

W. 16. a.

## AGENDA COVER MEMO

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**DATE:** July 27, 2005  
**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 and commenting to the Oregon Transportation Commission on proposed amendments to the Oregon Highway Plan.

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### I. MOTION

Move approval of Order.

### II. ISSUE

As part of the Freight Route Advisory Project (FRAP), ODOT has requested comment from local governments along state highways that are currently recommended as additions to the Statewide Freight Route system in Oregon. Proposed additions in Lane County include: Highway 126 (Florence-Eugene Highway); Highway 126 (I-5 to Hwy. 126 Business in Springfield); Highway 99 (Beltline to Hwy. 99W in Junction City); Highway 99W (Hwy. 99 in Junction City to north Lane County boundary); Beltline Highway (Highway 126 to I-5); and Highway 101 (Florence to Reedsport). Existing Statewide Freight Routes in Lane County are Interstate 5 and Highway 58 (Willamette Highway). Other proposed amendments to the Oregon Highway Plan stemming from the Freight Route Advisory Project include amendments related to highway segment designations, highway performance standards (volume to capacity ratios), and access management standards.

### III. DISCUSSION

#### A. Background

The Freight Route Advisory Project (FRAP) committee has made 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. In summary, the proposed OHP amendments include an increase in mileage associated with the State Highway Freight System, changes to access and mobility standards inside Urban Growth Boundaries where posted speeds are less than or equal to 35 MPH, and changes to how Urban Business Areas (UBAs) are designated and how and when management plans will be developed for UBAs and Special Transportation Areas (STAs). The OTC is scheduled to consider the freight route designation item at their August 17 meeting.

The Lane County Board held a public hearing on October 13, 2004 regarding freight route designations. At that time, the Board directed staff to prepare two letters of comment requesting more time and asking questions of clarification. The Order and two letters are in Attachment 1. Since then, the Oregon Department of Transportation (ODOT) announced a further time extension in the consideration of Freight Route

Designations in a December 27, 2004 letter from ODOT Director Bruce Warner (Attachment 2). Most importantly, the ODOT letter announced the removal of the Highway 126 East (McKenzie Hwy) segment from the Freight Route proposal. The letter stated the freeway section of Hwy 126E, from I-5 to the junction with Hwy 126 Business (Main Street), remains in the proposal, while the section east of this point in the urban area and the remaining rural sections of Highway 126 East and Highway 20, from Highway 126 to Highway 22, have been removed from the proposal.

We are now ready to hold the second public hearing and make final comment on the current proposals. Cities and interested parties were notified of the public hearing in a June 29 letter from County staff (Attachment 3). Attached to the letter was the draft Notice of Proposed Amendments to the 1999 Oregon Highway Plan (OHP) from ODOT (Attachment 4), which further explains proposed changes to freight route designations, access standards, and highway segment designations.

The Metropolitan Policy Committee (MPC) considered the Freight Route proposals and provided comment to ODOT in a March 10, 2005 letter. The MPC letter is in Attachment 5. Attachment 5 also contains written comments received to date. Also, Attachment 4C (pages C-1 through C-3) provides a summary of comments by agencies and individuals statewide.

#### B. Analysis

The October 13, 2004 Board packet contained a complete set of materials and maps related to the proposal. We have not repeated all of that information here. It can be viewed in the agenda archives at [www.lanecounty.org](http://www.lanecounty.org) or by going to the "Proposed ODOT Freight Routes" link under Transportation Planning.

The June 17, 2005 FRAP staff report from ODOT (Attachment 4) comments on the proposed OHP Amendments in three sections: I. Amendments Related to Freight Designations; II. Amendments Related to Highway Segment Designations; and III. Amendments Related to Access Management Standards. Before discussing the amendments to freight designations, items II and III are further explained below.

##### **Amendments Related to Highway Segment Designations**

These amendments are to Policy 1B: Land Use and Transportation of the OHP to reflect recent deliberations regarding Urban Business Area (UBA) designations and to complement FRAP policy work and the addition of new designated freight routes. The proposed amendments are refinements to changes the OTC made at its January 2004 meeting. The key components of the revision were to simplify the highway segment designation process by recognizing existing characteristics and requiring written local government support prior to the designations.

The proposed 2005 amendments are described in Attachment 4, pages II-1 through II-3. In summary, the changes are intended to address local concerns about the priority given to freight movement in relation to urban development along the freight routes.

- Management plans will be required for a Special Transportation Area (STA) only for freight routes on Statewide Highways, not Regional or District Highways.
- If the highway segment has posted speeds of 35 mph or less then the highway segment is automatically eligible for the mobility and spacing standards previously available to Urban Business Areas (UBAs).

- For non-designated highways with posted speeds of 35 mph or less, the mobility standard (v/c ratio) has been raised by 0.05 and closer access spacing may be allowed.

### **Freight Routes Designations in Lane County**

Attachment 4, pages I-5 through I-9, list all 32 proposed additions to freight routes statewide. Below we have summarized the 6 routes in Lane County. Again, we note that the McKenzie Highway, east of Springfield, has been removed from the proposal. The other change in the proposal is the addition of Hwy 101, from Reedsport to Florence.

#### **1. OR 126 (Florence-Eugene Hwy), US 101 to Beltline Hwy in Eugene**

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): 500-1,499 (west of Veneta); 1,500-2,999 (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. The cities of Veneta and Florence support this route. The Port of Siuslaw supports this route. 1000 Friends of Oregon opposes this route.

#### **2. OR 126, I-5 to Hwy. 126 Business in Springfield**

Key Considerations: Statewide National Highway System (NHS) route; Expressway designation.

Tonnage (annual): Over 10 million tons west of 42<sup>nd</sup>, 4 to 9.99 million tons east of 42<sup>nd</sup>.

Percent Trucks: 0-9.9%

2002 Truck Volume (daily): Over 3,000 west end, 1,500-2,999 east end

Staff Comment: Recommend approval. Is currently designated an Expressway and is a freeway route appropriate for freight movement. This route is supported by the City of Springfield and the MPC.

#### **3. US 101 City of Florence to City of Reedsport**

Key Considerations: Statewide NHS. Connectivity between OR 126 and US 101.

Tonnage (annual): 4-9.99 million in Florence; 1-3.99 million for the rest of the segment

Percent Trucks: 0-9.9%

2002 Truck Volume (daily): 0-499 and sections with 500-1,499

Staff Comment: Recommend opposition. Hwy 101 was designated as a Scenic Byway in the 1999 Oregon Highway Plan. City of Florence opposes this addition. This route proposal was added by the FRAP committee in 2005. The section of Hwy 101 between Hwy 42 (south of Coos Bay) and Hwy 38 (at Reedsport) was designated a freight route in 1999 when the Oregon Highway Plan was adopted. That section of Highway 101 connects Coos Bay to the two adjacent freight routes heading inland. This proposal would connect Hwy 126 to that route. In other areas of the state, the cities of Astoria

and Lincoln City oppose designation of Hwy 101. Clatsop County and the Northwest ACT also have opposed Hwy 101 designations in their areas. 1000 Friends of Oregon also opposes.

#### 4. Beltline Highway, I-5 to OR 126

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): 1,500-2,999 (west end); over 3,000 (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. The City of Florence has expressed support because of connectivity to I-5 from Highway 126. MPC also supports and clarified that the existing section of W11th, from the north/south Beltline junction out to where Highway 126 officially begins (just outside the urban boundary) is part of the Beltline recommendation.

#### 5. OR 99, OR 99W (Junction City) to Beltline Hwy.

Key Considerations: Regional Highway; High truck tonnage, 3 miles of this 9 mile section is National Highway System (NHS), from Beltline to Airport Road.

Tonnage (annual): 4-9.99 million

Percent Trucks: 0-9.9%

2002 Truck Volumes (daily): 1,500-2,999

Staff Comment: Recommend approval of this route to Airport Road. The city of Junction City opposes this designation within Junction City. MPC supports designation of the NHS section connecting to the airport.

#### 6. OR 99W, OR 99 to north Lane County boundary

Key Considerations: Regional highway classification; Medium to high truck tonnage.

Tonnage (annual): 1.0-3.99 million (Junction City to north County boundary)

Percent Trucks: no data

2002 Truck Volume (daily): 500-1,499

Staff Comment: Recommend opposition. This decision should be matched with the decision in Junction City to the south. This route continues north of Lane County to the City of McMinnville. The Corvallis MPO opposes this designation. Polk County and the Mid-Willamette ACT support designation.

### C. Alternatives / Options

Option 1. Approve Order and letter (Exhibit A) as drafted. The letter reinforces the decision to drop the McKenzie Highway as a freight route. It supports the changes made to provide some additional flexibility in performance and access standards. It

supports 4 freight routes (Hwy 126 to Florence, Hwy 126 freeway in Springfield, Beltline, and Hwy 99 to Airport Rd). It opposes the other sections of Hwy 99 and opposes addition of Hwy 101 to Reedsport.

Option 2. Add support for Hwy 101 and other sections of Hwy 99. The staff recommendation on both of these was primarily in deference to the City Councils of Florence and Junction City. The Board may wish to take a different position on these routes.

Option 3. Other changes as directed by the Board.

D. Recommendation

Option 1

E. Timing

Action is necessary at this meeting. Although the materials were not released until the end of June, OTC public hearing and action is scheduled for August 17, 2005.

**IV. IMPLEMENTATION/FOLLOW-UP**

Staff will deliver the letter as approved by the Board and continue to monitor activity regarding freight route issues.

**V. ATTACHMENTS**

Order with Exhibit A (letter of comment)

Attachment 1 October 27, 2004 Order and letters of comment from the BCC

Attachment 2 December 27, 2004 letter from ODOT Director Bruce Warner

Attachment 3 June 29, 2005 Public Hearing Notice letter from County staff

Attachment 4 June 17, 2005 Proposed Oregon Highway Plan Amendments Staff Report from ODOT with Attachments A,B,C,D

Attachment 5 March 10, 2005 letter of comment from MPC and other public comments

Attachment 6 Map of proposed Statewide Freight Routes

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 AND  
) COMMENTING TO THE OREGON  
) TRANSPORTATION COMMISSION ON  
) PROPOSED AMENDMENTS TO THE OREGON  
) HIGHWAY PLAN

**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 considered the information supplied by ODOT, held a public hearing on October 13, 2004 to receive 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; and

**WHEREAS**, the Board of County Commissioners sent letters to ODOT on October 27, 2004 requesting more time for consideration and expressing concern about the inclusion of the rural sections of Hwy 126, McKenzie Highway in the proposal; and

**WHEREAS**, by letter of December 27, 2004 ODOT announced an extension of the review time for the Freight Route proposal and also dropped the McKenzie Highway from the Freight Route proposal under consideration; and

**WHEREAS**, the Board also considered an additional letter of March 10, 2005 sent to ODOT by the MPC; and

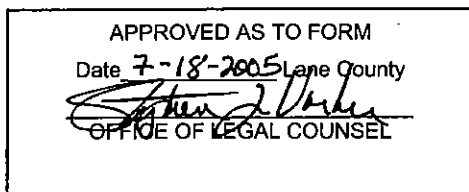
**WHEREAS**, the Board of County Commissioners considered a revised Freight Route proposal and held an additional public hearing on the matter at their meeting on July 27, 2005; and

**WHEREAS**, the Board wishes to make comments on the Freight Route proposal and associated changes to the Oregon Highway Plan; **NOW THEREFORE, BE IT**

**ORDERED**, that a letter of comment on the Freight Route proposals, in substantial conformance with the letter 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 July, 2005.



\_\_\_\_\_  
Anna Morrison, Chair  
Lane County Board of Commissioners

Exhibit A

July 27, 2005

Mr. Stuart Foster, Chairman  
Oregon Transportation Commission  
Transportation Building  
Salem, Oregon 97301

Dear Mr. Foster,

Thank you for the opportunity to comment again regarding the proposed addition to Freight Routes in Oregon and associated changes to the Oregon Highway Plan (OHP). We also want to express our appreciation for the decision last December to substantially extend the public comment period for this important proposal.

Perhaps most importantly, we want to thank the Department for its response to public concern over the previously proposed designation of the rural sections of Hwy 126, McKenzie Highway, a scenic highway. We thank you for removal of the proposal to designate the McKenzie Highway as a freight route.

