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AGENDA COVER MEMO

DATE: October 13, 2004

TO: Lane County Board of Commissioners

DEPARTMENT: Public Works Department

PRESENTED BY: Tom Stinchfield, Transportation Planning Engineer

TITLE: PUBLIC HEARING AND ORDER/In the Matter of Endorsing New Freight Routes on Oregon Department of Transportation (ODOT) Highways in Lane County

I. MOTION

Move approval of Order.

II. ISSUE

ODOT has requested comment from local governments along state highways that are being recommended as additions to the Statewide Freight Route system in Oregon. Proposed additions in Lane County include: Highway 126 (Florence-Eugene Highway); Highway 126 (McKenzie Highway); Highway 20 (extension of McKenzie Highway to Highway 22 and Santiam Pass); Highway 99W (Beltline to OR 99); and Beltline Highway (Highway 126 to Interstate 5). Existing Statewide Freight Routes in Lane County include: Interstate 5 and Highway 58 (Willamette Highway).

DISCUSSION

A. Background

The Freight Route Advisory Committee (FRAP) is working on a recommendation to the Oregon Transportation Commission (OTC) on additions to the Statewide Freight System. This system is adopted through the Oregon Highway Plan (OHP) or amendments to the plan. See Attachment 3 for the schedule. County received notice of this process in early September. MPC will be considering this information at their October 14, 2004 meeting. This will allow presentation of local comment on this plan prior to FRAP consideration at the end of October, 2004. See Attachment 1, page 21, for a list of proposed Freight Routes with a list of affected agencies. County staff will notify affected cities of this public hearing (as well as our STIP interested parties list). The OTC is scheduled to consider these changes on December 14, 2004.

The Metropolitan Policy Committee (MPC) is scheduled to consider this Freight Route proposal at their October 14, 2004 meeting. Because of the need to meet the schedule for the FRAP committee meeting, staff scheduled the Board hearing on this matter for October 13, 2004. Staff recommends that the public hearing be held on October 13, 2004, that the Board leave the hearing record open until October 20th, and take action

on October 20th after considering public testimony and any actions taken by MPC on the 14th.

B. Analysis

The ODOT highway system includes 7,448 miles of highway. The Oregon Highway Plan (OHP) currently designates 3,654 miles as Statewide routes on the National Highway System (NHS). These are the most important roadways in the state. Currently, 2,091 NHS miles are designated Freight Routes (or 57% of the NHS system). This proposal would add an additional 642 NHS miles to the Freight Route system, for a total of 2,734 miles (or 75% of the NHS system). This raises the issue of how Freight Route designation will help prioritize expenditures if three-quarters of the system is so designated. On the other hand, it clearly implies that getting funds for a project on the remaining one-quarter of the system will be difficult.

Implications of Freight Route Designation (see Attachment 1, pages 4-7)
The FRAP staff report (Attachment 1) comments on the significance of the Freight Route designation in several areas. Issues of Significant Impact include: Highway Segment Designations; Funding; Mobility Standards; and Highway Design. These are generally seen as positive: review of the need for Special Transportation Areas (STAs) in communities; higher priority for STIP funding; and higher Mobility and Design standards for projects. The issue of Mobility Standards can cut both ways. As we have seen in the project development for the West Eugene Parkway, a higher Mobility Standard (a lower volume-to-capacity ratio) can sometimes be an obstacle to project approval and construction.

Issues of Moderate Impact related to Freight Routes include: Planning requirements; Expressway designations; and Access Management. Planning requirements are increased for cities wishing to establish STAs (downtown business districts) or other commercial designations on Freight Routes. This might be an issue in Florence or Veneta related to OR 126 Florence-Eugene Hwy, or Junction City on OR 99.

Criteria for Freight Route Designation (see Attachment 1, page 7)
Two primary criteria were established in the 1999 OHP: tonnage (more than 4 million tons moved annually) and connectivity within Oregon. In addition, there are 12 potential factors for consideration identified by the FRAP committee. The committee evaluated 34 routes and recommends that 26 of them be added to the OHP Statewide Freight Route map. The five routes recommended in Lane County will be discussed below. (See page 10 for the complete list of all projects statewide). See also Attachment 4 (Maps 1-9).

1. OR 126 (Florence-Eugene Hwy), US 101 to Eugene (see Attachment 1, page 10)

Key Considerations: Statewide National Highway System (NHS) route; no potential recommended or adopted business districts (STA, UBA); Connectivity between US 101 and I-5.

Tonnage (annual): 1-3.99 million tons
Percent Trucks: 10-24.9%
2002 Truck Volume (daily): 500-1499 (west of Veneta); 1500-2999 (east of Veneta)

Staff Comment: Recommend approval. This route is in the "moderate" category in tonnage and truck usage, but the connectivity to/from Florence is important and is not

conveniently provided by other existing truck routes to the north and south. This proposal is being referred to the cities of Florence and Veneta for comment.

2. OR 126 (McKenzie Hwy), I-5 to OR126/US20 (see Attachment 1, page 11)

Key Considerations: Statewide NHS route; no potential business districts (STAs or UBAs); Connectivity between I-5 and OR 22/US 20

Tonnage (annual): 1-3.99 million tons
Percent Trucks: 10-24.9%
2002 Truck Volume (daily): 500-1499 (lower McKenzie); 0-499 (upper McKenzie)

Staff Comment: Board may wish to endorse this route or remove it from the recommendation. It has many similar aspects to the Florence-Eugene Hwy. Differences include: more dense residential development along the route; lower truck volumes on the east end; environmental concerns for the McKenzie River and the EWEB water supply; and more redundancy in routes such as Hwy 58 for connectivity to the east.

3. OR 20, OR 126/US20 to OR22 (Santiam Pass) (see Attachment 1, page 11)

Key Considerations: Statewide NHS; needed to connect OR 126 to OR 22.

Staff Comment: Same truck characteristics as upper McKenzie. The recommendation on this route should be consistent with the McKenzie Highway recommendation above.

12. Beltline Highway, I-5 to OR 126 (see Attachment 1, page 12)

Key Considerations: Statewide NHS; Designated as MPO freight route; High tonnage and truck volumes

Tonnage (annual): 4-9.99 million (west end); over 10 million east end)
Percent Trucks: 10-24.9%
2002 Truck Volumes (daily): 1500-2999 (west end); over 3000 (east end)

Staff Comment: Recommend approval. Truck usage clearly justifies the designation. Given the high levels of existing congestion on the corridor, it will be difficult to meet performance standards in this corridor. However, since it is an expressway, the basic standards will be the same, regardless of Freight Route designation. Priority for future funding is the primary consideration here.

21. OR 99, OR 99W (Junction City) to Beltline Hwy (see Attachment 1, page 13)

Key Considerations: Regional Highway; High truck tonnage; no potential or recommended business districts (STAs or UBAs).

Tonnage (annual): 4-9.99 million
Percent Trucks: no data
2002 Truck Volumes (daily): 1500-2,999

Staff Comment: Recommend approval, with more information to follow. This proposal will be referred to Junction City to check on status of any request for an STA (downtown business district) designation. Staff has heard that local agency staff to the north (in the Cascades West ACT area) have recommended against OR 99 designation from Salem

to Junction City. Will follow up, as information is available. We understand that there are concerns in communities along Hwy 99. I-5 is apparently seen as the preferred freight corridor.

C. Alternatives / Options

Option 1. Recommend to OTC that all five routes in Lane County be added to the Freight Route system as shown in the Order.

Option 2. Remove OR 126 (McKenzie Hwy) and US 20 from the list and recommend the remaining routes for inclusion.

Option 3. Further modifications to the recommended Freight Route system as determined by the Board.

D. Recommendation

Option 1 or 2.

E. Timing

Delay action until October 20, 2004 and leave the hearing record open. Consider MPC action from October 14, 2004 and public testimony.

IV. IMPLEMENTATION/FOLLOW-UP

Send letter of comment as approved by Board Order prior to October 25, 2004.

V. ATTACHMENTS

Order with Exhibit A (letter on Freight Routes)
Attachment 1 Freight Route Analysis Report (FRAP) Staff Report September 1, 2004
Attachment 2 Maps for Staff Report (Maps 1-9)
Attachment 3 Timeline for Freight Route Analysis Project (FRAP)
Attachment 4 Revised OHP Policy 1B Land Use and Transportation (OTC January 14, 2004)

IN THE BOARD OF COMMISSIONERS OF LANE COUNTY
STATE OF OREGON

ORDER NO.

) IN THE MATTER OF ENDORSING NEW
) FREIGHT ROUTES ON OREGON
) DEPARTMENT OF TRANSPORTATION
) (ODOT) HIGHWAYS IN LANE COUNTY

WHEREAS, the Oregon Department of Transportation (ODOT) has requested, through its Freight Route Advisory Project (FRAP), input on a proposal to add many new Statewide Freight routes to the Oregon Highway Plan ; and

WHEREAS, the Board of County Commissioners has considered the information supplied by ODOT, held a public hearing on October 13, 2004 to receive public comment on the proposals from the public and affected local governments; and

WHEREAS, the Board of County Commissioners has considered the actions taken by the Metropolitan Policy Committee (MPC) at their October 14, 2004 public meeting; **NOW THEREFORE, BE IT**

ORDERED, that a letter of comment on the Freight Route proposals, as attached hereto as Exhibit A, be approved for signature by the Board Chair; **AND, BE IT FURTHER**

ORDERED, that the letter be forwarded to ODOT, the Freight Route Advisory Project, and to the Oregon Transportation Commission.

DATED this _____ day of October, 2004.

APPROVED AS TO FORM
Date_____ Lane County
_____
OFFICE OF LEGAL COUNSEL

_____
Bobby Green Sr., Chair
Lane County Board of Commissioners

EXHIBIT A

October 20, 2004

Mr. Robin Marshburn
Oregon Department of Transportation
Transportation Development Division
Planning Section
555 13th Street NE, Suite 2
Salem, Oregon 97301-4178

Dear Mr. Marshburn,

The Lane County Board of Commissioners has considered the information forwarded by you earlier from the Freight Route Advisory Project. We consulted with affected cities along the proposed routes and also held a public hearing on October 13, 2004 on the proposed additions. We consulted with the Central Lane MPO policy board, the Metropolitan Policy Committee (MPC) which considered this matter on October 14, 2004.

After consideration of all of this information, the Lane Board of County Commissioners wishes to formally endorse the following routes for inclusion in the Oregon Highway Plan as Statewide Freight Routes:

1. OR 126 (Florence-Eugene Hwy), US 101 to Eugene
2. OR 126 (McKenzie Hwy), I-5 to OR126/US20
3. OR 20, OR 126/US20 to OR22 (Santiam Pass)
12. Beltline Highway, I-5 to OR 126
21. OR 99, OR 99W (Junction City) to Beltline Hwy

Thank you for the opportunity to comment.

Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

Bobby Green, Sr.
Chair

Lane County Board of Commissioners

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Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

Bobby Green, Sr.
Chair

Freight Route Analysis Project (FRAP)
Staff Report
September 1, 2004

I. Introduction

The staff report below is in response to a request the Oregon Transportation Commission (OTC) made at its January 2004 Commission meeting. At that meeting, the OTC approved the changes to Policy 1B of the 1999 Oregon Highway Plan (OHP). The key components of this revision were to simplify the highway segment designation process by recognizing existing characteristics and requiring written local government support prior to the designations. It was during this process working with a variety of stakeholders that concern was expressed about the impact of these and future highway segment designations on freight routes. Both the stakeholders and the OTC felt that with the revisions to the 1B policy it was also appropriate to evaluate both the actual designations of the freight routes and the methodology that was used to determine their designation.

As part of that effort, an advisory committee was formed to participate in the discussion and designation of new freight routes on state highways. Freight Route Analysis Project (FRAP) committee members include representation from the Oregon Trucking Associations, local government, a Metropolitan Planning Organization (MPO), Freight Advisory Committee, an Area Commission on Transportation member, a port representative, Department of Land Conservation and Development, Association of Oregon Counties, Federal Highway Administration, League of Oregon Cities, and the Retail Task Force. This led to a series of meetings with the committee. As part of their recommendations they provided input on what might need to be considered in designating freight routes. Through these discussions, members also advanced routes to be considered for designation beyond those recommended by staff.

The report below summarizes the work to date with recommended changes to both freight route designations and associated OHP policies. The staff report highlights information from the current OHP as it relates to freight policy and definition. It also summarizes the methodology used in that process. The information following that discussion highlights the significance of the freight designation to other aspects of transportation, such as planning and highway design issues. The report then discusses the criteria and factors that were used in the evaluation of the additional freight routes being proposed. The revisions, both to the analytical work and the designations, require amending the language of the freight policies. The proposed policy changes are highlighted in Section VI of the report. Finally, there is a discussion of the proposed designations and their potential impacts to the transportation system.

The State Highway Freight System, along with the freight systems established at the regional (MPO), county and city levels, link together and identify the roadways within the state that are important for the movement of freight. Because the policy implications of the State Highway Freight System and its relationship to other highway plan policies applies to state highways, the specific designation recommendations in this report apply only to state highways. In order to recognize the interrelated characteristics of the freight system, there are proposed changes to the policy actions to recognize the coordination necessary with local government (see Action 4.A.B).

The next steps are to provide this information to interested stakeholders for their review and comment. Those comments will be forwarded to the FRAP committee for their consideration. The final product will be a recommendation to the OTC which will require a public hearing before the Commission. This public hearing is tentatively scheduled for the December OTC meeting, ultimately resulting in an amendment to the OHP.

II. 1999 Oregon Highway Plan Freight System Policy and Definition

According to the 1999 Oregon Highway Plan, the purpose of the State Highway Freight System is "...to ensure that freight is able to move efficiently on the state's major trucking routes." The key criteria for freight route designations were freight volume, tonnage, connectivity, and linkages to National Highway System (NHS) intermodal facilities as documented in the OHP. This freight system, made up of the Interstate Highways and certain Statewide Highways on the NHS includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas." The current OHP designates 2,092 miles of Interstate and Statewide Highways as State Freight Routes. About 1.5 miles are on District Highways.

The OHP states in Policy 1C – State Highway Freight System that:

> "It is the policy of the State of Oregon to balance the need for movement of goods with other uses of the highway system, and to recognize the importance of maintaining efficient through movement on major truck freight routes."

