

# **Proposed Oregon Highway Plan Amendments**

## **Staff Report**

### **Oregon Transportation Commission Meeting**

**August 17, 2005**

*This 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. Proposed Oregon Highway Plan Amendments**
- IV. Rule Amendments Related to Access Management**
- V. Proposed Highway Segment Designations**

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 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 Special Transportation Areas (STAs) in the cities of Eugene, John Day, Jordan Valley, Milton-Freewater, Pilot Rock, and Stanfield will have to prepare management plans when updating their Transportation System Plans, or when undertaking other legislatively mandated planning efforts. 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 greater than 35 miles per hour and these will require a management plan for all classifications (District, Regional and Statewide). If the UBA is on a freight route, then the management plan will work to address any of the issues that arise between the freight route and the UBA designations. UBAs are not allowed on Expressways. 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 designations require a management plan. Section II discusses the methodology and process used to develop the proposed changes. Section III contains the specific changes to OHP language being proposed.

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

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

In some cases the proposed Freight Route designations have local implications that can be addressed by segment designations. In two jurisdictions those changes are proposed to be made in conjunction with the freight route designations. Section V. discusses three segment designations proposed concurrently with the freight route designations, an STA and UBA in Florence and extension of an Expressway designation in Grants Pass.

The public outreach for this effort had two stages. The first part of the public involvement process was working with the Freight Route Technical Advisory Committee. This group was extremely helpful in the development of additional factors that were utilized in determining whether or not to designate a roadway as a freight route. This committee also reviewed and commented on earlier drafts of the staff report and recommended freight routes designations. While the work on this project was minimal during the legislative session due to the two bills having the potential to change the direction of this effort, the outreach and public interest continued. Staff attended a variety of meetings both with local governments and Area Commissions on Transportation to explain and to hear comments on the proposed routes. As this work was coupled with recommended changes to the Land Use Transportation Policy (1B), the outreach was expanded to ensure that local governments were more aware of the proposed policy changes. The earlier draft of this staff report was provided to each local government at the city and county level. Other stakeholders that were electronically sent copies of the staff report included members of the Freight Advisory Committee, Highway Segment Technical Advisory Committee, Local Officials Advisory Committee, Metropolitan Planning Organizations and Area Commissions on Transportation. Copies of their comments can be found in Attachment C, both from the earlier freight route work and this most recent effort.

## 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 and are included in this staff report.

### 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%.

It should be noted that the freight route designations in this report are "planning" designations established in the OHP. Page 63 of the OHP states that, "The OHP designated routes, policies and actions direct ODOT in the management of state highways that are important to the movement of freight ...and the primary purpose of the State Highway Freight System is intended to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system." This report does not address locally designated truck routes which restrict truck movements to certain roadways. Local jurisdictions already have authority under Oregon Revised Statutes to establish truck routes on local streets as long as in so doing they are not diverting trucks off state highways.

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. After the second meeting, committee members reviewed and commented on revised work products via the FRAP website and email. 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.

**What amendments are being proposed**

This August 2005 staff report recommends adding approximately 1,233 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). Table I-3 starting on page I-5 highlights the proposed additional routes.

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 includes only state highways. One of the earliest recommendations of the committee members was an identification of other factors that should be addressed when analyzing potential freight routes for this work effort. The table below contains information on the 1999 criteria. Maps found in Attachment A of this report provide information about the State Highway Freight System with respect to the 1999 criteria and other factors of consideration.

Summary Table I-1: 1999 OHP Freight Route Criteria

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

In addition to the criteria described above, 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. In this 2005 report, low tonnage is 0 to 0.99 millions of tons shipped in 2002, medium tonnage is 1.00 to 3.99 tons, high tonnage is 4.00 to 9.99 tons and very high tonnage is 10.00 million tons and over in 2002.

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

<b>Consideration Factors</b>	<b>Comments</b>
NHS Highways	See Map A-1 which also identifies the National Highway System (NHS) designated highways. The NHS consists of interconnected urban and rural principal arterials and highways which serve major population centers, international border crossings, ports, airports, public transportation facilities and 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). Low truck volumes are 0 to 499 trucks per day, medium truck volumes are 500 to 1,499 trucks per day, high truck volumes are 1,500 to 2,999 trucks per day and very high truck volumes are 3,000 and over trucks per day. Map A-4 shows 2002 truck volumes that were 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

<b>Consideration Factors</b>	<b>Comments</b>
	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.
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 impact 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 and only a few of them are state highways. A proposed Action in the OHP (Action 4A.4) recognizes the importance of these roadways and the revised State Highway Freight System will incorporate information recognizing a complete freight system that takes into account these local intermodal connectors that are primarily local facilities. Map 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

<b>Consideration Factors</b>	<b>Comments</b>
	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 links together with the freight systems established at the regional, county and city levels.

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 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. Revisions to Appendix D of the OHP ( Highway Classifications by Milepoint) include more specific information about the recommended freight routes and can be found in Section III. of the staff report.

