Gresham, Multnomah and Clackamas Counties and the City of Damascus. The Oregon Department of Transportation worked with these partners to develop the IAMP to protect the function of the interchange and identify needed improvements. The City of Gresham has provided a letter stating that the IAMP is consistent with its comprehensive plan. The IAMP must be adopted as an amendment to the Oregon Highway Plan before the construction of improvements can commence.

Attachments:

- Project vicinity and location map
- Exhibit A: Staff Report
- Exhibit B: Findings
- Exhibit C: Interchange Area Management Plan
- Exhibit D: Staff Contact
- Exhibit E: IAMP Concurrence Letter to ODOT (emailed copy)

Copies (w/attachments) to:

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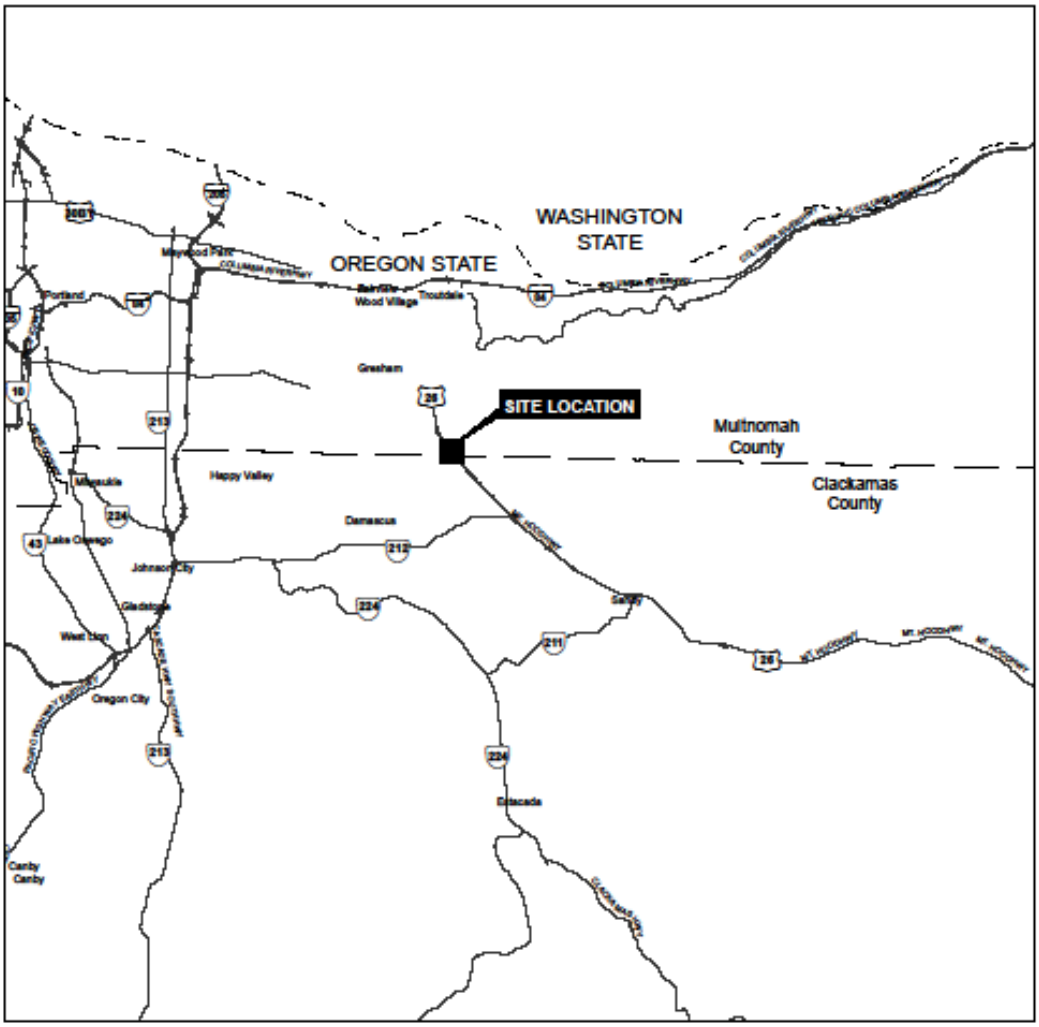
Barbara Fraser	Jason Tell	Bob Cortright, DLCD	

IAMP PROJECT VICINITY

ODOT REGION 1



SPRINGWATER INTERCHANGE AREA (MT. HOOD HWY.)

COUNTY BOUNDARY

STATE HIGHWAY

"This product is for informational purposes and may not have been prepared for or be suitable for legal, engineering, or surveying purposes. Users of this informatino should review or consult the primary data and information sources to ascertain the usability of the information."

0 3 6 Miles

Exhibit A
Staff Report

OTC Briefing
US 26: Access to Springwater Interchange Area Management Plan (IAMP)
April 2011

Requested Action

Region 1 requests that the OTC adopt the US 26: Access to Springwater Interchange Area Management Plan (IAMP) to implement Policy 3C of the Oregon Highway Plan and ODOT's Access Management Rule (OAR 731-051-0155). The US 26: Access to Springwater Interchange Area Management Plan was formally adopted as a part of the City of Gresham Comprehensive Plan Transportation Section on February 15, 2011. With local concurrence, ODOT staff has developed findings documenting the IAMP's consistency with the local plans.

Background

In December 2002, Metro brought the approximately 1,200-acre Springwater area into the Metro area Urban Growth Boundary (UGB). The area is currently under Multnomah County jurisdiction and is planned to eventually be annexed into and urbanized by the City of Gresham. The intent of the Springwater expansion was to bring high-value, family-wage jobs to the City of Gresham by developing industrial/high-tech campuses and attracting businesses that would bring an infusion of thousands of new jobs. The City also planned for a village center with mixed retail and housing, and quality, low-density residential development in the Springwater area.

As required by state planning laws, the City of Gresham developed the *Springwater Community Plan* between 2003 and 2005 in partnership with residents and property owners, area stakeholders, and other jurisdictions. The *Springwater Transportation System Plan (TSP)* is a component of the *Springwater Community Plan*, which was adopted by the Gresham City Council in 2005. In the *Springwater TSP*, the City of Gresham recommended a new interchange with US 26 and proposed enhancements to the local street network to provide safe and efficient access to the planned Springwater area while preserving the expressway function of US 26. Included in the *Springwater Community Plan* is an annexation strategy that guides urbanization and the provision of infrastructure, including the Springwater interchange.

This Interchange Area Management Plan (IAMP) identifies the type and location of the preferred interchange alternative, including:

1. A collector street that connects roughly SE 252nd Avenue to a new arterial road connecting to SE Orient Drive;
2. A new arterial road that connects along SE Rugg Road in the vicinity of SE 252nd Avenue and over US 26 via an interchange to SE Orient Drive; and
3. An interchange facility at US 26 and approximately SE 267th Avenue.

Additionally, the IAMP describes access management requirements and outlines guidelines for implementation.

Problem Statement

Traffic volumes on US 26 are projected to nearly double by 2035 due to development in the Springwater area as well as other growth and development in the region. This additional demand will further compromise the already poor conditions at the SE 267th Avenue and SE Stone Road at-grade intersections with US 26. The Springwater area requires improved access to US 26 and improvements to the surrounding transportation network to support planned urban land uses.

Goals and Criteria

The Project Management Team (PMT), consisting of representatives from ODOT, City of Gresham, City of Damascus, Multnomah County, and consulting firms Parametrix and Kittelson & Associates, Inc. first met in 2007 to draft the project's purpose and intent. Using the project's purpose and intent statement as guidance, the PMT then developed goals, criteria, and measures to score project alternatives.

Over the course of about two years, the PMT added, deleted, and refined the goals, criteria, and measures to ensure that the evaluation process accurately and fairly compared the alternatives against one another. The PMT sought input on the goals from numerous stakeholders, including residents, realtors, the East Metro Economic Alliance, Johnson Creek Watershed Council (JCWC), Audubon Society of Portland, Portland Parks and Recreation,[1] and Metro.

After meeting with these groups, the PMT made substantive changes to the environmental (Goal 3) and development/livability (Goal 4) goals. Based on input from the JCWC and Audubon Society, the PMT revised and added environmental measures to assess impacts to streams, wetlands, riparian resources, water quality, and habitat within the project area. Additionally, based on input from residents, the PMT altered a measure to address potential impacts to existing neighborhoods.

The project goals and their corresponding criteria are listed below. For a complete matrix, including the scoring measures refer to Appendix B of the IAMP**.**

GOAL 1: Improves access and capacity for all modes of transportation in the Springwater area.

- Improves connectivity to the existing and planned bicycle, pedestrian, trail, and street networks
- Improves transportation safety
- Crossroads meet state spacing standards
- Provides adequate capacity

GOAL 2: Maintains mobility for statewide movements along US 26.

- Interchange meets state spacing standards

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[1] The meeting with Portland Parks and Recreation was held to discuss implications of the project for the Springwater Trail; Portland Parks and Recreation owns the stretch of trail that runs through the management area.

- Provides adequate capacity

GOAL 3: Minimizes impacts to the natural environment and provides opportunities for enhancement.

- Adheres to the restoration goals of the *Springwater Community Plan*, while avoiding or reducing impacts to wetlands, streams, and the natural environment

GOAL 4: Increases the viability of development within the Springwater area while supporting community livability.

- Supports transportation and land use objectives articulated in adopted plans
- Maintains developable parcels

GOAL 5: Ensures financial feasibility of the interchange and local circulation options.

- Supports lower cost projects while providing a safe and efficient facility.

Preferred Alternative

The PMT first met in 2007 to draft the project's purpose and intent, and later, the project's goals, criteria, and measures. With the project's foundation established, the PMT held a design workshop to discuss several options for interchange locations and designs along US 26. This effort resulted in seven different alternatives.

Once the seven alternatives were developed, the PMT screened the alternatives to determine which options best satisfied the project's purpose and intent. Three alternatives then advanced to the evaluation phase: Alternative A, Alternative B, and Alternative C-2,[2] with Alternative C-2 emerging as the preferred alternative. For more information on the alternatives screening and analysis process, please see Appendix C of the US 26: Access to Springwater IAMP.

Alternative C-2 is an urban diamond configuration**.** The Springwater Trail would be elevated above the proposed arterial once the arterial is constructed with five lanes. If funding is not available to build the complete interchange, Alternative C-2 would be phased with an overcrossing over US 26 extending to SE Telford Road, with connections between the overcrossing and US 26. Refer to Exhibit 3 of the US 26: Access to Springwater IAMP.

Management Measures

Management actions, as applied to the US 26: Access to Springwater Interchange Area Management Plan are intended to preserve the capacity of an interchange for as long as possible. The primary management measures for the interchange management area are an access management plan for the interchange and the local connectivity plan, in addition to the City's existing requirements.

Access Management Plan

Access locations will be guided by ODOT's Division 51 Access Management standards, the guidelines set forth in Policies 2C and 3C of the 1999 OHP, and the City of

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[2] Alternative C-2 so is named because it was the second version of Alternative C.

Gresham's access spacing standards. Spacing standards will be associated with an Urban Interchange Management Area.

