



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Office of the Director

355 Capitol St. NE

Rm 135

Salem, Oregon 97301-3871

DATE: April 11, 2005
TO: Oregon Transportation Commission

FROM: Bruce A. Warner
Director

FILE CODE:

SUBJECT: **Agenda F** ~ Adoption of the OR 201 Corridor Refinement Plan
Designation of OR 201 as an Expressway

Requested Action:

Region 5 requests the Oregon Transportation Commission (OTC) to adopt the OR 201 Corridor Refinement Plan for the segment of highway between Airport Corner (the southern terminus of the Yturri Beltline at SW 4th Avenue in Ontario) and Cairo Junction (the junction of US 20/26). Adoption of the plan constitutes an amendment to the 1999 Oregon Highway Plan (OHP).

Region 5 requests OTC amend the OHP to designate OR 201 from Airport Corner to Cairo Junction as an Expressway. The proposed designation is required as a condition of approval for Oregon Transportation Investment Act (OTIA) funding for the North Ontario Interchange Bridge project.

Background:

In the summer of 2003, ODOT opened the Yturri Beltline (designated as OR 201), a limited access state highway in the northwest portion of the City of Ontario. In association with the Yturri Beltline project, the I-84/OR 201 interchange bridge, which is structurally deficient, is slated for replacement through the Oregon Transportation Investment Act (OTIA). As a condition of funding for the new interchange bridge, the OTC stated that a portion of the existing section of OR 201 prior to the new Yturri Beltline (Airport Corner to Cairo Junction) be designated as an Expressway.

The Oregon 201 Corridor Refinement Plan was developed to investigate the limitations of transforming the study corridor into an outright Expressway (by its strictest definition) while at the same time defining and developing corridor-specific long-term circulation and access management strategies that would transform the corridor over time and allow it to meet the underlying purpose of the Expressway designation. As a result, the City of Ontario, Malheur County, and ODOT have a specific plan that can be used to guide future circulation and access improvements along the study corridor.

The City of Ontario adopted the OR 201 Corridor Refinement Plan as an amendment to the Ontario Transportation System Plan by Ordinance No. 2549-2004 on December 20, 2004. Malheur County adopted the OR 201 Corridor Refinement Plan as an amendment to the



Malheur County Transportation System Plan by Ordinance No. 150-02-02-05 on February 2, 2005.

A project vicinity map is included as Exhibit A. A study area map is included as Figure 1-1 in the OR 201 Corridor Refinement Plan. City of Ontario and Malheur County Land Use Designations are included as Figure 3-2. The 20-Year Transportation Improvement Plan is included as Figure 6-8. ODOT findings of fact for OTC and Oregon Administrative Rule Compliance are attached as Exhibit B. Findings of Fact for the City of Ontario and Malheur County that demonstrate compliance with Statewide Planning Goals, Transportation Planning Rule and local comprehensive plans are attached as Exhibit C. The OR 201 Corridor Refinement Plan is provided as Exhibit D.

Additional copies of the OR 201 Corridor Refinement Plan can be requested from Teresa Penninger, ODOT Region 5 Planning (541) 963-1344.

Notification of this OTC action has been provided to the City of Ontario, Malheur County, and the Department of Land Conservation and Development (DLCD).

- Exhibits:
- A) Map
 - B) ODOT Findings
 - C) City and County Findings
 - D) OR 201 Corridor Refinement Plan

Copies (w/exhibits) to:

Doug Tindall	Lori Sundstrom	Teresa Penninger	Judy Sherrard
Mike Marsh	John Jackley	Craig Greenleaf	Bob Cortright, DLCD
Patrick Cooney	Monte Grove	Alan Arceneaux	

Exhibit B

ODOT Findings

ODOT's State Agency Coordination Agreement requires that the Oregon Transportation Commission (OTC) adopt findings of fact when adopting facility plans (OAR 731-015-065). Pursuant to this requirement ODOT Region 5 provides the following findings in support of the OTC amending the Oregon Highway Plan (OHP) by adopting the OR 201 Corridor Refinement Plan as the facility plan and access management plan for Oregon Highway 201 (also known as the Olds Ferry – Ontario Highway No. 455) between Airport Corner (SW 4th Avenue) and Cairo Junction (US 20/26 Junction). ODOT has identified funding in the 2004-2007 Statewide Transportation Improvement Program to implement various access management refinements along this segment of OR 201. An access management project consistent with the OR 201 Corridor Refinement Plan is scheduled for implementation during the 2007 construction season.