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

	<b>Highway Name</b>	<b>State Highway Classification</b>	<b>Limits</b>	<b>Key Considerations</b>
1	OR 126	Statewide	US 101 to Belt Line Highway in Eugene 52.7 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity between coastal businesses and I-5</li> </ul>
2	OR 126	Statewide	I-5 to intersection with OR 126B in Springfield 6.5 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Expressway Designation</li> </ul>
3	OR 62	Statewide	I-5 to OR 140 5.6 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• High truck tonnage (4 to 9.99) and volumes (1,500 to 2,999)</li> <li>• On MPO freight system</li> <li>• Expressway Designation</li> </ul>
4	OR 140	Statewide	OR 62 to Klamath Falls 69.0 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity to Central Oregon and US 97</li> </ul>
5	OR 140	Statewide	US 97 to US 395 (Klamath Falls to Lakeview) 98.5 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity to Central OR (US 97 &amp; US 395)</li> </ul>
6	OR 11	Statewide	WA border to Hwy 331 30.9 miles	<ul style="list-style-type: none"> <li>• Connectivity to a designated freight route in WA</li> <li>• Medium truck tonnage (1 to 3.99)</li> <li>• NHS</li> <li>• Management plan will be required – Milton-Freewater and Pendleton</li> </ul>
7	US 395	Statewide	CA border to WA border 332.2 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity within eastern Oregon &amp; to adjacent states</li> <li>• Designated as a High Priority NHS Corridor by FHWA</li> <li>• Management plan will be required – John Day, Pendleton, Pilot Rock, Stanfield</li> </ul>

	<b>Highway Name</b>	<b>State Highway Classification</b>	<b>Limits</b>	<b>Key Considerations</b>
8	US 101	Statewide	Florence to Reedsport 21.3 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity between OR 126 and US 101</li> <li>• An STA &amp; UBA in Florence are proposed in this staff report (see Section V.)</li> <li>• Connectivity to the Port of Coos Bay</li> </ul>
9	OR 35	Statewide	US 26 to I-84 (US 26 to Hood River) 38.5 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Alternate truck route during fire/ice conditions on I-84</li> </ul>
10	OR 22	Statewide	I-5 to OR 18 (Salem to Valley Junction) 29.3 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Designated as an MPO freight route</li> <li>• Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)</li> <li>• Expressway Designation west of Salem to OR 223</li> </ul>
11	OR 126	Statewide	US 20 to US 97 (Sisters to Redmond) 18.9 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity in Central Oregon</li> <li>• Expressway Designation</li> </ul>
12	Beltline Hwy	Statewide	I-5 to OR 126 12.8 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Designated as an MPO freight route</li> <li>• High to very high truck tonnage (4.0 to over 10) and truck volumes (500 to over 3,000)</li> <li>• Expressway Designation</li> </ul>
13	US 95	Statewide	California to Idaho 121.3 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Connectivity to a designated freight route in Idaho</li> <li>• High to very high percent trucks (25 to 50%)</li> <li>• Management plan will be required – Jordan Valley</li> </ul>
14	OR 126	Statewide	US 97 to Prineville (Redmond to Prineville) 18.2 miles	<ul style="list-style-type: none"> <li>• NHS</li> <li>• Medium to high truck tonnage (1.0 to 9.99)</li> </ul>

	Highway Name	State Highway Classification	Limits	Key Considerations
15	OR 39	Statewide	OR 140 in Klamath Falls to CA border 17.1 miles	<ul style="list-style-type: none"> <li>NHS</li> </ul>
16	US 199	Statewide	I-5 to CA border (Grants Pass to CA border) 43.6 miles	<ul style="list-style-type: none"> <li>Low to medium percent trucks (under 25%)</li> <li>Low to medium truck volumes (under 1,499)</li> <li>NHS</li> <li>Portion of highway is an expressway</li> </ul>
17	OR 99	Statewide and Regional	OR 99W to Beltline Hwy (Junction City to Belt Line Hwy) 9.7 miles	<ul style="list-style-type: none"> <li>High truck tonnage (4.0 to 9.9)</li> <li>Approx. 3 miles is NHS</li> <li>Management plan will be required - Eugene</li> </ul>
18	OR 34	Regional	I-5 to US 20 (I-5 through Lebanon) 7.9 miles	<ul style="list-style-type: none"> <li>Medium to high truck tonnage (1.0 to 9.99) and truck volumes (500 to 2,999)</li> </ul>
19	US 20	Regional	OR 34 to junction of OR 228 in Sweet Home (Lebanon to Sweet Home) 14.3 miles	<ul style="list-style-type: none"> <li>Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> </ul>
20	OR 99W	Regional	OR 18 to OR 99 (McMinnville to Junction City) 69.5 miles	<ul style="list-style-type: none"> <li>Medium to high truck tonnage (1.0 to 9.9)</li> <li>STA in Corvallis</li> </ul>
21	US 730	Regional	I-82 to WA border (Umatilla to WA border) 19.2 miles	<ul style="list-style-type: none"> <li>Connectivity to a designated freight route in WA</li> <li>High to very high truck tonnage (4.0 to over 10.0)</li> <li>High truck percents (25 to 39.9%)</li> </ul>
22	US 26	Regional	US 97 to Prineville (Madras to Prineville) 26.2 miles	<ul style="list-style-type: none"> <li>Medium truck tonnage (1 to 3.99)</li> <li>Management plan will be required – Prineville</li> <li>Connectivity to (US 26 to Portland and US 97 north)</li> </ul>

