

# Oregon Freight Plan IMPLEMENTATION WORK PROGRAM

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# Oregon Freight Plan: EXECUTIVE SUMMARY

## Introduction

The Oregon Freight Plan (OFP) guides freight-related operation, maintenance, and investment decisions to preserve and enhance economic development within the state and beyond to the global supply chain. The OFP was first released in 2011. It was updated in 2017 to meet federal requirements and again in 2023, this time to comply with the Infrastructure Investment and Jobs Act. The recent amendment occurred in March 2023, and focuses on data, trend, and analysis updates. A comprehensive policy revision for the OFP will occur in 2026, after the adoption of the Oregon Transportation Plan and the Oregon Highway Plan.

The OFP highlights issues affecting freight-related modes of transportation and proposes strategies to maximize the effectiveness of the multimodal freight system. The OFP:

- ▶ Describes the economic effect of the state’s freight-dependent industries, and the freight infrastructure that supports these industries and movements.
- ▶ Analyzes impacts of potential changes in commodity flows, the economy, and other factors of the freight system.
- ▶ Discusses possible implications of climate change on freight movements.
- ▶ Presents options for financing the state freight system and for evaluating the relative importance of undertaking specific improvements that would enhance freight movement.
- ▶ Presents strategies for creating and improving a safe, efficient, and sustainable freight transportation system.
- ▶ Focuses on refreshing economic and transportation network data, correcting outdated operation analysis and inventory of existing facilities, and ensuring compliance with all applicable Code of Federal Regulations.



## Oregon Freight Plan Vision Statement

By 2045, Oregon benefits from a reliable, multimodal freight transportation system that supports its quality of life. This multimodal freight transportation system supports a healthy economy by safely and efficiently moving goods within Oregon, regionally, nationally, and internationally. The quality, dependability, and efficiency of Oregon’s multimodal freight transportation system encourage businesses to remain in and move to Oregon, providing jobs in a diverse set of industries.



## Oregon Freight Plan Purpose and Implementation Statements

In 2001, the Oregon Legislature formalized the Oregon Freight Advisory Committee (OFAC), which consists of executive-level industry and public-sector partners who guide the development of the OFP. The committee developed the following purpose statement that focuses the OFP vision:

**The purpose of the Oregon Freight Plan is to improve freight connections to local, Native American, state, regional, national, and global markets in order to increase trade-related jobs and income for Oregon workers and businesses.**

To implement the state's freight planning goals, the OFP contains the following key implementation statements:

- ▶ Supports identifying, prioritizing, and facilitating investments in Oregon's highway, rail, marine, air and pipeline transport infrastructure to further a safe, seamless multimodal and interconnected freight system.
- ▶ Identifies institutional and organizational barriers to an efficient and effective freight transportation system in Oregon and develops strategies for addressing issues associated with overcoming these barriers.
- ▶ Adopts strategies for implementation of Oregon Transportation Plan goals and policies related to the maintenance and improvement of the freight transportation system.

## Freight Mobility Issues and Needs

Chapter 8.5 of the OFP outlines several priority freight mobility issues and needs. Over the past several years, the Oregon Department of Transportation (ODOT) has commenced or completed work on several of these key priorities. In consultation with OFAC, ODOT has highlighted the following four key freight issues that require further attention when planning for freight investments:

### Pinch points

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ODOT's 2016 Highway Over-Dimensional Load Pinch Points Study identified highway pinch points that restrict the movement of over-dimensional loads. Over-dimensional load pinch points are caused by height, width, weight, or length constraints, and can include low overpasses, narrow roadways or intersections, sharp curves, weight-restricted bridges, bridges with low overhead clearance, sign bridges, tunnels, and other features. The study identifies 381 pinch points statewide and classifies 92 of them as high-priority pinch points.



## Truck parking

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Hours-of-service regulations created by the Federal Motor Carrier Safety Administration require truck operators to stop and rest at defined intervals. However, the 2020 Oregon Commercial Truck Parking Study (OCTPS)<sup>1</sup> identifies parking shortages at multiple locations throughout the state where demand exceeds capacity now and will so in the future. It also reviews strategies in use around the country and recommends potential solutions for each freight corridor segment. The primary recommendations to address the shortage of truck parking include expanding rest areas with existing right-of-way, redesign/remarking of rest areas to better utilize their existing footprints, and development of a Truck Parking Information Management System (TPIMS) that is interoperable with other states.