Its four actions call for the following:

1. Applying performance standards appropriate to the movement of freight on freight routes.
2. Preparing a statewide freight study to address the role of trucks and other freight modes in Oregon's economy.
3. Working with local governments to examine options
   - To treat designated freight routes as Expressways; and
   - To recognize and balance freight needs with needs for local circulation, safety and access in Special Transportation Areas.
4. Considering the importance of timeliness in freight movements in developing and implementing plans and projects on freight routes.

A. Development of the 1999 Oregon Highway Plan Freight Policy

When the 1999 Oregon Highway Plan was being developed, the System Definition Policy Committee examined the statewide highway classification system and its functions. The committee decided that the 1991 Highway Plan Access Oregon Highway system was no longer relevant, that the new federal NHS and OHP Statewide Highways were essentially the same, and that one classification system with overlays was needed. With an overlay, this additional distinction provided a heightened awareness of one of the primary management objectives of that highway segment. Ultimately, this committee kept the basic classification system of Interstate, Statewide, Regional and District Highways and developed overlays for lifeline routes, scenic byways, freight and land use as well as expressways. Later, prior to adoption, the OTC added Local Interest Roads to the system.

During development of the 1999 OHP, the role of investment was modified and management strategies were outlined in the OHP Background statement saying:

'Highway efficiency for goods movement in an expanding economy will require public and private investments in infrastructure as well as changes in road operations to reduce congestion on freight routes. Designating a network of freight routes of *primary importance* to the state will help ensure that these investments are coordinated in a way that reinforces the unique needs of the freight system. . . . " (italics added for emphasis)

B. Balancing Interests in the 1999 Oregon Highway Plan

The 1999 policies, along with amendments adopted in January 2004, carefully balance the interests of freight and other long-distance travelers with the interests of communities that the highway runs through. Mobility interests are served by the OHP freight routes and Expressways. OHP freight routes on Statewide Highways have higher mobility standards, that is, they allow less congestion. In urban areas, the mobility standard is .05 v/c higher on Statewide Freight Routes than on Statewide Non-Freight Routes. Expressways also have higher standards. Management plans are required for Special Transportation Areas (STAs) and Urban Business Areas (UBAs) on OHP and Regional freight routes in order to meet the needs of freight interests as well as the local community. Special Transportation Areas have lower mobility standards, allowing more congestion.

III. Implications and Significance of Oregon Highway Plan Freight Route Designation

A. Implications

The 1999 OHP policies were also examined for implications if additional routes are included into the existing system, especially if they are classified as Regional or District Highways. The following was identified:

- The 1999 Highway Plan envisions freight routes as a subset of—having higher priority—than other NHS Statewide Highways and is used to guide investment and management decisions.

- The roadway classification system is a hierarchy from Statewide to Regional to District. The management objective of each is different and this is highlighted below. Additions of Regional and District Highways to the State Highway Freight System could undermine the hierarchy of the classification system which is also used to guide management and investment decisions.

    - The management objective of State Highways is to provide safe and efficient, high-speed, continuous-flow operation.
    - The management objective of Regional Highways is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.
    - The management objective of District Highways is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements.

- If Regional and District Highways are included in the State Highway Freight System, either the highway mobility standards should be changed to reflect the additions or those routes will not enjoy one of the benefits of being OHP freight routes. If the standards are changed, local plan amendments and zone changes will be held to a higher standard of review for mobility standards.

- Any investment strategy for OHP freight routes could be diluted with too expansive a system that does not clearly articulate a classification system that guides ODOT priorities for system investment and management. Funding limitations, of necessity, require the department to prioritize investment opportunities and needs.

- A number of jurisdictions will need to prepare management plans for STAs and UBAs now on OHP and Regional freight routes. Jurisdictions having STAs and UBAs already designated will have to go back and do management plans. Funding for preparation of management plans will have to be balanced with other planning needs that exist at the state and local level.

B. Significance of State Highway Freight Route Designation

The table below was developed to help clarify the significance of an OHP freight route designation. A variety of issues ranging from planning to highway design were analyzed and the significance of the designation ranges from little or no impact to significant impact. The judgment of significance relied on practice, cost and changes in decision making.

The significance of the state highway freight route designation and the implications to other existing OHP policies is essential information to incorporate into both in framing the discussion as to which freight routes should be designated and the overall direction of the Oregon Highway Plan as it seeks to find that balance between freight needs and the other users of system. The level of impact is shown in the table utilizing the following symbols.

 - Little or No Impact – Moderate Impact  – Significant Impact

Significance of Oregon Highway Plan Freight Route Designation

	Issue	Significance of Impact	Comments
1.	**Planning**		The freight routes are recognized as a system of state highways that facilitate efficient and reliable interstate and intrastate truck movements. These are primarily state highways that carry a significant tonnage of freight by truck and/or serve as the primary interstate and intrastate highway freight connections to ports, intermodal terminals, urban areas and other states. The Oregon Highway Plan (OHP) recognizes the importance of maintaining efficient through movement on these major truck freight routes but at the same time policies within the OHP work to balance the need for movement of goods with other uses of the highway system.

	Issue	Significance of Impact	Comments
2.	**Highway Segment Designations**	●	The OHP states that in Special Transportation Areas (STA), the highway's function as a freight route should be balanced with local accessibility and circulation. STA management plans are required for STAs on the State Highway Freight System and regional freight routes designated by MPOs. Urban Business Areas (UBA) management plans are required for UBAs on the State Highway Freight System and regional freight routes designated by MPOs. Mobility and access interests need to be balanced through the management plan. See OHP Action 1B.3 for the timing of management plans. The potential exists that without timely completion of a management plan, existing highway segment designations could be revoked.
3.	**Expressways**	◒	Being part of the State Highway Freight System is one of the criterions used for highways proposed as Expressways. The intent of an expressway is travel with minimal interruptions, have controlled access, limited private accesses and pedestrian facilities, and medians are encouraged.
4.	**Funding**	●	The OHP states that the State Highway Freight System designation does not guarantee additional state investment in these routes. The STIP Project Eligibility Criteria and Prioritization Factors recommend that OHP Policies including 1C, State Highway Freight System, be considered for D-STIP, Modernization and Preservation project prioritization. Priority shall also be given to DSTIP, Modernization, Preservation and Bridge projects that leverage other funds and public benefits. An example of leverage is direct benefit to multiple modes of travel. The state bridge eligibility criteria focus on Interstate Highways and OHP freight routes. HB 2041 states in Section 37 that in developing the STIP ODOT shall give priority to freight mobility projects that are located on identified freight routes of statewide or regional significance. The definition of freight mobility projects in HB2041 is more encompassing than the OHP freight routes definition, as evident in projects selected, which include state and local roadways other than the OHP freight routes.

	Issue	Significance of Impact	Comments
5.	**Mobility Standards**	●	The OHP requires slightly higher mobility standards (maximum volume-to-capacity ratios) for freight routes than other Statewide Highways. This means that slightly less congestion is to be planned for the OHP freight routes. For example, the maximum volume to capacity ratio for a Statewide Highway inside an urban growth boundary on a freight route is .75, while a Statewide Highway inside an urban growth boundary not on a freight route is .80. This will lead to a more rigorous standard for review of plan amendments and zone changes. *(This particular example is based on Table 6, page 80 of the OHP (Non-MPO outside of STAs where non-freeway speed limit < 45 mph).*
6.	**Pavement Preservation**	○	The OHP states that ODOT will invest in thicker highway pavements on designated freight routes. It also says that Statewide Highways should be maintained at a higher condition than Regional and District Highways. However, due to limited funding, being part of the State Highway Freight System is not a major factor in pavement management or maintenance. In practice, pavement thickness is primarily based on field tests, condition of the roadway, truck counts and truck configurations.
7.	**Highway Design**	●	Being part of the State Highway Freight System is a factor in roadway design and is addressed in the Highway Design Manual. In designing a roadway, the Highway Design Manual takes into consideration highway functional classification, the State Highway Freight System, truck volumes and configurations, mobility standards and other factors. Highway design issues impacted by the State Highway Freight System designation include typical roadway section widths, median barrier, weigh stations and intersection design and their attendant cost implications. Depending on the circumstances, a design exception may be needed to the Highway Design Manual standards. HB2041 (ORS 366.215) states that the Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of an identified freight route when altering, relocating, changing or realigning a state highway unless safety or access considerations require the reduction. (*An exemption can be granted if commission finds it in the best interest of the state and freight movement is not unreasonably impeded.)*

	Issue	Significance of Impact	Comments
8.	**Access Management**	▬	Permitting standards do not change just because a highway section is designated part of the State Highway Freight System. Permitting standards are based on State Highway Classifications, highway segment designations and whether or not the segment is urban or rural or an expressway. Higher mobility standards required by an OHP freight route designation will impact design and spacing considerations for access management approach permits.

IV. Criteria and Factors for Consideration

In the 1999 OHP, highways were included in the State Highway Freight System if annual truck tonnages were moderate (4 to 9.99 million) to high (10 million and over), and/or if they provided connectivity with significant freight generating areas in Oregon. While routes important to the movement of freight include state, regional and local roads, the State Highway Freight System that is part of the Oregon Highway Plan includes only state highways. One of the earliest recommendations of the committee members was an identification of other factors that should be addressed when analyzing potential freight routes for this work effort. The table below contains information on the 1999 criteria. Maps attached to this report provide information about the state highway system with respect to the 1999 criteria and other factors of consideration.

1999 OHP Freight Route Criteria

Criteria	Comments
Tonnage	In the 1997 report, generally, highways or highway segments were included where a majority of the mileage experienced 4 million tons or more annually. See Map 1.
Connectivity (within Oregon)	In the 1997 report, several routes were added for their connectivity with freight generating areas, primarily major intermodal facilities. See Map 1.

In addition to these criteria, the committee identified additional factors that were used in the analysis of the proposed freight routes. Below is a summary of other factors the committee requested be incorporated in the review of potential freight route designations and how data was obtained and considered in the evaluation of proposed routes.

Factors of Consideration	Comments
NHS Highways	See Map 1 which identifies the NHS designated highways. The National Highway System (NHS) consists of interconnected urban and rural principal arterials and highways which serve major population centers, international border crossings, ports, airports, public transportation facilities and other major transportation destinations; meet national defense requirements; and serve interstate and interregional travel.

Factors of Consideration	Comments
Freight routes in adjacent states	See Map 2 which identifies designated freight routes in adjacent states. Connectivity of Oregon's freight routes with freight routes in adjacent states is important for interstate freight movements.
Percent trucks	See Map 3 which illustrates the percentage of trucks utilizing a given state route compared to the overall traffic composition. Many rural routes do not carry the higher tonnage of freight seen in urban areas but do experience a high percent of trucks. The significance of truck movements on these highways may not be fully represented on the tonnage map (Map 1).
Truck volumes	See Map 4 which illustrates the average truck volumes on state highways. Many trucks like those serving high-tech industries carry high value/low weight freight. The truck movements on these highways may not be adequately represented on the tonnage map (Map 1). A statewide map was developed showing 2002 truck volumes which was used to help equalize disparities between trucks of different weights by taking the weight of the trucks out of the picture.
Regional freight systems	See Map 5 which depicts the State Highway Freight System along with state highways that are part of regional freight systems. These regional freight systems currently exist in the Metro, SKATS, Central Lane and Rogue Valley MPOs.
Truck length restrictions	See Map 6 which identifies state routes with truck length restrictions. Due to road curvature, lane width and other factors, ODOT's Motor Carrier Transportation Division restricts truck configurations and lengths on some highways.
STAs, UBAs and main streets	See Map 7 which identifies communities with either existing or potential highway segment designations. The freight route designation may impact highway segments that are or have the potential to be STAs and UBAs and create conflicts with respect to downtown community development objectives. It may also impact highway sections that function as main streets to cities and towns.
Freight generating sites	The truck tonnage, truck volumes and percent trucks maps (Maps 1, 3 and 4) were reviewed to identify highways impacted by freight generating sites. Truck traffic generated by major industrial and commercial developments impacts state highways.
NHS intermodal connectors	See Map 8 which identifies the freight intermodal connectors in Oregon. NHS Intermodal connectors are not part of the State Highway Freight System. A proposed Action in the OHP (Action 4A.4) recognizes the importance of these roadways and the revised State Highway Freight System will incorporate information recognizing a complete freight system that takes into account these local intermodal connectors that are primarily local facilities. Map 9 includes information on where to view large-scale maps on ODOT's website.

Factors of Consideration	Comments
Major freight routes on local facilities	Routes important to the movement of freight include state, regional and local roads. There may be some local facilities that carry significant truck tonnage and function as major freight routes in the region. The State Highway Freight System that is part of the OHP contains policies and actions that direct ODOT in the management of its highways that are important to freight. The importance of local facilities that carry significant truck tonnage or allow for truck movements that can not take place on the State Highway Freight System (like over-dimensional loads) will be acknowledged in proposed Action 4A.8. Such roads should be included as part of a regional freight system (if in an MPO).
Urban/rural differences	See Map 3 which depicts the average percentage of trucks traveling on a state route compared to the overall traffic composition. Rural areas may not have the tonnage or volumes seen in the urban areas, but the truck traffic they do have is very important to the economy in the area. One way to address these differences is to look at the percent of trucks on highways. Those highways with a relatively high percent of trucks (over 25% trucks) help identify rural highways important to the economy in the area.
Seasonality	See Map 4 which illustrates the average truck volumes on state highways. On some highways, truck traffic is greater during certain months of the year. Vehicle counts (including trucks) are collected during April or September. These months are used because the average daily traffic during these months approximates the average annual daily traffic at that site. Traffic counts are completed every three years and ODOT will monitor the truck traffic counts on all highways to determine if any warrant inclusion to the State Highway Freight System.

Utilizing these additional factors for consideration (in addition to the 1999 criteria) to help identify candidate highways or highway segments for inclusion to the State Highway Freight System is not solely an objective process. However, the application of the factors for consideration was as thorough as possible in development of the recommended additions to the OHP freight routes to facilitate truck movements in and through Oregon. Every route was reviewed with respect to these factors, OHP freight system policy, and implications and significance of adding more routes to the State Highway Freight System. In the evaluation process, not all of the factors were applicable to every request. Even within the applicable considerations, it was important to be mindful of identifying a network grid of state highways for the major truck movements in the state. The State Highway Freight System, along with the freight systems established at the regional, county and city levels, link together.