The spacing standards represent minimum distances between driveways and/or adjacent intersections within the City of Gresham. In addition, the access management principles outlined in Gresham's Development Code (Section A5.503) and ODOT's Access Management Manual will be applied when considering and reviewing the site access and development plans of individual properties as they are developed.

For preferred Alternative C-2, three intersections on the proposed arterial do not meet the 1,320-foot access spacing requirement from the ramp terminals, as identified in ODOT's Division 51 standard. Therefore, deviations are required under the provisions of OAR 734-51-0135.

1. A deviation to the 1,320-foot access spacing requirement identified in OAR 734-051-0125 is required at the proposed arterial/SE Telford Road intersection, located approximately 1,100 feet southwest of the proposed US 26 eastbound ramp terminal intersection.
2. A deviation to the 1,320-foot access spacing requirement identified in OAR 734-051-0125 is required at the proposed arterial/realigned SE Jeanette Street intersection, located approximately 1,200 feet northeast of the proposed US 26 eastbound ramp terminal intersection.
3. The following deviation to the 1-mile access spacing requirement identified in OAR 734-051-0125 is required at the Hillyard Road/US 26 intersection, located approximately 3,200 feet north of the end of the ramp tapers for the proposed new interchange.

Explanation of these deviations is provided in the Access management Plan of the IAMP.

Adoption, Implementation, Monitoring and Updates

The final section of this IAMP describes the responsibilities of The City of Gresham and ODOT and modifications to state and local plans and policies that are required for implementation of the IAMP. Implementation requirements include adoption of the IAMP as a facility plan in the Oregon Highway Plan; and amendments to the City's Comprehensive Plan Springwater Transportation Plan Section.

ODOT Actions

ODOT's responsibilities for implementing the Springwater IAMP include:

- Adopting the Springwater IAMP as a facility plan and amending the OHP.
- Work with the City to design and construct the Springwater interchange. This includes the portion of the proposed arterial (including the overcrossing) within 1,320 feet east and west of US 26 and the interchange ramps.
- Work with the City to seek and provide funding for the interchange.
- Purchasing access control from private properties.
- Relocating or closing access points.
- Regulating the use of access points through establishment of deed restrictions.
- Developing traffic control devices.

City of Gresham Actions

The City of Gresham will be responsible for the following implementing actions:

- Amending the *Springwater TSP* to include identified local street improvements and the location and design of the recommended alternative.
- Amending the *Springwater TSP* to include identified access management policies.
- Annexing the Springwater area in the vicinity of the interchange, prior to development of the interchange and its related transportation elements. All parcels affected by the interchange and interim transportation elements will be annexed into the City prior to construction.
- Seeking and providing funding for the interchange and identified local street improvements.
- Should funding only allow for the construction of the interim C-2 alignment, the City shall develop an ordinance to limit development in the management area to avoid exceeding .85 v/c at the interchange ramp terminals Concurrency Ordinance), until such a time as funding is provided to implement the full C-2 interchange design.
- Developing supporting local roadway connections.

Multnomah County Actions

Multnomah County Board of Commissioners accepted, by resolution, the *Springwater Community Plan* as the concept plan for urbanizing the Springwater area, required by Metro. Urbanization, including the transportation facilities identified in the *Springwater TSP*, will only occur in areas that are incorporated into the City of Gresham. Multnomah County does not have land use or transportation jurisdiction within the City of Gresham; therefore, no County implementing actions are required for the IAMP. Multnomah County continues to support Gresham's implementation of the *Springwater Community Plan*.

Agency Coordination

- The City of Gresham will coordinate with ODOT and Multnomah County in evaluating land use actions that could affect the function of the interchange
- The City of Gresham will coordinate with ODOT and Multnomah County prior to amending its comprehensive plan (including the transportation system plan), land development ordinances, or urban growth boundary, or proposing transportation improvements that could affect the function of the interchange. The City of Gresham will ensure that any such amendments are consistent with the function of the interchange as defined in the IAMP.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City of Gresham, ODOT and Multnomah County shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

Monitoring and Updates

This section discusses the need to update the IAMP, and identifies those changes that may trigger an update over time. There are four such instances:

1. If an adjacent interchange is added or significantly modified, an update to this IAMP may be required.

2. When the City of Gresham's TSP is updated, the IAMP should be reviewed and updated if necessary.
3. If a change to the current City of Gresham Comprehensive Plan Map or Zoning Map land use designation is initiated, the applicant will be required to demonstrate that the proposed amendment is consistent with the planned improvements in the Springwater IAMP. Proposed Comprehensive Plan and Zoning Map land use designation changes can be initiated by any party with jurisdiction in the area, such as Multnomah County, City of Gresham, Clackamas County, or City of Damascus. A property owner or developer could also initiate a land use change. If the proposed change would result in the need for additional capacity at the interchange, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and local jurisdiction review. Proposed IAMP amendments shall be coordinated with ODOT and local jurisdiction staff, and the revised IAMP and funding plan shall be submitted to the local jurisdiction and the OTC for approval and adoption.
4. AMP Modifications. Recommended actions in the AMP are based on property configurations, development application approvals, and ownership existing at the time of the Springwater IAMP's adoption. Lot consolidation and other land use actions may necessitate an amendment to the AMP. Modifications to the AMP may occur through agreement by the City of Gresham and ODOT and require an amendment to the Springwater IAMP. Such modifications will be allowed only if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Springwater IAMP.

ODOT will monitor and comment on any future amendments to the jurisdictional boundaries if those amendments could result in levels of travel that would exceed mobility standards adopted for the Springwater interchange.

Public Involvement

Public meetings were held at a variety of locations throughout the development of the US 26: Access to Springwater IAMP. A complete list of public involvement activities can be seen in Appendix I of the IAMP. The open houses included graphic presentations and discussion to solicit public input. The public meetings were advertised on the ODOT Region 1 website, the City's website and through the local newspaper.

Summary of Draft Findings

ODOT's State Agency Coordination Agreement requires that the OTC adopt findings of fact when adopting facility plans (OAR 731-015-0065). Pursuant to these requirements, ODOT has developed findings to support the OTC adoption of the US 26: Access to Springwater IAMP. For all applicable policies, the IAMP has been found to be compatible with adopted state and local policies.

- Exhibit B Findings of Compliance for the IAMP is attached and address compliance with state and local plans, policies, and ordinances/statutes/rules.

Suggested Motion Language

I move to adopt the US 26: Access to Springwater Interchange Area Management Plan as an element of the Oregon Highway Plan and adopt the findings in support of this action.

US 26: Access to the Springwater Community Interchange Area Management Plan

Prepared for

Oregon Department of Transportation
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ACKNOWLEDGEMENTS

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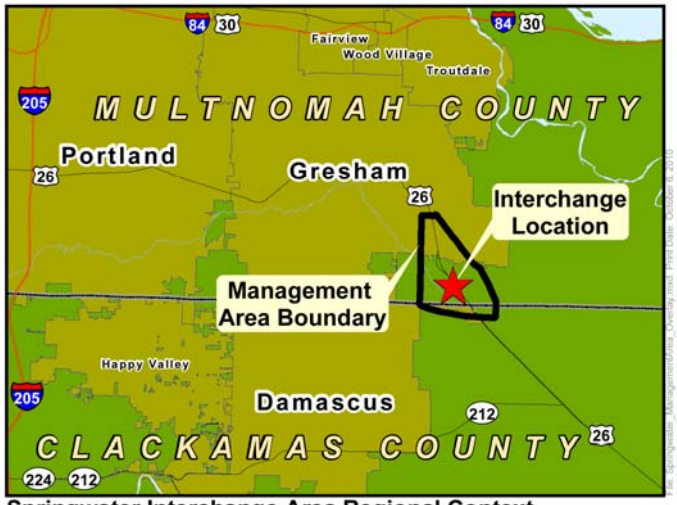
SECTION 1. INTRODUCTION

The Springwater Community Plan Area (Springwater area) contains over 1,000 acres of land that the City of Gresham plans to develop into an industrial employment center, eventually attracting thousands of jobs. In order to serve this new employment center, the City and the Oregon Department of Transportation (ODOT) embarked on a process to design an interchange to provide better access to the Springwater Area. Three interchange alternatives were developed, along with three interim improvement options that would allow for some development if full funding is not initially available for the ultimate interchange. After extensive public involvement and evaluation, Alternative C-2 was selected as the preferred alternative. The alternative is an urban diamond interchange configuration that will provide safer and more efficient traffic movements to the Springwater area. Interim improvements would be phased with an overcrossing over US 26 extending to Telford Road, with connections between the overcrossing and US 26. In addition, Alternative C-2 includes an elevated crossing of the Springwater Corridor Trail, a regionally significant multi-use trail.



Springwater Interchange Area Regional Context

PROJECT BACKGROUND

In December 2002, Metro brought the approximately 1,200-acre Springwater area into the Metro area Urban Growth Boundary (UGB). The area is currently under Multnomah County jurisdiction and is planned to eventually be annexed into and urbanized by the City of Gresham. The intent of the Springwater expansion was to bring high-value, family-wage jobs to the City of Gresham by developing industrial/high-tech campuses and attracting businesses that would bring an infusion of thousands of new jobs. The City also planned for a village center with mixed retail and housing, and quality, low-density residential development in the Springwater area.

As required by state planning laws, the City of Gresham developed the *Springwater Community Plan* between 2003 and 2005 in partnership with residents and property owners, area stakeholders, and other jurisdictions. The *Springwater Transportation System Plan (TSP)* is a component of the *Springwater Community Plan*, which was adopted by the Gresham City Council in 2005. In the *Springwater TSP*, the City of Gresham recommended a new interchange with US 26 and proposed enhancements to the local street network to provide safe and efficient access to the planned Springwater area while preserving the expressway function of US 26. Included in the *Springwater Community Plan* is an annexation strategy that guides urbanization and the provision of infrastructure, including the Springwater interchange.

This Interchange Area Management Plan (IAMP) identifies the type and location of the preferred interchange alternative, including:

1) A collector street that connects roughly SE 252nd Avenue to a new arterial road connecting to SE Orient Drive;
2) A new arterial road that connects along SE Rugg Road in the vicinity of SE 252nd Avenue and over US 26 via an interchange to SE Orient Drive; and
3) An interchange facility at US 26 and approximately SE 267th Avenue.

Additionally, the IAMP describes access management requirements and outlines guidelines for implementation.

IAMP PURPOSE AND INTENT

The purpose of the Springwater IAMP is to address existing and future safety needs, improve access to the existing transportation system, and provide for a future transportation network that will efficiently accommodate the planned development in the Springwater area, while preserving the function of US 26.

Oregon Administrative Rule (OAR) 734-051-0155 requires that an IAMP be prepared for any new interchange and recommends an IAMP for significant modifications to existing interchanges. The purpose of an IAMP is to ensure safe and efficient operations between connecting roadways, to protect the function of the interchange, and to minimize the need for future major interchange improvements. Because new interchanges are very costly, state and local governments and citizens have an interest in ensuring that they function as intended and for as long a period as possible, while still supporting planned land use.