## Intermodal connectors

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ODOT developed the 2017 Oregon Freight Intermodal Connector System<sup>2</sup> study to help implement strategies in the OFP related to the identification of connectors that provide last-mile connectivity to freight locations. Intermodal connectors are important because they are critical components of the state and national intermodal freight systems that enable more efficient use of all freight modes. The four identified categories of intermodal connector needs are congestion, pavement, pinch points/accessibility, and safety. The study identifies investment in these needs for primary intermodal connectors (including all National Highway System intermodal connectors) as the main priority.

## Freight Highway Delay Areas

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The 2017 Freight Highway Bottlenecks Project<sup>3</sup> was initiated to identify locations on Oregon's highway network that were experiencing significant freight truck delay, unreliability, and increased transportation costs. Delay areas were considered as corridors rather than individually to reflect the cumulative impact that longer bottlenecks have on freight movement and the need to consider the entire corridor when developing solutions. The project identifies nine corridors with multiple and/or long delay areas—mostly in the Portland metropolitan area—which are tiered for investment priority.

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1 [ODOT \(2020\). Oregon Commercial Truck Parking Study.](#)

2 [Oregon Freight Intermodal Connector System \(OFICS\) Study.](#)

3 [ODOT \(2017\). Oregon Freight Highway Bottlenecks Project.](#)

# IMPLEMENTATION WORK PROGRAM

## Purpose of the Oregon Freight Plan Implementation Work Program

Chapter 7.5 of the OFP calls for ODOT to work with public- and private-sector partners to implement the strategies and actions outlined in the OFP.

OFP implementation should be framed by the following Oregon Transportation Plan goal areas:

- ▶ Economic and community vitality
- ▶ Social equity
- ▶ Mobility
- ▶ Stewardship of Public Resources
- ▶ Safety
- ▶ Sustainability and Climate Action



This work program builds on the framework established in the Oregon Transportation Plan and other modal and topic plans. In partnership with OFAC, ODOT has identified four key focus areas to address freight needs, both in the immediate and long terms. These focus areas are linked to several of the freight issues and strategies contained within Chapter 7.4 of the OFP. The four focus areas are:

- 1 Truck Parking
- 2 Use of Alternative Fuels
- 3 Multimodal Freight Priority Projects
- 4 Freight and Highway Designations

The focus areas, associated initiatives, and related issues and strategies are described in the following section. The appendix table attached to this document summarizes this work program.





## 1 Truck Parking

### Address commercial parking needs along key freight corridors.

As identified in the 2020 OCTPS study, Oregon lacks adequate truck parking supply, both at private truck stops and public rest areas. This conflicts with federal hours-of-service regulations and jeopardizes the safety of drivers who are forced to park in non-designated areas.

#### ► Initiative 1: Public Supply

- ODOT reviews priority corridor segment solutions from OCTPS recommendations.
- ODOT selects priority locations for site feasibility study on expanding public parking supply.
- ODOT explores grant opportunities for new or expanded public truck parking areas.
- ODOT redesigns rest areas to increase parking capacity in priority corridor segment(s).

#### ► Initiative 2: Private Supply

- ODOT explores appropriate public/private partnership incentive(s) or program.
- ODOT pursues expanded or new private truck parking development (possibly in OCTPS priority segment) via public-private partnerships.
- OFAC works with ODOT and the Oregon Department of Land Conservation and Development to address land use regulations that create barriers to increasing truck parking.

#### ► Initiative 3: Information Systems

- ODOT applies for Nationally Significant Multimodal Freight & Highway Projects program (INFRA) grant for Truck Parking Information Management System in conjunction with Washington and California. If this is unsuccessful, ODOT will explore other options to begin testing TPIMS in Oregon, including identifying funding options and opportunities.

**The lack of adequate truck parking in the state has been identified as a capacity constraint that causes inefficient freight movement.**

#### Linkage to OFP Freight Issue #2:

Capacity constraints, congestion, unreliability and geometric deficiencies in key highway, rail, air and marine freight corridors cause inefficiencies in statewide freight movement.

- Strategy 2.4—Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.

**Inadequate land supply for truck parking threatens the viability of the freight transportation system.**

#### Linkage to OFP Freight Issue #7:

Industrial land supply for freight-dependent land uses may be insufficient to meet future demand. Lack of necessary land use protections may threaten the viability of freight transportation systems.

- Strategy 7.1: Work to better integrate freight into the land use planning process and to protect the existing supply of industrial (freight-dependent) land uses and freight terminals.

