Technical Memorandum #1

Date:	May 18, 2026	Kittelson Project No: 33139
To:	Project Management Team (PMT)	
From:	Matt Hughart, AICP; Eza Andrews, P.E.	
Subject:	Boardman Main Street IAMP Refinement - Definition and Background	

Introduction

The memorandum provides an overview of the Interchange Area Management Plan (IAMP) refinement for the I-84/Main Street interchange (Exit 164). Specifically, this memorandum describes the purpose and background of the IAMP update. It also outlines the revised IAMP study area and proposes an updated set of goals, objectives, and evaluation criteria that will guide the planning process.

Background

An IAMP is an access management/planning tool that protects the safety and operational integrity of an interchange, one of the most expensive pieces of transportation infrastructure. In 2009, the City of Boardman adopted the *Boardman Main Street Interchange Area Management Plan*. This planning document was developed to maintain the long-term operational safety and efficiency of the Main Street interchange and the surrounding local circulation network. The planning process developed the following transportation improvement focus areas:

- Identifying improved street connectivity south of the interchange. *While conceptually identified in the IAMP, the City of Boardman has been successful in implementing most of these connections through capital improvement projects. As of early 2026, all the collector facilities in the southwest and southeast quadrants of the interchange have been constructed, or are expected to be as part of future development.*
- Access management on Main Street
    - Near-term right-in/right-out access restrictions at N. & S. Front Street
    - Long-term future access restrictions and/or consolidations to other Main Street property accesses between Columbia Avenue to the north and Oregon Trail Boulevard to the south.

- I-84/Main Street interchange improvements
    - I-84 eastbound and westbound offramp widening
    - Signalization of the I-84 WB Ramp terminal (with assumed overpass widening as outlined in following bullet statement)
    - Main Street overpass widening and multimodal improvements

Exhibit 1 conceptually illustrates these projects as summarized in the *2009 Main Street IAMP*.

Exhibit 1 – 2009 IAMP Interchange and Access Plans (2009 IAMP)