OAR 734-051-0155(7) requires an IAMP to comply with the following criteria, unless the plan documents explain why compliance with a criterion is not applicable:

a. Be developed no later than the time an interchange is designed or is being redesigned.

b. Identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment, and adopt policies, provisions, and development standards to capture those opportunities.

c. Include short, medium, and long-range actions to improve operations and safety within the designated management area.

d. 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.

e. Provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically 20 years.

f. Consider existing and proposed uses of all the property within the designated management area consistent with its comprehensive plan designation and zoning.

g. Be consistent with any applicable access management plan (AMP), corridor plan, or other facility plan adopted by the Oregon Transportation Commission (OTC).

h. Include 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.

In addition to the IAMP, other work products related to the Springwater interchange include environmental technical memoranda, an AMP, design work, and an analysis of local circulation patterns. Additionally, this project will result in updates to the Gresham TSP.

NEED FOR THE SPRINGWATER INTERCHANGE

Traffic volumes on US 26 are projected to nearly double by 2035 due to development in the Springwater area as well as other growth and development in the region. This additional demand will further compromise the already poor conditions at the SE 267th Avenue and SE Stone Road at-grade intersections with US 26. The Springwater area requires improved access to US 26 and improvements to the surrounding transportation network to support planned urban land uses.

IAMP GOALS AND CRITERIA

The Project Management Team (PMT), consisting of representatives from ODOT, City of Gresham, City of Damascus, Multnomah County, and consulting firms Parametrix and Kittelson & Associates, Inc. first met in 2007 to draft the project's purpose and intent. Using the project's purpose and intent statement as guidance, the PMT then developed goals, criteria, and measures to score project alternatives.

Over the course of about two years, the PMT added, deleted, and refined the goals, criteria, and measures to ensure that the evaluation process accurately and fairly compared the alternatives against one another. The PMT sought input on the goals from numerous stakeholders, including residents, realtors, the East Metro Economic Alliance, Johnson Creek Watershed Council (JCWC), Audubon Society of Portland, Portland Parks and Recreation,[1] and Metro.

After meeting with these groups, the PMT made substantive changes to the environmental (Goal 3) and development/livability (Goal 4) goals. Based on input from the JCWC and Audubon Society, the PMT revised and added environmental measures to assess impacts to streams, wetlands, riparian resources, water quality, and habitat within the project area. A technical memorandum describing the environmental analysis and impacts is located in **Appendix A**. Additionally, based on input from residents, the PMT altered a measure to address potential impacts to existing neighborhoods.

The project goals and their corresponding criteria are listed below. For a complete matrix, including the scoring measures, please see **Appendix B.**

GOAL 1: Improves access and capacity for all modes of transportation in the Springwater area.

- Improves connectivity to the existing and planned bicycle, pedestrian, trail, and street networks
- Improves transportation safety
- Crossroads meet state spacing standards
- Provides adequate capacity

GOAL 2: Maintains mobility for statewide movements along US 26.

- Interchange meets state spacing standards
- Provides adequate capacity

GOAL 3: Minimizes impacts to the natural environment and provides opportunities for enhancement.

- Adheres to the restoration goals of the *Springwater Community Plan*, while avoiding or reducing impacts to wetlands, streams, and the natural environment

GOAL 4: Increases the viability of development within the Springwater area while supporting community livability.

- Supports transportation and land use objectives articulated in adopted plans
- Maintains developable parcels

GOAL 5: Ensures financial feasibility of the interchange and local circulation options.

- Supports lower cost projects while providing a safe and efficient facility.

[1] The meeting with Portland Parks and Recreation was held to discuss implications of the project for the Springwater Trail; Portland Parks and Recreation owns the stretch of trail that runs through the management area.

SPRINGWATER MANAGEMENT AREA

The IAMP management area is the area where access and circulation may influence the safety and operation of the interchange. Within the management area, local circulation and access are evaluated for impacts.

The management area for the Springwater IAMP is bounded to the north by SE Palmquist Road, to the east generally by SE Orient Drive and SE 282nd Avenue, to the south generally by SE Stone Road and SE Rugg Road, and to the west by SE 252nd Avenue and SE Palmblad Road **(Exhibit 1).** The management area includes 1,311 acres.

The planned location for the interchange is southeast of the existing US 26/SE 267th Avenue intersection and northwest of the existing US 26/SE Stone Road intersection. As part of the planned interchange, a new east-west arterial is also proposed for the Springwater area, connecting the areas on the east and west sides of US 26.

The management area spans four jurisdictions. A small segment of the northern portion of the management area is within Gresham city limits; a majority of the management area is outside of city limits in Multnomah County; a small area in the southwest portion is within the City of Damascus; and a small area in the southeast is within Clackamas County. The portion in Multnomah County is planned for incorporation into the City of Gresham to implement the urbanization of the plan area.

Exhibit 1
Study Area
Management Area
Springwater Area
Jurisdiction Boundary
0 625 1,250 2,500
Feet
CITY OF GRESHAM
MULTNOMAH COUNTY
MULTNOMAH COUNTY
MULTNOMAH COUNTY
CLACKAMAS COUNTY
CLACKAMAS COUNTY
CITY OF GRESHAM
CITY OF DAMASCUS

SECTION 2. IAMP DECISIONS

The PMT first met in 2007 to draft the project's purpose and intent, and later, the project's goals, criteria, and measures. With the project's foundation established, the PMT held a design workshop to discuss several options for interchange locations and designs along US 26. This effort resulted in seven different alternatives.

Once the seven alternatives were developed, the PMT screened the alternatives to determine which options best satisfied the project's purpose and intent. Three alternatives then advanced to the evaluation phase: Alternative A, Alternative B, and Alternative C-2,[2] with Alternative C-2 emerging as the preferred alternative. For more information on the alternatives screening and analysis process, please see **Appendix C**.

Alternative C-2 is an urban diamond configuration **(Exhibit 2).** The Springwater Trail would be elevated above the proposed arterial once the arterial is constructed with five lanes. If funding is not available to build the complete interchange, Alternative C-2 would be phased with an overcrossing over US 26 extending to SE Telford Road, with connections between the overcrossing and US 26 **(Exhibit 3)**.

INTERCHANGE FUNCTION

The objective of the Springwater IAMP is to address existing and future safety needs, improve access to the existing transportation system, and provide for a future transportation network that efficiently accommodates the planned development in the Springwater area, while preserving the function of US 26. US 26 is a divided, multi-lane expressway from the southern city limits of Gresham to the city limits of Sandy. The highway is classified in the Oregon Highway Plan (OHP) as a highway of statewide importance and is part of the national highway system in addition to being an identified freight route. Its function is to provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by interstate highways. A secondary function is to provide connections for intra-urban and intra-regional trips.

The Springwater interchange will be located in proximity to the SE 267th Avenue intersection. Its transportation function is to provide statewide and regional access to new industrial land uses in Springwater. The interchange is a service interchange, providing connections from US 26 to local arterials.

With respect to land use and development, the function of the Springwater interchange is to serve planned land uses in the Interchange Management Area. It is not the function of the interchange to facilitate further urbanization of resource lands or land that is not otherwise identified for future development in existing comprehensive plans, as listed above. The Springwater interchange is not intended to serve increased retail or highway-oriented traveler services other than those uses provided for by existing Springwater Community Plan zoning.

EXISTING LAND USE

When evaluating land uses, the management area can be broken into two parts: the developed, urban portion within the City of Gresham, and the rural portion within Multnomah and Clackamas Counties and the City of Damascus. The urban portion within Gresham is primarily zoned as Residential, with some Commercial. Land uses in the City include housing and two shopping districts located along Orient Drive. The Multnomah and Clackamas County portion is mainly zoned as Multiple Use Agriculture and Exclusive Farm Use. Land uses in this area include small lot agriculture and rural residential uses. The

[2] Alternative C-2 is named so because it was the second version of Alternative C.

City of Damascus zoning is primarily Rural Residential Farm, with some Timber. Please see **Exhibit 4** for a map of current zoning in the management area and **Appendix D** for a description of all zones within the management area. The zones represented in **Exhibit 4** were simplified for the purposes of the map (i.e., Low Density Residential-7 is referred to as Residential in the map), but are explained in detail in **Appendix D**.

Johnson Creek and its associated riparian area and tributaries are in the south central portion of the management area. The regional Springwater Trail also runs through the management area adjacent to SE Telford Road, near US 26.

PLANNED LAND USE

The City of Gresham prepared the *Springwater Community Plan* in 2005 to address development and transportation needs in the Springwater area. The focus of the plan is to develop industrial/high-tech campuses and to attract businesses that will bring an infusion of new jobs to the Springwater area. To augment the mixed-use theme of the area, a village center with mixed retail and housing, and quality, low-density residential development are also planned for areas too steep for industrial use. Sustainable development and preservation of the natural environment will also be emphasized, giving the area a unique character. Future land use zones in the management area include Environmentally Sensitive/Restoration Areas, Townhouse Residential, Neighborhood Commercial, and Research/ Technology Industrial. Please see **Exhibit 5** for a map of planned land uses in the management area. These planned land uses will be realized when the Springwater area is incorporated into the City of Gresham.

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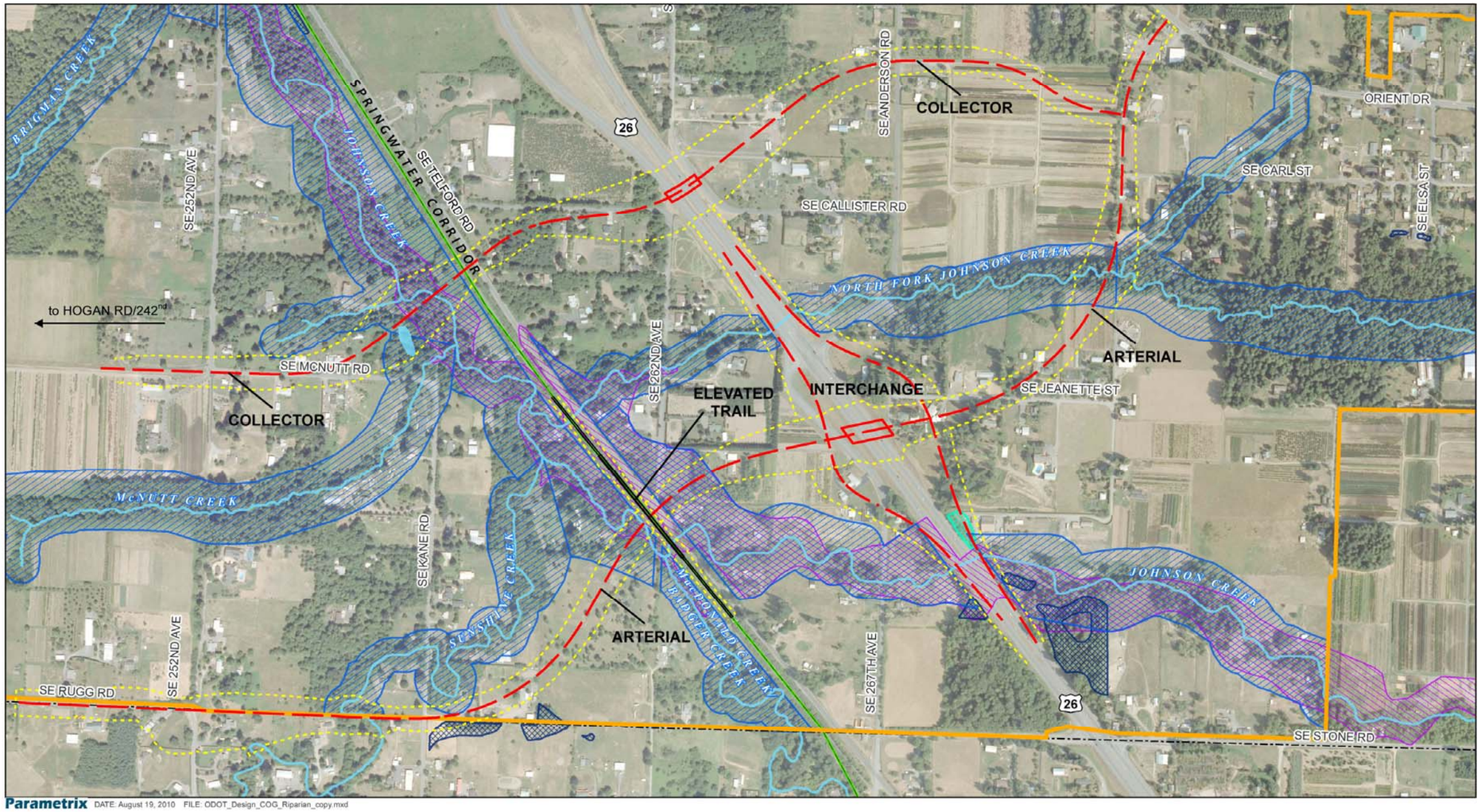