We are supportive of recent changes in the proposal to provide some additional flexibility in performance and access standards in urban areas. In particular, we are supportive of the proposal to relax standards in areas zoned 35 mph or less. We also support the consideration of a slightly higher volume to capacity ratio in certain situations. It is fair to say that concerns remain about the eventual impact of freight route designations on local communities, particularly downtown areas. We will have to work together as these new changes are implemented and see what the outcomes are.

In regard to the six freight routes currently proposed in Lane County, we support the following four routes:

1. Hwy 126, US 101 to Beltline Highway in Eugene
2. Hwy 126, I-5 to intersection with Hwy 126B in Springfield
3. Beltline Highway, I-5 to Hwy 126 (including the section commonly known as West 11<sup>th</sup> Ave west of the freeway section of Beltline)
4. Hwy 99, Beltline to the Airport Road intersection (NHS section only)

In deference to concerns raised by the City of Florence, we do not support the addition of Hwy 101, Reedsport to Florence. We also support Junction City in their opposition to designation of Hwy 99 (north of Airport Road) and the section of Hwy 99W to the north.

Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

Anna Morrison  
Chair

IN THE BOARD OF COUNTY COMMISSIONERS OF  
STATE OF OREGON

**PASSED**  
**LANE COUNTY**

**ORDER NO.**

04-10-27-3

- ) In the Matter of Approving Letters to the Oregon
- ) Transportation Commission and Oregon
- ) Legislative Delegation Requesting Additional Time
- ) For Comment and Clarification of Freight Route
- ) Issues on State Highways in Lane County.

**WHEREAS**, the Oregon Transportation Commission (OTC) has requested input from the Lane County Board of Commissioners on a proposal for designating additional Statewide Freight Routes on state highways in Lane County; and

**WHEREAS**, the Lane County Board of Commissioners held a public hearing on the proposed Statewide Freight Routes on October 13, 2004 and left the record open until October 20, 2004; and

**WHEREAS**, the Metropolitan Policy Committee (MPC) discussed the Freight Route issue at their regular meeting on October 14, 2004 and sent a letter to ODOT requesting more time to consider the Freight Route issue; and

**WHEREAS**, the Lane County Board of Commissioners discussed the issue again at their regular meeting on October 20, 2004; and

**WHEREAS**, the Board wishes to send a letter of comment to the Lane County legislative delegation and a separate letter with a request for more time and a series of questions to ODOT; now, therefore, it is hereby

**ORDERED** that letters be sent to the county legislative delegation and to the Oregon Transportation Commission, in substantial conformance with Exhibits A and B to the order.

Dated this 27th day of October, 2004.



Chair, Lane County Board of Commissioners

**APPROVED AS TO FORM**

Date 10-26-2004 lane county

  
OFFICE OF LEGAL COUNSEL





## Lane County Board of Commissioners

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Bill Dwyer  
Bobby Green, Sr.  
Don Hampton  
Anna Morrison  
Peter Sorenson

October 27, 2004  
WD bc/bg/04027/T

Representative Robert Ackerman  
Box 41749  
Eugene, OR 97404

Dear Representative Ackerman:

Subject: ODOT Freight Routes and Multi-modal Freight Investment

The Lane County Board of Commissioners has been asked by the Oregon Transportation Commission (OTC) to approve additions in Lane County to the Statewide Freight Route designations. The Freight Route Advisory Project (FRAP), an advisory committee appointed by the OTC, has proposed these new freight routes in a September 1, 2004 report. In Lane County, the proposed additions include:

1. OR 126 (Florence-Eugene Hwy), US 101 to Eugene
2. OR 126 (McKenzie Hwy), I-5 to OR 126/US 20
3. OR 20, OR 126/US 20 to US 22 (Santiam Pass)
4. Beltline Highway, I-5 to OR 126
5. OR 99, OR 99W (Junction City) to Beltline Hwy

On October 13, 2004, the Board held a public hearing on these proposed additions and received strong opposition to the designation of the McKenzie Highway as a freight route (Petitioners gathered over 425 signatures in opposition in less than one week). The Board is concerned about the effects that these designations will have on communities. The Board is especially concerned about the proposal to designate the McKenzie Highway – a Scenic Byway – as a freight route.

Part of our concern stems from lack of a clear understanding of the consequences of a freight route designation. We have sought clarification through questions that we have submitted to the OTC. A copy of that letter is attached. As you can see in the letter, many of the questions relate to the impact of ODOT policies on local communities and whether the freight route initiative will result in economic gains or result in obstacles to desirable economic activity in urban areas.

Part of our concern stems from the appearance that Oregon is not embracing a multi-modal approach to addressing our freight mobility needs. Our purpose in writing to you is to request that the Legislature give more consideration to balanced, multi-modal freight initiatives in the coming session.

Page 2 – Letter re: ODOT Freight Routes and Multi-Modal Freight Investment  
WD bc/bg/04027/T

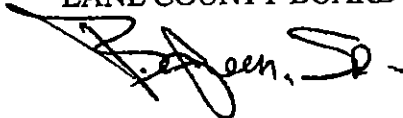
The freight route proposal now before us appears to be driven, at least in part, by the passage last session of HB 2041, which states in Section 37 that in developing the STIP, ODOT shall give priority to freight mobility projects that are located on identified freight routes of statewide or regional significance. While the Board agrees that we need to provide adequate funding to accommodate freight movement on our highway system, we feel that the current freight route proposal is an overreaction by the trucking industry, ODOT, and the FRAP committee. We believe that there needs to be a balance in our approach to accommodating freight movement between the trucking and other freight modes, such as rail and water-borne transportation.

In a September 23, 2004 letter to the OTC, Governor Kulongoski articulates a multi-modal approach to freight mobility called Connect Oregon. A copy of that letter is attached. The Board concurs with the Governor's initiative and urges you consider ways during the next session to invest in the entire transportation network.

We look forward to working with you on this issue during the next Legislative session.

Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

A handwritten signature in black ink, appearing to read "B. Green, Sr.", with a stylized flourish at the end.

Bobby Green, Sr., Chair

Enclosures: (2)



## **Lane County Board of Commissioners**

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Bill Dwyer  
Bobby Green, Sr.  
Don Hampton  
Anna Morrison  
Peter Sorenson

October 27, 2004  
WD bc/bg/04022/T

Mr. Stuart Foster  
Chair, Oregon Transportation Commission  
Transportation Building  
Salem, Oregon 97301

Dear Commissioner Foster:

Thank you for the opportunity to review the proposed additions to the Statewide Freight Route designations in Lane County. We appreciate that your staff presented the issue to the Board of County Commissioners at our October 13, 2004 meeting, and shared comments that ODOT received from around the state on these proposals. The Board held a public hearing on October 13, 2004 (which drew substantial opposition to the proposed addition of the McKenzie Highway as a freight route) and plans to hold another. This means, though, that we were unable to complete our public review process in the time originally allotted by the OTC. Thus, we appreciate, and concur with, the Commission's decision to extend the opportunity for public comment through January 7, 2005, and the approval process for the freight route additions through the spring of 2005.

Despite receiving a copy of the Freight Route Analysis Project (FRAP) report, it was clear from our discussion and hearing that the public and the Board do not completely understand the implications, or consequences, of designating a highway as a freight route. OTC direction to ODOT to prepare a template, or master, Management Plan prior to completion of the freight route designation process would help local jurisdictions more clearly understand the effects of that designation. We urge you to do so.

In addition, the Board requests that you provide additional information that will promote a more informed discussion when we conduct our second hearing later this year. Our questions (and observations) are as follows:

### **General**

1. Are the freight route designations intended to serve only existing truck traffic or to divert additional truck traffic from parallel, non-freight routes? In other words, will designation as a freight route result in increased truck volumes?
2. What safeguards are in place to ensure a local government retains some ability to control or mitigate the impact of truck traffic on communities located on freight routes?

### **Future Land Use and Planning Actions**

1. The previous process designated STAs at the request of a local government. Management Plans were required at the next Transportation System Plan (TSP) update or prior to a construction project. Now, the new freight route designation process requires that a Highway Segment Management Plan be approved before a new STA will be designated. Why the change?
2. Will ODOT provide funding for these management plans?
3. The FRAP report indicates that freight route designation will bring with it a more rigorous mobility standard for review of plan amendments and zone changes. What ability will local government have to balance community goals with the need to accommodate through truck traffic? What are the available options to imposing "more rigorous standards" and do those options include opportunities for taking reasonable exceptions?

### **Traffic Operations**

1. What will the practical effect of a freight route designation be on the daily operations or maintenance of a particular highway?
2. Will speed zoning be affected?

### **Access Management**

1. The FRAP report says that separate access management standards do not exist for freight routes. The report also states that highway mobility standards required by a freight route designation will impact design and spacing of approach permits. How does implementation of Access Management policies or standards change when a freight route designation is made? Can we interpret this to mean fewer access points will be approved than would be permissible on a non-freight route, Statewide Highway?
2. What ability does local government have to influence the design and spacing of highway approaches when they are important to the community's development strategy?
3. Will local governments be required to take action to adopt or implement new or revised access management policies affected by freight route designations?

### **Design Standards**

1. How does Freight Route designation affect design standards in urban and rural areas? Would we expect to see higher design speeds, wider lanes and shoulders, etc?

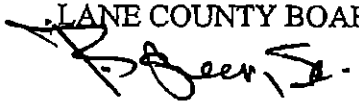
### **Mobility Standards**

1. The FRAP report notes that a higher mobility standard (lower v/c ratio, less congestion projected twenty year into the future) will be required on Freight Routes than on other Statewide Highways. Should we be designing our highways to move trucks, particularly through urban areas, in the afternoon peak hour at a higher standard than on other routes? As stated in the OHP, the afternoon peak hour traffic levels approximate the 30<sup>th</sup> highest hour of the year in large urban areas. The reality of freight movement in many large urban areas is for local freight deliveries to avoid the peak periods as a matter of scheduling.
2. Based on the current level of modernization funding, it appears these higher mobility standards may not be achieved in many situations. Are we setting standards that we cannot afford? On a statewide basis, how does the cost to build improvements to meet these standards on the currently designated freight route system compare with the available modernization funds? Assuming there is a funding gap, does it make sense to increase the freight route mileage substantially?
3. If mobility standards cannot be met on a freight route modernization project, will ODOT request local agencies to change their land use plans? Or, as is the case with a section of the proposed West Eugene Parkway, can we expect to see requests from ODOT to transfer jurisdiction of sections for freight routes to local government? The unintended consequence of these standards may be that they discourage or prevent desirable development in the community. Local governments are not reassured by ODOT's inflexible approach to mobility standards. Setting high standards without resources does not promote economic development. In the land use setting, engineers and attorneys are arguing over a few decimal points in v/c ratios that are projected out 20 years into the future. We need to make reasonable incremental investments, consistent with Policy 1G of the OHP and with available resources. We need to be able to move modernization projects forward and take reasonable exceptions to Mobility Standards. Will those be part of the OTC considerations before making freight route designation decisions?

Thank you for the opportunity to comment and for the communications from your staff regarding the request for an extension of this process. We look forward to your response so that we may schedule our next public hearing on the freight route proposal.

Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

  
Bobby Green, Sr., Chair

c: Lane County Legislative Delegation  
Bruce Warner  
Craig Greenleaf  
Robin Marshburn



THEODORE R. KULONGOSKI  
Governor

September 23, 2004

Stuart Foster, Chairman  
Oregon Transportation Commission  
201 West Main St. Suite 401  
Medford, OR 97501

Dear Chairman Foster:

The Oregon transportation system is critical to the state's economy. Oregon initiated three major programs since 2002 to invest in our transportation infrastructure. The Oregon Transportation Investment Acts (OTIA) I, II, and III resulted in \$2.96 billion in projects to improve and maintain roads and bridges throughout Oregon. While more funding is still needed for additional improvements, OTIA is helping the state's economy and helping put Oregon businesses and citizens to work.

In addition to these substantial highway investments, we have recently put some state dollars toward improving other modes of transportation, including small investments of lottery dollars into rail and marine facilities around the state. But more needs to be done.

As you know, the funding available for highways is constitutionally dedicated to roads and bridges and cannot be used for other types of infrastructure investment. While this is a prudent restraint, these other transportation modes certainly provide vital connections for Oregon businesses, people and goods to get to national and international destinations.

Because we are successfully investing a great deal in our highway system, and will be for the next several years, now is the time to invest in other types of transportation infrastructure. Many other states, including our neighbors to the north and south, are investing heavily in these other modes of transportation. For example, in 2003, Washington put nearly \$300 million in their rail system, and the year before, California put over \$200 million toward their rail infrastructure. While I am pleased that we were able to invest \$10 million into our short lines and for key industrial rail projects, we are not able to make the necessary improvements to aid shippers dependent on reliable rail service.

