

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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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.

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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.

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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.

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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

Criteria	Comments
Tonnage	In the 1997 report, generally, highways or highway segments were included where a majority of the mileage experienced 4 million tons or more annually. See Map 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

Consideration Factors	Comments
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

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Consideration Factors	Comments
	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

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Consideration Factors	Comments
	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.

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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

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

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

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

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

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

¹ 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.

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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
Total Oregon Highway Mileage	7,448 Miles	NA	NA
Total Oregon NHS Mileage*	3,654 Miles	NA	NA
State Highway Freight System	2,092 Miles	Approximately 1,229 Miles New Total: 3,321 Miles	59%
NHS Mileage that is part of State Highway Freight System*	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%
Non-NHS Mileage that is part of State Highway Freight System	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).

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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.

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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.

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- 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.

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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.²

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

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

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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.³
- 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.⁴

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

³ 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>.

⁴ 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>.

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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.

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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.

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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)

Highway Classification	Spacing Standard
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:

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

(Measurement in Feet)*

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

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 ⁽¹⁾⁽²⁾⁽³⁾⁽⁴⁾**

(Measurement in Feet)*

Posted Speed ⁽⁵⁾	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.

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

(Measurement in Feet)*

Posted Speed⁽⁵⁾	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.

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).

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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.