For some factors that the committee requested be considered in evaluating potential freight routes, the data does not exist to accurately address the issue. In these situations, staff has relied upon other relevant available data to help evaluate the route with respect to that area of consideration. Three of the 15 factors of consideration suggested by committee members were addressed differently in evaluating potential freight routes.

The recommendations for state highway freight designations recognize that factors of considerations will be weighed differently in different parts of the state. For example, a truck volume that is quite important in a rural part of the state may be less significant in an urban part of the state. Therefore these criteria and

factors of considerations must be applied with an understanding of how the context fits to the system across the state and is not dependent on an absolute evenness of determination in each case.

One suggested consideration was to include a highway if it is located near an "Opportunity Site". This consideration was addressed to some degree during the selection of the Opportunity Sites earlier this year. HB 2011, which will provide assistance to communities for local economic development efforts, identified approximately 25 Opportunity Sites for industrial or traded sector uses. The importance of having the State Highway Freight System, or highways or local roads designated as NHS intermodal connectors, or other highways and roadways with a high volume or percentage of trucks near the Opportunity Site was considered as part of the project selection for funding consideration.

Another suggested consideration was to project truck tonnage out 20 years. It would be very difficult to accomplish this because of several uncertainties including obtaining data on future route selection by freight carriers. Other states, including California and Washington, have realized the difficulties in projecting statewide truck tonnage estimates and have decided to base management of their freight systems on current tonnage data. To address this issue, ODOT will monitor truck tonnage data when truck count information is completed (every three years). The OHP is amended on a regular basis and a review of tonnage information on a routine basis could lead to additional freight route designations in the future. Proposed Action 4A.9 recognizes the need to establish an OHP amendment process for State Highway Freight System designations.

Another suggested consideration was to compensate for variability in the number of trucks (and tonnage) on certain highways. This variability is difficult to pinpoint. As stated above, updates of the plan will occur at appropriate intervals and the tonnage data for a particular route could be used in assessing its potential as a future freight route.

The table below identifies the segments considered for inclusion and the key considerations for their inclusion. Inclusion in the State Highway Freight System was limited to state highways because the OHP policies and actions are focused on the state's management of its highways. Other segments were analyzed but not recommended for inclusion and that information is provided at the end of the table. In applying the factors for considerations to a particular route to determine whether or not it should be recommended, it was recognized that some factors under consideration weigh more heavily than others, depending upon which part of the state the highway lies in.

Applied Criteria & Factors of Consideration Table

Recommended Additions to the 1999 Adopted OHP Freight Routes

	Highway Name	State Highway Classification	Limits	Key Considerations
1	OR 126	Statewide	US 101 to Eugene (Florence to Eugene)	• NHS • No potential, recommended or adopted STAs or UBAs • Connectivity between two major freight routes (US 101 and I-5)

	Highway Name	State Highway Classification	Limits	Key Considerations
2	OR 126	Statewide	I-5 to OR 126/US 20 (Springfield to just south of Santiam Pass)	• NHS • No potential, recommended or adopted STAs or UBAs • Connectivity between 2 major freight routes (I-5 & OR 22/US 20)
3	US 20	Statewide	OR 126/US 20 Junction to Junction of US 20/OR 22 (Santiam Pass)	• This 4 mile section of US 20 near Santiam Pass is needed to connect the proposed freight route above (OR 126) with US 20/OR 22, an existing freight route • NHS
4	OR 62	Statewide	I-5 to OR 140	• NHS • High truck tonnage (4 to 9.99) and volumes (1,500 to 2,999) • On MPO freight system
5	OR 140	Statewide	OR 62 to Klamath Falls (White City to Klamath Falls)	• NHS • No potential, recommended or adopted STAs or UBAs • Connectivity to Central Oregon and US 97
6	OR 140	Statewide	US 97 to US 395 (Klamath Falls to Lakeview)	• NHS • No potential, recommended or adopted STAs or UBAs • Connectivity to Central OR (US 97 & US 395)
7	US 26	Regional	US 97 to Prineville (Madras to Prineville)	• Medium truck tonnage (1 to 3.99) • No potential, recommended or adopted STAs or UBAs • Connectivity to (US 26 to Portland and US 97 north)
8	US 395	Statewide	CA border to WA border	• NHS • Connectivity within eastern Oregon & to adjacent states • Designated as a High Priority NHS Corridor by FHWA

	Highway Name	State Highway Classification	Limits	Key Considerations
9	OR 78	Regional	US 20 to US 95 (Burns to Burns Junction)	• Connectivity within southeastern Oregon and to adjacent states (connects with US 95 which is a recommended route and is designated as an Interstate Priority Corridor in Idaho) • Medium to high percent trucks (10 to 39.9)
10	OR 22	Statewide	I-5 to OR 18 (Salem to Valley Junction)	• NHS • Designated as an MPO freight route • Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)
11	Salem Parkway/ OR 99E	Regional	I-5 to OR 22	• Designated as an MPO freight route • Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)
12	Beltline Hwy	Statewide	I-5 to OR 126	• NHS • Designated as an MPO freight route • High to very high truck tonnage (4.0 to over 10) and truck volumes (500 to over 3,000)
13	OR 34	Regional	I-5 to US 20 (I-5 through Lebanon)	• Medium to high truck tonnage (1.0 to 9.99) and truck volumes (500 to 2,999)
14	US 20	Regional	OR 34 to Sweet Home (Lebanon to Sweet Home)	• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)
15	OR 35	Statewide	US 26 to I-84 (US 26 to Hood River)	• NHS • No potential, recommended or adopted STAs or UBAs • Alternate route during fire/ice conditions on I-84

	Highway Name	State Highway Classification	Limits	Key Considerations
16	OR 126	Statewide	US 20 to US 97 (Sisters to Redmond)	• NHS • Connectivity in Central Oregon • No potential, recommended or adopted STAs or UBAs
17	US 95	Statewide	California to Idaho	• NHS • Connectivity to a designated freight route in Idaho • High to very high percent trucks (25 to 50%)
18	US 97/ Bend Parkway	Statewide	US 20 to US 97 Bus	• Parkway was built after the State Highway Freight System was established and the old alignment (US 97) was an OHP freight route
19	OR 126	Statewide	US 97 to Prineville (Redmond to Prineville)	• NHS • Medium to high truck tonnage (1.0 to 9.99) • No potential, recommended or adopted STAs or UBAs
20	OR 99W	Regional	OR 18 to OR 99E (McMinnville to Junction City)	• Medium to high truck tonnage (1.0 to 9.9)
21	OR 99	Regional	OR 99W to Belt Line Hwy (Junction City to Belt Line Hwy)	• High truck tonnage (4.0 to 9.9) • No potential, recommended or adopted STAs or UBAs
22	Hwy 331	District	OR 11 to I-84	• This short highway (4 miles) connects OR 31 with I-84. • It is currently signed and used by trucks because the OR 11/I-84 connection is not conducive for trucks
23	US 730	Regional	I-82 to WA border (Umatilla to WA border)	• Connectivity to a designated freight route in WA • High to very high truck tonnage (4.0 to over 10.0) • High truck percents (25 to 39.9%)

	Highway Name	State Highway Classification	Limits	Key Considerations
24	US 199	Regional	I-5 to CA border (Grants Pass to CA border)	• Low to medium percent trucks (under 25%) • Low to medium truck volumes (under 1,499) • NHS • Not a designated freight route in California
25	OR 11	Statewide	WA border to Hwy 331	• Connectivity to a designated freight route in WA • Medium truck tonnage (1 to 3.99)
26	OR 34	Regional	4th St. in Corvallis to Corvallis Bypass	• High truck tonnage (4 to 9.99) and volumes (1,500 to 2,999) • This short highway (4 miles) connects OR 99W with OR 34.

Freight Route Requests Not Being Recommended

	Highway Name	State Highway Classification	Limits	Key Considerations
27	US 101	Statewide	US 30 to OR 6 (Astoria to Tillamook)	• Segment contains several adopted STAs and UBAs and potential or Retail Task Force recommended segments • Mostly low (under 10%) percent trucks
28	US 101	Statewide	OR 22 through Lincoln City	• Segment contains adopted STAs and a potential STA • Low (under 10%) percent trucks
29	US 101	Statewide	OR 126 to OR 38 (Florence to Reedsport)	• Segment contains several adopted STAs and UBAs and potential or Retail Task Force recommended segments • Low (under 10%) percent trucks
30	US 101	Statewide	OR 42 to CA border	• Segment contains several adopted STAs and UBAs and potential or Retail Task Force recommended segments • Several overlength truck restrictions • Low to medium truck volumes (0 to 1,499)

	Highway Name	State Highway Classification	Limits	Key Considerations
31	US 101	Statewide	US 30 to OR 6 (Astoria to Tillamook)	• Segment contains several: potential, Retail Task Force recommended and adopted STAs and UBAs • Mostly low (under 10%) percent trucks
32	OR 62	Regional	OR 140 to US 97	• Mostly low truck tonnage (under 0.99) and truck volumes (under 499) • Traverses Crater Lake National Park
33	Millican Road	None	OR 126 to US 20 (Prineville to Millican)	• Not a state highway
34	OR 31	Regional	US 97 to US 395 (La Pine to Valley Falls)	• Low truck tonnage (under 0.99) and truck volumes (under 499) • The addition of OR 140 as an OHP freight route will provide increased connectivity in the region

V. Highway Segment Designations and Management Plans

One of the key reasons for the evaluation of additional freight routes is to assess the objective of maintaining a safe and efficient system and the recognition that many communities have grown up along these statewide travel routes. Policy 1B of the 1999 Oregon Highway Plan recognizes that state highways serve as the main street of many communities and it strives to maintain a balance between serving these main streets and the through traveler. Policy 1B applies to all state highways and provides guidance to ODOT regarding system management planning and implementation activities. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and corridor plans, plan amendments, access permitting and project development. The role of ODOT and local governments in designating highway segments is to work together so that planned community development patterns are individually tailored yet also meet statewide highway needs for safety and mobility.

Highway Segment Designations include Special Transportation Areas (STA), Urban Business Areas (UBA), and Commercial Centers (CC). The process for designating highway segments begins with the identification of an area in a local transportation system plan, facility plan, downtown plan or other adopted plan. Through communication and cooperation, the local jurisdiction and ODOT reach agreement on the specifics of the designation. ODOT will not proceed without written support by the local government for the designation. Once the parties have reached agreement, the OTC formally designates the segment. For segments not on OHP freight routes or MPO/Metro RTP freight systems, the process ends with the Commission's action.

In January the OTC adopted 133 segment designations around the state, most of them in downtown areas of small and medium sized cities. Most of them are not located on currently designated freight routes,

however several would be affected by some of the proposed additions to the state freight system. The development of management plans would become a requirement in those communities as part of their next planning update.

When a highway segment is designated on an OHP freight route or a freight system designated in a Regional Transportation Plan (RTP), in addition to the general process, a management plan is required. ODOT staff is working on developing further guidance on the development of Highway Segment Designation Management Plans. The OHP identifies the elements of a Highway Segment Designation Management Plan which are outlined in the following table:

Elements of a Highway Segment Designation Management Plan

The column on the left reflects the required, as applicable, elements of a management plan as specified in the Oregon Highway Plan. The list on the right includes examples of how the issues might be considered. How the issues are addressed may vary depending on the unique circumstances of the designation and whether it is an STA or UBA. Factors such as existing plans and Highway Design Manual specifications could moderate the content needed to meet the obligations.

Goals and Objectives	❑ Pertaining primarily to the function of the roadway.
	❑ Setting out local priorities for the segment area.
	❑ A commitment that through traffic will be served:
	  ❑ By operational priorities within the designated segment area.
	  ❑ By operational priorities outside of the designated segment area.

Transition Areas	❑ Consider how to slow traffic entering the segment area adequately for a safe transition:
	  ❑ Physical improvements in the transition area;
	  ❑ Signage;
	  ❑ "Gateway" treatments, etc.

Design Standards to Support Both Mobility and Local Access	❑ Accommodation of pedestrians, bikes and transit consistent with the 1B characteristics for the applicable designation. ❑ Consideration whether those standards adequately address the needs of through traffic, particularly large trucks.
Strategies for Freight and Through Traffic	❑ Signal spacing and timing to serve through traffic. ❑ Access management measures.

Parking Strategies	The approach to parking will be different for each of the three segment types: ❑ In an STA, a parking plan will probably include counting on-street spaces to help meet minimum parking requirements, and adopting maximum parking standards. ❑ In a UBA, strategies should include, at a minimum, cross-connections between lots and safe passage through parking areas for pedestrians. ❑ For a Commercial Center, the impacts on the function of the roadway will typically be concentrated on one intersection, with parking located within the Commercial Center.
Local Street Network	❑ Identify the relationship between the local street system and the function of the state highway. ❑ Provide for connectivity on local streets to support better mobility on the state highway by keeping some local trips off of the highway.
Traffic and Safety Impacts of Segment Designation	This section will typically be new planning work, specifically related to the decision to designate the segment. ❑ Identify existing or new safety issues related to the segment designation. ❑ Identify appropriate mitigation measure to address safety concerns.
Maintenance and Operational Strategies	❑ Identify the party or parties responsible for ongoing maintenance and operations tasks. ❑ Identify maintenance and operational strategies, to be developed in coordination with ODOT.

Map 7 identifies the general locations of the segments designated in January 2004. The map also depicts other locations under review for highway segment designations. Any additional designations beyond that list will not be considered until completion of this effort. These future designations would require a management plan prior to designation if located on a freight route.

VI. Oregon Highway Plan Policy Changes

Due to the revisions proposed to the criteria and the OHP freight routes, modifications to the Oregon Highway Plan are anticipated and revised text of the OHP language change is outlined below. See Attachment A for amendments showing track changes.

- Page 41 of the OHP:

  Regional Highways typically provide connections and links to regional centers, Statewide or Interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve

land uses in the vicinity of these highways. If not on a designated OHP freight route, local access is a priority inside STAs. Inside Urban Business Areas, mobility is balanced with local access.[1]

District Highways are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. If not on a designated OHP freight route, local access is a priority inside STAs. Inside Urban Business Areas, mobility is balanced with local access.