Stuart Roster  
September 23, 2004  
Page 2

Making these key improvements to Oregon's rail, marine, air and transit systems will ensure that Oregon's transportation system is strong, diverse and efficient. It is time to invest in our ENTIRE transportation network. It is time to Connect Oregon. A multi-modal investment will save Oregon shippers money, create jobs and help the Oregon economy.

I am aware of many projects that have been proposed for better rail connections, more advantageous marine commerce, improved aviation infrastructure and transit facilities. I want to be very strategic, however, about which investments will bring the greatest return for Oregon taxpayers, and which investments are clearly ready to move forward soon.

Because I am so proud of the work the Oregon Transportation Commission has done, and because I trust your sound judgment and broad view of our transportation infrastructure, I am asking the Commission to assess what the state needs to do to Connect Oregon with all modes of the transportation system. Please begin a dialogue with the transportation stakeholders that represent our rail, marine, air and transit systems to look for solid and practical ideas and input about what investments are needed. I am looking for the best list of opportunities to create jobs, move people and move goods.

The reason I am asking the Oregon Transportation Commission to oversee this effort is because it is about transportation connections - how we move people and goods from one mode to another. I know that you will collaborate with the Oregon Economic and Community Development Department, the Department of Aviation and other state, local and private partners that have a stake in this effort.

This information will be critical as I formulate my budget for the next biennium. I also would like to have this information available for discussion as part of the Oregon Business Plan at the Business Summit in December. As you know, there is a great deal of enthusiasm in the business community about the bold investments we have made each of the last two sessions in our transportation infrastructure. I firmly believe that we can and will be able to use that enthusiasm to move us toward a partnership with legislators during the 2005 Session.

Thank you and all of the Commissioners again for your leadership and sound investment strategy that has put Oregon's economy back on the right track. I look forward to working with you in the coming months.

Sincerely,



THEODORE R. KULONGOSI  
Governor



# Oregon

Theodore R. Kulongoski, Governor

**Department of Transportation**

Office of the Director

355 Capitol St. NE

Rm 135

Salem, Oregon 97301-3871

December 27, 2004

**FILE CODE:**

This letter is in response to comments the Oregon Department of Transportation (ODOT) has received regarding the update of the State Highway Freight System. I want to thank you for taking the time to voice your issues and concerns. Your comments have been thoughtful and beneficial. It is clear from the number of comments received that we need to step back and "reconnect" on the overall purpose and desired outcomes from this effort.

**WHY WE ARE DOING THIS PROJECT?**

The reasons to embark on this ambitious effort include the following:

- In January 2004, the Oregon Transportation Commission (OTC) approved changes to the Oregon Highway Plan (OHP). These changes were made to simplify the process of defining stretches of highway by type, known as highway segment designations, especially where a state highway is the main street through a town. Because there was concern about how the highway segment designations would affect "through" freight movements, the OTC recommended an evaluation of Oregon freight routes and their relationship to these designations.
- In House Bill 2041 (Oregon Transportation Investment Act III), the legislature put into law that ODOT and our Commission will give priority to funding projects that are important for freight. This is due to the legislature's affirmation that our state's ability to move goods and services within and through the state are critical to our future economy.
- Freight transportation is expected to double in the next 15 years. The increase in freight will occur on all modes of transportation, but trucking will continue to be the predominant mode. Trucking's share of freight movements is currently about 70% and this will increase slightly over that 15 year period to about 72%.

**DESIRED OUTCOMES**

Successful implementation of the OHP must include the following elements:

- ODOT's plans and maps have been revised to identify those state highways that are now, or in the future, important routes for the movement of goods and services within and through the state.
- Continuation of work with local governments to identify and designate highway segment designations. These include city and community areas along state highways where ODOT and the local government will recognize the desires for more intense development/redevelopment, additional access, slower speeds and higher levels of congestion to reflect the area's plans for the future.



- Development of a general management plan framework for the "Main Street" or commercial areas along a recognized state freight route that will allow this area to develop as desired by the community, but protects its future as a viable route for freight movement.
- Development of criteria to give funding priority for community enhancements to those communities who have identified highway segment designations and either adopted or agreed to adopt a management plan for these designations along adopted freight routes.

#### **SPECIFIC COMMENTS AND TIMELINE**

All of your comments will be provided both to the Freight Route Analysis Project (FRAP) Advisory Committee and to the OTC.

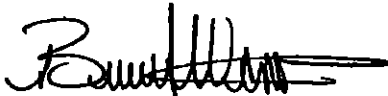
Many of your comments contained questions. Staff has prepared a Frequently Asked Questions document that is available on the freight route website at <http://egov.oregon.gov/ODOT/TD/TP/FRAP.shtml>.

I understand that staff has gathered new information that likely will lead to modifications in the draft report. For example, the agency is in the process of completing a study that is assessing the condition of US 101. That work will further inform the appropriateness of a future freight designation. On the other hand, some have suggested designation of OR 6 and OR 39 as freight routes, which staff had not considered. Those routes are now included in our recommendations. We have also heard opposition and concern to designation of OR 126 east of Springfield to OR 22. The McKenzie Highway is finalizing its Scenic Byway designation and the staff working on the freight issues were unaware of this pending designation. Given this new information, staff has removed this segment of OR 126 (east of its intersection with OR 126 Business) and US 20 between OR 126 and OR 22 from the list of proposed freight routes. The map of recommended freight routes (also available on the freight route website) has been amended to reflect these revised recommendations.

Some stakeholders asked for an extension of the timeline for review of the freight routes. We have extended the timeline for submittal to the OTC until at least mid 2005. While this project is taking longer than anticipated to complete, I believe that the additional work and time will ultimately allow the public, local governments and OTC to support the final result.

I appreciate your continued involvement in this effort and I am confident that we will reach a successful outcome. It is my intent to keep you posted on activities associated with this effort, but in the meantime, feel free to contact staff with any of your concerns.

Sincerely,



Bruce A. Warner  
Director



## LANE COUNTY

PUBLIC WORKS DEPARTMENT / 3040 North Delta Hwy. / Eugene, OR 97408  
Phone: (541) 682-6911/ Fax: (541) 682-8500

June 29, 2005

To Mayors, City Staff, and Interested Parties:

### **RE: ODOT Freight Route Analysis Project (FRAP) & Oregon Highway Plan Amendments – Public Hearing and Opportunity for Comment**

A public hearing will be held before the Lane County Board of Commissioners on **Wednesday, July 27, 2005** regarding proposed amendments to the 1999 Oregon Highway Plan to reflect Freight Route Analysis Project (FRAP) policy work and proposed additional freight route designations in Lane County. The hearing will be at **1:30 pm at the Lane County Public Service Building, Commissioners Conference Rm., 125 E. 8<sup>th</sup> Ave., Eugene**. The Board will be asked to forward their comments and recommendations to the Oregon Transportation Commission (OTC) and will be taking the following items into consideration:

- Proposed new freight route designations of ODOT highways in Lane County:
  - OR 126 (Florence-Eugene Hwy.) – US 101 to Eugene
  - OR 126 – I-5 to OR 126B in Springfield
  - Beltline Highway – I-5 to OR 126
  - OR 99 – OR 99W (Junction City) to Beltline Hwy.
  - OR 99W – OR 99 (Junction City) to north Lane County boundary (this proposed freight segment continues to City of McMinnville)
  - US 101 - Florence to Reedsport
- Other proposed amendments to the 1999 Oregon Highway Plan related to highway segment designations and access management standards

The OHP amendments are discussed in the attached draft staff report from ODOT. In summary, the proposed OHP amendments include an increase in mileage associated with the State Highway Freight System, changes to access and mobility standards inside Urban Growth Boundaries where posted speeds are less than or equal to 35 MPH, and changes to how Urban Business Areas (UBAs) are designated and how and when management plans will be developed for UBAs and Special Transportation Areas (STAs).

The proposed changes to access management provisions in the OHP would automatically qualify urban highway segments for the Urban Business Area mobility and access spacing standards where the posted speed is 35 MPH or less. Highway sections posted at speeds higher than 35 MPH will not automatically be able to employ these standards without a UBA designation. If this amendment is approved, then corresponding amendments to Division 51 of OAR 734 will be necessary, which implements access management spacing standards in the OHP. It is likely the OTC will consider this item at a later time after the OTC has considered the designation of new freight routes. This is simply a timing issue related to ODOT's schedule and ability to package the changes for OTC review.

The OTC is scheduled to consider the freight route designation item at their August 17 hearing in La Grande. As shown in the bullets above, the proposed routes in Lane County reflect updates made since the September 2004 release of recommended freight routes by the Freight Route Advisory Project committee. This includes removal of the Highway 126 E (McKenzie Hwy.) segment by ODOT in reaction to public opposition and the addition of the Florence to Reedsport section of US 101. The freeway section of Highway 126 E, from I-5 to the junction with Highway 126 Business in Springfield (Main Street), remains in the proposal.

You are encouraged to provide testimony on any of these items at the public hearing. If you choose to submit testimony in writing, it will be accepted up to the July 27 date of the hearing. However, in order for written comments to be included in the staff report to the Board of Commissioners, it must be received by July 11, 2005. Please submit written comments to [tom.stinchfield@co.lane.or.us](mailto:tom.stinchfield@co.lane.or.us) or by mail to Lane County Public Works, Transportation Planning, 3040 North Delta Hwy., Eugene, OR 97408. Links to more information, including previous comments from the Lane County Board of Commissioners, is also provided on the Lane County website at: [http://www.lanecounty.org/Transportation\\_Planning/ODOTfreight\\_routes.htm](http://www.lanecounty.org/Transportation_Planning/ODOTfreight_routes.htm) Board agenda materials will be available approximately one week before the July 27 hearing, and we will post this information on the website above.

If you need additional assistance or have questions, you may contact Tom Stinchfield at (541) 682-6930 or Bill Morgan at (541) 682-6932.

Sincerely,

Tom Stinchfield  
Transportation Planning Engineer

*Attachment: Notice of Proposed Amendments to the 1999 Oregon Highway Plan (from ODOT)*

## **Proposed Oregon Highway Plan Amendments**

### **Staff Report**

**June 17, 2005 Review Draft**

*This draft Staff Report outlines the proposed amendments related to Freight Designations and Policy 1B (Highway Segment Designations) of the Oregon Highway Plan (OHP). The Staff Report outlines why these changes are proposed, what amendments are proposed, and the implications of adopting the proposed OHP amendments. Attachments to this document include illustrative tables and maps, as well as the proposed OHP text amendments shown in track changes.*

*Proposed amendments to the OHP will be considered at the August 17, 2005 Oregon Transportation Commission hearing in La Grande, Oregon.*

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### Attachment A

Map A-1 – Tonnage  
 Map A-2 – Connectivity to other States  
 Map A-3 – Percent Trucks  
 Map A-4 – Truck Volumes  
 Map A-5 – OHP & MPO Freight Routes  
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### Attachment B – Significance Table

### Attachment C – Summary of Public Comments

### Attachment D – Proposed Oregon Highway Plan Amendments

## **INTRODUCTION**

The proposed Oregon Highway Plan (OHP) amendments detailed in this report reflect recommended changes in the State Highway Freight System and Policy 1B. This report includes the following sections:

- I. Amendments Related to Freight Designations**
- II. Amendments Related to Highway Segment Designations**
- III. Amendments Related to Access Management Standards**

Each of the sections is structured as follows:

- A. Background
  - ◆ Why amendments are proposed
  - ◆ What amendments are being proposed
  - ◆ Impacts/consequences of amendments
  - ◆ Public involvement
- B. Summary of Policy Changes

Proposed amendments to the State Highway Freight System portion of the OHP reflect recent Freight Route Analysis Project (FRAP) policy work and proposed additional freight route designations in Oregon. Thirty-two additional highway segments are recommended for inclusion in the State Highway Freight System. One consequence of adding additional mileage to the Freight System is that previously designated Highway Segments will need to be evaluated to determine if they are now on a Statewide Freight Route. Policy 1B requires that a management plan be developed for Special Transportation Areas or Commercial Center Highway Segment designations on Statewide Freight Routes.