Exhibit 2
Springwater IAMP
Alternative C-2

Gresham,
Oregon

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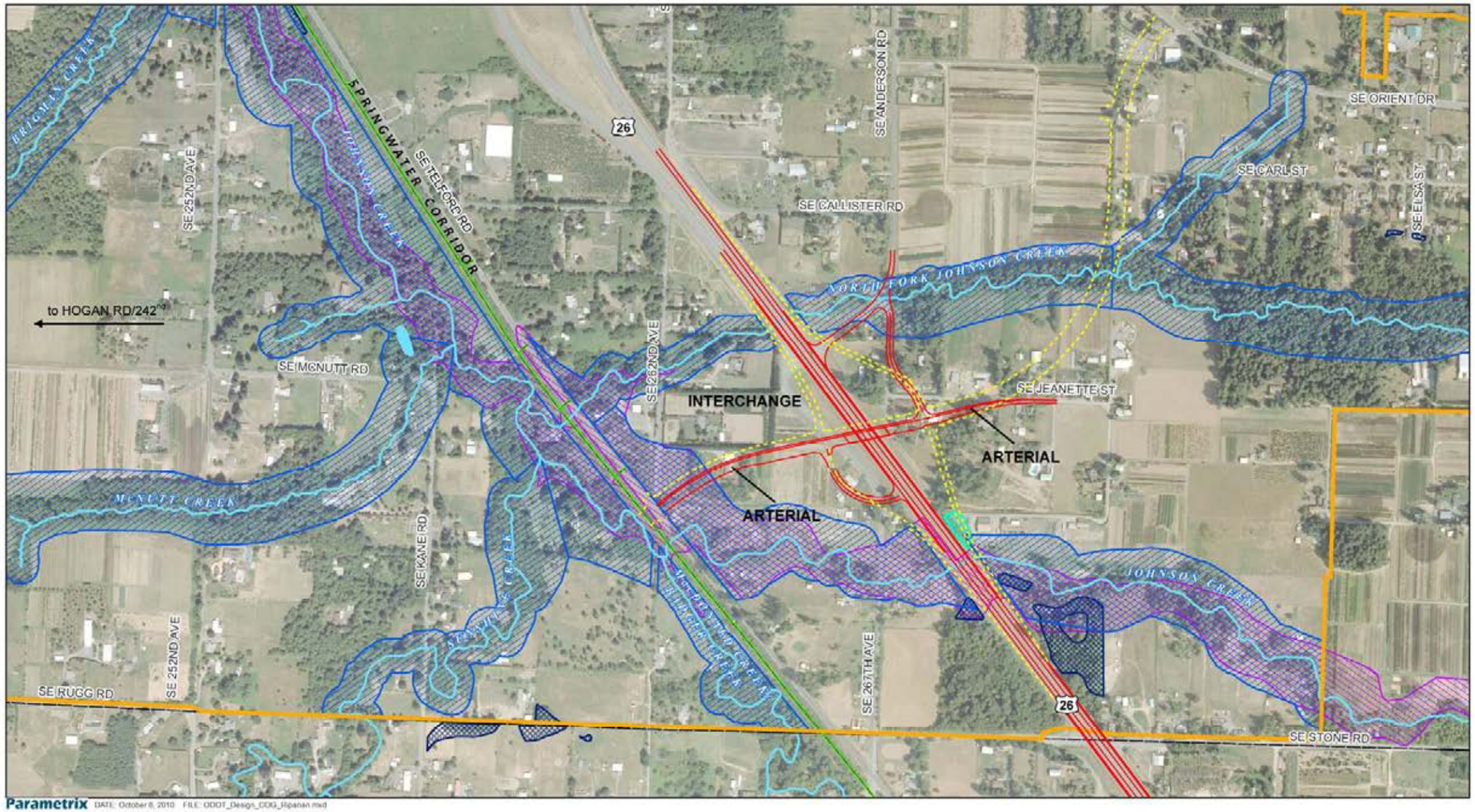

N

0 500 1,000
Scale in Feet

- Proposed Roadway Alignment
- Ultimate Alignment
- Springwater Community Plan District
- Springwater Corridor Trail
- County Boundary
- Water Body
- Springwater Streams
- Springwater Riparian Areas
- Field Verified Wetlands
- NWI Areas
- FEMA Flood Areas

Exhibit 3
Springwater IAMP
Interim Alternative C-2

Gresham,
Oregon

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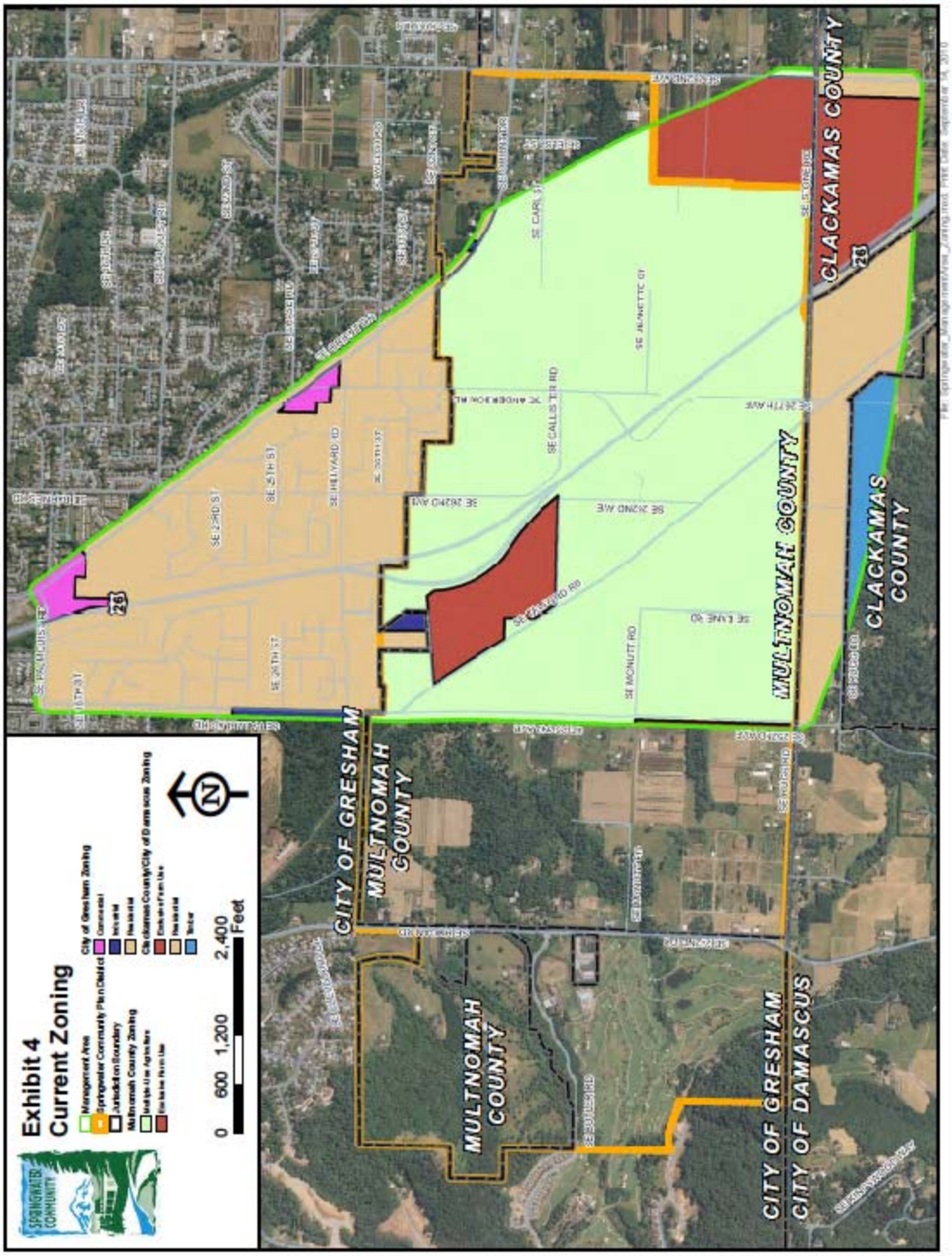


Exhibit 4
Current Zoning
Management Area
Springwater Community Plan District
Jurisdiction Boundary
Multnomah County Zoning
City of Gresham Zoning
Commercial
Industrial
Residential
Clackamas County/City of Damascus Zoning
Residential
Water
0 600 1,200 2,400
Feet
CITY OF GRESHAM
MULTNOMAH COUNTY
MULTNOMAH COUNTY
CITY OF GRESHAM
CITY OF DAMASCUS
MULTNOMAH COUNTY
CLACKAMAS COUNTY
CLACKAMAS COUNTY