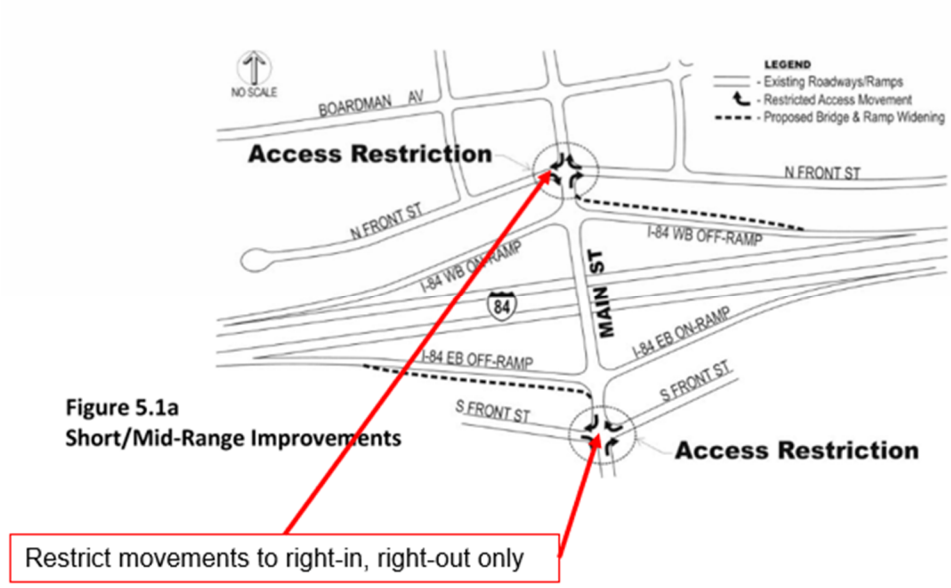

Figure 5.1a
Short/Mid-Range Improvements

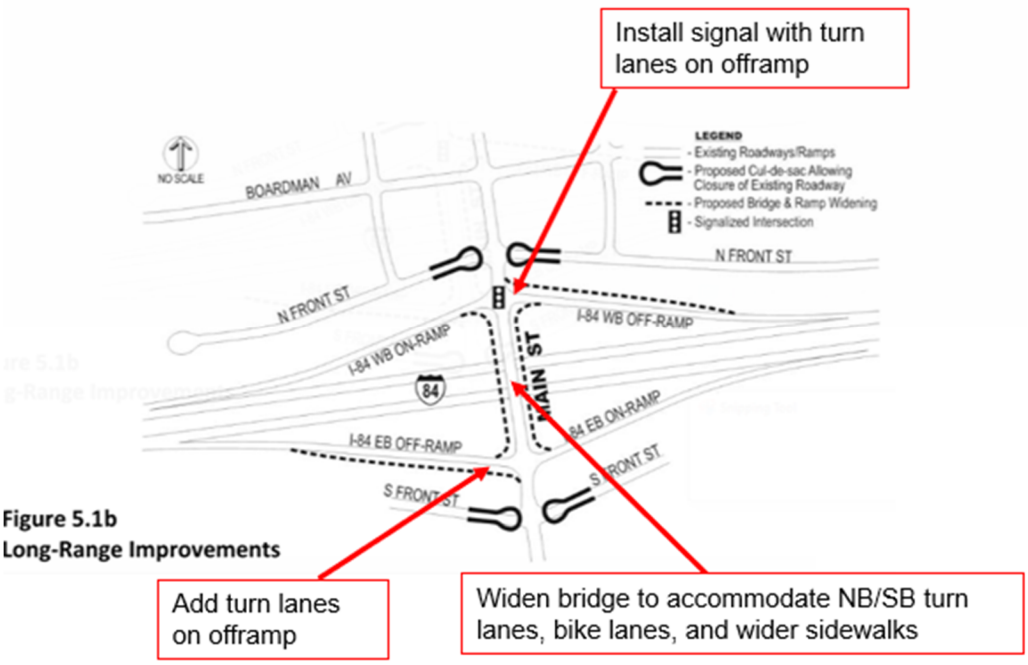

Figure 5.1b
Long-Range Improvements

In 2025, the City of Boardman completed and adopted a full update to its *Transportation System Plan* (TSP), including a defined functional classification definition and network for I-84, Main Street, and all supporting interchange area roadways. Within this comprehensive city-focused planning effort, the TSP reconfirmed the need for the *2009 Main Street IAMP* improvements and identified the following new transportation challenges:

- The I-84 WB and EB ramp terminals at Main Street are forecast to have capacity limitations that will require near-term geometric and traffic control improvements. Traffic control improvements such as traffic signals will require widening of the Main Street overpass to facilitate left-turn movements to the WB and EB on-ramps.
- The WB and EB offramps experience long vehicle queues at peak time periods and require near-term widening/lengthening.
- The Main Street overpass has clearance limitations for over height vehicles traveling EB on I-84.
- The Port of Morrow (POM) relies upon the I-84/Main Street interchange for over dimensioned freight access to the I-84 corridor.
- The Main Street overpass does not have sufficient width for bike lanes.
- Near-term traffic control is needed at the Main Street/Boardman Avenue intersection.
- Local business owners have renewed concerns that access restrictions at N. & S. Front Streets will create out-of-direction travel and confusion for their freeway-oriented customer base.

Problem Statement

The City of Boardman has been experiencing consistent traffic growth at the I-84/Main Street interchange and surrounding circulation network over the past 20 years. To plan for this growth, the *2009 Main Street IAMP* identified geometric, capacity, traffic control, and access management improvements to the I-84/Main Street interchange ramps, overpass structure, and Main Street corridor. While this plan has successfully guided infrastructure planning within the vicinity of the overall interchange, more recent planning efforts associated with the *2025 TSP* have identified additional transportation infrastructure challenges at the I-84/Main Street interchange that were not known or fully accounted for in the *2009 Main Street IAMP*. These challenges are being fueled by accelerated local housing growth (a State of Oregon planning objective), continued industrial development expansion of the nearby Port of Morrow, and a desire for improved local multimodal connectivity. In addition, the City is continuing to see freeway-oriented commercial development interest at the interchange, and with it, a renewed interest by local business owners and developers to consider refinements to the access management and local circulation components of the IAMP.

To address these new challenges, the City of Boardman is self-funding a refinement to the *Main Street IAMP*. Desired outcomes from the Main Street IAMP include:

- An updated IAMP plan developed in partnership with the Oregon Department of Transportation (ODOT).
- An updated I-84/Main Street interchange improvement plan that includes:
    - Consideration of new interchange forms that address existing and future traffic circulation needs while also accommodating multimodal uses.
    - Consideration of new/alternative traffic control treatments at interchange ramp terminals and key local intersections that are constructable and fundable.
    - Consideration of fundable interchange solutions.
- Development of a refined access management plan that moves in the direction of meeting ODOT's access spacing standards.
- Development of a refined access management plan along the N. and S. Main Street corridors that strives to minimize out of direction travel to N. and S. Front Street businesses.
- Develop updated cost estimates and refined funding mechanisms that can be used to help pay for interchange improvements.
- Work with ODOT to incorporate into the plan creative solutions that would address the overpass clearance issues without the need for a full bridge replacement.

This refinement comes at a critical point, as growth pressures and overlapping planning efforts increase the need for clear, coordinated transportation and land use direction. This effort presents an opportunity to align recent planning initiatives into a unified, forward-looking framework that supports community vitality, economic growth, and the long-term function and safety of the I-84/Main Street interchange.