Proposed amendments to Policy 1B clarify that the only circumstances where a management plan will be required will be when the STA designation is on a Statewide Highway that is also a Freight Route. Additional amendments state that Urban Business Area (UBA) designations are available for areas within an Urban Growth Boundary (UGB) that have posted speeds higher than 35 miles per hour and these will require a management plan. Highway segments posted with speeds of 35 miles per hour or less are automatically eligible for the mobility and spacing standards in the OHP and no longer require a designation process. Other UBA designation requires a management plan.

This report also includes proposed amendments related to access management standards. If the proposed amendments to the OHP are approved, Oregon Revised Statute (OAR) 734, Division 51, will need to be amended for consistency with the revised OHP. Rule making will need to be initiated to amend Division 51 following adoption of OHP revisions. At that time, the spacing standards in OAR 734-051 will need to be amended to be consistent with the OHP tables in Appendix C.

The department explored whether emergency circumstances were present that permitted temporary rulemaking was permissible and was advised by the Attorney General's Office that the circumstances involved in this particular action did not create a permissible condition for emergency rulemaking.

## **I. AMENDMENTS RELATED TO FREIGHT DESIGNATIONS**

Amendments to the State Highway Freight System section of the Oregon Highway Plan (OHP) need to be made to reflect recent Freight Route Analysis Project (FRAP) policy work and proposed additional freight route designations in Oregon. Maps and tables identifying these routes will need to be updated.

### **A. Background on amendments to the State Highway Freight System**

#### **Why amendments are proposed**

Proposed amendments to the State Highway Freight System are a 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 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. Highway segment designations are discussed in Section II of the staff report.

Other reasons for reviewing the State Highway Freight System include House Bill 2041 (2003 Session) and the projected significant increase in freight movements. Section 37 of the Bill became ORS 184.611 and states that in developing the STIP, ODOT shall give priority to freight mobility projects located on identified freight routes of statewide or regional significance. Section 38 of the Bill became ORS 366.215 and 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 the Commission finds it in the best interest of the state and freight movement is not unreasonably impeded.)* Freight transportation is expected to double in the next 15 years. The increase in freight will occur on all modes of transportation, but trucking will continue to be the predominant mode. Truck's share of freight movements is currently about 70% and this will increase slightly over that 15 year period to about 72%.

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. Two meetings were held with the advisory committee. The last meeting was June 21, 2004. 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. A draft staff report was published on ODOT's website in September 2004.



This June 2005 staff report recommends adding approximately 1,229 miles to the State Highway Freight System whereas the September 2004 staff report recommended 849 additional miles (a 59% increase to the State Highway Freight System vs. a 41% increase). The recommended routes added after September 2004 are OR 6, OR 39, US 101 (Florence to Reedsport), US 30 Bypass (US 30 to I-5), OR 99E (Harrisburg to OR 228) and OR 228 (Halsey to I-5). Routes no longer being recommended are OR 126 east of Eugene and US 20 (OR 126 to OR 22).

### **What amendments are being proposed**

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 OHP 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 found in Attachment A of this report provide information about the State Highway Freight System with respect to the 1999 criteria and other factors of consideration.

**Summary Table I-1: 1999 OHP Freight Route Criteria**

<b>Criteria</b>	<b>Comments</b>
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 A-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 A-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.

**Summary Table I-2: Consideration Factors for Proposed Freight Route**

<b>Consideration Factors</b>	<b>Comments</b>
NHS Highways	See Map A-1 which also identifies the National Highway System (NHS) designated highways. The 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

<b>Consideration Factors</b>	<b>Comments</b>
	other major transportation destinations; meet national defense requirements; and serve interstate and interregional travel.
Freight routes in adjacent states	See Map A-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 A-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 A-1).
Truck volumes	See Map A-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 A-1). Map A-4 shows 2002 truck volumes that 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 A-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 A-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 A-7 which identifies communities with adopted 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.
Freight generating sites	The truck tonnage, truck volumes and percent trucks maps (Maps A-1, A-3 and A-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 A-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

<b>Consideration Factors</b>	<b>Comments</b>
	local intermodal connectors that are primarily local facilities. Map A-9 includes information on where to view large-scale maps of these facilities on ODOT's website.
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 off 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 A-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 A-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. 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.

The table below identifies thirty-two 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. 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.

**Summary Table I-3: Applied Criteria & Factors of Consideration Table - Recommended Revisions to the 1999 Adopted OHP Freight Routes**

	<b>Highway Name</b>	<b>State Highway Classification</b>	<b>Limits</b>	<b>Key Considerations</b>
1	OR 126	Statewide	US 101 to Belt Line Highway in Eugene 52.55 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity between coastal businesses and I-5</li> </ul>
2	OR 126	Statewide	I-5 to intersection with OR 126B in Springfield 6.27 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Expressway Designation</li> </ul>
3	OR 62	Statewide	I-5 to OR 140 6.00 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• High truck tonnage (4 to 9.99)</li> <li>• and volumes (1,500 to 2,999)</li> <li>• On MPO freight system</li> <li>• Expressway Designation</li> </ul>
4	OR 140	Statewide	OR 62 to Klamath Falls 69.00 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity to Central Oregon and US 97</li> </ul>

	Highway Name	State Highway Classification	Limits	Key Considerations
5	OR 140	Statewide	US 97 to US 395 (Klamath Falls to Lakeview) 96.36 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Connectivity to Central OR (US 97 &amp; US 395)</li> </ul>
6	OR 11	Statewide	WA border to Hwy 331 32.00 miles	<ul style="list-style-type: none"> <li>Connectivity to a designated freight route in WA</li> <li>Medium truck tonnage (1 to 3.99)</li> <li>NHS</li> </ul>
7	US 395	Statewide	CA border to WA border 326.74 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Connectivity within eastern Oregon &amp; to adjacent states</li> <li>Designated as a High Priority NHS Corridor by FHWA</li> </ul>
8	US 101	Statewide	Florence to Reedsport 21.40 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Connectivity between OR 126 and US 101</li> </ul>
9	OR 35	Statewide	US 26 to I-84 (US 26 to Hood River) 45.00 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Alternate truck route during fire/ice conditions on I-84</li> </ul>
10	OR 22	Statewide	I-5 to OR 18 (Salem to Valley Junction) 24.00 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Designated as an MPO freight route</li> <li>Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)</li> <li>Expressway Designation west of Salem to OR 223</li> </ul>
11	OR 126	Statewide	US 20 to US 97 (Sisters to Redmond) 17.60 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Connectivity in Central Oregon</li> <li>Expressway Designation</li> </ul>
12	Beltline Hwy	Statewide	I-5 to OR 126 12.00 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Designated as an MPO freight route</li> <li>High to very high truck tonnage (4.0 to over 10) and truck volumes (500 to over 3,000)</li> <li>Expressway Designation</li> </ul>

	Highway Name	State Highway Classification	Limits	Key Considerations
13	US 95	Statewide	California to Idaho 121.36 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Connectivity to a designated freight route in Idaho</li> <li>High to very high percent trucks (25 to 50%)</li> </ul>
14	US 97/ Bend Parkway	Statewide	Add parkway (6 miles) & remove freight route designation from 3 <sup>rd</sup> St. south of Greenwood Ave. (3.2 miles) = 2.90	<ul style="list-style-type: none"> <li>New alignment</li> <li>NHS</li> </ul>
15	OR 126	Statewide	US 97 to Prineville (Redmond to Prineville) 18.00 miles	<ul style="list-style-type: none"> <li>NHS</li> <li>Medium to high truck tonnage (1.0 to 9.99)</li> </ul>
16	OR 201	Statewide	Add Yturri Beltline in Ontario (Hwy 455) and remove old OR 201 (4 <sup>th</sup> Ave/Idaho Ave. No mileage change.	<ul style="list-style-type: none"> <li>New alignment</li> <li>NHS</li> </ul>
17	OR 39	Statewide	OR 140 in Klamath Falls to CA border 14.65 miles	<ul style="list-style-type: none"> <li>NHS</li> </ul>
18	US 199	Statewide	I-5 to CA border (Grants Pass to CA border) 45.42 miles	<ul style="list-style-type: none"> <li>Low to medium percent trucks (under 25%)</li> <li>Low to medium truck volumes (under 1,499)</li> <li>NHS</li> <li>Portion of highway is an expressway</li> </ul>
19	OR 99	Statewide and Regional	OR 99W to Beltline Hwy (Junction City to Belt Line Hwy) 9.00 miles	<ul style="list-style-type: none"> <li>High truck tonnage (4.0 to 9.9)</li> <li>Approx. 3 miles is NHS</li> </ul>
20	OR 34	Regional	I-5 to US 20 (I-5 through Lebanon) 6.35 miles	<ul style="list-style-type: none"> <li>Medium to high truck tonnage (1.0 to 9.99) and truck volumes (500 to 2,999)</li> </ul>

21	US 20	Regional	OR 34 to Sweet Home (Lebanon to Sweet Home) 13.74 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> </ul>
22	OR 99W	Regional	OR 18 to OR 99 (McMinnville to Junction City) 75.00 miles	<ul style="list-style-type: none"> <li>• Medium to high truck tonnage (1.0 to 9.9)</li> <li>• STA in Corvallis</li> </ul>
23	US 730	Regional	I-82 to WA border (Umatilla to WA border) 18.00 miles	<ul style="list-style-type: none"> <li>• Connectivity to a designated freight route in WA</li> <li>• High to very high truck tonnage (4.0 to over 10.0)</li> <li>• High truck percents (25 to 39.9%)</li> </ul>
24	US 26	Regional	US 97 to Prineville (Madras to Prineville) 26.00 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1 to 3.99)</li> <li>• (STA in Prineville)</li> <li>• Connectivity to (US 26 to Portland and US 97 north)</li> </ul>
25	OR 78	Regional	US 20 to US 95 (Burns to Burns Junction) 91.20 miles	<ul style="list-style-type: none"> <li>• Connectivity within southeastern Oregon and to adjacent states (connects with US 95, a recommended route and is designated as an Interstate Priority Corridor in Idaho)</li> <li>• Medium to high percent trucks (10 to 39.9)</li> </ul>
26	OR 6	Regional	US 101 to US 26 51.17 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between US 101 and Portland area</li> </ul>
27	Salem Parkway/ OR 99E	Regional	I-5 to OR 22 8.00 miles	<ul style="list-style-type: none"> <li>• Designated as an MPO freight route</li> <li>• Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)</li> </ul>
28	OR 99E	Regional	Harrisburg (intersection with Peoria Rd. north to OR 228) 8.64 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between OR 99E and I-5</li> <li>• Route for oversized trucks including I-beams from Morse Bros. in Harrisburg</li> </ul>

29	Hwy 331	District	OR 11 to I-84 3.00 miles	<ul style="list-style-type: none"> <li>This short highway (4 miles) connects OR 31 with I-84.</li> <li>It is currently signed and used by trucks because the OR 11/I-84 connection is not conducive for trucks</li> </ul>
30	OR 34	District	4 <sup>th</sup> St. in Corvallis to Corvallis Bypass (Van Buren St. and Harrison St.) .34 miles	<ul style="list-style-type: none"> <li>High truck tonnage (4 to 9.99) and volumes (1,500 to 2,999)</li> <li>This short highway segment connects OR 99W with OR 34.</li> <li>STA on Van Buren St.</li> </ul>
31	US 30 Bypass <sup>1</sup>	District (except St. John's Bridge which is a Statewide Highway)	US 30 to I-5 5.4 miles (including St. John's Bridge which is .4 miles)	<ul style="list-style-type: none"> <li>Over-sized trucks use US 30 Bypass instead of Columbia Blvd.</li> <li>Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>Connectivity between US 30 and I-5</li> <li>St. John's Bridge is an NHS facility.</li> </ul>
32	OR 228	District	OR 99E to I-5 2.4 miles	<ul style="list-style-type: none"> <li>Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>Connectivity between OR 99E and I-5</li> <li>20% trucks</li> <li>Route for oversized trucks including I-beams from Morse Bros. in Harrisburg</li> </ul>

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<sup>1</sup> Notes regarding the addition of US 30 Bypass:

- This segment of Lombard is intended to provide goods and delivery access to the local community. It is not intended to serve as a primary route for industrial freight movement between Rivergate and I-5.
- N. Lombard is the only practical east-west route for the movement of over-dimensional loads at this time. Highway and street features will be designed to accommodate this need including height requirements, curb-to-curb dimensions, planting plans, median locations, light fixture placement, street signs, and turning radius at key intersections.
- Long-term routing for over-dimensional loads is recommended to shift to N Columbia Blvd, both a regional freight route and a freight district street in Portland's transportation system plan.
- ODOT, Metro, and the City are committed to working toward making the improvements necessary to realizing the full spectrum of freight utility of the N/NE Columbia Blvd Corridor.