	Highway Name	State Highway Classification	Limits	Key Considerations
23	OR 78	Regional	US 20 to US 95 (Burns to Burns Junction) 91.5 miles	<ul style="list-style-type: none"> <li>• Connectivity within southeastern Oregon and to adjacent states (connects with US 95, a recommended route and is designated as an Interstate Priority Corridor in Idaho)</li> <li>• Medium to high percent trucks (10 to 39.9)</li> </ul>
24	OR 6	Regional	US 101 to US 26 51.3 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between US 101 and Portland area</li> </ul>
25	Salem Parkway/ OR 99E	Regional	I-5 to OR 22 5.0 miles	<ul style="list-style-type: none"> <li>• Designated as an MPO freight route</li> <li>• Medium to very high truck tonnage (1.0 to over 10) and truck volumes (500 to over 3,000)</li> </ul>
26	OR 99E	Regional	Harrisburg (intersection with Peoria Rd. north to OR 228) 9.0 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between OR 99E and I-5</li> <li>• Route for oversized trucks including I-beams from Morse Bros. in Harrisburg</li> </ul>
27	Hwy 331	District	OR 11 to I-84 4.8 miles	<ul style="list-style-type: none"> <li>• This short highway (4 miles) connects OR 31 with I-84.</li> <li>• It is currently signed and used by trucks because the OR 11/I-84 connection is not conducive for trucks</li> </ul>
28	OR 34	District	4 <sup>th</sup> St. in Corvallis to Corvallis Bypass (Van Buren St. and Harrison St.) 0.9 miles	<ul style="list-style-type: none"> <li>• High truck tonnage (4 to 9.99) and volumes (1,500 to 2,999)</li> <li>• This short highway segment connects OR 99W with OR 34.</li> <li>• STA on Van Buren St.</li> </ul>

	<b>Highway Name</b>	<b>State Highway Classification</b>	<b>Limits</b>	<b>Key Considerations</b>
29	US 30 Bypass <sup>1</sup> Interim Designation	District (except St. John's Bridge which is a Statewide Highway)	US 30 to I-5 5.7 miles (including St. John's Bridge which is .4 miles)	<ul style="list-style-type: none"> <li>• Over-sized trucks use US 30 Bypass instead of Columbia Blvd.</li> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between US 30 and I-5</li> <li>• St. John's Bridge is an NHS facility.</li> </ul>
30	OR 228	District	OR 99E to I-5 2.4 miles	<ul style="list-style-type: none"> <li>• Medium truck tonnage (1.0 to 3.99) and truck volumes (500 to 1,499)</li> <li>• Connectivity between OR 99E and I-5</li> <li>• 20% trucks</li> <li>• Route for oversized trucks including I-beams from Morse Bros. in Harrisburg</li> </ul>

Not included in the table above are revisions to two existing freight routes due to the construction of new highway alignments. With the shifting of US 97 from 3<sup>rd</sup> Street to the Bend Parkway, the freight route designation has also transferred to the Parkway. However, 3<sup>rd</sup> Street north of US 20/Greenwood Avenue still keeps it's freight route designation because it also serves as US 20. With the shifting of OR 201 from 4<sup>th</sup> Avenue/Idaho Avenue to the new Yturri Beltline in Ontario, the freight route designation has also transferred to the Beltline.

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

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

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

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

	<b>Existing System</b>	<b>Recommended Additions</b>	<b>Percent Increase</b>
<b>Total Oregon Highway Mileage</b>	7,448 Miles	NA	NA
<b>Total Oregon NHS Mileage*</b>	3,654 Miles	NA	NA
<b>State Highway Freight System</b>	2,092 Miles	Approximately 1,233 Miles New Total: 3,324 Miles	59%
<b>NHS Mileage that is part of State Highway Freight System*</b>	2,091 Miles Freight System includes 57% of the NHS in Oregon	Approximately 917 Miles New Total: 3,008 Miles Freight System would include 82% of the NHS in Oregon	44%
<b>Non-NHS Mileage that is part of State Highway Freight System</b>	1 Mile	Approximately 316 Miles New Total: 317 Miles	N/A
<i>* Does not include NHS Intermodal Connectors that are local facilities.</i>			
<b>State Highway Classification</b>	<b>Existing State Highway System</b>	<b>Recommended Additions</b>	<b>Percent Increase</b>
Interstate Highways and Statewide Highways	2,091	920	44%
Regional Highways	0	301	N/A
District Highways	1 (MLK Blvd., Portland)	12	N/A

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

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

The following was identified:

- The 1999 Highway Plan envisions freight routes as a subset of—having higher priority—than other NHS Statewide Highways and is used to guide investment and management decisions.
- The roadway classification system is a hierarchy from Statewide to Regional to District. The management objective of each is different. 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 framing the discussion as to which freight routes should be designated. It also impacts the overall direction of the Oregon Highway Plan as it seeks to find that balance between freight needs and the other users of system.

## **Public Involvement**

In addition to 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. A draft of this staff report was sent to all cities, counties and MPOs. Staff has also maintained a website containing a variety of information on the FRAP including draft reports, 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), ten cities, two ports, four 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, Federal Highway Administration, Oregon Trucking Associations and the Oregon Freight Advisory Committee. Attachment C contains 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. As of July 25, 2005, 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 Section III (A) of this staff report showing proposed changes to the 1999 OHP related to freight. (The page numbers in the list below refer to the existing OHP.)

- The State Highway Freight System Background statement on page 63 is 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 will be updated consistent with the adopted changes.

- Table 5 on page 66 will 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.)
- Action 4A.1 under Policy 4A (Efficiency of Freight Movement) on page 121 is revised to focus more specifically on the OHP freight routes and the use of benefits/lost analysis.
- Action 4A.4 is 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 added 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 added 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 will be updated to reflect the added freight routes.

These proposed changes are drafted into the applicable sections of the OHP in Section III of this staff report.