- Page 63 of the OHP:

Background

According to the 2002 Federal Highway Administration's Analysis Framework trucks carried nearly 76 percent of the total freight tonnage and 82 percent of the total freight value for the year. To ensure that freight is able to move efficiently on the state's major trucking routes, this plan designates a state highway freight system (Table 5, page 56). There are other routes at the regional and local level that are linked to the state highways and form a network important to the movement of freight. The OHP designated routes, policies and actions direct ODOT in the management of state highways that are important to the movement of freight. The importance of the regional and local freight routes and the connections to the state system is illustrated, in part, by the map showing NHS intermodal connectors that are part of the regional or local system. The key criteria of freight volume, tonnage, connectivity and linkages to the National Highway System intermodal facilities were augmented in the 2004 Freight Route designation update. Other factors that were considered included connectivity to regional freight routes and freight routes in other states, percent of trucks on state highways to reflect urban/rural characteristics, freight generating sites and implications to highway segment designations.

The primary purpose of the State Highway Freight System is intended to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. . This freight system, made up of the Interstate Highways and certain Statewide, Regional and District Highways on the National Highway System, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. It supersedes and replaces the designation of primary freight corridors in the Oregon Transportation Plan. However, freight routes designated on Regional or District Highways will be managed according to their highway classification.

Freight depends upon timely and dependable movement of goods over the system; some industries structure their facilities and processes on just-in-time deliveries. Highway efficiency for goods movement in an expanding economy will require public and private investments in infrastructure as well as changes in road operations to reduce congestion on freight routes. Designating a network of freight routes of primary importance to the state will help ensure that these investments are coordinated in a way that reinforces the unique needs of the freight system.

Improving and maintaining the efficiency of highway operations requires balancing the needs of freight movement with the needs of other users of the highway system. Some state highways that are important goods movement corridors also serve as communities' main streets and may be designated as Special Transportation Areas. It may be the objective of local officials to reduce or slow traffic passing through the town, with potentially adverse impacts on long distance freight transportation. Therefore, a management

[1] See Oregon Highway Plan Action 1B.3 regarding the requirement for management plans.

plan will be developed that combines local land use planning needs while recognizing the special significance of the designed State Highway freight system. See Policy 1B which requires a highway segment designation on a designated OHP Freight Route or Region Freight System include the development of a management plan approved by both ODOT and the local government. The design of designated freight routes will impact highway designs involving roadway section widths, median barriers, intersection designation and will require higher mobility standards for Statewide Highways. Regional and local jurisdictions may designate their own freight route systems, but these designations should be compatible with or complementary to the designation of routes in the State Highway Freight System.

The State Highway Freight System designation does not guarantee additional state investment in these routes. However, three special management strategies are available:

- Highways included in this designation have higher highway mobility standards than other Statewide Highways (see Policy 1F).
- The highway's function as a freight route should be balanced with local accessibility in Special Transportation Areas and Urban Business Areas. This balance is defined through a management plan developed jointly by the local government and ODOT.
- Freight system routes may be treated as Expressways outside of urban growth boundaries and unincorporated communities. (See Action 1C.3 and the definition of Expressways in Action 1A.2.)

Editors Note: The following additional changes will be made to conform these amendments to the Oregon Highway Plan.

- Page 65 of the OHP:
  Update the map that depicts the State Highway Freight System.

- Page 66 of the OHP:
  Delete Table 5. (A more accurate listing of the highway segments associated with the OHP freight routes can be found in Appendix D of the OHP.)

- Page 121 of the OHP:
  Revise Action 4A.4 Efficiency of Freight Movement

Action 4A.4

Maintain and improve roadway facilities serving intermodal freight facilities that are part of Oregon's Intermodal Management System, and support development of new intermodal roadway facilities where they are part of a local or regional transportation system plan. Recognize National Highway System intermodal connectors as part of the freight network in transportation planning and funding considerations. Manage state-owned intermodal connectors according to their state highway classification as Regional or District Highways.

Add new Action: Action 4A.8

Recognize that local truck routes are important linkages in the movement of freight throughout the state. ODOT will develop a process to consider requests to establish local government designated truck routes which will serve to detour trucks off the state highway system. ODOT will coordinate with local jurisdictions when designating, managing and constructing a project on a local freight route.

Add new Action: Action 4A.9

Develop an amendment process for the identification of additional routes to the State Highway Freight System.

- Page 204 of the OHP:

Update Appendix D Highway Classification by Milepoint.

VII. Recommended Revisions to the State Highway Freight System

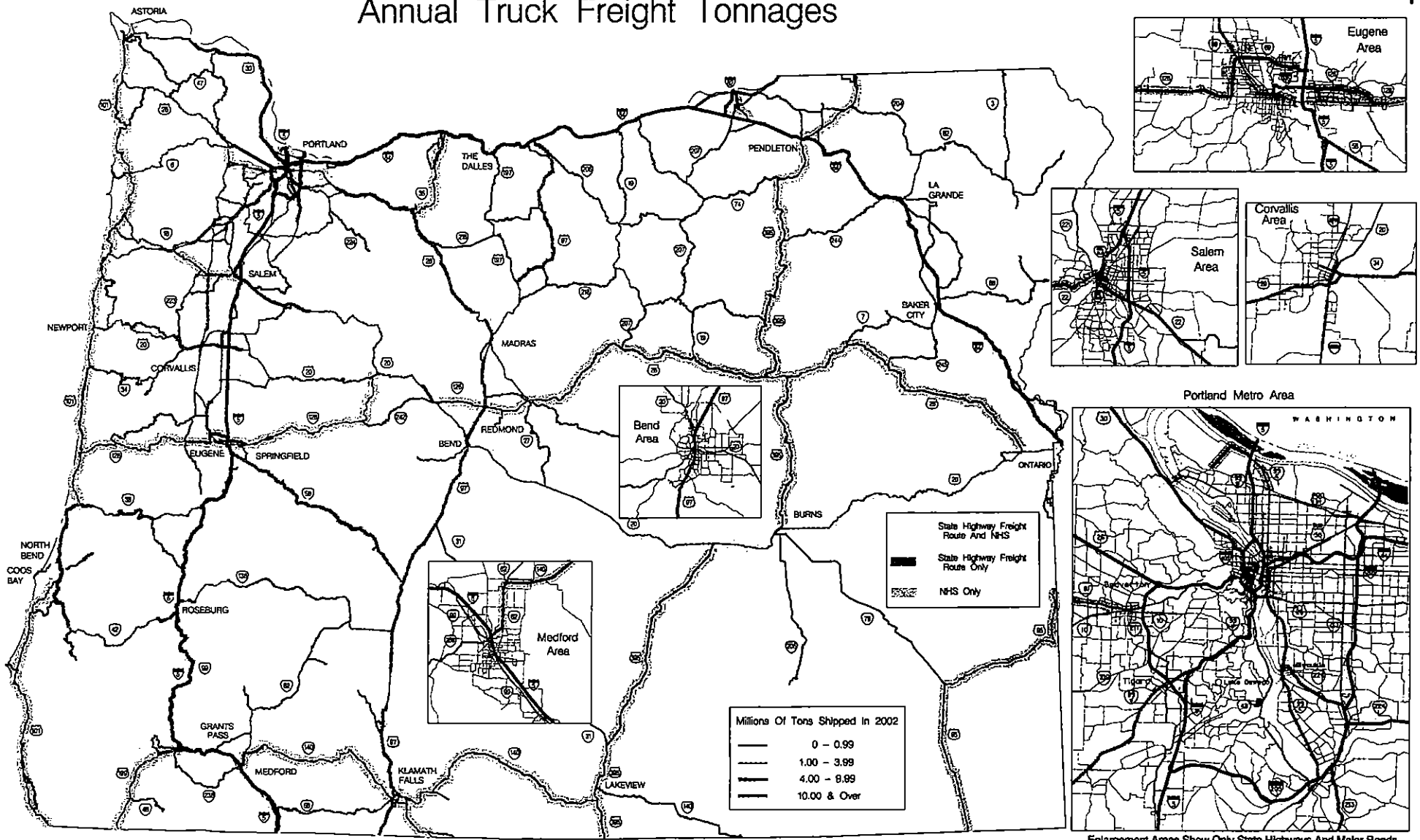
Recommended revisions to the State Highway Freight System have been developed based on the application of the criteria and other factors of consideration. Map 9 depicts the draft recommended revisions to the State Highway Freight System. Provided below is a summary of the mileage associated with the recommended revisions to the State Highway Freight System.

Summary Table

	Existing System	Recommended Additions	Percent Increase
Total Oregon Highway Mileage	7,448 Miles	NA	NA
Total Oregon NHS Mileage*	3,654 Miles	NA	NA
State Highway Freight System	2,092 Miles	Approximately 919 Miles New Total: 3,011 Miles	43%
NHS Mileage that is part of State Highway Freight System*	2,091 Miles Freight System includes 57% of the NHS in Oregon	Approximately 642 Miles New Total: 2,734 Miles Freight System would include 76% of the NHS in Oregon	32%
Non -NHS Mileage that is part of State Highway Freight System	1 Mile	Approximately 233 Miles New Total: 234 Miles	234%

*Does not include NHS Intermodal Connectors that are local facilities.

Annual Truck Freight Tonnages



ODOT MAPPING PROJECT NO. 1498

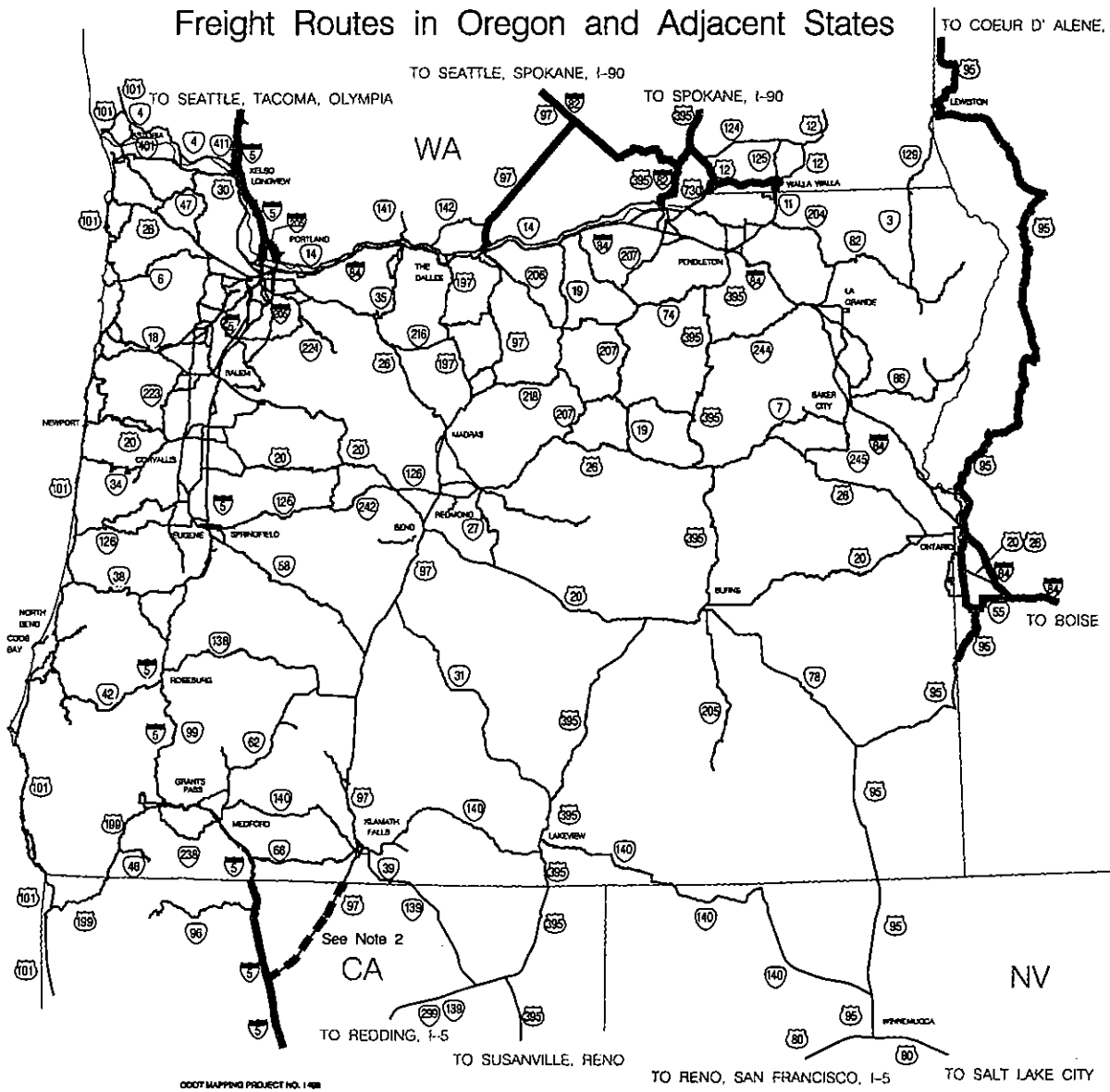
Source: ODOT, Transportation Data Section And 2002 Transportation Volume Tables

March 2004

Enlargement Areas Show Only State Highways And Major Roads.
NHS Intermodal Connectors Are Not Shown.

ATTACHMENT 2

Freight Routes in Oregon and Adjacent States



State Highways

Oregon's Designated State Highway Freight System

Other States' Designated Freight Routes

Note 1: Idaho has designated "Interstate Priority Corridors", but no freight routes. Among the state's eight Interstate Priority Corridors are I-84, US 95 and SR 55.