Map A-9 depicts the draft recommended revisions to the State Highway Freight System and will replace the Designated Freight Routes map (Figure 10) on page 65 of the OHP. Provided below in Table I-4 is a summary of the mileage and state highway classification associated with the recommended revisions to the State Highway Freight System.

Summary Table I-4: Total Mileage Per State Highway Classification

	Existing System	Recommended Additions	Percent Increase
<b>Total Oregon Highway Mileage</b>	7,448 Miles	NA	NA
<b>Total Oregon NHS Mileage*</b>	3,654 Miles	NA	NA
<b>State Highway Freight System</b>	2,092 Miles	Approximately 1,229 Miles New Total: 3,321 Miles	59%
<b>NHS Mileage that is part of State Highway Freight System*</b>	2,091 Miles  Freight System includes 57% of the NHS in Oregon	Approximately 915 Miles New Total: 3,006 Miles  Freight System would include 82% of the NHS in Oregon	44%
<b>Non-NHS Mileage that is part of State Highway Freight System</b>	1 Mile	Approximately 305 Miles New Total: 314 Miles	N/A
<i>* Does not include NHS Intermodal Connectors that are local facilities.</i>			
State Highway Classification	Existing State Highway System	Recommended Additions	Percent Increase
Interstate Highways and Statewide Highways	2,091	915	44%
Regional Highways	0	304	N/A
District Highways	1 (MLK Blvd., Portland)	10	N/A

### Impacts/consequences of amendments

The 1999 OHP policies were examined for implications if additional routes are included into the existing system, especially if they are classified as Regional or District Highways (this differs from the original intent of the 1999 OHP freight route designation).

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. Having Regional and District Highways as part of the State Highway Freight System could impact the hierarchy of the classification system which is also used to guide management and investment decisions. .
- Since some Regional and District Highways are proposed for inclusion into the State Highway Freight System, this staff report includes proposed changes to highway mobility standards to reflect the additions. If the standards are changed, local plan amendments and zone changes will be held to a higher standard of review for mobility standards.

The significance of OHP freight routes on issues such as planning and highway design were analyzed. See Significance Table (Attachment B). The significance of the designation ranges from little or no impact to significant impact depending on the issue. 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. It also impacts the overall direction of the Oregon Highway Plan as it seeks to find that balance between freight needs and the other users of system.

## **Public Involvement**

Besides the public involvement that occurred through the FRAP Advisory Committee process, staff has conducted an extensive public outreach effort. On September 1, 2004, affected jurisdictions were sent a notification informing them of the proposed freight route designations and staff has maintained a website containing a variety of information on the FRAP including a draft staff report, study maps, timeline, an FAQ and public comments <http://www.oregon.gov/ODOT/TD/TP/FRAP.shtml>. Between July and December 2004, staff made 12 presentations requested by cities, counties, ACTs and others. To date, comments on the FRAP have been received from 1,419 individuals (1,400 of the comments consisted of signatures on a petition against OR 126E becoming a freight route), seven cities, two ports, three counties, five MPOs, and five ACTs. We also received comments from the McKenzie Watershed Council, the Eugene Water & Electric Board, 1000 Friends, Economic Development Council – Tillamook County, Oregon Trucking Associations and the Oregon Freight Advisory Committee. Attachment C is a summary of the public comments.

During the 2005 session of the Oregon Legislative Assembly, two bills were introduced related to freight routes. Senate Bill 894 proposed to define “freight route” for the purpose of prohibition on reduction of capacity of state highways. The proposed legislation also defined freight route as meaning any highway included in the national highway system. Later amendments to the bill did this by proposing these implications for all of the NHS elements of the system without making an explicit cross reference to the freight route designation treatment. Senate Bill 566 proposed to prohibit the OTC and ODOT from designating a highway or portion of highway as a freight route if also designated as a historic and scenic highway. The bill was amended to prohibit a freight route designation on OR 126 from the eastern city limits of Springfield to its intersection with US 20 and US 101 from US 26 to OR 126. Both proposed bills are pending with outcomes unknown at this time.

## **B. Oregon Highway Plan Policy Changes**

Due to the revisions proposed to the criteria, routes and other aspects of the State Highway Freight System, modifications to the Oregon Highway Plan are recommended. These changes are summarized below. See Attachment D for amendments showing track changes to the 1999 OHP related to freight.

- The State Highway Classification System (Policy 1A) described on page 41 needs to be revised because some of the proposed freight routes are on Regional and District Highways.
- The State Highway Freight System Background statement on page 63 needs to be revised to update trucking statistics, recognize the importance of regional and local freight facilities including NHS Intermodal Connectors, to include additional criteria and other factors, to add some Regional and District Highways to the State Highway Freight System, and to list some of the highway design impacts associated with the freight route designation (roadway section widths, median barriers, intersection design) .
- The map that depicts the State Highway Freight System on page 65 needs to be updated.

- Table 5 on page 66 needs to be deleted. (A more accurate listing of the highway segments associated with the OHP freight routes can be found in Appendix D of the OHP.) (See needed edits to Appendix D below.)
- A new Action 4A.1 under Policy 4A (Efficiency of Freight Movement) on page 121 needs to be Action 4A.4 needs to be revised to recognize the interrelated characteristics of the freight system including the NHS Intermodal Connectors and the coordination necessary with local government.
- A new action (Action 4A.8) is needed on page 122 to recognize the importance of local truck routes and to help develop a process to consider requests to establish local government designated truck routes.
- A new action (Action 4A.9) is needed on page 122 to develop an amendment process for the identification of additional routes to the State Highway Freight System.
- Appendix D (Highway Classification by Milepoint) on page 204 needs to be updated to reflect the added freight routes.

## **II. AMENDMENTS RELATED TO HIGHWAY SEGMENT DESIGNATIONS**

Amendments to Policy 1B of the Oregon Highway Plan (OHP) need to be made to reflect recent deliberations regarding Urban Business Area (UBA) designations and to complement the Freight Route Analysis Project (FRAP) policy work and proposed additional freight route designations in Oregon.

### **A. Background on Amendments to the Highway Segment Designations**

#### **Why amendments are proposed**

Proposed amendments to Policy 1B of the OHP are refinements to changes 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 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.

A significant requirement of the existing Policy 1B is that management plans are required for highway segment designations on designated OHP Freight Routes and Regional Transportation System Plan freight systems. Proposed amendments include adding thirty-two state freight routes to the adopted list of 1999 OHP Freight Routes (see Section I of this report). Following this update to the State Highway Freight System, it will be necessary for management plans to be developed for previously designated highway segments when local governments update their Transportation System Plan or initiate other legislatively mandated planning effort.<sup>2</sup>

Statewide communications with local governments and the Retail Task Force since the 2004 Policy 1B amendments have revealed concerns about the UBA designation. A posted speed limit of 35 miles an hour is a characteristic of the UBA designation and one that distinguishes it from other commercial segments of highway. It is now recognized that areas posted at 35 miles an hour are functioning as de facto UBAs, consistent with the characteristics in Policy 1B, and that the UBA designation is not necessary to achieve the dual objectives of providing local access to meet the needs of abutting properties and maintaining existing speeds to move through traffic.

The conclusion is that areas with posted speeds of 35 miles per hour or less should be automatically eligible for mobility and access standards appropriate to facilitate access to businesses without unreasonably delaying the movement of people and goods on the State Highway System (see revised OHP Tables 6, 13, 14, & 15, Attachment D). For these areas, mobility and spacing standards are dictated by the posted speed limit, not highway segment designation. However, on highway sections posted at speeds higher than 35 miles per hour where attributes exist that are consistent with the objectives and characteristics of the UBA designation, the UBA designation process will continue to be necessary to enable the use of the related access spacing and mobility standards. Highway sections posted at speeds higher than 35 miles per hour will not automatically be able to employ standards allowed for 35 mile per

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<sup>2</sup> As explained later in this report, this only applies to previously designated Special Transportation Areas on Statewide Freight Routes.

hour sections without a UBA designation. Such a UBA designation will require a management plan at the time of designation. The intention of both UBAs and the new standards for urban highways with relatively low speeds is to ensure a safe and efficient balance between mobility and access.

### **What amendments are being proposed**

This June 2005 staff report recommends amendments to OHP Policy 1B that reflect the following:

- The only circumstances where a management plan will be required for an STA will be when the STA designation is on a Statewide Highway that is also a Freight Route. There will be no requirement for a management plan when an STA highway segment designation is on Regional or District Highway.
- If the highway segment has posted speeds of 35 mph or less then the highway segment is automatically eligible for the mobility and spacing standards previously available to UBAs. This is no longer a highway segment designation; it is a default standard related to undesignated highways.<sup>3</sup>
- An Urban Business Area (UBA) designation is only available for areas within a UGB that are posted higher than 35 mph and requires an approved management plan at the time of designation. Future UBAs must have a highway segment Management Plan that will include agreement between ODOT and the local government regarding applicable mobility and access spacing standards, regardless of the highway classification.<sup>4</sup>

### **Impacts/consequences of amendments**

The following implications of proposed amendments to Policy 1B of the OHP were identified:

- The UBA designation requirement has been removed from highway segments where posted speeds are 35 mph or less, making these segments automatically eligible for access spacing and mobility standards previously applicable to designated UBAs.
- Highway segments that have posted speeds higher than 35 mph must be granted an UBA designation before being eligible for standards available to 35 mph or less; management plans are a requirement and may establish access spacing and mobility standards equivalent to or stricter than those allowed under the 35 mph default standards.
- Policy 1B still includes recommendations that all commercial areas situated linearly along a highway, outside of STAs or Commercial Centers, take incremental steps to move in the

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<sup>3</sup> The State Highways with posted speeds of 35 mph or less are shown on maps that can be accessed via the ODOT website at <http://egov.oregon.gov/ODOT/TD/TDATA/gis/speedmaps.shtml>.

<sup>4</sup> The State Highways with posted speeds higher than 35 mph and less than 45 mph are shown on maps that can be accessed via the ODOT website at <http://egov.oregon.gov/ODOT/TD/TDATA/gis/speedmaps.shtml>.

direction of meeting UBA objectives, but the policy has shifted emphasis on when management plans are required.

- For non-designated urban highway segments with posted speeds less than or equal to 35 mph, the proposed amendments to mobility standards (OHP Table 6) would:
  - Allow a greater degree of congestion by increasing the maximum v/c ratio by 0.05, and;
  - Allow closer spacing of approaches, equal to the reduced approach spacing currently allowed only on designated UBAs
- Amendments to OHP Table 6:
  - Raise the v/c ratio standard and allow a greater degree of congestion on the affected segments, approximately equivalent to an additional third to half lane of traffic at a typical urban intersection.
  - Reduce the distinction present in the existing Table 6, between segments inside an MPO versus outside an MPO where posted speeds are 35 mph or lower. Currently a greater degree of congestion is allowed inside an MPO. With the proposed change, the allowed degree of congestion no longer would depend on whether the area is within an MPO or not, on non-designated urban highway segments with posted speeds less than or equal to 35 mph. For posted speeds above 35 mph, the mobility standard for non-MPO urban areas is higher than for MPO urban areas (unchanged). Highway segment designations are still only allowed within Urban Growth Boundaries.
- Amendments to Access Spacing Standards (OHP Tables 13, 14, 15) allow closer spacing of approaches.
  - The Urban Business Area (UBA) provisions and the resulting reduced spacing standards that are proposed for amendment herein were intended to create an incentive for planning for future shared driveways and cross connections among businesses.
  - The access spacing standards were based on research conducted by Oregon State University for ODOT. The proposed changes have the following results:
    - The spacing standards would be reduced by up to 50 feet on statewide and district highways.
    - On regional highways, the spacing standards would be reduced by up to 175 feet (where posted speed is 30 or 35mph). The 175 foot reduction on regional highways is due to the difference in basis of the standard.

## **Public Involvement**

Proposed Policy 1B amendments to the UBA designation have been coordinated with other proposed OHP amendments. Input from the Retail Task Force and local jurisdictions through correspondence with ODOT staff and committee work related to Highway Segment designations has informed the process that resulted in the proposed Policy 1B amendments.