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

Amendments to Policy 1B of the Oregon Highway Plan (OHP) are needed 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 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 another legislatively mandated planning effort.<sup>1</sup>

Statewide communications with local governments and other stakeholders 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 urban 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, in Section III of this staff report). 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 greater 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 greater than 35 miles per hour will not automatically be able to

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<sup>1</sup> As explained later in this report, this only applies to previously designated Special Transportation Areas on Statewide Freight Routes.

employ standards allowed for 35 mile per 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 an OHP Freight Route. There will be no requirement for a management plan when an STA highway segment designation is on a Freight Route on a Regional or District Highway or a highway designated as a freight route in a regional transportation system plan.
- 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 only to designated UBAs and the design standards for UBAs in the Highway Design Manual. This is no longer a highway segment designation; it is a default standard related to undesignated highways.<sup>2</sup>
- An Urban Business Area (UBA) designation is only available for areas within a UGB that are posted at greater than 35 mph and requires an approved management plan at the time of designation regardless of the highway classification. 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.<sup>3</sup>

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

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

- The UBA designation requirement has been removed from highway segments where posted speeds are 35 mph or less, making these segments automatically eligible for access spacing and mobility standards previously applicable to designated UBAs.
- Highway segments that have posted speeds greater than 35 mph require an approved management plan before being eligible for spacing and mobility standards available to areas with posted speeds of 35 mph or less. Management plans are a requirement for designating UBAs. These plans, at a minimum, will establish access spacing and mobility standards and allow the Highway Design Standards for UBAs to be used in the segment area.

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<sup>2</sup> The State Highways with posted speeds of 35 mph or less are shown on maps that can be accessed via the ODOT website at <http://egov.oregon.gov/ODOT/TD/TDATA/gis/speedmaps.shtml>.

<sup>3</sup> The State Highways with posted speeds greater 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>.

- 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 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, part of Action 1F.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 one-third to one-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 are 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).

## **Public Involvement**

Proposed Policy 1B amendments to the UBA designation have been coordinated with other proposed OHP amendments. Input from stakeholders 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 Section III for proposed amendments showing proposed changes to applicable sections of the current OHP Policy B:

- The Background and Intent section includes 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 continues 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 includes 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) is 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 for designating highway segments. This section is updated to reflect that the UBA designation is only applicable to highway segments posted at speeds greater than 35 mph and that a management plan is a requirement, regardless of highway classification for those areas.
- Additional minor housekeeping changes have also been made to Policy 1B which necessitates readopting the entire Policy 1B. The housekeeping changes correct minor punctuation and grammar errors to improve the overall quality of the policy document. Those changes are included in the "clean copy" of Policy 1B attached to the OTC agenda Cover Memo.

### **III. PROPOSED OREGON HIGHWAY PLAN AMENDMENTS**

#### **A. Amendments Related to Freight**

- *Page 63 of the OHP:*

##### **Background**

According to the 2002 Federal Highway Administration's Analysis Framework, trucks carried nearly 76 percent of the total freight tonnage and 82 percent of the total freight value for the year. To ensure that freight is able to move efficiently on the state's major trucking routes, this plan designates a State Highway Freight System. The key criteria of freight volume, tonnage, connectivity, and linkages to National Highway System intermodal facilities were augmented in the 2005 Freight Route designation update. Other factors that were considered included connectivity to regional freight routes and freight routes in other states, percent of trucks on state highways to reflect urban/rural characteristics, freight generating sites and the implications of highway segment designations.

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

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

Improving and maintaining the efficiency of highway operations requires balancing the needs of freight movement with the needs of other users of the highway system. Some state highways that are important goods movement corridors also serve as communities' main streets and may be designated as Special Transportation Areas. It may be the objective of local officials to reduce or slow traffic passing through the town, with potentially adverse impacts on long distance freight transportation. Therefore, a management plan will be developed that combines local land use planning needs while recognizing the special significance of the freight route designation. See Policy 1B which requires that STAs on Statewide Highways that are OHP Freight Routes include the development of a management plan approved by both ODOT and the local government. Improvements associated with designated freight routes will impact highway design elements such as roadway section widths, median barriers and

intersection design. Statewide Freight Routes in general have higher mobility standards than other highways of the same classification. Regional and local jurisdictions may designate their own freight route systems, but these designations should be compatible with or complementary to the designation of routes in the State Highway Freight System.

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

- Highways included in this designation generally have higher highway mobility standards than other similarly classified highways (see Policy 1F).
- The highway's function as a freight route should be balanced with local accessibility in Special Transportation Areas.
- Freight system routes may be treated as Expressways outside of urban growth boundaries and unincorporated communities. (See Action 1C.3 and the definition of Expressways in Action 1A.2.)

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

- *Page 65 of the OHP:*

Update the map that depicts the State Highway Freight System (Map A-9).

- *Page 66 of the OHP:*  
Delete Table 5. (A more accurate listing of the highway segments associated with the OHP freight routes can be found in Appendix D of the OHP.)
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- *Page 80 of the OHP:*  
Revise Table 6 as follows:

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

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

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

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

\*\* National Highway System (NHS) highway design requirements are addressed in the Highway Design Manual (HDM)

- Page 121 of the OHP:

Revise Action 4A.1

**Action 4A.1**

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

Revise Action 4A.4

**Action 4A.4**

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

**Add new Action: Action 4A.8**

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

**Add new Action: Action 4A.9**

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

- *Page 204 of the OHP:*

Update Appendix D Highway Classification by Milepoint as referenced on page III-2.

**B. Amendments Related to Policy 1B, Land Use and Transportation**

The following are excerpts from Policy 1B which highlight the proposed changes to the OHP background information and policy. The next section (Section C) reproduces the 1B portion of the OHP in its entirety including all of the proposed changes.

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

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

corridors. The intent of Policy 1B is that all urban commercial areas situated along state highways should aspire to the objectives and standards of this policy.

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

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

### **Planning for and Managing Highway Segment Designations**

Highway segment designations may generally be located within urban growth boundaries on District, Regional or Statewide Highways that are not on Interstate Highways or Expressways. All designations require clearly defined boundaries identified by milepoint and nearest cross street. Location of an STA or Commercial Center on a Statewide Highway that is also a designated OHP Freight Route requires development of a management plan approved by both ODOT and the local government. UBAs, which may be designated in urban commercial areas with posted speeds greater than 35 miles per hour, also require management plans.