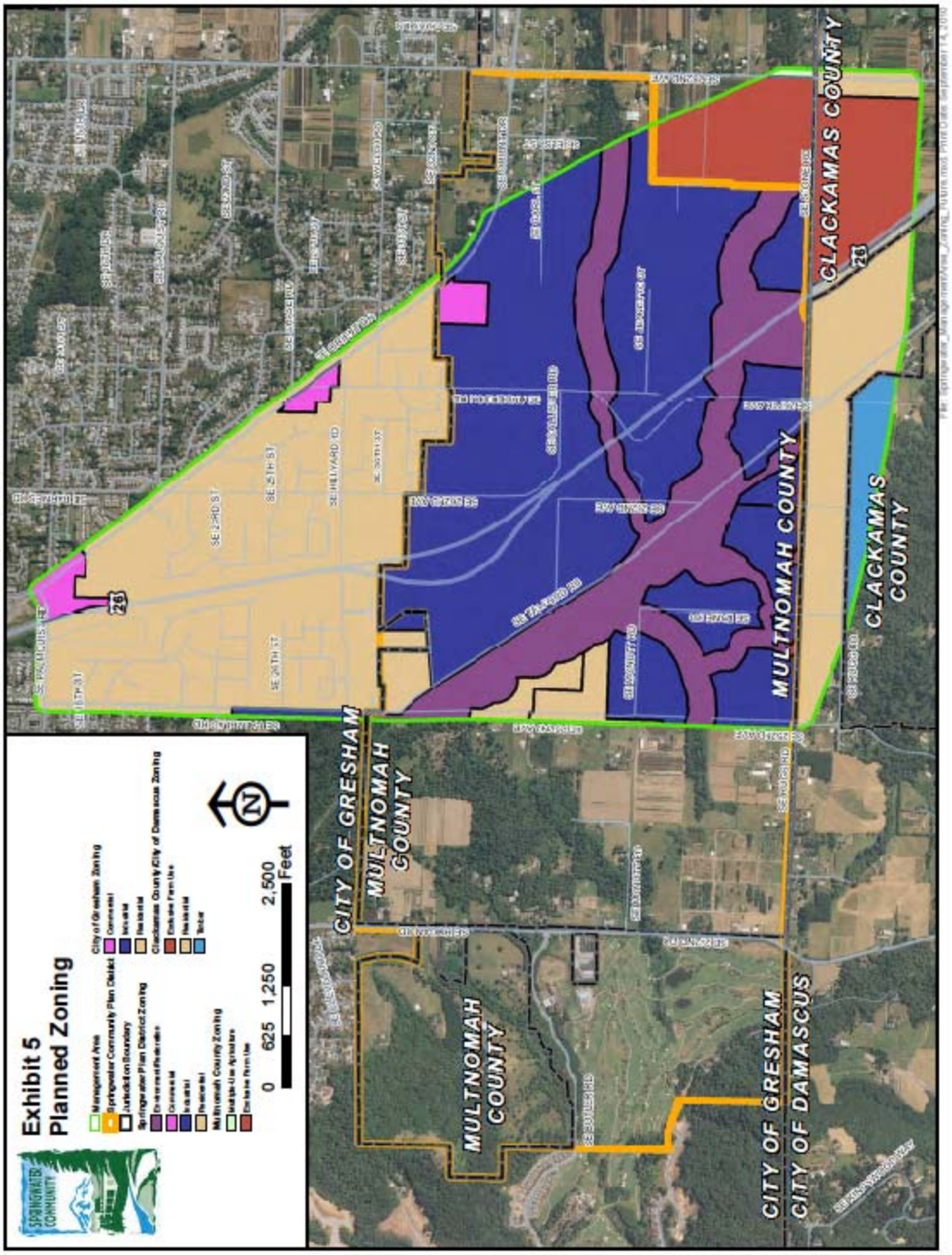


Exhibit 5
Planned Zoning
Management Area
Springwater Community Plan District
Jurisdiction Boundary
Springwater Plan District Zoning
Environmental Overlay
Commercial
Industrial
Residential
City of Gresham Zoning
Commercial
Industrial
Residential
Clackamas County/City of Damascus Zoning
Exclusive Farm Use
Residential
Water
Multnomah County Zoning
Multiple Use Agriculture
Exclusive Farm Use
0 625 1,250 2,500 Feet
CITY OF GRESHAM
MULTNOMAH COUNTY
MULTNOMAH COUNTY
CITY OF GRESHAM
CITY OF DAMASCUS
MULTNOMAH COUNTY
CLACKAMAS COUNTY
CLACKAMAS COUNTY

EXISTING TRAFFIC PERFORMANCE

Traffic data were collected during May 2007 on US 26, approximately 300 feet south of SE 267th Avenue. The data included turning movement counts at the study intersections, as well as a 7-day tube count.

Highways serving tourist and recreational destinations are often prone to seasonal fluctuations in traffic volumes. In the case of US 26, skiing and other recreational activities in the Mount Hood area create peaks in the traffic volumes during the winter and summer months. Using the methodology outlined by ODOT's Transportation Planning Analysis Unit, a seasonal adjustment factor of 1.05 was calculated for the mid-May traffic count data. The adjustment factor was applied to the collected tube count data and turning movement count data on US 26 to represent the 30th highest hour yearly volume, or the design hour volume. **Exhibit 6** summarizes the peak season weekday and weekend average daily traffic (ADT) with the seasonal adjustment.

Exhibit 6.
Measured Peak Season Average Daily Traffic (Seasonally Adjusted)

Roadway	Direction	Weekday ADT (veh/day)	Weekend ADT (veh/day)
US 26	Westbound (Northbound)	13,900	11,900
	Eastbound (Southbound)	13,200	10,800

The following key transportation findings are based on the Springwater IAMP Existing Transportation Conditions Technical Memorandum **(Appendix E)**. The analysis resulted in the following findings:

- Current pedestrian and bicycle facilities along US 26 are consistent with the rural expressway character of the highway. Many of the arterials and collector roadways in the Springwater area do not currently have continuous pedestrian or bicycle facilities. As these existing rural areas transition to urbanized areas, pedestrian and bicycle facilities will be required for the surrounding arterial and collector streets.
- All study intersections are currently operating acceptably during the weekday a.m. and p.m. peak periods, with the exception of the US 26/SE 267th Avenue intersection. The existing deficiency at this intersection occurs at the minor street approach, which has a volume-to-capacity (V/C) ratio of 1.42 (exceeding ODOT's standard of 0.95).
- Based on a review of intersection geometry and operational performance, freight mobility on US 26 within the management area is sufficient.
- The traffic safety analysis indicates that there may be a trend or pattern of rear-end crashes at the US 26/OR 212 interchange (in particular, the eastbound US 26 ramp terminal), while the remaining study intersections did not exhibit any apparent crash patterns. None of the intersections or highway segments in the management area were identified on ODOT's Five Percent Report, based on the 2006 Safety Priority Index System (SPIS).
- There are two locations along US 26 that do not meet access spacing standards defined in the 1999 OHP and the OAR 734-051 Division 51 rules. These locations are the US 26/SE 11th Street intersection to the US 26/SE Palmquist Road intersection, and the US 26/SE Haley Road intersection to the US 26/OR 212 interchange. All other accesses to US 26 meet the applicable spacing standards.

Crash Data

Crash data for the segment of US 26 that extends from SE 11th Street to the OR 212 interchange were analyzed for potential safety issues. **Exhibit 7** summarizes the severity and type of crashes over a five-year analysis period.

Exhibit 7.
US 26 Crash History by Type and Severity (2002–2006)[a]

Segment	Number of Crashes	Collision Type				Severity		
		Turning	Rear-End	Angle	Other	PDO [b]	Injury	Fatality
US 26 from SE 11th St to OR 212	98	28	35	19	31	45	52	1

[a] This information is from 2002–2006.

[b] PDO = Property Damage Only.

Comparing the data in **Exhibit 7** to the intersection crash data reveals that 34 of the total crashes on the study segment of US 26 from 2002 to 2006 did not occur at the intersections. Approximately half of those crashes between intersections were with fixed objects. A more detailed review of the data found there were no predominant locations or causes of the crashes.

Exhibit 8 shows the crash rate for the same segment noted above and compares this crash rate to the statewide average.

Exhibit 8.
US 26 Crash Rate (2002–2006)

Segment	Number of Crashes	Crashes Per Year	MVM[a]/ Year	Crashes/ MVM	Statewide Average Crashes/MVM
US 26 from SE 11th Street to OR 212	98	19.6	50.99	0.38	0.80

[a] MVM = million vehicle miles.

For comparison purposes, the statewide average in year 2005 for expressways in urban areas and for Non-Interstate Freeways in rural areas was 0.80 crashes/MVM.[3] As shown in **Exhibit 8**, the crash rate for the US 26 segment within the management area is less than the statewide average for similar facilities.

FUTURE (2030) NO-BUILD TRAFFIC PERFORMANCE

An analysis of future traffic volumes at the Springwater interchange and intersections within the management area was performed for projected 2030 conditions **(Exhibit 9)**. One objective of this analysis was to determine how many lanes would be required at the interchange to meet future traffic demand levels. Additionally, the analysis would provide insight into local circulation improvements that are needed so that intersections in the management area provide adequate capacity for future demand.

[3] 2005 State Highway Crash Tables, Oregon Department of Transportation.

Based on the future traffic analysis and the *Springwater TSP*, ODOT designed the arterial road, which crosses over US 26, as a five-lane facility. This configuration includes two eastbound lanes, two westbound lanes, and one turning lane.

Exhibit 9.
Intersection Analysis Results, 2030 No-Build Design Hour Traffic Condition

Intersection	Intersection Control	V/C Ratio[a]	LOS[b]
US 26 / SE 11th St	Unsignalized	>1.0	F
US 26 / SE Palmquist Rd	Signalized	>1.0	F
US 26 / SE Hillyard Rd	Unsignalized	0.29	E
US 26 / SE 267th Ave	Unsignalized	>1.0	F
US 26 / SE Stone Rd	Unsignalized	>1.0	F
US 26 / SE Haley Rd	Unsignalized	>1.0	F
US 26 Westbound Ramps / OR 212	Unsignalized	>1.0	F
US 26 Eastbound Ramps / OR 212	Unsignalized	>1.0	F
SE 257th Dr / SE 11th St	Signalized	0.85	B
SE Orient Dr / SE Palmquist Rd	Signalized	>1.0	D
SE Orient Dr / SE 267th Ave	Unsignalized	>1.0	F
SE Orient Dr / SE 282nd Ave	Signalized	>1.0	F
SE Orient Dr / SE Haley Rd	Unsignalized	0.21	C
SE 267th / SE Hillyard Rd	Unsignalized	0.04	B
SE 252nd Ave / SE Hillyard Rd	Unsignalized	0.15	A
SE 267th / SE Stone Rd	Unsignalized	0.70	D
SE Telford Rd / SE Stone Rd	Unsignalized	>1.0	F
SE Hogan Rd / SE Rugg Rd	Unsignalized	0.18	D
SE 282nd Ave / SE Haley Rd	Unsignalized	>1.0	F

[a] V/C = Volume-to-Capacity.

[b] LOS = Level of Service.

PLANNED TRANSPORTATION NETWORK

The future transportation network assumed in the regional model was based on the recommended network from the *Springwater TSP*. Key transportation improvements within the Springwater area are as follows:

- A new five-lane arterial would be constructed from the SE Hogan Road/SE Rugg Road intersection on the west to SE Orient Drive on the east.
- A new interchange on US 26 would be provided at the new arterial road.
- A new three-lane collector road would extend from the SE Hogan Road/SE Butler Road intersection on the west to the new arterial on the east. The collector would cross US 26 via a new overpass structure.
- SE Hogan Road would be improved to a five-lane arterial.
- SE Orient Drive would be improved to a five-lane arterial from SE Palmquist Road to SE 282nd Avenue.

- Provisions for either on-street bicycle lane facilities or parallel off-street trails would be made for all community streets, collector streets, and arterials within the Springwater area.

ALTERNATIVE C-2 INTERCHANGE

Recommended Lane Configurations and Traffic Control for Alternative C-2

The project team conducted operational analyses under the projected 2035[4] traffic volumes to identify recommended lane configurations and traffic control measures at the study intersections for the preferred Alternative C-2 **(Appendix F)**. Traffic signal warrant analyses were conducted at the key intersections to determine whether the intersections would meet signal warrants under the future traffic conditions and how they would affect the operation of the proposed interchange.