### **B. Oregon Highway Plan Policy Changes**

Specific recommended amendments to Policy 1B include changes to the Land Use and Transportation section that precedes Policy 1B and changes to Action 1B.3. Proposed amendments are summarized below. See Attachment D for proposed amendments showing track changes to sections of OHP Policy B, as approved by the OTC January 14, 2004:

- The Background and Intent should include clarification that Policy 1B is advisory in most cases and that the recommendations are provided to give local jurisdictions guidance to aid in transportation and land use planning along corridors. Policy language should continue to emphasize that planning objectives for all commercial areas situated linearly along a highway, outside of STA's or Commercial Centers, should aspire to the UBA standards and objectives.
- The General Process and Implementation Resources section should include a minor revision to reiterate that management plan requirements may change for previously designated highway segments when the Statewide Highway Freight System is updated.
- The description of Urban Business Areas (UBAs) will need to be reorganized to have more general discussion about linear commercial areas along statewide highways and the more specific distinction between areas posted at 35 mph or less and those with higher posted speeds.
- Policy 1B.3 describes the categories to designate highway segments. This section needs to be updated to reflect that the UBA designation is only applicable to highway segments posted at higher than 35 mph and that a management plan is a requirement, regardless of highway classification for those areas.



### **III. RULE AMENDMENTS RELATED TO ACCESS MANAGEMENT STANDARDS**

#### **A. Background on Amendments to Oregon Administrative Rule 734, Division 51 (OAR 734-051)**

##### **Why amendments are proposed**

The access management spacing standards established in the OHP are implemented by OAR 734, Division 51. Consequently, Division 51 needs to be amended to be consistent with the OHP amendments.

##### **What amendments are being proposed**

The proposed amendments to OAR 734-051 change the spacing standard Tables consistent with the analogous Tables in OHP Appendix C. Specifically, for an Urban highway with a posted speed less than or equal to 35 mph that is not designated as a Special Transportation Area (STA) the new spacing standard is as follows:

Summary Table III-1: Revised Spacing Standards  
(Apply Only Inside UGBs)

<b>Highway Classification</b>	<b>Spacing Standard</b>
Statewide	720 feet
Regional	425 feet
District	350 feet

The Amended Spacing Standard Tables for all highway sections as they will be adopted into the rule are included below:

**Proposed OHP Table 13: Access Management Spacing Standards  
For Statewide Highways <sup>(1)(2)(3)(4)</sup>**

**(Measurement in Feet)\***

<b>Posted Speed<sup>(5)</sup></b>	<b>Rural Expressway **</b>	<b>Rural</b>	<b>Urban Expressway ** ***</b>	<b>Urban</b>	<b>STA</b>
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	<sup>(6)</sup>
≤25		550		520	<sup>(6)</sup>

NOTE: The numbers in parentheses refer to explanatory notes that follow tables 13-15.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

**Proposed OHP Table 14: Access Management Spacing Standards  
for Regional Highways <sup>(1)(2)(3)(4)</sup>**

**(Measurement in Feet)\***

<b>Posted Speed<sup>(5)</sup></b>	<b>Rural Expressway **</b>	<b>Rural</b>	<b>Urban Expressway ** ***</b>	<b>Urban</b>	<b>STA</b>
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	<sup>(6)</sup>
≤25		450		350	<sup>(6)</sup>

NOTE: The numbers in parentheses refer to explanatory notes that follow tables.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

**Proposed OHP Table 15: Access Management Spacing Standards  
for District Highways <sup>(1)(2)(3)(4)</sup>**

(Measurement in Feet)*					
Posted Speed <sup>(5)</sup>	Rural Expressway **	Rural	Urban Expressway ** ***	Urban	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	<sup>(6)</sup>
≤25		400		350	<sup>(6)</sup>

NOTE: The numbers in parenthesis refer to explanatory notes that follow tables.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

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**Notes on Tables 13, 14 and 15:**

- <sup>(1)</sup> These access management spacing standards are for unsignalized approaches only. Signal spacing standards supercedes access management spacing standards for approaches.
- <sup>(2)</sup> These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).
- <sup>(3)</sup> For in-fill and redevelopment, see OAR 734-051-0135(4).
- <sup>(4)</sup> For deviations to the designated access management spacing standards see OAR 734-051-0135.
- <sup>(5)</sup> Posted Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.
- <sup>(6)</sup> Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block is less than 350 feet (110 meters).

**Impacts/consequences of amendments**

- The Urban Business Area (UBA) provisions and the resulting reduced spacing standards that are proposed for amendment herein were intended to create an incentive for planning for future shared driveways and cross connections among businesses
- Fewer highway approach permit applications will have to be processed as exceptions to the spacing standards.
- Fewer existing highway approaches will be out of conformance with the spacing standards.
- More flexibility for site design for all types of development in areas where posted speeds are less than or equal to 35 mph.
- Concurrent Amendment to the OHP creates the option for local government to identify UBAs in areas with posted speed higher than 35 mph. Management plans required for such prospective UBAs may include special spacing standards within the area at the 35 mph standard if the OTC agrees.
- There will be significantly more urban area that will allow the lower spacing standards previously limited to designated Urban Business Areas (UBAs).

**Public Involvement**

These rule changes are proposed to be made through the permanent rule-making process, including peer review within ODOT, the required notice and comment period and a public hearing prior to consideration of the proposed changes by the Commission.

**B. Oregon Highway Plan Policy Changes**

This section does not proposed additional policy changes to the OHP.

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**Attachment A  
Maps Associated with the Proposed Amendments  
to the State Highway Freight System Section of the Oregon Highway Plan**

see website

- Map A-1 – Tonnage
- Map A-2 – Connectivity to other States
- Map A-3 – Percent Trucks
- Map A-4 – Truck Volumes
- Map A-5 – OHP & MPO Freight Routes
- Map A-6 – Truck Length Restrictions
- Map A-7 – Highway Segment Designations
- Map A-8 – NHS Intermodal Connectors
- Map A-9 – Recommended Routes

→ Attachment to this packet

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**Attachment B  
Significance Table**

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**

	<b>Issue</b>	<b>Significance of Impact</b>	<b>Comments</b>
1.	<b>Planning</b>	◐	<p>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.</p> <p>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.</p>
2.	<b>Highway Segment Designations</b>	●	<p>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 if the route is also classified a Statewide highway.</p>
3.	<b>Expressways</b>	◐	<p>Being part of the State Highway Freight System is one of the criteria 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.</p>
4.	<b>Funding</b>	●	<p>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.</p>

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	Issue	Significance of Impact	Comments
			<p>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 HB 2041 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.</p> <p>The proposed Project Eligibility Criteria and Prioritization Factors for the 2008-2011 STIP include as a factor, "Projects that support freight mobility." They include modernization projects on freight routes of statewide or regional significance, including: highways on the State Highway Freight System as designated in the OHP; or highways or local roads designated as NSH intermodal connectors; or other highways with a high volume or percentage of trucks or which are important for regional or interstate freight movements, or local freight routes designated in a regional or local transportation plan.</p>
5.	Mobility Standards	●	<p>The OHP requires slightly higher mobility standards (lower maximum volume-to-capacity ratios) for freight routes than other 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. <i>(This particular example is based on Table 6, page 80 of the OHP (Non-MPO outside of STAs where non-freeway speed limit &lt; 45 mph).</i></p> <p><i>(Note that changes are proposed to the mobility standards (Table 6) which can be found in the Draft OHP Policy 1B Amendments, Attachment E.)</i></p>
6.	Pavement Preservation	○	<p>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.</p>

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7.	<b>Highway Design</b>		<p>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. <i>(An exemption can be granted if commission finds it in the best interest of the state and freight movement is not unreasonably impeded.)</i></p>
8.	<b>Access Management</b>		<p>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.</p> <p>Higher mobility standards required by an OHP freight route designation may impact design and spacing considerations for access management approach permits.</p> <p><i>(Note that a proposed change to OHP Policy 1B would create an additional factor in determining spacing standards in urban areas. Inside a UGB on a highway that is not an expressway, and with a posted speed <math>\leq 35</math> mph the spacing and mobility standards formerly applicable to a designated Urban Business Area would apply. See Draft OHP Policy 1B Amendments, Attachment E.)</i></p>



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### **Attachment C** **FRAP (Freight Route Analysis Project) Summary of Comments**

Provided below is a summary of the comments received on the Freight Route Analysis Project through June 16, 2005. Due to the extensive number of comments received, this summary was developed so that the reader can quickly grasp the subject matter of the issues raised. Some of the comments are no longer relevant as they pertain to an earlier version of the staff report. If you wish to see all of the comments received, please contact ODOT staff for copies.

Individuals	1,400 individuals	Signed a petition against OR 126E being a freight route.
	16 individuals	Submitted a letter against OR 126E being a freight route.
	2 individuals	Against OR 99W becoming a freight route.
	1 individual	Against US 101 and OR 126 in Florence becoming freight routes.
	1 individual	Submitted a letter requesting that Millican/West Butte Road (a county road) become a freight route.
Cities	Lincoln City	Against US 101 becoming a freight route.
	Prineville	Have concerns about funding for management plans.
	Astoria	Against US 101 becoming a freight route.
	Florence	Support OR 126W becoming a freight route but not US 101.
	Springfield	Support OR 126 through town becoming a freight route.
	Bend	Support Bend Parkway becoming a freight route.
	Junction City	Against OR 99 becoming a freight route.
Counties	Lane County	Have questions and concerns and would like more time to review.
	Clatsop County	Against US 101 becoming a freight route.
	Polk County	Support OR 99W and OR 22W becoming freight routes.

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ACTS	SEACT	Support US 26, US 395, US 95 & Bend Parkway becoming freight routes.
	NWACT	Against US 101 becoming a freight route. Want to add OR 6.
	SCACT	Support US 395 and OR 140 becoming freight routes. Want to add OR 31 and OR 39.
	MWACT	Support OR 99W, OR 22 & OR 99E/Salem Parkway becoming freight routes.
	CWACT	Support OR 34 becoming a freight route. Support US 20 becoming a freight route as long as it ends at Sweet Home city limits. Against OR 99W becoming a freight route. Want OR 228 from OR 99E to I-5 to be a freight route. Want ODOT to wait on freight designations until management plan guidelines are done. Want funding for management plans for STAs.
MPOs	Corvallis Area MPO	Against OR 99W becoming a freight route.
	Metro	Have concerns about criteria/factors of consideration and application of criteria. Also, funding for local roadways important for freight and the process and timing for management plans. Would like map of recommendations to show 3 regional future transportation facilities.
	Central Lane MPO	Support OR 126 in Springfield (Main St. to I-5), OR 99 from Beltline Highway to Airport Road and West 11 <sup>th</sup> St. from Beltline Highway to its junction with OR 126 W becoming freight routes.
	SKATS MPO	Would like more time to review. Have several questions on mobility standards, access management, management plans, NHS, express-ways and whether or not there could be a gap in a freight route.
	Bend MPO	Support US 97/Bend Parkway from US 20 to US 97 Bus becoming a freight route.

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Others	McKenzie Watershed Council	Against OR 126E becoming a freight route.
	Eugene Water & Electric Board	Against OR 126E becoming a freight route.
	Port of Portland	Request that NHS connectors be recognized as important for the movement of freight.
	Economic Dev. Council – Tillamook County	Against US 101 becoming a freight route.
	Port of Siuslaw	Support OR 126W being a freight route.
	Oregon Freight Advisory Committee	Would like more coordination between the FRAP process, development of the management plan templates and the highway segment designation process. Would like ODOT staff to recommend more sections of NHS routes. Would like ODOT staff to re-engage the local communities in a more rounded educational outreach.
	1000 Friends	Against all proposed freight routes in Lane County and on US 101 except for the Beltline Highway.

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## **Attachment D**

### **Proposed Oregon Highway Plan Amendments**

- *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). 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 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 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 plan will be developed that combines local land use planning needs while recognizing the special significance of the designated statewide freight system. See Policy 1B which requires that STAs on OHP Freight Route or Regional Freight Routes include the development of a management plan approved by both ODOT and the local government. Improvements associated with designated freight routes will impact highway designs involving roadway section widths, median barriers, intersection designation and will require higher mobility standards on these 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.

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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 generally have higher highway mobility standards than other similarly classified highways (see Policy 1F).
- The highway's function as a freight route should be balanced with local accessibility in Special Transportation Areas.
- 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.)

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*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.)