FINDING: An Expressway is a subset of the Oregon Highway Plan (OHP) highway classifications defined as a multi-lane highway facility that safely and efficiently accommodates high traffic volumes at high speeds and with minimal interruptions from cross streets and access driveways. The OHP states that highways proposed to be Expressways will be classified on the basis of the following criteria:

- Importance as a National Highway System (NHS) route with high volumes of traffic;
- Designation as part of the State Highway Freight System;
- Designation as a safety corridor, or
- Function as an urban bypass.

Within the study corridor OR 201 is classified as a Statewide Highway, Freight Route, and part of the NHS. OR 201 enters the study corridor from the south at the junction of US 20/26 (also known as Cairo Junction) travels north and connects to the newly constructed Yturri Beltline at SW 4th Avenue (also known as Airport Corner). In the summer of 2003, ODOT opened the Yturri Beltline (designated as OR 201), as a limited access state highway in the northwest portion of the City of Ontario. The purpose of the Yturri beltline is to provide a more efficient travel route for OR 201 through traffic by diverting it around the City grid network starting at OR 201/SW 4th (Airport Corner) and terminating at the existing I-84/OR 201 interchange. Given these existing conditions and the highway segments strategic location leading up to the newly constructed Yturri Beltline and future connection to the new interchange bridge, ODOT and the OTC have identified the OR 201 study corridor for Expressway designation.

The OR 201 Corridor Refinement Plan illustrates that the OR 201 study corridor cannot be transformed into an Expressway per its strictest definition without imposing significant access, circulation and development impacts on adjacent properties. However, the OR 201 Corridor Refinement Plan has developed a series of access and circulation plans that allow the study corridor to be designated as an Expressway in accordance with its unique land use and circulation characteristics. As a result, ODOT, the City of Ontario and Malheur County have a specific plan that can be used to guide future circulation and access improvements along the study corridor that would transform

OR 201 Corridor Refinement Plan

the corridor over time and allow it to still meet the underlying purpose of the Expressway designation.

FINDING: The OR 201 Corridor Refinement Plan was developed in collaboration with ODOT, the City of Ontario, and Malheur County and was developed in accordance with the guidelines set forth in the State's Oregon Administrative Rules for Access Management Plan requirements. Appendix H of the Plan identifies the required planning elements from OAR 734-051 and documents how the OR 201 Corridor Refinement Plan satisfies the requirement.

FINDING: On December 20, 2004 the City of Ontario adopted amendments to their Comprehensive Plan and Transportation System Plan to incorporate by reference the OR 201 Corridor Refinement Plan. On February 2, 2005 Malheur County adopted amendments to their Comprehensive Plan and Transportation System Plan to incorporate by reference the OR 201 Corridor Refinement Plan. Their adoption is supported by findings of fact that demonstrated compliance with the OHP, Transportation Planning Rule (OAR 660-012), and their own Comprehensive and Transportation System Plan. A copy of the City of Ontario and Malheur County findings of fact are included in Exhibit C.

The OTC hereby adopts the findings of fact used by the City of Ontario and Malheur County as their own in support of their adoption of the OR 201 Corridor Refinement Plan as the facility plan and access management plan for Oregon Highway 201 from Airport Corner to Cairo Junction.

Exhibit C

City and County Findings

After recording, return to:
City Recorder
City of Ontario
44 SW 4th Street
Ontario OR 97914

INSTRUMENT NO. 2004 - 9137
Page 1 of 2 Pages

ORDINANCE NO. 2549-2004

AN ORDINANCE AMENDING THE ONTARIO TRANSPORTATION SYSTEM PLAN BY REFERENCE THROUGH A COMPREHENSIVE CIRCULATION & ACCESS MANAGEMENT PLAN FOR THE OR 201 CORRIDOR BETWEEN SW 4TH AVENUE AND THE US 20/26 JUNCTION.