As state Freight Routes are reviewed and updated it will become necessary for local governments to develop management plans for previously designated highway segments on newly designated freight routes on Statewide Highways when updating their Transportation System Plan or other legislatively mandated planning effort. Where management plans are not required, the following elements are recommended planning and project development considerations, as applicable. Where management plans are required, the following elements are required, as applicable:

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

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

Traditional auto-oriented patterns of commercial development include facilities with visible access from the highway directly to parking and drive-through facilities. These patterns of development reflect conventional patterns of zoning, financing and property ownership. The OHP seeks to encourage redevelopment and reinvestment in urban areas and to shift land use patterns from auto-oriented properties with individual driveways to patterns of development served by common accesses, nodal development and more compatibility with pedestrians and bicycles.

An Urban Business Area is a highway segment designation that may be applied to existing areas of commercial activity or future nodes or various types of centers of commercial activity within urban growth boundaries or urban unincorporated area boundaries on District, Regional or Statewide Highways where vehicular accessibility is important to continued economic viability. Highways that have posted speeds of 35 miles per hour or less are permitted access spacing standards that reflect the dual objectives of providing local access to meet the access needs of abutting properties while maintaining existing speeds to move through traffic. For highways posted greater than 35 miles per hour, the UBA designation is available as recognition that vehicular accessibility and circulation are often as important as pedestrian, bicycle and transit accessibility, but a management plan is required to ensure that these objectives are balanced. Safe and regular street connections are encouraged. Transit turnouts, sidewalks and bicycle lanes are accommodated.

Policy 1B makes a distinction among various types of commercial development along highways, and determines that the UBA designation may be applied to commercial areas with posted speeds greater than 35 miles per hour. Commercial areas with posted speeds less than or equal to 35 miles per hour do not need such a designation.

- **Existing areas of commercial development.** It is recognized that existing linear business development patterns will most likely remain until such time as local zoning regulations and financing opportunities change to support redevelopment. The policy encourages incremental steps to move in the direction of meeting UBA objectives for all urban commercial areas situated linearly along a highway, outside of STAs or Commercial Centers. However it is not necessary to adopt a highway segment designation for segments with posted speeds of 35 miles per hour or less. OHP standards for these areas will facilitate access to business without unreasonably delaying the movement of people and goods on the State Highway System. Recommended steps for all established or planned commercial areas along State highways may include but are not limited to removal of impediments to inter-parcel circulation, design of intersections to address the needs of pedestrians and bicyclists, and development of provisions for good traffic progression and local transit opportunities. ODOT projects in existing areas of commercial development should not result in improvements contrary to this policy.

- **Redeveloping commercial areas.** In the redevelopment process ODOT recognizes that because of existing patterns of property ownership, implementing nodal development patterns may not be fully attainable. However, moving in the direction of implementing nodal development is encouraged.
- **New commercial development.** New development offers planning and development opportunities in more compact, nodal patterns that meet the objectives of Policy 1B.

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

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

### **Action 1B.3**

Use the following categories to designate highway segments when the concept is identified in a local transportation system plan, downtown plan, facility plan or other adopted plan and is supported by both the local government and ODOT. The categories, in part, define whether or not a management plan is required. Written management plans are required for STAs, and Commercial Centers on designated OHP Freight Routes on Statewide Highways. Management plans are required for UBAs on any state highway where the posted speed is greater than 35 miles per hour and a UBA designation is needed. As statewide Freight Routes are reviewed and updated, local governments will need to develop management plans for previously designated highway segments when updating their Transportation System Plan or other legislatively mandated planning effort. Management plans are also required for Commercial Centers on Expressways. Management planning is encouraged where not required. Written approval for any designation is required to be provided by the local government prior to designation by the Oregon Transportation Commission.

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

**a. Special Transportation Areas**

**Category 1 Special Transportation Areas** are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways, or designated State Highway Freight Routes

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

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

**b. Urban Business Areas**

**Urban Business Areas** may be designated on Statewide, Regional or District Highways that are not Interstate Highways or Expressways, and that have posted speeds greater than 35 mile per hour. UBAs require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied.

A UBA highway segment designation is not necessary in areas where posted speeds are 35 miles per hour or less and consequently management plans are not required. However, it is the intent of Policy 1B that when local jurisdictions update their Transportation System Plans or undertake other legislatively mandated planning efforts, that the objectives and suggested elements of a management plan for these segments be considered. The Highway Design Manual standards for UBAs will be used in areas with posted speeds less than or equal to 35 mph except where an STA has been designated.

- *Page 193-194 of OHP*  
Amend Tables 13, 14, and 15 in Appendix C, Access Management Standards. Proposed changes to the Tables are shown in track changes; the “notes” accompanying these tables have also been modified .

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

(Measurement in Feet)\*

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

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

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.
- \*\*\*\* The Urban standard applies in UBAs unless a management plan agreed to by ODOT and the local government(s) establishes a different standard. Spacing standards on access controlled facilities are also guided by those controls.

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

(Measurement in Feet)\*

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

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

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.\*\*\*\* The Urban standard applies in UBAs unless a management plan agreed to by ODOT and the local government(s) establishes a different standard. Spacing standards on access controlled facilities are also guided by those controls.

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

(Measurement in Feet)\*

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

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

- \* Measurement of the approach road spacing is from center to center on the same side of the roadway.
- \*\* Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.
- \*\*\* These standards also apply to Commercial Centers.
- \*\*\*\* The Urban standard applies in UBAs unless a management plan agreed to by ODOT and the local government(s) establishes a different standard. Spacing standards on access controlled facilities are also guided by those controls.