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- *Page 80 of the OHP:*  
Revise Table 6 as follows:

Maximum Volume to Capacity Ratios Outside Metro							
Highway Category	Inside Urban Growth Boundary					Outside Urban Growth Boundary	
	STAs	MPO	Non-MPO outside of STAs where non-freeway posted speed $\leq$ 35 mph or Designated UBAs	Non-MPO outside of STAs where non-freeway posted speed $<$ 45 mph	Non-MPO where non-freeway posted speed $\geq$ 45 mph	Unincorporated Communities	Rural Lands
Interstate Highways, and Statewide Expressways	N/A	0.80	N/A	0.70	0.70	0.70	0.70
) Freight Route on a Statewide Highway	0.85	0.80	0.80	0.75	0.70	0.70	0.70
Statewide not a Freight Route	0.90	0.85	0.85	0.80	0.75	0.75	0.70
Freight Route on a Regional or District Highway	0.90	0.85	0.85	0.80	0.75	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.85	N/A	0.80	0.75	0.75	0.70
Regional Highways	0.95	0.85	0.85	0.80	0.75	0.75	0.70
District / Local Interest Roads	0.95	0.90	0.90	0.85	0.80	0.80	0.75

Table 6: Maximum volume to capacity ratios for peak hour operating conditions \*

\*For Portland Metro and the Rogue Valley MPO see also OHP Amendment 00-04 amended Table 7 regarding Metro and established alternative mobility standards for the RVMPO. Where there is a conflict between the Table 6 standards and the established alternative mobility standards, the more tolerant standard (Higher v/c ratio) applies. The OHP amendments establishing the RVMPO and Metro alternative standards is located on the web at:

<http://www.oregon.gov/ODOT/TD/TP/docs/orhwyplan/registry/0004.pdf>

- *Page 121 of the OHP:*

Revise Action 4A.1  
**Action 4A.1**

Identify roadway obstacles and barriers to efficient truck movements on state highways, especially the Freight System. These include bridges with load limits and geometric constraints that prohibit the travel of legal size vehicles. Set up a process through the Statewide Transportation Improvement Program to systematically improve highway segments that hinder or prevent freight movements and utilize benefits/cost analysis in making the determination of whether improvements were warranted..

Revise Action 4A.4  
**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 consider requests to establish local government designated truck routes that 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 or modifications to the State Highway Freight System.

- *Page 204 of the OHP:*

Update Appendix D Highway Classification by Milepoint.



- *Page 1 of OHP Policy 1B (Approved 1/14/04):*

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. Under most circumstances, the elements of Policy 1B are advisory and recommendations are provided to give local jurisdictions guidance to aid in transportation and land use planning along corridors. The intent of Policy 1B is that all commercial areas situated along state highways should aspire to the objectives and standards of this policy.

- *Page 2 of OHP Policy 1B (Approved 1/14/04):*

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

- *Page 3 of OHP Policy 1B (Approved 1/14/04):*

Update link to Oregon Highway Plan and amendments in footnote.

### **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 designations require clearly defined boundaries identified by milepoint and nearest cross street. Location of a STA or Commercial Center on a Statewide Highway that is also a designated OHP Freight Route requires development of a management plan approved by both ODOT and the local government. UBAs, by definition areas with posted speeds greater than 35 miles per hour, also require management plans.

As Freight Routes on the State Highway Freight System are reviewed and updated it will become necessary for previously designated highway segments on Statewide Highways 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:

- *Page 5 of OHP Policy 1B (Approved 1/14/04):*

#### **Urban Business Areas (UBAs)**

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 conventional patterns of zoning, financing and property ownership. The OHP seeks to encourage redevelopment and reinvestment in urban areas and to shift land use patterns from auto-oriented properties with individual driveways to patterns of development served by common accesses, nodal development and more compatibility with pedestrians and bicycles.

An Urban Business Area is a highway segment designation that may be applied to 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 is important to continued economic viability. Highways that have posted speeds of 35 miles per hour or less are permitted access and spacing standards that reflect the dual objectives of providing local access to meet the needs of abutting properties while maintaining existing speeds to move through traffic. Some highway segments posted at higher speeds need to strike the same balance between access and mobility. For highways posted higher than 35 miles per hour, the UBA designation is available as recognition that vehicular accessibility and circulation is often as important as pedestrian, bicycle and transit accessibility, but a management plan is required to ensure that these objectives are balanced. Safe and regular street connections are encouraged. Transit turnouts, sidewalks and bicycle lanes are accommodated.

Policy 1B makes a distinction between the various types of commercial development along highways and determines that the UBA designation may be applied to areas with posted speeds higher than 35 mph.

- **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 for all urban commercial areas situated linearly along a highway, outside of STAs or Commercial Centers. However, it is not necessary to adopt a highway segment designation for segments with posted speeds of 35 miles per hour or less. It has been determined that OHP standards for these areas will facilitate access to businesses without unreasonably delaying the movement of people and goods on the State Highway System. Recommended steps for all established or planned commercial areas along State highways 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.
- **New commercial development.** New development offers planning and development opportunities in more compact, nodal patterns that meet the objectives of Policy 1B.

**Location.** Urban Business Areas can be located in areas with posted speeds higher than 35 miles per hour within urban growth boundaries or urban unincorporated areas on District, Regional or Statewide Highways, but not on Interstates or Expressways. Mobility and access interests need to be balanced through a management plan prior to an UBA designation.

- *Page 9 of OHP Policy 1B (Approved 1/14/04):*

#### **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, in part, define whether or not a management plan is required. Written management plans are required for STAs and Commercial Centers on designated Freight Routes on the State Highway Freight System. Management Plans are required for UBAs on any state highway where UBA designations are permitted. As statewide 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.

- *Page 10 of OHP Policy 1B (Approved 1/14/04):*

**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 on the State Highway System.

- 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.

- 

**Category 2 Special Transportation Areas** are those segments that may be located on Statewide Highways that are also designated OHP Freight Routes . 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**

**Urban Business Areas**

**Urban Business Areas** may be designated on Statewide, Regional or District Highways that are not on Interstate Highways, or Expressways and that have posted speeds of higher than 35 miles per hour. 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.

A UBA highway segment designation is not applicable to areas where posted speeds are 35 miles per hour or less and consequently management plans are not required. However, it is the intent of Policy 1B that when local jurisdiction updated their Transportation System Plans or undertake other legislatively mandated planning efforts, that the objectives and suggested elements of a management plan for these segments be considered.

- *Page 193-194 of OHP*  
Amend Tables 13, 14, and 15 in Appendix C, Access Management Standards. Proposed changes to the Tables are shown in track changes; the “notes” accompanying these tables have also been modified slightly but amendments are not shown in track changes.

**Table 13: Access Management Spacing Standards  
 For Statewide Highways <sup>(1)(2)(3)(4)</sup>**

(Measurement in Feet)\*

Posted Speed <sup>(5)</sup>	Rural		Urban		STA
	Expressway **		Expressway ** ***		
≥55	5280	1320	2640	1320	
50	5280	1100	2640	1100	
40 & 45	5280	990	2640	990	
30 & 35		770		720	<sup>(6)</sup>
≤25		550		520	<sup>(6)</sup>

NOTE: The numbers in parentheses refer to explanatory notes that follow tables 13-15.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

**Table 14: Access Management Spacing Standards  
 for Regional Highways <sup>(1)(2)(3)(4)</sup>**

(Measurement in Feet)\*

Posted Speed <sup>(5)</sup>					
	Rural Expressway **	Rural	Urban Expressway ** ***	Urban	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	(6)
≤25		450		350	(6)

NOTE: The numbers in parentheses refer to explanatory notes that follow tables.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

**Table 15: Access Management Spacing Standards  
 for District Highways <sup>(1)(2)(3)(4)</sup>**

(Measurement in Feet)\*

Posted Speed <sup>(5)</sup>					
	Rural Expressway **	Rural	Urban Expressway ** ***	Urban	STA
≥55	5280	700	2640	700	
50	5280	550	2640	550	
40 & 45	5280	500	2640	500	
30 & 35		400		350	(6)
≤25		400		350	(6)

NOTE: The numbers in parenthesis refer to explanatory notes that follow tables.

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.

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**Notes on Tables 13, 14 and 15:**

- (1) These access management spacing standards are for unsignalized approaches only. Signal spacing standards supercedes access management spacing standards for approaches.
- (2) These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).
- (3) For in-fill and redevelopment, see OAR 734-051-0135(4).
- (4) For deviations to the designated access management spacing standards see OAR 734-051-0135.
- (5) Posted Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.
- (6) Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block is less than 350 feet (110 meters).

March 10, 2005

Mr. Bruce Warner  
Oregon Department of Transportation  
355 Capital Street, NE, Room 101  
Salem, OR 97301-3871

Mr. Warner:

Representing the Central Lane MPO, the Metropolitan Policy Committee (MPC) appreciates the opportunity to comment on the proposed Freight Route Designations developed as part of the Freight Route Analysis Project. Reasonable and reliable travel time for the movement of freight is a critical element in both the statewide and local economies.

In addition, we appreciate the extension of review time provided by the Oregon Transportation Commission and ODOT's responsiveness to comments provided to date to remove the designation of the McKenzie Highway as a freight route. ODOT staff is to be acknowledged for their support in providing valuable information and answers to questions raised as part of our review of the designation proposal.

After more extensive review, MPC has the following comments on the proposed freight routes within the MPO area:

1. We support designation of the limited access portions of the proposed designations. This would include Highway 126 from Main Street in Springfield west to I-5; and Beltline Highway from I-5 west to West 11<sup>th</sup>.
2. We support designation of Highway 99 from Beltline Highway to Airport Road. This recommendation reflects the truck use on that segment of Highway 99 and recognizes the inconsistency of support for designation of Highway 99 north of that point.
3. We support designation of West 11<sup>th</sup> from Beltline to its junction with Highway 126 West.

We recognize the importance of identifying a statewide freight route system that provides increased freight mobility, accessibility, and safety standards. Further, we understand the positive economic impacts of developing a more efficient statewide freight route system.



Letter to Bruce Warner

March 10, 2005

Page 2

We look forward to further work with ODOT on this important issue. We will continue to review and comment on the proposed designations as they evolve.

Sincerely,

Anne Ballew

Chair, Metropolitan Policy Committee



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Southern Oregon Office • P.O. Box 2442 • Grants Pass, OR 97528 • phone/fax (541) 474-1155

Willamette Valley Office • 189 Liberty St. NE, Suite 307A • Salem, OR 97301 • (503) 371-7261 • fax (503) 371-7596

Lane County Office • 120 West Broadway • Eugene, OR 97401 • (541) 431-7059 • fax (541) 431-7078

Central Oregon Office • P.O. Box 8813 • Bend, OR 97708 • (541) 382-7557 • fax (541) 382-7552

**Date:** October 13, 2004

**From:** Rob Zako, Transportation Advocate

**To:** Lane County Board of Commissioners

**Cc:** Ollie Snowden  
Tom Stinchfield

**Re:** Proposed New Freight Routes on ODOT Highways in Lane County

Dear Lane County Commissioners,

Thank you for this opportunity to comment on the proposed new freight routes on ODOT highways in Lane County.

In my role as (statewide) transportation advocate for 1000 Friends of Oregon, I have been following the issue of proposed freight routes around the state. I will note that the proposals from the Freight Route Analysis Project (FRAP) have *not* been universally embraced by local jurisdictions. In understand the Northwest ACT is opposing designating Highway 101 as a freight route. As noted in the report from your staff, the Cascades West ACT staff is recommending against designating Highway 99 as a freight route.

In a nutshell, the issue is *maintaining local control* versus more state control of state highways. To put it differently, the issue is *maintaining flexibility* to balance competing demands on the state highway system versus giving priority to truck freight traffic over other important interests.

In particular, ODOT's mobility (ease of traffic movement and speed) standards are, in general, higher on freight routes than on non-freight routes. In order to achieve these higher mobility standards, ODOT typical imposes access (intersections and driveways) restrictions on the highway. If the primary objective is to ensure that through truck traffic can travel quickly with little congestion, then such restrictions are warranted.

But giving through truck traffic priority can hurt local business and communities. Local businesses (stores, farms, etc.) typically want easy access to the highway. For example, because Highway 99 in the Newberg-Dundee area is already a freight route, ODOT is looking to improve Highway 99 in a way that gives no (new) access to local farms. Such considerations apply to businesses and farms in Lane County along Highways 99 and 126.