WHEREAS, The City of Ontario, through its periodic review process and Transportation System Plan analysis identified deficiencies in the transportation segment of the Ontario Comprehensive Plan, and set about to remedy those deficiencies by the adoption of a OR 201 corridor refinement plan; and

WHEREAS, As a condition of funding for the new interchange bridge, the Oregon Department of Transportation stated that a portion of the existing section of OR 201 prior to the new Yturri Beltline (US 20/26 junction-Cairo junction- and to Airport Way) be analyzed for possible designation as an Expressway; and

WHEREAS, The OR 201 Corridor Refinement Plan is a comprehensive circulation and access management plan for the OR 201 highway corridor located between SW 4th Avenue and the US 20/26 junction and in compliance with the Ontario Comprehensive Plan.

NOW THEREFORE, THE CITY OF ONTARIO ORDAINS AS FOLLOWS:

That the amendments, by reference, to the City of Ontario Transportation System Plan, are hereby adopted as set out by the OR 201 Corridor Refinement Plan, dated October 2004, and shall be made effective as of the effective date of this ordinance.

PASSED AND ADOPTED by the Common Council of the City of Ontario this 20th day of December, 2004; by the following vote:

AYES: Allen, Phillips, Gaskill, Cammack, Cheatham, Mosier, Jacobs

NAYS: None

ABSENT: None

Ordinance 2549-2004 OR 201 Corridor

Inst. No. 2004 - 9137
I certify that the within Instrument of writing was received for record on the 30 day of Dec., 2004 at 10:45 O'clock A. M. FEE 0
STATE OF OREGON, County of Malheur

DEBORAH R. DeLONG
County Clerk

By: Sheryl Johnson Deputy

Page 1 of 2

APPROVED by the Mayor this 20th day of December, 2004.

ATTEST:

LeRoy Cammack
LeRoy Cammack, Mayor

Tori Ankrum
Tori Ankrum, City Recorder

FILED
12:55 PM

FEB 02 2005

INSTRUMENT NO. 2005
Page 1 of 2 Pages

-193

DEBORAH R. DE LONG County Clerk
By *Sheryl Johnson* Deputy

ORDINANCE NO. 150-02-02-05

AN ORDINANCE AMENDING THE MALHEUR COUNTY TRANSPORTATION SYSTEM PLAN BY REFERENCE THROUGH A COMPREHENSIVE CIRCULATION & ACCESS MANAGEMENT PLAN FOR THE OR 201 CORRIDOR BETWEEN SW 4TH AVENUE AND THE US 20/26 JUNCTION

This matter came before the Malheur County Court on January 19, 2005 and February 2, 2005.

WHEREAS, as a condition of funding for the new interchange bridge to be located north of Ontario on I-84, the Oregon Department of Transportation, through the Oregon Transportation Commission (OTC), stated that a portion of the existing section of OR 201 from US 20/26 junction/Cairo junction to Airport Way, which connects to the new Yturri Beltline, should be analyzed for possible designation as an Expressway; and

WHEREAS, the OR 201 Corridor Refinement Plan dated October 2004 (OR 201 Corridor Refinement Plan) is attached hereto as Exhibit "B"; and

WHEREAS, based on the direction of the OTC the OR 201 Corridor Refinement Plan was developed. The OR 201 Corridor Refinement Plan is a comprehensive circulation and access management plan for the OR 201 highway corridor located between SW 4th Avenue and US 20/26 junction and is a plan for at least the next 20 years; and

WHEREAS, the OR 201 Corridor Refinement Plan is in compliance with the Malheur County Comprehensive Plan, the Malheur County Transportation System Plan, Statewide Planning Goals and Transportation Planning Rules as demonstrated in the findings of fact attached hereto as Exhibit "A"; and

WHEREAS, Section 6 of the OR 201 Corridor Refinement Plan is being added to the Malheur County Transportation System Plan. The remaining portions of the OR 201 Corridor Refinement Plan will serve as a Technical Report and as findings for the adoption of this ordinance; and

WHEREAS, the County Court finds that Measure 56 was complied with.