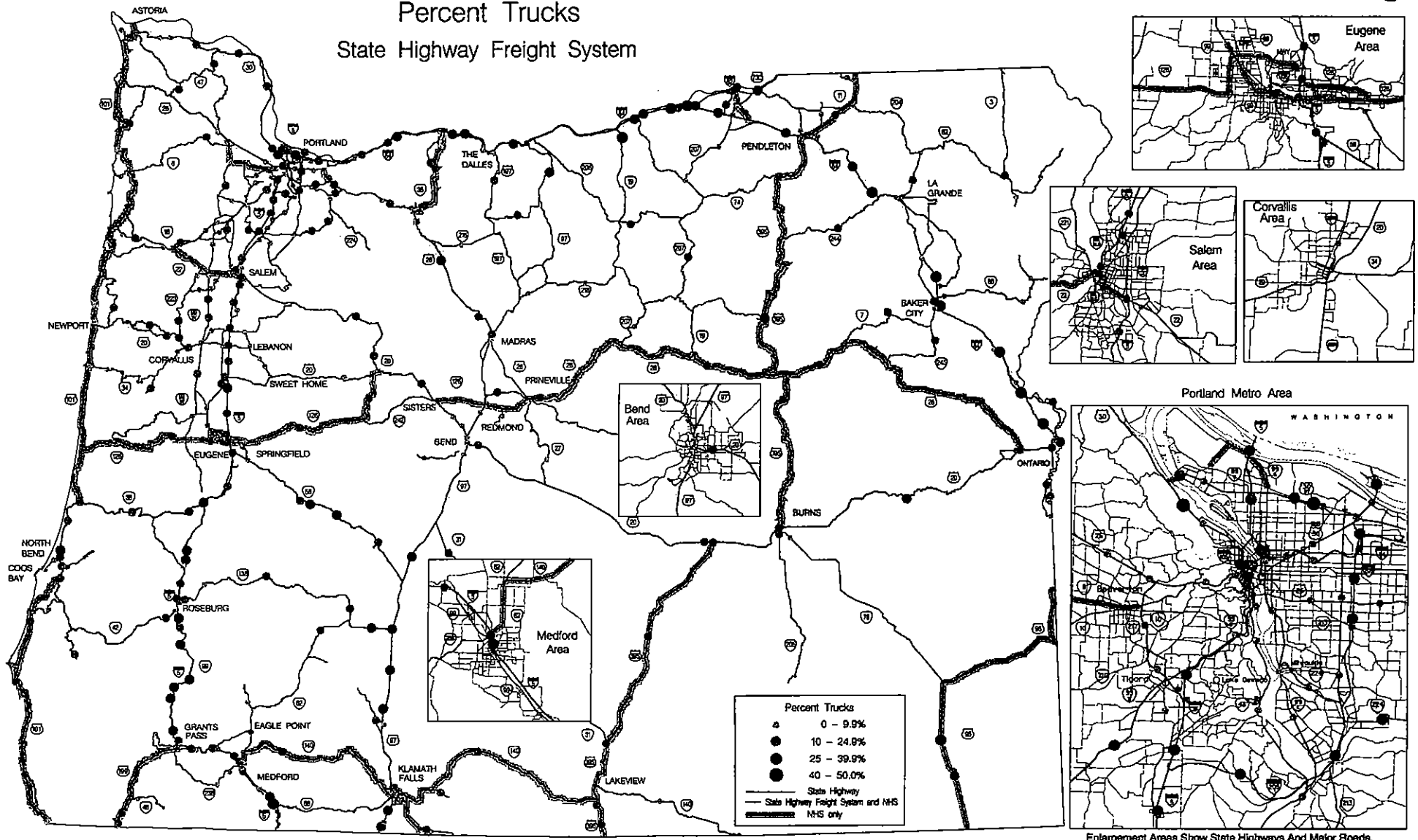
Note 2: According to Caltrans staff, truck traffic on US 97 is growing and the highway will probably be designated as a freight route during the next update of the Global Gateways Development Program.

ODOT MAPPING PROJECT NO. 1498

May 2004

Percent Trucks

State Highway Freight System



Portland Metro Area

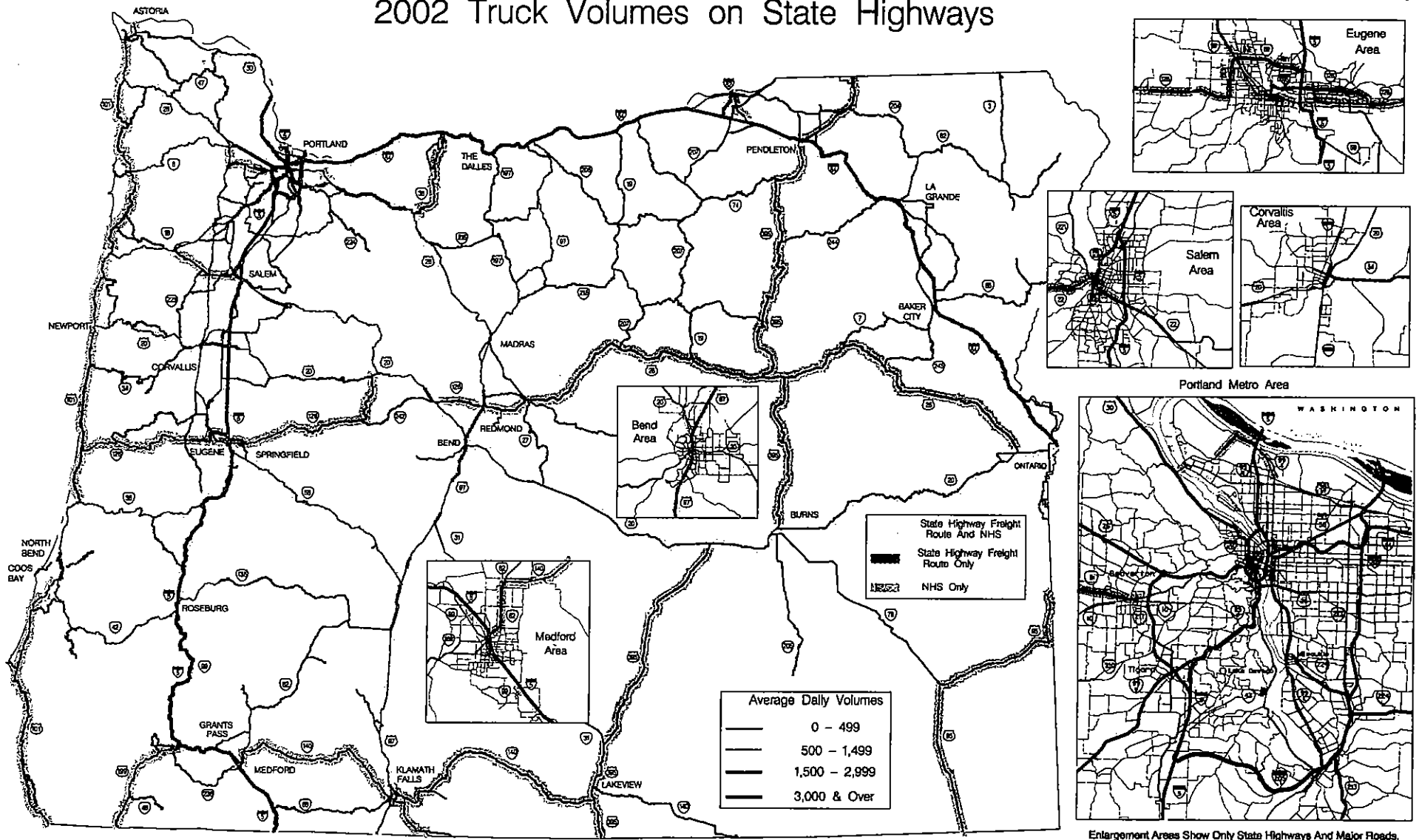
Enlargement Areas Show State Highways And Major Roads.

ODOT MAPPING PROJECT NO. 1498

Source: ODOT, Transportation Data Section And 2000 - 2002 Vehicle Classification Count Data

July 2004

2002 Truck Volumes on State Highways



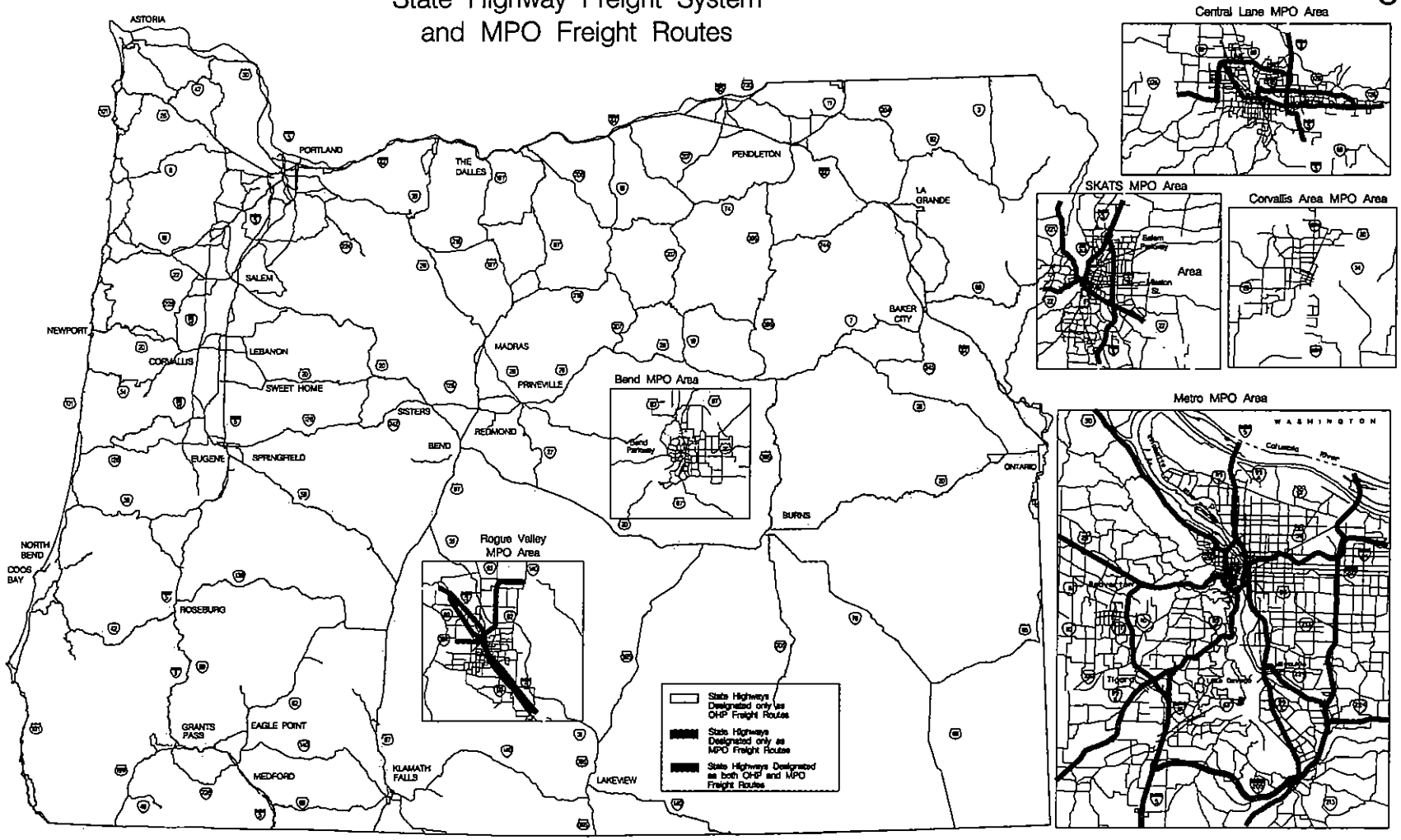
Enlargement Areas Show Only State Highways And Major Roads.
NHS Intermodal Connectors Are Not Shown.

ODOT MAPPING PROJECT NO. 1498

Source: ODOT, 1999 Oregon Highway Plan and 2002 Transportation Volume Tables

March 2004

State Highway Freight System and MPO Freight Routes

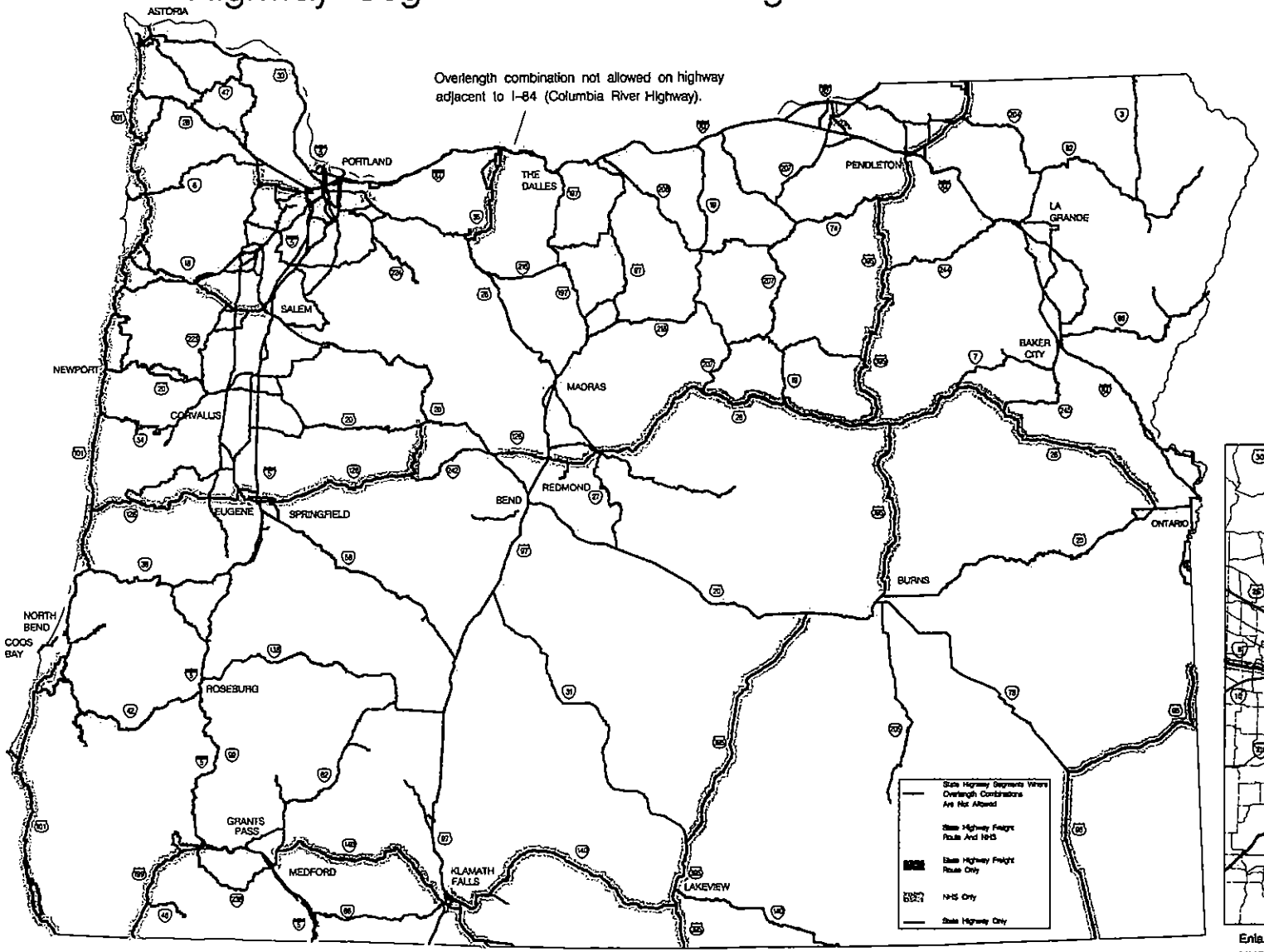


NHS Intermodal Connectors are not shown.
Local roads that are part of MPO freight systems are not shown.