Study Area

The study area includes a defined Interchange Management Study Area (IMSA), which serves as the basis for focused technical analysis and evaluation.

Interchange Management Study Area (IMSA)

To provide a comprehensive study and to achieve effective results, the IMSA includes developable and re-developable properties and major roadways that could significantly affect the function of the interchange over the next 20 years. At a minimum, the circulation component of the Main Street IAMP refinement will focus on those properties and access points along the Main Street corridor from Columbia Avenue to the north and approximately Oregon Trail Boulevard to the south. East/west boundaries include the 1st Street NE/SE corridor and the 1st Street NW/SW corridors. The land use component of the IAMP will be more encompassing to the entire City of Boardman given that the interchange is a city-wide resource. To accomplish this, the traffic projections from the Boardman TSP will be utilized. Figure 1 presents the draft IMSA map from a circulation and infrastructure perspective.

Figure 1 – Study Area Map (Circulation and Infrastructure)

Goals and Objectives

The primary goal of the Main Street IAMP refinement is to protect the function and safety of the I-84/Main Street interchange for the next 20 years while accounting for changes in land use and traffic patterns. As stated in Policy 3C of the 1999 Oregon Highway Plan, "*it is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways*." To this end, the following draft objectives have been developed based on this goal and the scope of work for this project:

1. Identify needed transportation improvements within the Interchange Study Area and propose alternatives that conform to current design standards and accommodate the long-term capacity and safety needs of the project study area.
2. Provide for access management control in the interchange influence area (Boardman Avenue to Oregon Trail Boulevard) while balancing the need for efficient circulation to retail/commercial properties;
3. Refine and prioritize improvements needed to maintain acceptable traffic operations and safety at the interchange while providing safe access to adjacent land uses;
4. Include implementation policies to be adopted into the Boardman TSP, development code, and zoning ordinances, as appropriate; and
5. Develop a funding mechanism that can be used to help contribute toward future interchange improvements.

These objectives will be reviewed with members of the study's Technical Advisory Committee (TAC) and Public Advisory Committee (PAC) before they are finalized.

DRAFT Evaluation Criteria

Based on the goal and objectives, the following draft evaluation criteria were assembled so that potential interchange improvement concepts would be evaluated for consistency with the overall intent of the project. The four main evaluation criteria focus areas are outlined in Table 1.

The evaluation criteria will be used throughout the IAMP refinement process for comparing and selecting preferred elements to be included in the IAMP. The evaluation criteria will be used to help inform selecting a preferred alternative but other factors may also be considered as appropriate.

Table 1 – Main Street IAMP Refinement Evaluation Criteria

Goal Statement	Evaluation Criteria[1]	Scoring Key	
Transportation	**Traffic Operations** - Addresses the existing/forecast operational deficiencies at the I-8 EB ramp and WB ramp terminals with Main Street	+1	Fully addresses the forecast operations, capacity, and queuing
		0	Only partially addresses the forecast operations, capacity, and queuing
		-1	Does not fundamentally address the major operations, capacity, and queueing
	Freight Accommodations - Interchange form accommodates existing and anticipated freight movements.	+1	Fully accommodates all freight movements including oversized and over height vehicles
		0	Accommodates WB-67 sized freight movements, but does not accommodate oversized and over height freight movements
	Multimodal Accommodations – Transportation infrastructure modifications improve walking and biking connectivity between the north and south sides of Boardman.	+1	Walking and biking facilities are navigable by all user groups, and the interchange form has the fewest number of conflict points with motorized traffic
		0	Walking and biking facilities are navigable by most user groups, but there are a higher number of conflict points with motorized traffic
		-1	Walking and biking facilities are navigable only by select user groups and the interchange form has the highest number of conflict points with motorized traffic
Access Management	**Access Spacing** – Public and private access plan moves in the direction of ODOT and City of Boardman access spacing requirements	+1	Circulation plan meets or substantially moves in the direction of meeting ODOT's access spacing guidelines
		0	Circulation plan does not meet, improve, or move in the direction of ODOT's access spacing guidelines relative to existing conditions
	Access to Commercial Properties – Minimizes out of direction travel to commercial properties along N. & S. Front Streets	+1	Circulation plan minimizes out of direction travel to retail uses along N. and S. Front Streets
		0	Circulation plan increases out of direction travel to retails uses along N. and S. Front Streets
Implementation	**Constructability -** Improvements can be reasonably implemented	+1	The project can be constructed with relative ease and/or existing traffic can be maintained during construction
		-1	Construction of improvements will be a physical challenge and/or will require major detours during construction
Cost	**Cost** - relative to other concepts	+1	Lowest construction/implementation costs
		0	Moderate construction/implementation costs
		-1	Highest construction/implementation costs

[1]Evaluation Criteria written in overall tone of proposed Boardman TSP Goals and Objectives statements