INSTRUMENT NO. 2005-793
Page 2 of 16 Pages

**NOW THEREFORE, THE MALHEUR COUNTY COURT, STATE OF OREGON,
ORDAINS AS FOLLOWS:**

Section 1. Adoption of Findings of Fact

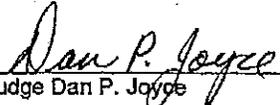
The above "whereas" provisions, Exhibits "A" and Exhibit "B" are adopted and incorporated herein by reference.

Section 2: Adoption of OR 201 Corridor Refinement Plan October 2004

The Malheur County Court incorporates by reference, adds and adopts Section 6 of the OR 201 Corridor Refinement Plan October 2004 as part of the Malheur County Transportation System Plan and Malheur County Comprehensive Plan. The remaining portions of the OR 201 Corridor Plan shall serve as a technical report and additional findings in support of this ordinance.

Section 3. Effective Date.

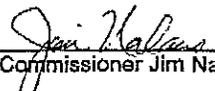
This ordinance shall be effective 90 days from February 2, 2005.



Judge Dan P. Joyce



Commissioner Louis M. Wettstein



Commissioner Jim Nakano

INSTRUMENT NO. 2005 - 793
Page 3 of 165 Pages

EXHIBIT "A"
Findings of Fact in Support of Ordinance Number 150-02-02-05; Adopting OR 201 Corridor Refinement Plan October 2004

CONFORMANCE WITH STATEWIDE PLANNING GOALS

The following sections document findings that demonstrate that the adoption of the OR 201 Corridor Refinement Plan is consistent with Oregon's Statewide Planning Goals.

Goal #1 - Citizen Involvement

Response

Public notice for the hearing on this application will be provided through the standard Malheur County notification procedures. The public will have an opportunity to review the application and staff report in advance of the public hearings scheduled at the County and to provide testimony at the hearing.

In addition to the public comment opportunities, the development of the OR 201 Corridor Refinement Plan was guided by citizen participation process. This process included a series of public meetings that allowed interested citizens, property owners, and business owners an opportunity to review and comment upon the technical work as it was being compiled and developed over the course of the planning process. These meetings were also instrumental as forums that gave the public an opportunity to provide information to the project consultant team.

The OR 201 Corridor Refinement Plan process has also been advised by a Project Planning Management Team ("PPMT"), consisting of technical advisors from the City of Ontario, Malheur County, and ODOT. Each of the PPMT meetings and public meetings are summarized in Appendix A of the OR 201 Corridor Refinement Plan.

Goal #2 - Land Use Planning

Response

The OR 201 Corridor Refinement Plan includes a thorough factual base that demonstrates that this proposed action is consistent with all applicable adopted local plans and has been coordinated with all affected governmental agencies (City of Ontario and ODOT).

Goal #3 - Agricultural Lands

Response

The OR 201 Corridor Refinement Plan does not propose or recommend any land use modifications to existing agricultural lands.

Goal #4 - Forest LandsINSTRUMENT NO: 2005 - 793
Page 4 of 5 Pages*Response*

This Goal is not applicable as there is no designated forest lands within the Malheur County's portion of the OR 201 study area boundary.

Goal #5 - Open Spaces, Scenic and Historic Areas, and Natural Resources*Response*

There are no resources listed under Goal 5 that are included in the OR 201 Corridor Plan study area.

Goal #6 - Air, Water and Land Resources Quality*Response*

According to the US Environmental Protection Agency, Malheur County is in attainment with the National Ambient Air Quality Standards of six principal pollutants, also known as criteria pollutants (carbon monoxide, lead, particulate matter, nitrogen dioxide, ozone, sulfur oxides) considered harmful to public health and the environment. The recommended transportation improvement projects listed in the OR 201 Corridor Refinement Plan are not anticipated to create adverse impacts to the area's air quality.

ODOT, Region 5 currently has a National Pollution Discharge Elimination System (NPDES) Storm Water Discharge Permit from the Oregon Department of Environmental Quality for all construction activities that will result in the disturbance of five or more acres. Conditions of the permit, which is valid through December 31, 2005, include implementation of an erosion and sediment control plan, monitoring of controls, and other conditions and practices.