Source: Oregon Highway Plan and MPO Regional Transportation Plans.

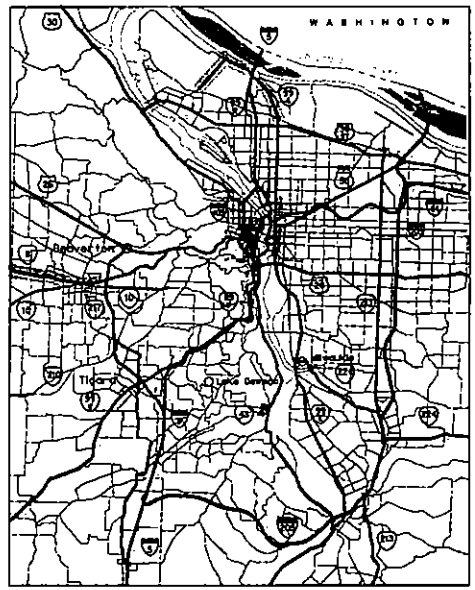
ODOT MAPPING PROJECT NO. 1498 JULY 2004

Highway Segments with Overlength Tractor–Semitrailer Restrictions



All of the truck length restrictions can be found at: http://www.odot.state.or.us./trucking/od/maps.htm
See Route Map 7 and Attachment 100 A.
This map only shows the most problematic length restriction for trucks, which limits truck lengths to 60 feet.

Portland Metro Area



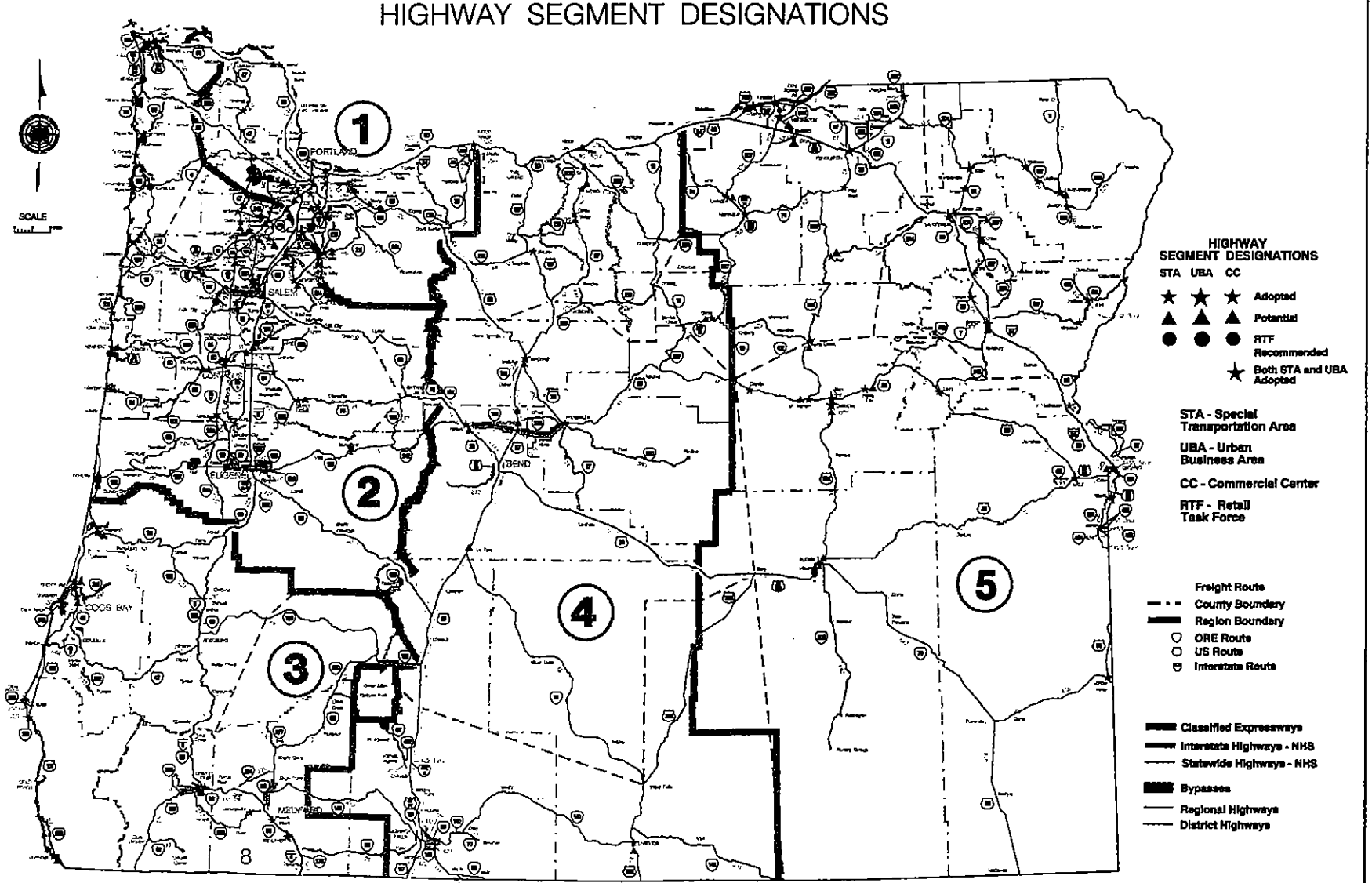
Enlargement Areas Show Only State Highways And Major Roads.
NHS Intermodal Connectors Are Not Shown.

ODOT MAPPING PROJECT NO. 1486

Source: ODOT, Motor Carrier Transportation Division, Route Map 7

March 2004

HIGHWAY SEGMENT DESIGNATIONS



Transportation Geographic Information Services Unit, Mill Creek Office Bldg., Salem, OR 97301-4178

This map shows only state owned portions of highways. Gaps represent highways owned by local governments.

NHS Intermodal Connectors

ASTORIA

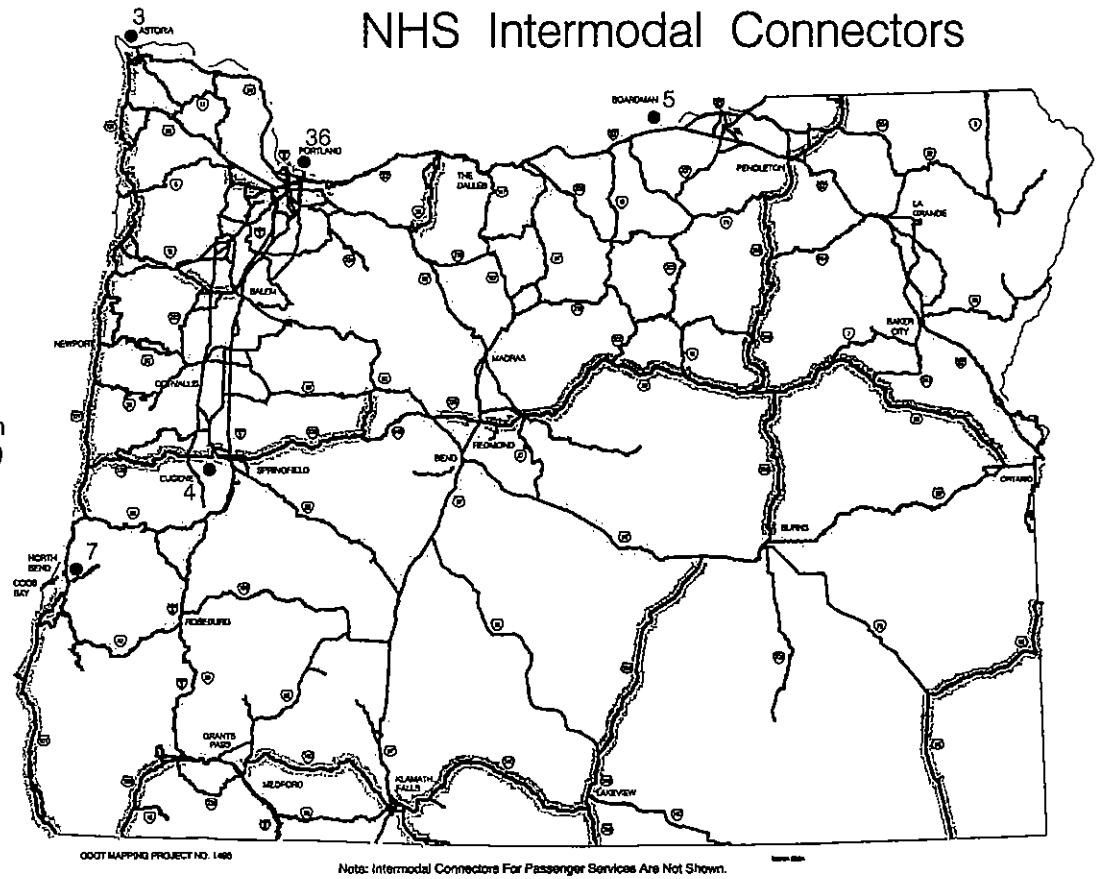
Street	Connector Type	Length (Miles)
Hamburg St.	Port	0.1
Industry St.	Port	0.2
Portway St.	Port	0.1

EUGENE

Street	Connector Type	Length (Miles)
Cross St.	Truck/Rail	0.2
Cleveland St.	Truck/Rail	0.2
Roosevelt Blvd.	Truck/Rail	0.5
Garfield St.	Truck/Rail	0.6

COOS BAY / NORTH BEND

Street	Connector Type	Length (Miles)
Transpacific Pkwy	Port	1.6
Jordan Cove Rd.	Port	0.1
California Ave.	Port	0.2
Sheridan Ave.	Port	0.2
Hwy 241(Newport Ave.)	Port	0.1
Mullen St.	Port	0.2
Edwards St.	Port	0.1



5 City With Intermodal Facilities (Number Indicates Number Of Intermodal Connectors.)

State Highway

State Highway Freight Route And NHS

State Highway Freight Route Only

NHS Only

Note: Intermodal Connectors For Passenger Services Are Not Shown.

Large scale maps of the NHS Intermodal Connectors can be found at:
http://www.odot.state.or.us./rcs/FC_NHS.htm

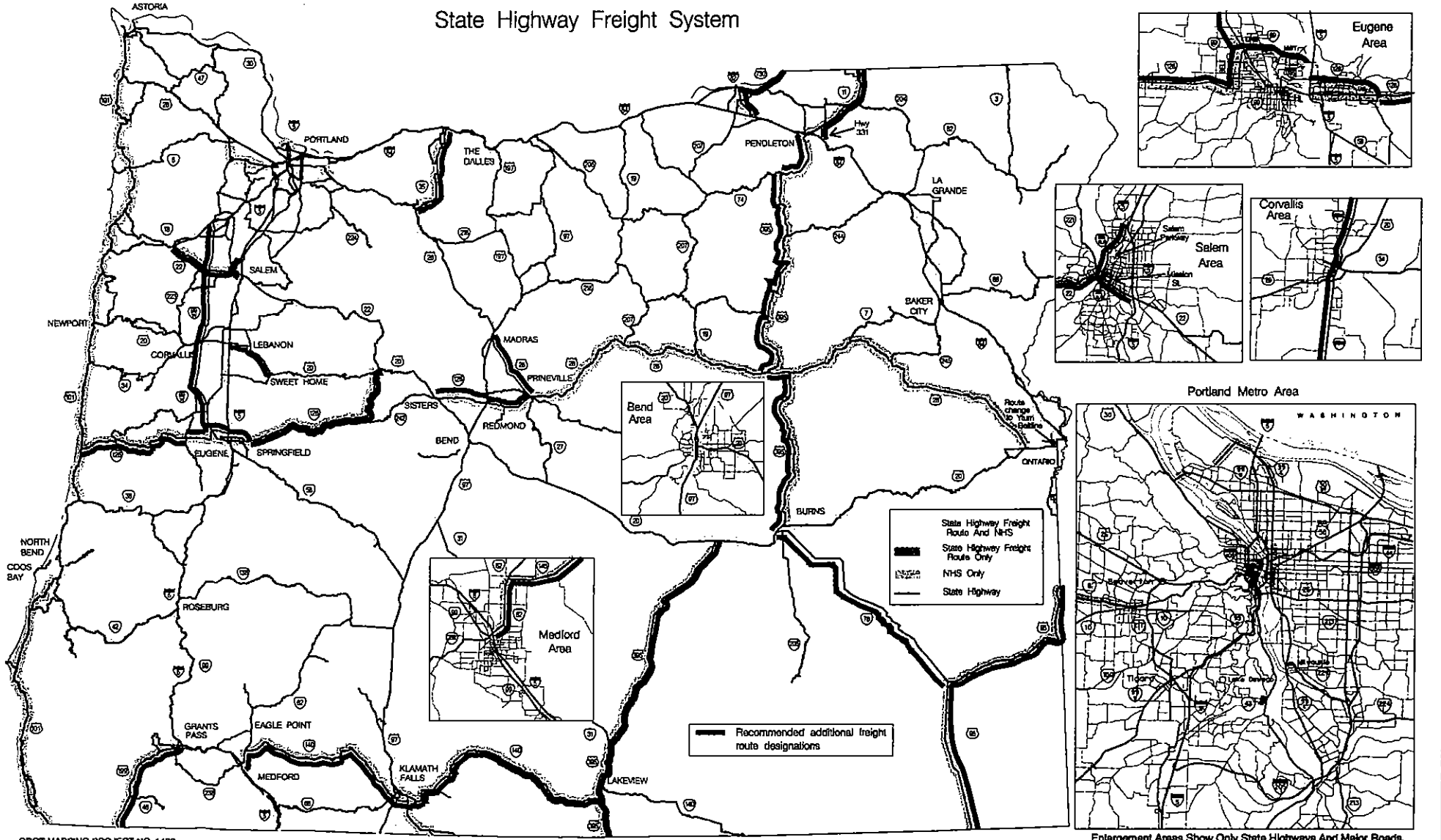
BOARDMAN

Street	Connector Type	Length (Miles)
Laurel Rd.	Port	0.2
Boardman–Irrigon Rd.	Port	0.4
Ullman Blvd.	Port	0.6
Boardman–Irrigon Rd.	Port	1.2
Marine Dr.	Port	0.5