In addition, freight routes that provide for better through movements can create safety problems where highways run through communities. Where a highway does run through a community, it often makes sense to designate a Special Transportation Area (STA). But the rules for STAs make it difficult to designate them along freight routes, hence to ensure the safety and convenience of local residents and businesses where a highway runs through a community. In Lane County this is of greatest concern in Junction City, west Eugene and east Springfield.

Using these ideas, following are our specific recommendations for each proposed designation:

**1. OR 126 (Florence-Eugene Highway), US 101 to Eugene — OPPOSE**

We oppose this proposal. This segment carries less than 4 million tons of freight annually. As noted above and by staff, we have already seen how higher mobility standards have frustrated

efforts to build the West Eugene Parkway (or to otherwise resolve traffic problems in west Eugene). We are concerned about impacts to local businesses along Highway 126 in west Eugene. We believe that the loss of flexibility and local control is not warranted for this portion of Highway 126. While freight does use this portion of Highway 126, it is not a major use and does not warrant giving priority to just that one use.

## **2. OR 126 (McKenzie Highway), I-5 to OR 126/US 20 — STRONGLY OPPOSE**

We strongly oppose this proposal. This segment carries less than 4 million tons of freight annually. This portion of Highway 126 is best known for its recreational uses (along the McKenzie River), not its freight uses. It is home to people who fish, hunt, camp and otherwise enjoy the restaurants and vacation resorts along the McKenzie River. Note that the eastern portion of this segment is a designated scenic byway: part of the loop that crosses Santiam and McKenzie Passes. We don't believe it is appropriate to designate a scenic byway as also a freight route. The western portion of this segment of Highway 126 is also home to numerous farms. We don't see this highway as a major freight route and don't think it would be wise to give priority to freight uses over all other uses.

## **3. OR 20, OR 126/US 20 to OR 22 (Santiam Pass) — OPPOSE**

We oppose this proposal. This short highway segment is an extension of the Highway 126 segment. It makes sense to designate both segments or neither. As we articulated above reasons for not designating the Highway 126 segment, we similarly oppose this designation. On the other hand, there is really little along this segment other than forest and a few trailheads.

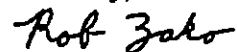
## **12. Beltline Highway, I-5 to OR 126 — SUPPORT**

We support this proposal. This segment carries more than 4 million tons of freight annually. Beltline Highway is already a limited-access highway that supports commuter and freight traffic. None of the conflicts of concerns we identified above exist along this segment. We believe a freight route designation is appropriate.

## **21 OR 99, OR 99W (Junction City) to Beltline Highway — OPPOSE**

We oppose this proposal. This segment carries more than 4 million tons of freight annually. But it is also the main street for Junction City, which is considering a Special Transportation Area (STA). Moreover, we see Interstate-5, not Highway 99, as the major north-south freight route in this area. While it is important to have one such freight route, we believe that a balanced approach argues for keeping alternate routes such as Highway 99 dedicated to multiple uses. At the very least, we encourage Lane County to consult with Junction City and to coordinate with the Cascades West ACT before making a recommendation on this proposal.

Sincerely,



Rob Zako  
Transportation Advocate  
1280-B East 28<sup>th</sup> Ave.  
Eugene, OR 97403-1616  
Phone: (541) 343-5201  
Fax: (541) 683-6333  
rob@friends.org

**CITY OF SPRINGFIELD, OREGON**

OFFICE OF THE MAYOR / CITY COUNCIL

225 FIFTH STREET  
SPRINGFIELD, OR 97477  
(541) 726-3700  
FAX (541) 726-2363

October 13, 2004

Commission Chair Green  
Lane County Board of Commissioners  
125 East 8<sup>th</sup> Ave.  
Eugene, OR 97401

Dear Chair Green and Commissioners,

Thank you for the opportunity to address the Board about the Oregon Department of Transportation (ODOT) New Freight Route Designation proposals for Lane County.

I am recommending the Board of Commissioners notify the Oregon Transportation Commission (OTC) requesting more time to review and analyze the New Freight Route Designations on Highway 126 in Springfield. The City requires more information about the Freight Route regulations in context to developable land and current ODOT Highway 126 Expressway Planning.

I am a solid supporter of economic development in Springfield, this metro area, and Lane County. Creating better truck routes and improving our road system so we can get goods and services to our community is a high priority for the City. Also, it's a high priority for the City to develop its vacant commercial and housing parcels in the Thurston area of the City. The New Freight Route designation carries stricter regulations about traffic congestion which I want more time for City staff to analyze before OTC makes a decision.

Also, ODOT is currently conducting a Highway 126 Expressway Plan that will include a concept design process for the Main Street/Highway 126 intersection. Adding a freight route layer of regulations and possible restrictions before the concept design process begins for the Expressway Plan could limit the possible design solutions for the intersection.

The City is requesting more time to gain more information from ODOT about the positive and negative outcomes of designating Highway 126 from Main Street to the UGB as a Freight Route.

Thank you for your support.

Sincerely,

A handwritten signature in black ink, appearing to read "Sidney W. Leiken".

Sidney W. Leiken, Mayor

CC: Mike Kelly, Dan Brown, Robin Marshburn, Tom Boyatt, Tom Schwetz



# Lane Council of Governments

99 East Broadway, Suite 400, Eugene, Oregon 97401-3111 (541) 682-4283 Fax: (541) 682-4099 TTY: (541) 682-4567

October 15, 2004

Mr. Bruce Warner  
Oregon Department of Transportation  
355 Capital Street, NE, Room 101  
Salem, OR 97301-3871

Mr. Warner:

Representing the Central Lane MPO, the Metropolitan Policy Committee appreciates the opportunity to comment on the proposed Freight Route Designations developed as part of the Freight Route Analysis Project. Reasonable and reliable travel time for the movement of freight is a critical element in both the statewide and local economies.

At the local level, the designation of freight routes presents both opportunities and issues. Overall, our initial review of the proposed designations has flagged some significant implications for existing and future land use development. Given the aggressive timeline leading to adopting these designations, MPC is requesting an extension of the public comment period to allow local agencies more time to respond to specific parts of the proposal. We also recommend that management Plans be completed prior to formal designation of freight routes within urban areas.

Generally, the freight route designations would seem to signify that a certain state-level priority is being given to the designation. It would logically follow that additional resources might be available for improvements along those routes. However, given the limited resources available for transportation improvements overall, and the extensive nature of the proposed additions to the statewide freight system, we realize that these designations are certainly no guarantee of funding for the proposed routes in the Central Lane MPO area. Without more detailed prioritization, the set of proposed designations could dilute the state's highway investment strategy.

The proposed designations can overlay a new set of performance standards on the existing system. Higher mobility standards on facilities that currently double as a main street may negatively affect pedestrian and bicycle safety as well as accessibility to adjacent businesses.

Certain segments of the proposed designations in the Central Lane MPO area present significant implications for surrounding existing and future land development. For example, Main Street in Springfield east of its intersection with Hwy 126, has been proposed for freight route designation. That segment currently provides

Letter to Bruce Warner  
October 15, 2004  
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access to several businesses servicing the surrounding residential areas. In particular, that segment provides major access to two of Springfield's nodal developments and key vacant developable land in the Jasper-Natron area. The freight route designation could trigger higher mobility standards and design standards that would limit the concept designs currently being developed for the Hwy 126/Main Street intersection area to the higher cost interchange alternatives. The designation could also limit the city's ability to intensify the development surrounding the facility and would affect the bicycle and pedestrian use of the facility.

We recognize the importance of identifying a statewide freight route system that provides increased freight mobility, accessibility, and safety standards. Further, we understand the positive economic impacts of developing a more efficient Statewide freight route system. However, in urban areas the complexity of the interactions between the transportation system and adjacent and surrounding land use calls for a more deliberate process to explore the overall implications of freight route designations.

The process for review has required an aggressive timeline for providing comment on the proposed designations. Due to the array of implications that have not yet been adequately investigated, we recommend extending the public comment period for 60 days to allow local agencies the opportunity to fully assess the implications of the proposed designations. We also recommend that management plans be conducted prior to formal designations made in urban areas.

We look forward to working with ODOT on these important issues. We will continue to review and comment on the proposed designations as they evolve.

Sincerely,



Bonny Bettman  
Chair, Metropolitan Policy Committee

## STINCHFIELD Tom A

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**From:** Rob Zako [rob@friends.org]  
**Sent:** Saturday, October 16, 2004 11:04 AM  
**To:** Lane County Board of Commissioners  
**Cc:** Ollie Snowden; Tom Stinchfield  
**Subject:** Freight Routes

Dear Lane County Commissioners,

Thank you for keeping the record open on the matter of designating freight routes until your next meeting on this matter.

I understand that you will be allowing Bob Russell of the Oregon Truckers Association to speak to you at that meeting. If so, it is only fair that you allow others who wish to testify in person to do so at that time, as well.

Lastly, for the record, I wish to amend the written comments of 1000 Friends of Oregon that I submitted previously. Like Mayor Torrey, who spoke on the matter at MPC on Thursday, I would like express concerns over the proposal to designate "Beltline Highway" a freight route. While 1000 Friends might support a designation for Beltline itself, a limited-access express that runs from I-5 to West 11th Avenue, we understand that in ODOT's view "Beltline" actually includes West 11th Avenue/Highway 126 from the intersection with Beltline (where WalMart and Target are) west beyond Green Hill Road to a point beyond Fisher Road. Out of concern for businesses along this section of West 11th/Highway 126 and their need for access, we now oppose designating this segment.

In summary, we now oppose all five proposed designations in Lane County.

Indeed, based upon conversations with ODOT staff and elected officials around the state, I am wondering why this half-baked idea is even coming before the county commissioners (and ACTs around the state). It might be appropriate for you to send a message to ODOT that they get their ducks in a row first and allow more time before asking for comments on such a proposal.

Thanks,  
Rob

--  
Rob Zako  
Transportation Advocate  
1000 Friends of Oregon  
1280-B East 28th Ave., Eugene, OR 97403-1616 (home office)  
(541) 343-5201 (home office)  
(541) 683-6333 (fax)  
rob@friends.org

Become an Oregon donor:  
<http://www.friends.org/support>

**STINCHFIELD Tom A**

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**From:** Robin.L.MARSHBURN@odot.state.or.us  
**Sent:** Monday, October 18, 2004 9:57 AM  
**To:** tom.stinchfield@co.lane.or.us; Robert.PIRRIE@odot.state.or.us  
**Subject:** FW: McKenzie freight route proposal

Hi Bob,

Thank you for your comments. I understand your concern about the meeting time, but you will have to contact Lane County to see if they can address this issue. Contact Tom Stinchfield at Lane County Public Works Dept (541 682-6930 ) email tom.stinchfield@co.lane.or.us

I was at the meeting on Wednesday and about a dozen citizens that live on or near the McKenzie Highway testified against the freight route designation. Their concerns on this proposal are the same as yours. If the highway does become a freight route, it does not mean that additional right-of-way will be taken. There is no construction project associated with the freight route designation. Please let me know if I can be of further assistance.

Robin Marshburn

-----Original Message-----

**From:** Bob Gresham [mailto:bgresham@cascadeautomation.com]  
**Sent:** Wednesday, October 13, 2004 9:32 AM  
**To:** MARSHBURN Robin L  
**Cc:** Trevor Keller  
**Subject:** McKenzie freight route proposal

Robin;

I understand that you are the contact for discussion on the proposed McKenzie freight route. I also understand that a public hearing is to be held today in Eugene at 1:30.

I am voicing a complaint that it is hard for the average resident to get to these forums during the workday, and would ask they be scheduled during the evening hours. Also, the agenda is obscure as to what will occur if the freight status is approved. Does this mean that additional properties will be taken from residents to accommodate freight route designated routes? We just went through that a few years ago on an unrelated widening project. Frankly, many of us simply don't have any front yards left.

My other concern is additional truck traffic. Yesterday morning, I pulled out of my driveway and immediately pull off the shoulder to let a tractor trailer pass before we became an integral part of each other. While waiting, a total of five tractor trailers passed, along with a multitude of vehicles hung up behind them.



I just want you people to weigh out what's happening here in the trenches. We have to live daily with the decisions you folks make. There's going to be freight traffic, but I don't see designating the McKenzie as a freight route being sound judgment on your part.

Please contact me at your earliest convenience. I simply cannot make the meeting today, as I have to work.

Sincerely,  
Robert L. Gresham  
44509 McKenzie Hwy.  
Leaburg, Or. 97489  
541-747-7979 work  
541-912-3130 cell  
541-747-7979 fax