## 2 Use of Alternative Fuels

**Identify opportunities to shift toward freight electrification and expand statewide charging infrastructure.**

Oregon's Climate Action Plan commits ODOT to addressing the impacts of climate change on the state's transportation system. A key priority of this plan is to reduce greenhouse gas emissions from transportation. Increasing the viability of alternative fuel sources for freight is one opportunity to make progress toward this objective.

- ▶ Initiative 1: Electrification
  - OFAC holds work session(s) with ODOT Climate Office to discuss freight-specific impacts and explore incentives for electric vehicle/port equipment purchase.
- ▶ Initiative 2: Expand charging infrastructure.
  - ODOT monitors potential changes in federal restrictions that limit commercial activities on interstate right-of-way.
  - ODOT pursues public-private partnerships and/or grant funding to install electric-vehicle charging infrastructure on public right-of-way, ports and/or private truck stops, as appropriate.

### Linkage to OFP Freight Issue #8:

Freight emissions include pollutants such as greenhouse gases and particulate matter that contribute to climate change and health risk concerns.

- ▶ Strategy 8.1: Implement strategies and methods noted in the Climate Action Plan to reduce pollutants and greenhouse gas emissions from freight sources within Oregon. Focus on existing efforts and strategies that have been identified in statewide plans and policy documents.





### 3 Multimodal Priority Freight Projects

**Diversify investment in freight modes through increased focus on non-highway aviation, marine, and rail freight infrastructure.**

Oregon’s freight system lacks redundancy and is vulnerable to disruptions in key locations. Increased diversification of freight modes adds redundancy, increases efficiency, and reduces the potential for disruptions to system continuity.

- ▶ Initiative 1: Funding
  - ODOT/OFAC work with legislature to establish a bucket of local matching funds from the Connect Oregon or other funding programs that is available on an on-call basis in order to be responsive to varying federal funding deadlines and requirements.
- ▶ Initiative 2: Diversification
  - OFAC and Business Oregon seek legislative funding for statewide port plan and other port initiatives.
  - OFAC works with ODOT’S Transit and Rail Division on implementing state rail plan and possible short-line rail initiative.
- ▶ Initiative 3: Investment
  - OFAC and ODOT identify key investment needs and priorities, building on previous work on bottlenecks, truck parking, intermodal connectors, and pinch points.

#### Linkage to OFP Freight Issue #5:

Changes to the physical dimensions of a highway may either accommodate or restrict permitted loads throughout the entire state and can cause connectivity issues to key businesses and freight generating activities.

- ▶ Strategy 5.3: Consider targeting financial support to strategic non-highway modal infrastructure such as short-line rail and barge for shipment of nondivisible loads.

#### Linkage to OFP Freight Issue #12:

- ▶ Strategy 12.1: Lack of a sustained source of statewide freight funding decreases the ability of the public sector to plan for long- and medium-term freight needs in a comprehensive manner.
- ▶ Strategy 12.3: Work with elected officials, carriers, shippers, and other stakeholders to study the potential for, and implications of, a statewide freight fund. The fund would have a selective, criteria-driven process to prioritize and fund projects in all modes of freight transportation. The process would be needs-based and focus on projects located on a “strategic freight system.”





## 4 Freight and Highway Designations

Update freight designations to ensure consistency across statewide networks.

As both the Oregon Transportation Plan and Oregon Highway Plan are updated, and potentially streamlined, it is important to ensure that freight designations support key industry needs. The updated designations will be carried into the OFP.

- ▶ Initiative 1: Participate in Oregon Highway Plan Update
  - OFAC provides input to Oregon Highway Plan classification effort to prioritize strategic freight route designations, while also streamlining the number of different freight route designations to improve clarity and focus on most strategic routes.

### Linkage to OFP Freight Issue #1:

A clearly defined, multimodal strategic freight system is essential to focus freight system improvements, maintenance, and protection on the freight corridors that play the most critical role in supporting the state's economy. Currently, this system does not exist.

- ▶ Strategy 1.1: Monitor and maintain freight systems identified in modal plans. Update modal plans to meet identified strategic needs and incorporate analysis of current economy and economic forecasts periodically.
- ▶ Strategy 1.2: Use the methodology resulting from this plan to update the definition of the strategic freight infrastructure system. The methodology includes both quantifiable and qualitative data elements.



# NEXT STEPS

The successful implementation of the initiatives and actions contained in this plan will require additional action in collaboration with ODOT partners.