**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).

## **C. Complete 1B Section of OHP**

Below is the complete revised Policy 1B, based on the proposed changes in this staff report.

### **LAND USE AND TRANSPORTATION**

#### **Background and Intent**

The federal Intermodal Surface Transportation Efficiency Act of 1991 requires the establishment of a National Highway System “to provide an interconnected system of principal arterial routes which will serve “interstate and inter-regional travel.” ODOT has an obligation to insure that the National Highway System (the routes designated Interstates and most Statewide Highways and intermodal connectors) adequately performs this function of serving a larger geographic area. Historically, however, communities have grown up along the early trails and roads that have become statewide travel routes. This means that in addition to providing mobility for people, goods and services between communities, regions and states, the state highway system often also provides access to homes, businesses, industry and other destinations within communities. Under most circumstances, the elements of Policy 1B are advisory and recommendations are provided to give local jurisdictions guidance to aid in transportation and land use planning along corridors. The intent of Policy 1B is that all urban commercial areas situated along state highways should aspire to the objectives and standards of this policy.

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

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

Policy 1B applies to all state highways. It provides guidance to ODOT regarding system management planning and implementation activities. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and corridor

plans, plan amendments, access permitting and project development. The role of ODOT and local governments in designating highway segments is to work together so that planned community development patterns are individually tailored yet also meet statewide highway needs for safety and mobility. Under most circumstances, the elements of Policy 1B are advisory and recommendations are provided to give local jurisdictions guidance to aid in transportation and land use planning along corridors. The intent of Policy 1B is that all urban commercial areas situated along state highways should aspire to the objectives and standards of this policy.

Policy 1B implements the Oregon Transportation Plan's Urban Accessibility Policy to "assure balanced, multimodal accessibility to existing and new development within urban areas to achieve the state goal of compact, highly livable urban areas." The Highway Plan's policies on Bypasses, Major Improvements, Highway Mobility Standards, Partnerships, Off-System Improvements and Travel Alternatives complement the Land Use and Transportation Policy. The policy also supports and is consistent with the Land Conservation and Development Commission Transportation Planning Rule.

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

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

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

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

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

The policy recognizes that:

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

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

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

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

## **General Process and Implementation Resources**

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

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

## **Planning for and Managing Highway Segment Designations**

Highway segment designations may generally be located within urban growth boundaries and urban unincorporated communities on District, Regional or Statewide Highways that are not on Interstate Highways or Expressways. All designations require clearly defined boundaries identified by milepoint and nearest cross street. Location of an STA or Commercial Center on a Statewide Highway that is also a designated OHP Freight Route requires development of a management plan approved by both ODOT and the local government. UBAs, which may be designated in commercial areas with posted speeds greater than 35 miles per hour, also require management plans.

As State Highway Freight Routes are reviewed and updated it will become necessary for local governments to develop management plans for previously designated highway segments on newly designated freight routes on Statewide Highways when updating their transportation system plan or other legislatively mandated planning effort. Where management plans are not required, the following elements are recommended planning and project development considerations, as applicable. Where management plans are required, the following elements are required, as applicable:

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

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<sup>1</sup> Oregon Highway Plan and amendments: <http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml> .  
OAR Chapter 734, Division 51 on Access Management: [http://www.odot.state.or.us/tdb/planning/access\\_mgt/](http://www.odot.state.or.us/tdb/planning/access_mgt/)  
ODOT Highway Design Manual: <http://www.odot.state.or.us/tsroadway/2003-metric-hdm.htm>  
ODOT Statewide Transportation Improvement Program (STIP): <http://www.odot.state.or.us/STIP>  
ODOT Area Commissions on Transportation: [http://www.oregon.gov/ODOT/COMM/act\\_main.shtml](http://www.oregon.gov/ODOT/COMM/act_main.shtml)  
ODOT Development Review Guidelines: <http://www.oregon.gov/ODOT/TD/TP/DRG.shtml>  
ODOT Transportation System Plan Guidelines: <http://www.oregon.gov/ODOT/TD/TP/TSP.shtml>

- Identification of maintenance and operational strategies to be employed.

## **Special Transportation Areas (STAs)**

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

While traffic moves through an STA and automobiles may play an important role in accessing an STA, convenience of movement within an STA is focused upon pedestrian, bicycle and transit modes. STAs look like traditional “Main Streets” and are generally located on both sides of a state highway. The primary objective of an STA is to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway. Direct street connections and shared on-street parking are encouraged. Local auto, pedestrian, bicycle and transit movements to the area are generally as important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour or lower.

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

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

- Buildings are spaced close together and located adjacent to the street with little or no setback;
- Sidewalks with ample width are located adjacent to the highway and the buildings;
- People who arrive by car or transit find it convenient to walk from place to place within the area;
- On-street parking, structured parking, or shared, general purpose parking lots are located behind or to the side of buildings;
- Streets are designed with a pedestrian orientation for the ease of crossing by pedestrians;
- Public road connections correspond to the existing city block pattern; private driveways directly accessing the highway are discouraged;
- Adjacent land uses provide for compact, mixed-use development with buildings oriented to the street;
- A well-developed parallel and interconnected street network facilitates local automobile, bicycle, transit and pedestrian circulation except where topography severely constrains the potential for street connections;

- Speeds typically do not exceed 25 miles per hour;
- Plans and provisions are made for infill and redevelopment;
- Provisions are made for well-developed transit stops including van/bus stops, bicycle and pedestrian facilities, and including street amenities that support these modes.