PORTLAND

Street	Connector Type	Length (Miles)
Airport Way	Airport	2.2
Hwy 123 (Columbia Blvd)	Airport	0.4
Greeley Ave.	Port	0.9
Port Access Rd.	Port	0.4
N. Terminal Rd.	Port	0.2
Terminal 5 Access Rd.	Port	0.1
N. Pacific Gateway Blvd.	Port	0.2
Ivanhoe St.	Port	0.2
N. Saint Louis	Port	0.1
Burgard St & Lombard St.	Port	1.6
Columbia Blvd.	Port	5.5
Columbia Blvd.	Airport	4.7
Lombard & Marine Dr.	Port	5.6
Columbia Way	Port	0.1
Swift Hwy	Port	2.7
Hwy 99E	Port	2.1
US 30 Bypass	Port	1.3
Nicolai St.	Truck/Rail	0.2
Front Ave.	Truck/Rail	2.1
Holgate Blvd.	Truck/Rail	0.7
Interstate Ave.	Truck/Rail	1.8
Russell St.	Truck/Rail	0.1
Larrabee Ave.	Truck/Rail	0.2
Going St.	Truck/Rail	0.3
Going St.	Truck/Rail	0.7
Front Ave.	Pipe	1.0
61st St.	Pipe	0.2
Culebra Ave.	Pipe	0.1
Balboa Ave.	Pipe	0.1
Conn. to Columbia Blvd.	Port	0.2
47th Ave.	Airport	0.5
AirTrans Rd.	Airport	0.4
Cornfoot Rd.	Airport	1.5
Alderwood Rd.	Airport	0.5
82nd Ave.	Airport	0.8
82nd Ave.	Airport	0.5

Recommended Revisions
State Highway Freight System



ODOT MAPPING PROJECT NO. 1498
September 8, 2004

NHS Intermodal Connectors Are Not Shown. Maps of the Intermodal Connectors can be found at http://www.odot.state.or.us/tics/FC_NHS.htm

Enlargement Areas Show Only State Highways And Major Roads.

Source: ODOT, Transportation Data Section And 2002 Transportation Volume Tables

Draft Timeline for Completion of the Freight Route Analysis Project (FRAP)

July

- July 23 - Complete draft staff report (Meeting with appropriate staff)
- Revise staff report
- Early August– Email revised staff report to FRAP Committee (no formal meeting will take place)

▼

August

- August 23 – Deadline for comments from FRAP Committee on draft
- Revise staff report based on FRAP Committee comments
- August 30 – Email/Mail staff report to FAC, ACTs, MPOs, LOC, LOAC, AOC, affected local governments, 1000 Friends and other stakeholders

▼

September

- Outreach – FRAP recommendations are presented and discussed at meetings such as the FAC, ACTs, MPOs, LOAC, AOC, affected local governments, 1000 Friends and other stakeholder groups

▼

October

- Oct. 1 – Comments from outreach effort due
- Oct. 1 - 15 – Revise staff report based on comments received
- Oct. 18 – Email to FRAP Committee the revised staff report that will also serve as the draft staff report for the Nov. OTC meeting
- Oct. 25 – 29 – FRAP meeting (exact date & time to be determined)

▼

November

- Nov. 17 – OTC meeting. Present draft staff report with any verbal comments that were made at the October FRAP meeting (*informational item – no action proposed*)

▼

December

- Dec. 14 - OTC meeting. Present final staff report and conduct public hearing on the FRAP (OHP policy and map of freight route designations)

LAND USE AND TRANSPORTATION

Background and Intent

The federal Intermodal Surface Transportation Efficiency Act of 1991 requires the establishment of a National Highway System "to provide an interconnected system of principal arterial routes which will serve "interstate and inter-regional travel." ODOT has an obligation to insure that the National Highway System (the routes designated Interstates and most Statewide Highways and intermodal connectors) adequately performs this function of serving a larger geographic area. Historically, however, communities have grown up along the early trails and roads that have become statewide travel routes. This means that in addition to providing mobility for people, goods and services between communities, regions and states, the state highway system often also provides access to homes, businesses, industry and other destinations within communities.

The Land Use and Transportation Policy addresses the relationship between the highway and patterns of development both on and off the highway. It emphasizes development patterns that maintain state highways for regional and intercity mobility and supports compact development patterns that are less dependent on state highways than linear development for access and local circulation. The state highway classification system in Policy 1A is the framework used to address the relationship between mobility and accessibility. Interstates and Expressways are where mobility is emphasized. District and Regional Highways are where accessibility is more easily accommodated. Statewide highways are where accessibility and mobility are balanced.

Policy 1B recognizes that state highways serve as the main streets of many communities and it strives to maintain a balance between serving these main streets and the through traveler. It emphasizes management of the transportation system for safety and efficient use of resources. The highway system's ability to address both mobility and accessibility depends in large part on community land use patterns and the ways that land uses are served by the transportation system. Development with numerous or poorly designed accesses along highways and incomplete street networks often focus local traffic on state highways. Such patterns reduce the ability of state highways to move through traffic and provide connections between communities. Communities with compact urban designs that incorporate well-designed access and transportation networks of arterials and collectors reduce traffic impacts on state highways and make communities safer for pedestrians.

Policy 1B applies to all state highways. It provides guidance to ODOT regarding system management planning and implementation activities. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and corridor plans, plan amendments, access permitting and project development. The role of ODOT and local governments in designating highway segments is to work together so that planned community development patterns are individually tailored yet also meet statewide highway needs for safety and mobility.

Policy 1B implements the Oregon Transportation Plan's Urban Accessibility Policy to "assure balanced, multimodal accessibility to existing and new development within urban areas to achieve the state goal of compact, highly livable urban areas." The Highway Plan's policies on Bypasses, Major Improvements, Highway Mobility Standards, Partnerships, Off-System Improvements and

Travel Alternatives complement the Land Use and Transportation Policy. The policy also supports and is consistent with the Land Conservation and Development Commission Transportation Planning Rule.

The overall goal and focus of the Land Use and Transportation Policy is to connect land use and transportation in a way that achieves long-term objectives for the state highway and the local community. In applying the policy, ODOT will recognize the regional and topographical differences of communities throughout Oregon.

Focusing growth in more compact development patterns can have the following transportation benefits:

- Reduction of local trips and travel on state highways;
- Shorter vehicle trips;
- More opportunity to walk, bicycle, or use available transit services;
- Increased opportunities to develop transit;
- Reduction of the number of vehicle trips to shop and do business; and
- Potential air quality enhancement and energy conservation.

ODOT acknowledges that the best way to implement the policy is to establish cooperative working relationships with local governments. This includes a commitment on ODOT's part to:

- Participate actively, early, and continuously in the development, review and amendment of comprehensive plans, transportation system plans, facility plans, downtown plans and periodic review;
- Look for creative and innovative transportation and land use solutions to transportation problems;
- Work within the context of acknowledged land use plans and zoning; and
- Support planning and implementation of improvements within centers and highway segments, as well as off-system improvements that benefit operation of the state highway system.

The policy recognizes that:

- Local governments are responsible for planning and zoning land uses within their jurisdictions and for developing and managing the local transportation system;
- ODOT is responsible for developing and managing the state highway system;
- ODOT and local and regional governments must work together to achieve accessibility and mobility goals for a balanced transportation system.

To reflect ODOT's interest in focusing growth in more compact development patterns, Policy 1B adopts the highway segment designations of Special Transportation Areas, Urban Business Areas, and Commercial Centers. These highway segments are tools to implement more compact community development patterns.

In implementing Policy 1B, particularly highway segment designations, ODOT recognizes that the policy will be applied under different conditions and may result in some instances where ODOT action may precede local planning implementation:

- Existing conditions that meet the policy objectives;
- Existing conditions which do not meet the policy objectives. In these circumstances the policy will be used to gain closer levels of compliance with the objectives and/or actions. In cases where existing conditions are generally static, the policy will be used to insure that development patterns do not continue in a manner contrary to this policy and will seek out ways to move in the direction of policy.
- A mixture of existing non-compliant conditions and new proposals, projects or developments where higher levels of compliance with the objectives and/or actions would be desirable. In these circumstances, ODOT, the affected local government and affected parties need to work out a way to best achieve compliance with the objectives and/or actions.
- New conditions or development where there is the ability to fully comply with the policy objectives and/or actions.

General Process and Implementation Resources

The process for designating highway segments begins with the identification of an area in a local transportation system plan, facility plan, downtown plan or other adopted plan. Through communication and cooperation, the local jurisdiction and ODOT reach agreement on the specifics of the designation. ODOT will not proceed without written support for the designation. Once the parties have reached agreement, the Oregon Transportation Commission will formally designate the segment whereupon the Oregon Highway Plan map will be amended to reflect the designation. The overall process is designed to reflect the planning efforts of local governments while still giving certainty to both ODOT and local governments regarding community development and transportation planning and project development.

Policy 1B provides the framework for supporting rules, standards, policies and guidance information. Reference to this supporting material is necessary for implementation of Policy 1B and is available electronically on the ODOT web site.[1]

Planning for and Managing Highway Segment Designations

Highway segment designations may generally be located within urban growth boundaries on District, Regional or Statewide Highways that are not on Interstate Highways or Expressways. All

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- [1] Oregon Highway Plan and amendments: http://www.odot.state.or.us/tdb/planning/.
- OAR Chapter 734, Division 51 on Access Management: http://www.odot.state.or.us/tdb/planning/access_mgt/
- ODOT Highway Design Manual: http://www.odot.state.or.us/techserv/engineer/pdu/index.htm
- ODOT Statewide Transportation Improvement Program (STIP): http://www.odot.state.or.us/STIP
- ODOT Area Commissions on Transportation: http://www.odot.state.or.us/otc/ACT.htm
- ODOT Development Review Guidelines: http://www.odot.state.or.us/tdb/planning/
- ODOT Transportation System Plan Guidelines: http://www.odot.state.or.us/tdb/planning/

designations require clearly defined boundaries identified by milepoint and nearest cross street. Location of a highway segment designation on a designated OHP Freight Route or MPO/Regional Freight System[2] requires development of a management plan approved by both ODOT and the local government.

As OHP and MPO/regional freight routes are reviewed and updated it will become necessary for previously designated highway segments to develop management plans when updating their Transportation System Plan or other legislatively mandated planning effort. Where management plans are not required, the following elements are recommended planning and project development considerations, as applicable. Where management plans are required, the following elements are required, as applicable:

- Goals and objectives;
- Provisions for transition areas bordering highway segments to introduce the motorist to different highway functions and speeds;
- Design standards to improve local access and community functions, as applicable. These may include highway mobility standards, street spacing standards, signal spacing standards, and street treatments;
- Strategies for addressing freight and through traffic including traffic speed, possible signalization, parallel or other routes, and actions in other parts of the corridor which address through traffic needs;
- Parking strategies which address the design characteristics of the STA, UBA or Commercial Center designation;
- Provisions for a network of local traffic, transit, pedestrian, and bicycle circulation;
- An analysis of the regional and local traffic and safety impacts of the designation. Identification of needed improvements within the segment or improvements that will support access to the segment and designation of the party responsible for implementation, likely funding source and anticipated time frame; and
- Identification of maintenance and operational strategies to be employed.

Special Transportation Areas (STAs)

A Special Transportation Area (STA) is a designated district of compact development located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility except on designated Freight Highways where through highway mobility has greater importance.

While traffic moves through an STA and automobiles may play an important role in accessing an STA, convenience of movement within an STA is focused upon pedestrian, bicycle and transit modes. STAs look like traditional "Main Streets" and are generally located on both sides of a state highway. The primary objective of an STA is to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway. Direct street connections and shared on-street parking are encouraged. Local auto, pedestrian, bicycle and transit movements to the area are generally as

[2] Refer to Figure 10, page 65 of the 1999 OHP for identification of designated OHP Freight Routes.

important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour or less.

Location. STAs can be located within urban growth boundaries on District, Regional and Statewide Highways but not on Interstates or Expressways. An existing central business or commercial district in an unincorporated community as defined by OAR 660-022-0010(10) that meets the definition of an STA may also be classified as an STA. Larger communities may have more than one STA. While STAs may include some properties that are currently developed for auto-dependent uses (e.g., drive thru restaurants, gas stations, car washes), areas where the predominant land use pattern is auto-dependent uses are generally not appropriate for STA designation. STAs that include properties developed for auto-dependent uses should include planning and zoning that provides for redevelopment of the properties over time to uses consistent with STA implementation.

Planning and Development Guidance for STAs. STAs should be planned and developed to reflect the following kinds of characteristics:

- Buildings spaced close together and located adjacent to the street with little or no setback;
- Sidewalks with ample width located adjacent to the highway and the buildings;
- People who arrive by car or transit find it convenient to walk from place to place within the area;
- On-street parking, structured parking, or shared, general purpose parking lots which are located behind or to the side of buildings;
- Streets designed with a pedestrian orientation for the ease of crossing by pedestrians;
- Public road connections that correspond to the existing city block; private driveways directly accessing the highway are discouraged;
- Adjacent land uses that provide for compact, mixed-use development with buildings oriented to the street;
- A well-developed parallel and interconnected street network to facilitate local automobile, bicycle, transit and pedestrian circulation except where topography severely constrains the potential for street connections;
- Speeds that typically do not exceed 25 miles per hour;
- Plans and provisions for infill and redevelopment;
- Provision for well-developed transit stops including van/bus stops, bicycle and pedestrian facilities, and including street amenities that support these modes.