Based on the analysis results, a number of additional capacity improvements are recommended at several study intersections. These network improvements, which would be beyond those included in the *Springwater TSP*, are as follows:

- On SE Orient Drive, the dominant travel pattern is for traffic to stay on SE Orient Drive, rather than turning onto the proposed arterial. Therefore, the existing alignment of SE Orient Drive should be preserved to maintain the continuity for through traffic. The proposed arterial street should connect to SE Orient Drive at a 90-degree "T" intersection. This intersection configuration would be a change from the adopted TSP.
- The projected travel demand volume on SE Hogan Road results in the need for three southbound through lanes within the management area. However, capacity constraints north of the management area along SE 242nd Avenue would likely limit these traffic flows and may prevent the projected demand from being fully realized. Further study of the SE Hogan Road (SE 242nd Avenue) corridor is needed and should be coordinated with the ongoing planning efforts for the City of Damascus.
- Significant capacity improvements (including a total of four southbound through lanes, three northbound through lanes, and multiple new turn lanes) will be needed at the US 26/SE Palmquist Road intersection to address the future traffic demand. Similar to SE Hogan Road, the actual traffic growth at this intersection will likely be limited by upstream capacity constraints. However, the City of Gresham and ODOT should anticipate the need for future improvements and consider further evaluation of this intersection area.

Analysis Results for Alternative C-2

The analysis of future traffic conditions under preferred Alternative C-2 is shown in **Exhibit 10**. The study intersections will all operate acceptably (according to the applicable mobility standards from the *Oregon Highway Plan* and City of Gresham) under the recommended lane configurations, with the exception of three unsignalized intersections. The US 26/SE 11th Street intersection, the US 26/SE Hillyard Road intersection, and the SE Orient Drive/SE 267thAvenue intersection are expected to operate at Level of Service (LOS) "F" by 2035. Additional turn restrictions may be appropriate at these intersections to address delays at the minor street approaches. These intersections are all far enough away

[4] At project initiation, traffic data for 2030 were available and were used to analyze future no-build traffic performance. During the course of project development, Metro updated the regional traffic model for a future year of 2035. Therefore, the traffic analysis for the alternatives evaluation was conducted using 2035 data. Based on a review of the 2030 and 2035 data, there is no significant difference between the 2030 and 2035 no-build analysis results.

from the proposed interchange that they will not influence the design or performance of the interchange alternative.

The analysis shows the proposed arterial street (with a five-lane basic cross section) and the proposed collector (with a three-lane basic cross section) are expected to function acceptably through the 2035 design year, with additional capacity to last beyond 2035.

Exhibit 10.
Intersection Analysis Results, Projected 2035 Design Hour Traffic Condition

Intersection	Intersection Control	V/C Ratio	LOS
US 26 / SE 11th St	Unsignalized	1.38	F
US 26 / SE Palmquist Rd	Signalized	0.88	D
US 26 / SE Hillyard Rd	Unsignalized	0.44	F
US 26 Westbound Ramps / *Proposed Arterial*	Signalized	0.78	C
US 26 Eastbound Ramps / *Proposed Arterial*	Signalized	0.68	D
SE 257th Dr / SE 11th St	Signalized	0.74	B
SE Orient Dr / SE Palmquist Rd	Signalized	0.85	C
SE Orient Dr / SE 267th Ave	Unsignalized	0.94	F
SE Orient Dr / Proposed Arterial	Signalized	0.74	B
SE Orient Dr / SE 282nd Ave	Signalized	0.82	C
SE 267th / SE Hillyard Rd	Unsignalized	0.04	A
SE 267th / Proposed Collector	Unsignalized	0.11	B
Proposed Collector / Proposed Arterial	Signalized	0.43	A
SE Telford Rd / Proposed Collector	Signalized	0.66	B
SE Telford Rd / Proposed Arterial	Signalized	0.79	C
SE 252nd Ave / SE Hillyard Rd	Unsignalized	0.13	C
SE 252nd Ave / Proposed Collector	Signalized	0.66	B
SE 252nd Ave / Proposed Arterial	Signalized	0.58	A
SE Hogan Rd / SE Butler Rd	Signalized	0.90	D
SE Hogan Rd / SE Rugg Rd	Signalized	0.81	B

Alternative C-2 Interim Improvement Findings

The project team conducted a traffic analysis of the interim improvements for Alternative C-2. Comparing the existing traffic volumes and the 2035 build-out projections, the team developed estimates of interim year traffic conditions to evaluate the expected performance of the interim improvements. The analysis resulted in the following findings:

- The interim improvements for Alternative C-2 could operate acceptably through the year 2020, assuming approximately a 50 percent build-out of the Springwater area.
- By 2025, the right-in/right-out access points on US 26 at SE 267th Avenue would be over capacity. Constructing right-turn acceleration lanes on US 26 could potentially extend the intersection capacity beyond 2025.
- By 2025, the intersection of the new arterial and SE Telford Road would be over its capacity.

- The interim arterial bridge over US 26 for the interim improvements should be constructed with a three-lane cross section (with the capacity to add two lanes in the future).
- Closing the existing SE Stone Road/US 26 intersection would likely result in increased traffic on SE Hillyard Road. To avoid negative impacts to SE Hillyard Road and other residential streets, the new arterial should be connected to SE Orient Drive, or other alternative connections to SE 282nd Avenue prior to closing the SE Stone Road/US 26 intersection.

LOCAL STREET NETWORK

Based on the *Springwater Community Plan*, ODOT developed local street network recommendations or options that would enable the local system within the management area to meet project demand in 2035. Those options include the following:

- The existing alignment of SE Orient Drive should be preserved to maintain the continuity for through traffic.
- The arterial should connect to SE Orient Drive at a 90-degree "T" intersection.
- The intersection at SE Orient Drive should be designed to discourage eastbound traffic from Springwater to reduce impacts to rural areas to the east.
- SE Hogan Road should have three southbound through lanes and two northbound lanes within the management area, although capacity constraints north of the management area along SE 242nd Avenue would likely limit these traffic flows and may prevent the projected demand from being fully realized.

LOCAL CIRCULATION PLAN AND LOCAL ACCESS

Local Circulation Plan

Exhibit 14 illustrates the proposed Local Circulation Plan for the management area. As shown in **Exhibit 14**, the plan maintains the existing local street network where possible, and creates a number of new local street connections to the new and existing arterial and collector facilities. To achieve ODOT's access management standards, all local streets within the immediate vicinity of the ramp terminal intersections would be realigned to intersect with SE Telford Road or the collector road. Additional realignments and modifications to existing local streets are needed to provide appropriate spacing of intersections, allow for proper intersection geometry, and maintain access to existing parcels. In particular, SE Stone Road and SE Haley Road[5] will be closed at their intersections with US 26 upon construction of the interchange.

To prepare the Local Access and Circulation Plan, the PMT evaluated future access locations and public street connections for properties and streets within the management area. The intent of the Local Access and Circulation Plan is to guide the design of site-access driveways and internal circulation routes for properties located within the management area that are likely to be developed at some point in the future. For those properties that may not be redeveloped by the time the new interchange is constructed, the plan will also be useful for evaluating how access to those sites should continue to be served. Given that construction of the interchange is not likely to occur for at least several years and the layout of future

[5] SE Haley Road is outside of the management area, but within the minimum spacing standards applicable to non-freeway interchanges with multi-lane crossroads.

development is unknown, the access management plan (AMP) focuses on ODOT and City of Gresham access spacing guidelines for each of the project area roads.

Access Management Plan

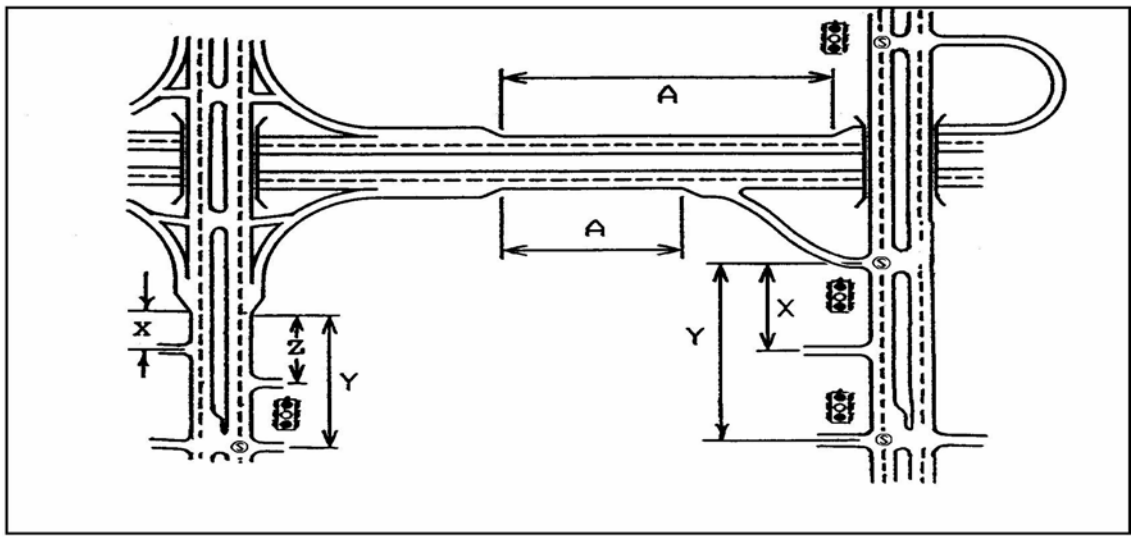
Access locations will be guided by ODOT's Division 51 Access Management standards, the guidelines set forth in Policies 2C and 3C of the 1999 OHP, and the City of Gresham's access spacing standards. Spacing standards associated with an Urban Interchange Management Area are shown in **Exhibit 11** with a graphic of spacing standards in **Exhibit 12**.

Exhibit 11. Minimum Spacing Standards Applicable to Freeway Interchanges with Multi-Lane Crossroads (OHP Table 19)

	Spacing Dimension			
Type of Area[a]	A = Distance between the start and end of tapers of adjacent interchanges	X = Distance to the first approach on the right; right in/right out only	Y= Distance to first intersections where left turns are allowed	Z = Distance between the last right in/right out approach road & start of taper for the on-ramp
Urban	1 mile	1,320 feet	1,320 feet	1,320 feet

[a] An Urban Interchange Management Area is within a UGB and is not a Fully Developed Urban Interchange Management Area (1999 Oregon Highway Plan).

Exhibit 12. Measurement of Spacing Standards



The spacing standards outlined in **Exhibit 13** represent minimum distances between driveways and/or adjacent intersections within the City of Gresham. In addition, the access management principles outlined in Gresham's Development Code (Section A5.503) and ODOT's Access Management Manual should be applied when considering and reviewing the site access and development plans of individual properties as they are developed.