Key next steps include the following:

- ▶ Consult with OFAC to ensure that the Draft Implementation Work Program initiatives will adequately address key freight focus areas.
- ▶ Work with OFAC to categorize mid-term and long-term actions required for plan implementation.
- ▶ Identify key public- or private-sector partnerships required to implement key initiatives.
- ▶ Communicate roles and responsibilities for each action item within ODOT and to key partners, including OFAC.
- ▶ Monitor progress continually and report to OFAC each quarter.
- ▶ Develop a process to ensure progress toward each initiative and action is made prior to the next OFP update in 2027.





Focus Area	Description	Actions	Related Strategy
<b>Truck Parking</b>	Address commercial parking needs along key freight corridors	<p><b>Initiative 1: Public Supply</b></p> <ul style="list-style-type: none"> <li>• ODOT reviews priority corridor segment solutions from OCTPS recommendations.</li> <li>• ODOT selects priority locations for site feasibility study on expanding public parking supply.</li> <li>• ODOT explores grant opportunities for new or expanded public truck parking areas.</li> <li>• ODOT redesigns rest areas to increase parking capacity in priority corridor segment(s).</li> </ul> <p><b>Initiative 2: Private Supply</b></p> <ul style="list-style-type: none"> <li>• ODOT explores appropriate public/private partnership incentive(s) or program.</li> <li>• ODOT pursues expanded or new private truck parking development (possibly in OCTPS priority segment) via public-private partnerships.</li> <li>• OFAC works with ODOT and the Oregon Department of Land Conservation and Development to address land use regulations that create barriers to increasing truck parking.</li> </ul> <p><b>Initiative 3: Information Systems</b></p> <ul style="list-style-type: none"> <li>• ODOT applies for Nationally Significant Multimodal Freight &amp; Highway Projects program (INFRA) grant for Truck Parking Information Management System in conjunction with Washington and California. If this is unsuccessful, ODOT will explore other options to begin testing TPIMS in Oregon, including identifying funding options and opportunities.</li> </ul>	Strategy 2.4 Strategy 7.1
<b>Use of Alternative Fuels</b>	Identify opportunities to shift toward freight electrification and expand statewide charging infrastructure	<p><b>Initiative 1: Electrification</b></p> <ul style="list-style-type: none"> <li>• OFAC hold worksession(s) with ODOT Climate Office to discuss freight specific impacts and explore incentives for electric vehicle/port equipment purchase.</li> </ul> <p><b>Initiative 2: Expand Charging Infrastructure</b></p> <ul style="list-style-type: none"> <li>• ODOT monitors potential changes in federal restrictions that limit commercial activities on interstate right-of-way.</li> <li>• ODOT pursues public-private partnerships and/or grant funding to install electric-vehicle charging infrastructure on public right-of-way, ports and/or private truck stops, as appropriate.</li> </ul>	Strategy 8.1
<b>Multimodal Freight Priority Projects</b>	Diversify investment in freight modes through increased focus on non-highway aviation, marine, and rail freight infrastructure	<p><b>Initiative 1: Funding</b></p> <ul style="list-style-type: none"> <li>• ODOT/OFAC work with legislature to establish a bucket of local matching funds from the Connect Oregon or other funding program that is available on an on-call basis in order to be responsive to varying federal funding deadlines and requirements.</li> </ul> <p><b>Initiative 2: Diversification</b></p> <ul style="list-style-type: none"> <li>• OFAC and Business Oregon seek legislative funding for statewide port plan and other port initiatives.</li> <li>• OFAC work with ODOT'S Transit and Rail Division on implementation of state rail plan and possible short line initiative.</li> </ul> <p><b>Initiative 3: Investment</b></p> <ul style="list-style-type: none"> <li>• OFAC and ODOT to identify key investment needs and priorities, building on previous work on bottlenecks, truck parking, intermodal connectors, and pinch points.</li> </ul>	Strategy 5.3 Strategy 12.1 Strategy 12.3
<b>Freight and Highway Designations</b>	Update freight designations to ensure consistency across statewide networks	<p><b>Initiative 1: Participate in Oregon Highway Plan</b></p> <ul style="list-style-type: none"> <li>• OFAC provides input to Oregon Highway Plan classification effort to prioritize strategic freight route designations, while also streamlining the number of different freight route designations to improve clarity and focus on most strategic routes.</li> </ul>	Strategy 1.1 Strategy 1.2