Goal #7 - Areas Subject to Natural Disasters and Hazards*Response*

Areas within the OR 201 Corridor Refinement Plan are not within in any lands or areas known for natural disasters or hazards. No lands within the OR 201 Corridor Refinement Plan are within a flood plain or on steep slopes.

Goal #8 - Recreational Needs*Response*

As part of a long-term vision of the OR 201 corridor between SW 4th Avenue and SW 18th Avenue, the OR 201 Corridor Refinement Plan includes guidelines and standards for the development of an off-street multi-purpose trail. The accommodation of bicycle and pedestrian travel is accounted for along all other existing and planned roadway facilities within the OR 201 study area.

Goal #9 - Economic DevelopmentINSTRUMENT NO. 2005 - 793
Page 5 of 65 Pages*Response*

The adoption of the OR 201 Corridor Refinement Plan will amend the Malheur County transportation system plan to include transportation improvements and access management measures that will guide the long-term development of the urbanized areas of the OR 201 corridor. The transportation improvements and access management measures will facilitate freight movement in this area, a chief concern for the economic viability of the County and State. In addition, the planned transportation system, as outlined in the Corridor Plan, will facilitate redevelopment and potential business growth in the urban growth boundary areas located north of SW 18th Avenue.

Goal #10 - Housing*Response*

This Goal is not applicable, as the OR 201 Corridor Refinement Plan does not pertain to housing needs.

Goal #11 - Public Facilities and Services*Response*

This Goal is not applicable, as the OR 201 Corridor Refinement Plan does not pertain to non-transportation related services such as sewers, water, law enforcement, and fire protection.

Goal #12 - Transportation*Response*

The adoption of the OR 201 Corridor Refinement Plan will help to preserve the long-term function, capacity, and safety of the OR 201 study corridor. As demonstrated by the transportation analysis conducted as part of the OR 201 Corridor Refinement Plan, the planned transportation system will be adequate to serve trips generated by future development of allowed land uses. The proposed plan amendment will "significantly affect" the transportation system as defined in the Transportation Planning Rule because it includes modifying the roadway functional classification for several roadways located within the OR 201 Corridor Refinement Plan study area (see the following section entitled "Conformance with the Transportation Planning Rule" for more detail).

Goal #13 - Energy Conservation

INSTRUMENT NO. 2005 - 293
Page 4 of 165 Pages

Response

This goal is met through the adoption of the OR 201 Corridor Refinement Plan, which contains a preferred roadway network and necessary transportation improvements to implement a multimodal, safe, and efficient transportation system. Specific planning elements include the provision of a transportation system that is efficient and can safely accommodate all modes of transportation, that a local circulation network is maintained, and that the roadway network is interconnected in order to provide alternate travel routes, reduce trip lengths and encourage walking and bicycling.

Goal #14 - Urbanization

Response

The OR 201 Corridor Refinement Plan has identified a roadway circulation and access management plan for the OR 201 study corridor. These planned projects and policies will accommodate future expected growth along the OR 201 corridor and effectively and efficiently accommodate both local and regional traffic.

The majority of the study area located north of the SW 18th Avenue is located within the City of Ontario's Urban Growth Boundary. Some of this land is located within the current city limits, but most lies within the Urban Growth Area and has been identified by Malheur County as an area suitable for future urbanization to accommodate projected commercial growth needs. The OR 201 Corridor Refinement Plan will improve access to this area of Ontario and Malheur County, a condition that could make the area more attractive to growth.

Land to the south of SW 18th Avenue is in Malheur County and is outside of the Urban Growth Boundary. This area is zoned for Exclusive Farm Use with the exception a small area near the OR 201 / US 20/26 junction that is zoned as a Rural Service Center.

INSTRUMENT NO: 2005 - 793
 Page 7 of 112 Pages

CONFORMANCE WITH THE TRANSPORTATION PLANNING RULE

660-012-0025 Complying with the Goals in Preparing Transportation System Plans; Refinement Plans

(2) Findings of compliance with applicable statewide planning goals and acknowledged comprehensive plan policies and land use regulations shall be developed in conjunction with the adoption of the TSP.