Urban Business Areas (UBAs)

An Urban Business Area is a highway segment designation which may vary in size and which recognizes existing areas of commercial activity or future nodes or various types of centers of commercial activity within urban growth boundaries on District, Regional or Statewide Highways where vehicular accessibility are important to continued economic viability. . The dual objectives of an UBA on the state highway are to provide local access to meet the access needs of abutting properties and to maintain existing speeds to move through traffic. Speeds are generally 35 miles per hour or less. Vehicular accessibility and circulation is often as important as pedestrian, bicycle and transit accessibility. Safe and regular street connections are encouraged. Transit turnouts, sidewalks and bicycle lanes are accommodated.

Traditional auto-oriented patterns of commercial development include facilities with visible access from the highway directly to parking and drive-through facilities. These patterns of development reflect traditional patterns of zoning, financing and property ownership. Policy 1B seeks to create opportunities to redevelop and reinvest in urban areas. The development and redevelopment opportunities along designated UBAs can work to encourage the shift of land use patterns from auto-oriented properties with individual driveways to patterns served by common accesses, nodal development and more compatibility with pedestrians and bicycles.

Policy 1B recognizes that there are varying stages of commercial development to which an UBA designation may apply and that each stage has differing abilities to comply with the policy:

- **Existing areas of commercial development.** It is recognized that existing linear business development patterns will most likely remain until such time as local zoning regulations and financing opportunities change to support redevelopment. The policy encourages incremental steps to move in the direction of meeting UBA objectives. These steps may include but are not limited to removal of impediments to inter-parcel circulation, design of intersections to address the needs of pedestrians and bicyclists, and development of provisions for good traffic progression and local transit opportunities. ODOT projects in existing areas of commercial development should not result in improvements contrary to this policy.
- **Redeveloping commercial areas.** In the redevelopment process ODOT recognizes that because of existing patterns of property ownership, implementing nodal development patterns may not be fully attainable. However, moving in the direction of implementing nodal development is encouraged and implementation of remaining UBA characteristics is strongly encouraged.
- **New commercial development.** New development within designated UBAs offers planning and development opportunities in more compact, nodal patterns that meet the objectives of UBA development.

Location. Urban Business Areas can be located within urban growth boundaries on District, Regional or Statewide Highways, but not on Interstates or Expressways. On designated Freight Routes and MPO/Regional freight systems, mobility and access interests need to be balanced through a management plan prior to an UBA designation.

Planning and Development Guidance for Urban Business Areas. UBAs should be planned and developed to reflect the following kinds of characteristics:

- Consolidated access as ODOT projects take place for new development and where possible as redevelopment occurs;
- Removal of impediments to inter-parcel circulation (e.g., remove barriers between abutting businesses);
- Businesses and buildings may be set back from the highway and separated by parking lots and they may have visible access from the highway directly to parking and drive-thru facilities;
- On-street parking generally not desired or available;
- Bicycle lanes, sidewalks, crosswalks, or other bicycle/pedestrian accommodations to address safe and accessible pedestrian movement along, across and within the commercial area.

These may include stop signs, traffic signals, medians and intersections designed to serve as pedestrian refuges;

- Provisions for good traffic progression;
- Auto accessibility important to economic vitality of the area;
- Vehicular accessibility s as important as pedestrian, bicycle and transit accessibility;
- Efficient parallel local street system where arterials and collectors connect to the state highway;
- Speeds that are generally 35 mph or less;
- Businesses and buildings clustered in centers or nodes for new development and where possible as redevelopment occurs.

Commercial Centers

Commercial Centers are large, regional centers or nodes with limited access to the state highway. Commercial Centers are encouraged to locate in a community that is the population center for the region and where the majority of the average daily trips to the center originate. Generally these centers have 400,000 square feet or more of gross leasable area or public buildings. These centers are intended for commercial or mixed commercial, retail and office activities. They may include public uses. The buildings are clustered with consolidated access to the state highway rather than developed along the highway with multiple accesses. Multi-family residential uses may be located within or adjacent to a center. Major metropolitan areas may have multiple Commercial Centers.

The primary objective of the state highway adjacent to a Commercial Center is to maintain through traffic mobility in accordance with its function. Commercial Centers include a high level of regional accessibility and connections to a local road network. The Commercial Center accommodates pedestrian and bicycle access and circulation and, where appropriate, transit movements.

Location. Commercial Centers are adjacent to the highway and are linked to the highway by a public road. They may be located within urban growth boundaries on Statewide, Regional or District Highways or on Expressways where mobility can be maintained as shown through a management plan.

Planning and Development Guidance for Commercial Centers. Commercial Centers should be planned and developed to reflect the following kinds of characteristics:

- Convenient circulation within the center, including pedestrian and bicycle access and circulation;
- Provisions for transit access in urban areas planned for fixed-route transit service;
- Shared parking and a reduction in parking to accommodate multimodal elements where alternate modes are available;
- A high level of regional accessibility;
- Accessibility by a variety of routes and modes and a local road network so that most of the traffic circulation may occur off of the state highway; and
- Compact development patterns.

In return for having the above characteristics and adhering strictly to access management spacing standards as provided in OAR Chapter 734, Division 51, the Transportation Commission will consider allowing the highway mobility standard to be the same as that for Special Transportation Areas at the point of access to the state highway. The highway mobility of any affected freeway interchange may not decline below the highway mobility standard for the interchange designated by Policy 1F (OHP Tables 6 and 7).

Non-Designated Urban Highways

Non-Designated Urban highways (Urban Highways) are those Statewide, Regional or District Highways within urban growth boundaries that are not otherwise designated or classified as Interstate Highways, Expressways, STAs, UBAs or Commercial Centers. The Urban designation applies automatically to highway segments not otherwise designated.

The objective of a non-designated Urban highway segment is to efficiently move through traffic while also meeting the access needs of nearby properties. Access can be provided to and from individual properties abutting an Urban segment consistent with the highway access permitting criteria set forth in OAR 734-051. Transit turnouts, sidewalks, and bicycle lanes are accommodated. OAR Chapter 734, Division 51, establishes spacing standards for Urban highway segments consistent with the OHP objective for Urban highways.

Non-designated Urban highways traverse many different types of land use areas, from urban fringe and suburban areas to developed areas and traditional downtown or central business districts. The ODOT Highway Design Manual establishes design standards for these different development patterns along Urban highways, as well as design standards for Expressways, STAs, UBAs and Commercial Centers.

Policy 1B - Land Use and Transportation

This policy recognizes the role of both the State and local governments related to the state highway system:

- *State and local government must work together to provide safe and efficient roads for livability and economic viability for all citizens.*
- *State and local government must share responsibility for the road system.*
- *State and local government must work collaboratively in planning and decision-making relating to transportation system management.*

It is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

- *Maintain the mobility and safety of the highway system;*
- *Foster compact development patterns in communities*
- *Encourage the availability and use of transportation alternatives; and*
- *Enhance livability and economic competitiveness; and*

- *Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan*

Action 1B.1

Actively pursue the objectives and designations in the Background, Intent and Actions in Policy 1B, as appropriate, through:

- Access management planning and permitting;
- Facility and transportation system plans;
- Metropolitan planning organization and local transportation system plans;
- Periodic review of local comprehensive plans;
- Local plan and zoning amendments;
- Review of major development proposals that have a significant impact on a state highway;
- Review of site acquisition and construction of proposed public facilities;
- Review of urban growth boundary amendments; and
- Highway facility design and project development.

Action 1B.2

Use the rules, standards, policies and guidance developed by ODOT to implement Policy 1B. These include but are not limited to Oregon Administrative Rule Chapter 734, Division 51 on Access Management, the ODOT Highway Design Manual, ODOT Transportation System Plan Guidelines and ODOT Development Review Guidelines LCDC Goal 12 on Transportation and the Transportation Planning Rule.

Action 1B.3

Use the following categories to designate highway segments when the concept is identified in a local transportation system plan, downtown plan, facility plan or other adopted plan and is supported by both the local government and ODOT. The categories define whether or not a management plan is required. Written management plans are required for STAs, UBAs or Commercial Centers on designated OHP Freight Routes and Regional Transportation System Plan freight systems. As OHP and MPO/regional freight routes are reviewed and updated, local governments will need to develop management plans for previously designated highway segments when updating their Transportation System Plan or other legislatively mandated planning effort. Management plans are also required for Commercial Centers on Expressways. Management planning is encouraged where not required. Written approval for any designation is required to be provided by the local government prior to designation by the Oregon Transportation Commission.

a. Special Transportation Areas

Category 1 Special Transportation Areas are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways, designated OHP Freight Routes or RTP freight systems

- Category 1 STAs may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the STA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.

- STAs located on Statewide/National Highway System (NHS) Highways that are not on OHP Freight Routes or on an MPO/Regional Freight System are eligible for designation in the same manner as District or Regional Highways although there is less design flexibility on higher-speed facilities as reflected in the ODOT Highway Design Manual.

Category 2 Special Transportation Areas are those segments that may be located on designated OHP Freight Routes or Regional Transportation System Plan .freight systems. Category 2 STAs require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, the ODOT standards, as applicable, will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

b. Urban Business Areas

Category 1 Urban Business Areas are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways, designated OHP Freight Routes or MPO/Regional freight systems.

- Category 1 UBAs may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the UBA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.

- UBAs located on Statewide/National Highway System (NHS) Highways that are not on OHP Freight Routes or on an MPO/Regional Freight System are eligible for designation in the same manner as District or Regional Highways although there is less design flexibility on higher-speed facilities as reflected in the ODOT Highway Design Manual.

Category 2 Urban Business Areas are those segments that may be located on designated OHP Freight Routes or MPO/Regional_freight systems. Category 2 UBAs require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

c. Commercial Centers

Category 1 Commercial Centers are those segments located on Statewide, Regional, District Highways that are not on Interstate Highways, designated OHP Freight Routes, MPO/Regional freight systems or Expressways. Category 1 Commercial Centers may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the Commercial Center designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.

Category 2 Commercial Centers are those segments that may be located on designated OHP Freight Routes, MPO/Regional_freight systems or Expressways. Category 2 Commercial Centers require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

d. Non-Designated Urban Highways

Non-designated Urban highway segments are the default designation for all state highways within urban growth boundaries except Interstates unless otherwise designated as an Expressway, STA, UBA or Commercial Center. There are no separate categories of non-designated Urban highways. The policy objective to efficiently move through traffic while also meeting the access needs of nearby properties will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

Action 1B.4

Work with local governments to obtain plans and zoning regulations that are consistent with the Transportation Planning Rule and this policy. Where plans and regulations are not yet in place, ODOT may take action regarding designation of highway segments in the following circumstances:

- Where a local jurisdiction identifies an objective to develop land use plans and regulations reflective of OHP Policy 1B and provides written approval for a highway segment designation, ODOT may designate the highway segment prior to adoption of the land use and zoning changes.
- Where a gap exists between local plans and highway segment designation, local government planning and legislative activity should move in the direction of meeting the objectives of Policy 1B.
- Where ODOT has designated a highway segment in reliance on the support of a local government and where the planning and community development patterns remain inconsistent with or contrary to the highway segment designation, ODOT will work the local government to gain closer compliance with the policy or may modify or withdraw the designation.

Action 1B.5

Develop and implement plans that support compact development, including but not limited to highway segment designations. Support plans, strategies and local ordinances that include:

- Parallel and interconnected local roadway networks to encourage local automobile trips off the state highway;
- Transit, bicycle, and pedestrian facilities, including street amenities that support these modes;
- Design and orientation of buildings and amenities that accommodate pedestrian and bicycle use as well as automobile use;
- Provision of public and shared parking;
- Infill and redevelopment;
- Expansion of intensive urban development guided away from state highways rather than along state highways; and
- Other supporting public investments that encourage compact development and development within centers.

Action 1B.6

Help protect the state highway function by working with local jurisdictions in developing land use and subdivision ordinances, specifically:

- A process for coordinated review of future land use decisions affecting transportation facilities, corridors, or sites;
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors, or sites;
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities, and highway mobility standards of facilities identified in transportation system plans including the Oregon Highway Plan and adopted highway corridor plans;
- Refinement of zoning and permitted and conditional uses to reflect the effects of various uses on traffic generation;
- Standards to protect future operation of state highways and other roads; and
- Access control measures, for example, driveway and public road spacing, median control and signal spacing standards which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities.

Action 1B.7

To assist in implementing state access management standards and policies, work with local governments to develop access management strategies, plans or access management components in comprehensive plans, facility plans and/or transportation system plans involving the state and local system.

Action 1B.8

Work with local governments to maintain the highway mobility standards on state highways by creating effective development practices through the following means:

- Develop an adequate local network of arterials, collectors, and local streets to limit the use of the state highway or interchanges for local trips;
- Reduce access to the state highway by use of shared accesses, access from side or back roads and frontage roads, and by development of local street networks as redevelopment along state highways occurs;
- Cluster development in compact development patterns off of state highways;
- Develop comprehensive plan, zoning and site plan review provisions that address highway mobility standards; and
- Avoid the expansion of urban growth boundaries along Interstate and Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an interchange management plan to protect interchange operation or access management plan for segments along non-freeway highways.

Action 1B.9

Develop facility and transportation system plans that protect existing limited access interchanges according to the following functional priorities:

- At existing limited access highway interchanges; provide safe egress from freeways and Expressways as the first priority.
- When an interchange connects a freeway or an Expressway to an Interstate, Statewide or Regional Highway provides regional access to freeways and Expressways as the second highest priority.

Action 1B.10

Continue to develop and implement design guidelines for highways that describe a range of automobile, pedestrian, bicycle or transit travel alternatives. The guidelines should include appropriate design features such as lighted, safe and accessible bus stops, on-street parking, ample sidewalks, pedestrian crossings, pedestrian scale lighting, street trees and related features.

Action 1B.11

Work to accommodate alternative modes on state highways according to the various types of land uses and highways. Work toward development of alternative mode facilities in Special Transportation Areas, Commercial Centers and Urban Business Areas according to the other actions in this policy.