Exhibit 13. City of Gresham and ODOT Minimum Access Spacing Standard

Roadway/Access Type	Commercial/ Industrial	Residential
Arterial		
Minimum distance from ramp terminal to first access point - ODOT	1,320 ft	1,320 ft
Minimum distance between subsequent access points - City of Gresham	100 ft	100 ft
Collector – City of Gresham (all below)	100 ft	45 ft
SE Telford Rd	100 ft	45 ft
SE 242nd Avenue	100 ft	100 ft
SE 252nd Avenue	100 ft	45 ft
SE 267th Avenue	100 ft	45 ft
SE Orient Drive	100 ft	100 ft
SE Stone Road	45 ft	45 ft

Deviations to ODOT Access Management Standards

For preferred Alternative C-2, three intersections on the proposed arterial do not meet the 1,320-foot access spacing requirement from the ramp terminals, as identified in ODOT's Division 51 standard. Therefore, deviations are required under the provisions of OAR 734-51-0135 as described below, and have been reviewed by the ODOT Region 1 Access Management Engineer. **Exhibit 14** below illustrates the proposed Local Circulation Plan for the management area.

Under the provisions of OAR 734-51-0135(3), the ODOT Region Access Management Engineer may approve a deviation if:

(a) Adherence to spacing standards creates safety or traffic operation problems;

(b) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway;

(c) The applicant demonstrates that existing development patterns or land holdings make joint use approaches impossible;

(d) Adherence to spacing standards will cause the approach to conflict with a significant natural or historic feature including trees and unique vegetation, a bridge, waterway, park, archaeological area, or cemetery;

(e) The highway segment functions as a service road;

(f) On a couplet with directional traffic separated by a city block or more, the request is for an approach at mid-block with no other existing approaches in the block or the proposal consolidates existing approaches at mid-block; or

(g) Based on the Region Access Management Engineer's determination that:

(A) Safety factors and spacing significantly improve as a result of the approach; and

(B) Approval does not compromise the intent of these rules as set forth in OAR 734-051-0020.

Further, under the provisions of OAR 734-51-0135(5), the Region 1 Access Management Engineer may approve a deviation for an approach located in an interchange access management area if:

(a) A condition of approval, included in the Permit to Operate, is removal of the approach when reasonable alternate access becomes available;

(b) The approach is consistent with an AMP for an interchange that includes plans to combine or remove approaches resulting in a net reduction of approaches to the highway;

(c) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway; or

(d) The applicant demonstrates that existing development patterns or land holdings make utilization of a joint approach impracticable.

These provisions are addressed below for each of the three intersections.

SE Telford Road at the Proposed Arterial

A deviation to the 1,320-foot access spacing requirement identified in OAR 734-051-0125 is required at the proposed arterial/SE Telford Road intersection, located approximately 1,100 feet southwest of the proposed US 26 eastbound ramp terminal intersection. Under the provisions of OAR 734-51-0135(3), the ODOT Region Access Management Engineer may approve a deviation for a public approach that is identified in a local comprehensive plan and provides access to a public roadway if:

The provisions of OAR 734-51-0135(3) and OAR 734-51-0135(5) are addressed as follows:

(3)(a) Adherence to spacing standards creates safety or traffic operation problems.

Response: Not applicable (NA)

(3)(b) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: SE Telford Road is a public collector road providing access to numerous neighborhoods, developments, and local streets. The proposed AMP would reduce the need for future access points on the proposed arterial between the interchange and SE Telford Road. Furthermore, the proposed Local Circulation Plan would realign SE 262nd Avenue to intersect SE Telford Road approximately 500 feet north of the proposed arterial. In this way, the plan removes existing approaches and reduces the need for potential future approaches within the interchange area.

(3)(c) The applicant demonstrates that existing development patterns or land holdings make joint use approaches impossible.

Response: NA

(3)(d) Adherence to spacing standards will cause the approach to conflict with a significant natural or historic feature including trees and unique vegetation, a bridge, waterway, park, archaeological area, or cemetery.

Response: SE Telford Road is located immediately east and adjacent to the Springwater Corridor Trail, which is immediately east and adjacent to Johnson Creek. Shifting the alignment of SE Telford Road to the west to meet the access spacing standard would have significant impacts to the trail and Johnson Creek as well as the wetland and riparian areas surrounding them. The alternatives evaluation process considered a design alternative in which the proposed arterial crossed over SE Telford Road on a new overpass structure with a jughandle connection to the west that would meet the access spacing standard. However, this alternative was ultimately dismissed by the PMT because it provided lower overall value with respect the project's goals, criteria, and measures.

(3)(e) The highway segment functions as a service road.

Response: NA

(3)(f) On a couplet with directional traffic separated by a city block or more, the request is for an approach at mid-block with no other existing approaches in the block or the proposal consolidates existing approaches at mid-block.

Response: NA

(3)(g) Based on the Region Access Management Engineer's determination that: (A) Safety factors and spacing significantly improve as a result of the approach; and (B) Approval does not compromise the intent of these rules as set forth in OAR 734-051-0020.

Response: The proposed design, which provides a spacing of approximately 1,100 feet from the ramp terminal intersection, is not expected to compromise the safety of the transportation system.

(5)(a) A condition of approval, included in the Permit to Operate, is removal of the approach when reasonable alternate access becomes available.

Response: NA

(5)(b) The approach is consistent with an AMP for an interchange that includes plans to combine or remove approaches resulting in a net reduction of approaches to the highway.

Response: The proposed AMP would reduce the need for future access points on the proposed arterial between the interchange and SE Telford Road. Furthermore, the proposed Local Circulation Plan would realign SE 262nd Avenue to intersect SE Telford Road approximately 500 feet north of the proposed arterial. In this way, the plan reduces approaches from the interchange management area.

(5)(c) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: See response to *(3)(b)* above.

(5)(d) The applicant demonstrates that existing development patterns or land holdings make utilization of a joint approach impracticable.

Response: NA

Realigned SE Jeanette Street at Proposed Arterial

A deviation to the 1,320-foot access spacing requirement identified in OAR 734-051-0125 is required at the proposed arterial/realigned SE Jeanette Street intersection, located approximately 1,200 feet northeast of the proposed US 26 eastbound ramp terminal intersection. The provisions of OAR 734-51-0135(3) and OAR 734-51-0135(5) are addressed as follows:

(3)(a) Adherence to spacing standards creates safety or traffic operation problems.

Response: NA

(3)(b) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: The proposed Local Circulation Plan would realign SE Jeanette Street on the southeast side of the proposed arterial, and it would extend and realign SE Anderson Road on the northwest side to form a single intersection with the proposed arterial. SE Jeanette Street and SE Anderson Road would have right-in/right-out access to the arterial. As such, the planned network combines local street approaches and will provide access to multiple properties on both sides of the proposed arterial.

(3)(c) The applicant demonstrates that existing development patterns or land holdings make joint use approaches impossible.

Response: NA

(3)(d) Adherence to spacing standards will cause the approach to conflict with a significant natural or historic feature including trees and unique vegetation, a bridge, waterway, park, archaeological area, or cemetery.

Response: The proposed intersection has been located as far as possible from the ramp terminal intersection without creating conflicts to the North Fork of Johnson Creek. Shifting the intersection further northeast to meet the spacing standard would result in impacts to the North Fork of Johnson Creek and surrounding riparian area.

(3)(e) The highway segment functions as a service road.

Response: NA

(3)(f) On a couplet with directional traffic separated by a city block or more, the request is for an approach at mid-block with no other existing approaches in the block or the proposal consolidates existing approaches at mid-block.

Response: NA

(3)(g) Based on the Region Access Management Engineer's determination that: (A) Safety factors and spacing significantly improve as a result of the approach; and (B) Approval does not compromise the intent of these rules as set forth in OAR 734-051-0020.

Response: The proposed design, which provides a spacing of approximately 1,200 feet from the ramp terminal intersection, is not expected to compromise the safety of the transportation system.

(5)(a) A condition of approval, included in the Permit to Operate, is removal of the approach when reasonable alternate access becomes available.

Response: NA

(5)(b) The approach is consistent with an AMP for an interchange that includes plans to combine or remove approaches resulting in a net reduction of approaches to the highway.

Response: SE Jeanette Street and the proposed local street connection (directly opposite SE Jeanette Street) on the northwest side of the proposed arterial will provide access to the parcels along the arterial. As such, the subject intersection will reduce the need for future access points on the arterial within the interchange management area.

(5)(c) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: See response to *(3)(b)* above.

(5)(d) The applicant demonstrates that existing development patterns or land holdings make utilization of a joint approach impracticable.

Response: NA

SE Hillyard Road at US 26

The following deviation to the 1-mile access spacing requirement identified in OAR 734-051-0125 is required at the Hillyard Road/US 26 intersection, located approximately 3,200 feet north of the end of the ramp tapers for the proposed new interchange. The provisions of OAR 734-51-0135(3) and OAR 734-51-0135(5) are addressed as follows:

(3)(a) Adherence to spacing standards creates safety or traffic operation problems.

Response: NA

(3)(b) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: SE Hillyard Road is a city street providing access to many properties, including neighborhoods on both the east and west sides of US 26.

(3)(c) The applicant demonstrates that existing development patterns or land holdings make joint use approaches impossible.

Response: NA

(3)(d) Adherence to spacing standards will cause the approach to conflict with a significant natural or historic feature including trees and unique vegetation, a bridge, waterway, park, archaeological area, or cemetery.

Response: NA

(3)(e) The highway segment functions as a service road.

Response: NA

(3)(f) On a couplet with directional traffic separated by a city block or more, the request is for an approach at mid-block with no other existing approaches in the block or the proposal consolidates existing approaches at mid-block.

Response: NA

(3)(g) Based on the Region Access Management Engineer's determination that: (A) Safety factors and spacing significantly improve as a result of the approach; and (B) Approval does not compromise the intent of these rules as set forth in OAR 734-051-0020.

Response: The intersection at SE Hillyard Road and US 26 is an existing at-grade intersection with turning movements currently restricted to right-in, right-out, and left-in movements. Disconnecting Hillyard Road from US 26 would cause significant added travel distance for drivers accessing this neighborhood. It would also result in 50–100 additional turn movements at the Palmquist/US 26 intersection, which is projected to operate well over capacity in the future. The previous safety analysis found there have been only two crashes at the Hillyard/US 26 intersection over the five-year period between 2002 and 2006. With the construction of the new interchange, the safety at the Hillyard intersection is not expected to be compromised. Therefore, preserving the existing Hillyard/US 26 intersection is expected to provide a higher level of safety and efficiency for the overall transportation system.

(5)(a) A condition of approval, included in the Permit to Operate, is removal of the approach when reasonable alternate access becomes available.

Response: NA

(5)(b) The approach is consistent with an AMP for an interchange that includes plans to combine or remove approaches resulting in a net reduction of approaches to the highway.

Response: The IAMP includes removing the existing at-grade intersection at SE Stone Road and US 26 while replacing the existing at-grade intersection at SE 267th Avenue and US 26 with an interchange. As such, the overall number of access points on US 26 will be reduced.

(5)(c) The applicant provides a joint approach that serves two or more properties and results in a net reduction of approaches to the highway.

Response: See response to *(3)(b)* above.

(5)(d) The applicant demonstrates that existing development patterns or land holdings make utilization of a joint approach impracticable.