Response:

The OR 201 Corridor Refinement Plan is considered a "Refinement Plan" in that it amends the Malheur County Transportation System Plan in a way that determines, at a systems level, the function, mode or general location of transportation elements, the planning for which was deferred during transportation system planning because more detailed information was needed. Findings included in the previous section entitled "Conformance with Statewide Planning Goals," satisfies this Transportation Planning Rule requirement.

OAR 660-12-060 Plan and Land Use Regulations Amendments

(1) Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. This shall be accomplished by either:

- (a) Limiting allowed land uses to be consistent with the planned function, capacity, and performance standards of the transportation facility;
- (b) Amending the TSP to provide transportation facilities adequate to support the proposed land uses consistent with the requirements of this division;
- (c) Altering land use designation, densities, or design requirement to reduce demand for automobile travel needs through other modes; or
- (d) Amending the TSP to modify the planned function, capacity and performance standards, as needed, to accept greater motor vehicle congestion to promote mixed use, pedestrian friendly development where multimodal travel choices are provided.

(2) A plan or land use regulation amendment significantly affects a transportation facility if it:

- (a) Changes the functional classification of an existing or planned transportation facility;
- (b) Changes standards implementing a functional classification system;
- (c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or
- (d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.

INSTRUMENT NO: 2005 -793
Page: 8 of 105 Pages

Response:

The development of the OR 201 Corridor Refinement Plan entailed an examination of the existing surrounding roadway network, land use patterns, and existing and future travel patterns. The resulting Refinement Plan includes a list of projects that are intended to help preserve the long-term function, capacity, and safety of the study corridor. Specifically, the OR 201 Corridor Refinement Plan includes proposed amendments to Malheur County's Functional Classification Plan (Figure 6-1 Roadway Functional Classification Plan) and a new transportation roadway network that will support future development along portions of the OR 201 corridor (Table 6-2 Roadway Improvement Program Summary). To satisfy the Transportation Planning Rule, the County Transportation System Plan must be amended to include the revised functional classification and new roadway projects that support the OR 201 Corridor Refinement Plan.

CONFORMANCE WITH THE MALHEUR COUNTY TRANSPORTATION SYSTEM PLAN

Malheur County's Transportation System Plan was adopted in 1998. Relevant goals, policies and requirements from this document, as they pertain to this application, are addressed below.

Recommended Policies for Protection of Transportation Facilities

The County shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.

Response:

The OR 201 Corridor Plan process evaluated existing and future land use patterns when developing the future roadway and access management portions of the plan. The resulting Corridor Refinement Plan that is being proposed for adoption includes a prioritized list of projects associated with the long-term development of the OR 201 corridor.

Other Policies protecting Transportation Facilities

The County shall coordinate with the Department of Transportation to implement highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and comprehensive plan.

Response:

There are currently two projects on the 2004-2007 Statewide Transportation Improvement Program that affect OR 201. These projects include roadway preservation work and access management work along OR 201.

Adoption of the OR 201 Corridor Refinement Plan is consistent with this coordination policy as both ODOT and Malheur County have been extensively involved in incorporating the transportation planning elements and access management policies that will support these two STIP projects.

INSTRUMENT NO. 2005 - 793
Page 9 of 165 Pages

Recommended Regulations to Assure that Amendments are Consistent with the Transportation System Plan

All development Proposals, plan amendments, or zone changes shall conform with the adopted Transportation System Plan.

Response:

The Malheur County Transportation Plan (Chapter 7) includes a "Roadway Plan" section that recommends a detailed program of collector and arterial road and bridge improvements. Projects are listed in Table 7-4, Malheur County Prioritized Capital Improvement Program. The OR 201 Corridor Refinement Plan revises this list to include specific transportation improvements associated with the long-term preservation of the OR 201 corridor, the anticipated timeline for these projects, and the identified or potential funding sources.

Exhibit D

OR 201 Corridor Refinement Plan

Exhibit A

Vicinity Map

North Ontario Interchange

Ontario Oregon

Tony Yturri Memorial Beltline

Jurisdictional Exchange Route

Airport Corner to Cairo Jct.

South Bypass
(Connecting SW 4th St. to SE 2nd St.)