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

Traditional auto-oriented patterns of commercial development include facilities with visible access from the highway directly to parking and drive-through facilities. These patterns of developments reflect conventional patterns of zoning, financing and property ownership. The OHP seeks to encourage redevelopment and reinvestment in urban areas and to shift land use patterns from auto-oriented properties with individual driveways to patterns of development served by common accesses, nodal development and more compatibility with pedestrians and bicycles.

An Urban Business Area is a highway segment designation that may be applied to existing areas of commercial activity or future nodes or various types of centers of commercial activity within urban growth boundaries or urban unincorporated community boundaries on District, Regional or Statewide Highways where vehicular accessibility is important to continued economic viability. Highways that have posted speeds of 35 miles per hour or less are permitted access spacing standards that reflect the dual objectives of providing local access to meet the needs of abutting properties while maintaining existing speeds to move through traffic. For highways posted greater than 35 miles per hour, the UBA designation is available as recognition that vehicular accessibility and circulation are often as important as pedestrian, bicycle and transit accessibility, but a management plan is required to ensure that these objectives are balanced. Safe and regular street connections are encouraged. Transit turnouts, sidewalks and bicycle lanes are accommodated.

Policy 1B makes a distinction among the various types of commercial development along highways and determines that the UBA designation may be applied to commercial areas with posted speeds greater than 35 mph. Commercial areas with posted speeds less than or equal to 35 mph do not need such a designation.

- **Existing areas of commercial development.** It is recognized that existing linear business development patterns will most likely remain until such time as local zoning regulations and financing opportunities change to support redevelopment. This policy encourages incremental steps to move in the direction of meeting UBA objectives for all urban commercial areas situated linearly along a highway, outside of STAs or Commercial Centers. However, it is not necessary to adopt a highway segment designation for segments with posted speeds of 35 miles per hour or less. OHP standards for these areas will facilitate access to businesses without unreasonably delaying the movement of people and goods on the state highway system. Recommended steps for all established or planned commercial areas along state highways may include but are not limited to removal of impediments to inter-parcel circulation, design of intersections to address the needs of pedestrians and bicyclists, and development of provisions for good traffic progression and local transit opportunities. ODOT projects in existing areas of commercial development should not result in improvements contrary to this policy.

- **Redeveloping commercial areas.** In the redevelopment process ODOT recognizes that because of existing patterns of property ownership, implementing nodal development patterns may not be fully attainable. However, moving in the direction of implementing nodal development is encouraged and implementation of remaining UBA characteristics is strongly encouraged.
- **New commercial development.** New development within designated UBAs offers planning and development opportunities in more compact, nodal patterns that meet the objectives of UBA development.

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

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

- Consolidated access as ODOT projects take place for new development and where possible as redevelopment occurs;
- Removal of impediments to inter-parcel circulation (e.g., remove barriers between abutting businesses);
- Businesses and buildings set back from the highway and separated by parking lots;
- Visible access from the highway directly to parking and drive-through facilities;
- Limited or no on-street parking available;
- Bicycle lanes, sidewalks, crosswalks, or other bicycle/pedestrian accommodations to address safe and accessible pedestrian movement along, across and within the commercial area;
- Stop signs, traffic signals, medians and intersections designed to serve as pedestrian refuges;
- Provisions for good traffic progression;
- Auto accessibility important to economic vitality of the area;
- Vehicular accessibility as important as pedestrian, bicycle and transit accessibility;
- Efficient parallel local street system where arterials and collectors connect to the state highway;
- Speeds that are generally 35 mph or less;
- Businesses and buildings clustered in centers or nodes for new development and potential redevelopment.

## **Commercial Centers**

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

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

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

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

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

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

### **Non-Designated Urban Highways**

Non-Designated Urban highways (Urban Highways) are those Statewide, Regional or District Highways within urban growth boundaries with posted speed greater than 35 mph that are not otherwise designated or classified as Interstate Highways, Expressways, STAs, UBAs or Commercial Centers. The Urban designation applies automatically to highway segments not otherwise designated.

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

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

## **Policy 1B - Land Use and Transportation**

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

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

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

- Maintain the mobility and safety of the highway system;
- Foster compact development patterns in communities;
- Encourage the availability and use of transportation alternatives;
- Enhance livability and economic competitiveness; and
- Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan

### **Action 1B.1**

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

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

## **Action 1B.2**

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

## **Action 1B.3**

Use the following categories to designate highway segments when the concept is identified in a local transportation system plan, downtown plan, facility plan or other adopted plan and is supported by both the local government and ODOT. The categories, in part, define whether or not a management plan is required. Written management plans are required for STAs and Commercial Centers on designated Freight Routes on Statewide Highways. Management plans are required for UBAs on any state highway where the posted speed is greater than 35 mph and a UBA designation is needed. As State Highway Freight Routes are reviewed and updated, local governments will need to develop management plans for previously designated highway segments when updating their transportation system plan or other legislatively mandated planning effort. Management plans are also required for Commercial Centers on Expressways. Management plans are encouraged where not required. Written approval for any designation is required to be provided by the local government prior to designation by the Oregon Transportation Commission.

### **a. Special Transportation Areas**

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

**Category 2 Special Transportation Areas** are those segments that are located on Statewide Highways that are also designated OHP Freight Routes. Category 2 STAs require a written management plan jointly agreed to by ODOT and the local government in conjunction with designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, the ODOT standards, as applicable, will be applied.

### **b. Urban Business Areas**

**Urban Business Areas** may be designated on Statewide, Regional or District Highways that are not Interstate Highways or Expressways, and that have posted speeds greater than 35 miles per hour. UBAs require a written management plan jointly agreed to by ODOT and the local government in conjunction with designation by the Transportation Commission. Once the Transportation Commission approves the

UBA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied.