Response: NA

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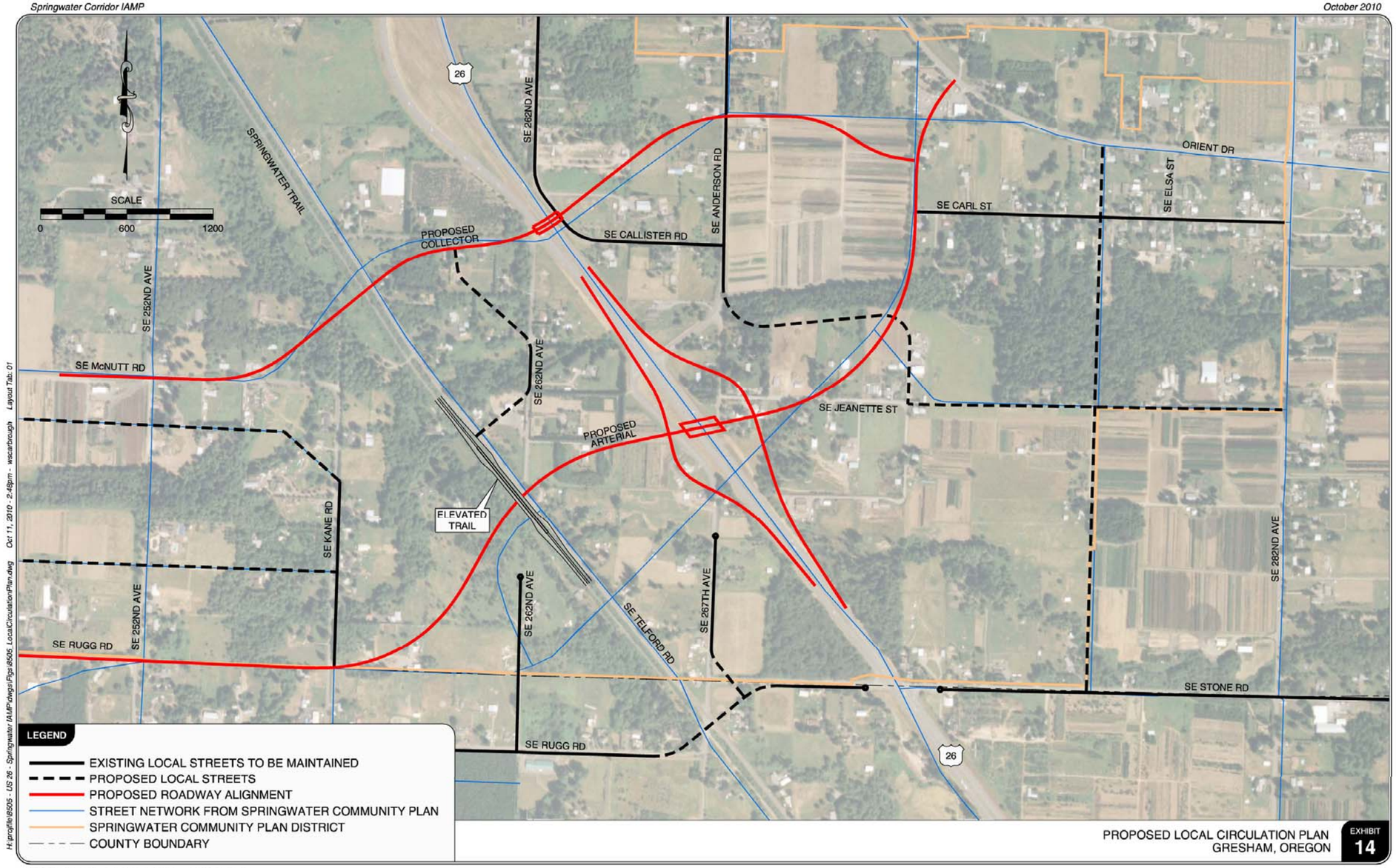

PROPOSED LOCAL CIRCULATION PLAN
GRESHAM, OREGON

EXHIBIT 14

KITTELSON & ASSOCIATES, INC.
TRANSPORTATION ENGINEERING / PLANNING

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SECTION 3. IMPLEMENTATION AND ADOPTION

ODOT and the City of Gresham will be jointly responsible for adopting and implementing the Springwater IAMP. A set of implementing policies adopted as part of the Springwater Community Plan guide how ODOT and the City work together to implement the Springwater IAMP. The City of Damascus will not be impacted by interchange improvements within its jurisdiction, and therefore no adoption or implementation polices will be required from that City. Although the SE Haley Road intersection will be closed within Clackamas County's jurisdiction, no adoption or implementation policies will be required.

The sections below describe the implementing actions for which each jurisdiction is responsible. ODOT and the City of Gresham will implement the AMP element of this document through the access control measures listed below.

IAMP ADOPTION

Just as ODOT and the City of Gresham jointly prepared the Springwater IAMP, both will be responsible for adopting the IAMP. The City of Gresham will be the first to adopt the Springwater IAMP by amending the *Springwater TSP* to reflect the IAMP. Following the City's adoption of the Springwater IAMP, as an appendix to the Springwater TSP, the OTC will adopt the IAMP as a facility plan.

ODOT/State of Oregon Implementing Actions

ODOT's responsibilities for implementing the Springwater IAMP include:

- Adopting the Springwater IAMP as a facility plan and amending the OHP.
- Work with the City to design and construct the Springwater interchange. This includes the portion of the proposed arterial (including the overcrossing) within 1,320 feet east and west of US 26 and the interchange ramps.
- Work with the City to seek and provide funding for the interchange.
- Purchasing access control from private properties.
- Relocating or closing access points.
- Regulating the use of access points through establishment of deed restrictions.
- Developing traffic control devices.

City Implementing Actions

The City of Gresham will be responsible for the following implementing actions:

- Amending the *Springwater TSP* to include identified local street improvements and the location and design of the recommended alternative.
- Amending the *Springwater TSP* to include identified access management policies.
- Annexing the Springwater area in the vicinity of the interchange, prior to development of the interchange and its related transportation elements. All parcels affected by the interchange and interim transportation elements will be annexed into the City prior to construction.
- Seeking and providing funding for the interchange and identified local street improvements.
- Should funding only allow for the construction of the interim C-2 alignment, the City shall develop an ordinance to limit development in the management area to avoid exceeding .85 v/c at the interchange ramp terminals Concurrency Ordinance), until such a time as funding is provided to implement the full C-2 interchange design.

- Developing supporting local roadway connections.

Multnomah County Implementing Actions

Currently, unincorporated areas within the Springwater management area are subject to land use and transportation policies in Multnomah County's *West of Sandy River Transportation and Land Use Plan*. The Multnomah County Zoning Code regulates land use and development in the unincorporated area.

Multnomah County Board of Commissioners accepted, by resolution, the *Springwater Community Plan* as the concept plan for urbanizing the Springwater area, required by Metro. Urbanization, including the transportation facilities identified in the *Springwater TSP*, will only occur in areas that are incorporated into the City of Gresham. Multnomah County does not have land use or transportation jurisdiction within the City of Gresham; therefore, no County implementing actions are required for the IAMP. Multnomah County continues to support Gresham's implementation of the *Springwater Community Plan*. The Multnomah County Board of Commissioners can act on a resolution to accept the City of Gresham's amendments to the *Springwater Community Plan* that incorporates the IAMP.

ODOT Implementing Policies

The following policies guide how ODOT will continue to coordinate on future issues affecting the investment in the Springwater interchange.

- ODOT will continue to coordinate with local governments and state agencies, through the plan amendment and development review process, to keep land use protections in place. ODOT will also monitor and comment on any future actions that would amend the UGB.
- If future circumstances in the IAMP management area result in the need for changes to the IAMP, ODOT shall prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

City Implementing Policies

The following policies guide how the City of Gresham will continue to coordinate on future issues affecting the investment in the Springwater interchange. Examples of possible future issues include zoning changes in the Springwater area, changes to the local circulation network, or amendments to adopted plans.

- If future circumstances in the IAMP management area result in the need for changes to the IAMP, the City shall prepare amendments to the *Springwater TSP* and an accompanying funding plan to implement those actions.
- The City of Gresham recognizes the importance of US 26 in the movement of people and goods to and from the region and is committed to protecting the function of the highway and the interchange as defined in the IAMP.
- The City of Gresham will coordinate with ODOT in evaluating land use actions that could affect the function of the interchange.
- The City of Gresham will coordinate with ODOT prior to amending its comprehensive plan (including the TSP), land development ordinances or UGB, or proposing transportation improvements that could affect the function of the interchange. The City of Gresham will ensure that any such amendments are consistent with the function of the interchange as defined in the IAMP.

SECTION 4. CONSISTENCY WITH GOALS AND CRITERIA

Based on the screening and evaluation processes, the recommended alternative, C-2, meets the intent of the project purpose and intent and is also consistent with the project goals and criteria. Unlike other alternatives screened, the recommended alternative is consistent with the *Springwater TSP* because the interchange is in the same general location as the interchange area shown in adopted plans. Additionally, Alternative C-2 includes a collector road connecting SE Orient Drive to SE Hogan Road over US 26 just north of the interchange.

Following the screening process, the alternatives that successfully passed through the screening process went through an evaluation process (see Appendix B). The purpose of the evaluation process was to ensure that the alternatives met the intent of the project goals and criteria. Additionally, the evaluation process determined if the alternatives were financially feasible in comparison to other alternatives. As stated above, Alternative C-2 is the recommended alternative due to its comparatively low impact on the natural environment, low cost, and moderate residential displacements.

SECTION 5. MONITORING AND UPDATES

This section discusses the need to update the IAMP, and identifies those changes that may trigger an update over time. There are four such instances:

1. If an adjacent interchange is added or significantly modified, an update to this IAMP may be required.
2. When the City of Gresham's TSP is updated, the IAMP should be reviewed and updated if necessary.
3. If a change to the current City of Gresham Comprehensive Plan Map or Zoning Map land use designation is initiated, the applicant will be required to demonstrate that the proposed amendment is consistent with the planned improvements in the Springwater IAMP. Proposed Comprehensive Plan and Zoning Map land use designation changes can be initiated by any party with jurisdiction in the area, such as Multnomah County, City of Gresham, Clackamas County, or City of Damascus. A property owner or developer could also initiate a land use change. If the proposed change would result in the need for additional capacity at the interchange, the initiating party shall propose amendments to the IAMP and shall prepare a funding plan for ODOT and local jurisdiction review. Proposed IAMP amendments shall be coordinated with ODOT and local jurisdiction staff, and the revised IAMP and funding plan shall be submitted to the local jurisdiction and the OTC for approval and adoption.
4. AMP Modifications. Recommended actions in the AMP are based on property configurations, development application approvals, and ownership existing at the time of the Springwater IAMP's adoption. Lot consolidation and other land use actions may necessitate an amendment to the AMP. Modifications to the AMP may occur through agreement by the City of Gresham and ODOT and require an amendment to the Springwater IAMP. Such modifications will be allowed only if the proposed modifications meet, or move in the direction of meeting, the adopted access management spacing requirements in the Springwater IAMP.

ODOT will monitor and comment on any future amendments to the jurisdictional boundaries if those amendments could result in levels of travel that would exceed mobility standards adopted for the Springwater interchange.