A UBA highway segment designation is not necessary in areas where posted speeds are 35 miles per hour or less and consequently management plans are not required. However, it is the intent of Policy 1B that when local jurisdictions update their transportation system plans or undertake other legislatively mandated planning efforts, that the objectives and suggested elements of a management plan for these segments be considered. The Highway Design Manual standards for UBAs will be used in areas with posted speeds less than or equal to 35 mph except where an STA has been designated.

### **c. Commercial Centers**

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

**Category 2 Commercial Centers** are those segments that may be located on designated OHP Freight Routes or Expressways. Category 2 Commercial Centers require a written management plan jointly agreed to by ODOT and the local government in conjunction with designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied.

### **d. Non-Designated Urban Highways**

Non-designated Urban highway segments are the default designation for all state highways within urban growth boundaries with speeds greater than 35 mph except Interstates unless otherwise designated as an Expressway, STA, UBA or Commercial Center. There are no separate categories of non-designated Urban highways. The policy objective to efficiently move through traffic while also meeting the access needs of nearby properties will be applied.

### **Action 1B.4**

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

- Where a local jurisdiction identifies an objective to develop land use plans and regulations reflective of OHP Policy 1B and provides written approval for a highway segment designation, ODOT may designate the highway segment prior to adoption of the land use and zoning changes.
- Where a gap exists between local plans and highway segment designation, local government planning and legislative activity should move in the direction of meeting the objectives of Policy 1B.

- Where ODOT has designated a highway segment in reliance on the support of a local government and where the planning and community development patterns remain inconsistent with or contrary to the highway segment designation, ODOT will work with the local government to gain closer compliance with the policy or may modify or withdraw the designation.

### **Action 1B.5**

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

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

### **Action 1B.6**

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

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

### **Action 1B.7**

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

### **Action 1B.8**

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

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

### **Action 1B.9**

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

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

### **Action 1B.10**

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

## **Action 1B.11**

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

### **D. Revisions to Appendix D of the OHP (Highway Classification by Milepoint)**

The following table contains the changes that need to be made to Appendix D of the OHP if the recommended freight routes are approved.

Proposed Oregon Highway Plan Amendments  
Staff Report to OTC, August 17, 2005

Reference No.	Description	Route	Highway Name	Begin MP	Begin Description	End MP	End Description	Mileage	Total Length	OHP Highway Class	NHS	Scenic Byway	
1	US 101 to Belt Line Highway in Eugene	OR 126	Florence-Eugene	0.02	US 101 (Hwy 009)	34.90	Milepoint Equation	34.88		Statewide	Yes	No	
			Florence-Eugene	34.95	Milepoint Equation	42.72	Milepoint Equation	7.77		Statewide	Yes	No	
			Florence-Eugene	42.88	Milepoint Equation	47.46	Z - Mileage Equation	4.58			Statewide	Yes	No
			Florence-Eugene	47.27	Z - Mileage Equation	47.46	Z - Mileage Equation	0.19			Statewide	Yes	No
			Florence-Eugene	47.46	Z - Mileage Equation	52.69	Belt Line Hwy 069	5.23	52.65		Statewide	Yes	No
2	I-5 to intersection with OR 126B in Springfield	OR 126	Eugene-Springfield	3.49	O'xing I-5 (Hwy 001) / I-105 Bk	9.97	OR 126B Intersection (Hwy 015)	6.48	6.48	Statewide	Yes	No	
3	I-5 to OR 140	OR 62	Crater Lake	0.47	O'xing I-5 (Hwy 001)	6.03	OR 140 (Hwy 270)	5.56	5.56	Statewide	Yes	No	
4	OR 62 to Klamath Falls	OR 140	Lake of the Woods	0.00	OR 62 (Hwy 022)	44.32	Classification Chg (Rocky Pt Rd)	44.32		Statewide	Yes	No	
			Lake of the Woods	44.32	Classification Chg (Rocky Pt Rd)	68.76	OR 66 (Hwy 021)	24.44		Statewide	Yes	Yes	
			Green Springs	58.86	OR 140 (Hwy 270)	59.05	Hwy 424	0.19	68.95		Statewide	Yes	No
5	US 97 to US 395 (Klamath Falls to Lakeview)	OR 140	South Klamath Falls	0.00	OR 140 / US 97	3.31	Milepoint Equation	3.31		Statewide	Yes	No	
			South Klamath Falls	3.37	Milepoint Equation	5.97	OR 39 (Hwy 050)	2.60		Statewide	Yes	No	
			Klamath Falls-Malin	0.00	OR 140 (Hwy 020)	1.78	Hwy 424	1.78			Statewide	Yes	No
			Klamath Falls-Lakeview	5.54	OR 39 (Hwy 050)	60.67	Milepoint Equation	55.13			Statewide	Yes	No
			Klamath Falls-Lakeview	60.71	Milepoint Equation	82.02	Milepoint Equation	21.31			Statewide	Yes	No
			Klamath Falls-Lakeview	82.05	Milepoint Equation	96.37	US 395 (Hwy 019)	14.32	98.45		Statewide	Yes	No
6	WA border to Hwy 331	OR 11	Oregon-Washington	4.42	Hwy 331	16.34	Milepoint Equation	11.92		Statewide	Yes	No	
			Oregon-Washington	16.38	Milepoint Equation	26.92	Milepoint Equation	10.54		Statewide	Yes	No	
			Oregon-Washington	26.93	Milepoint Equation	35.32	Washington Border	8.39	30.85		Statewide	Yes	No
7	CA border to WA border	US 395	Umatilla-Stanfield	0.04	I-84 (Hwy 002)	12.90	I-84 (Hwy 006)	12.86		Statewide	Yes	No	
			Pendleton-John Day	1.67	O'xing I-84 (Hwy 006)	1.70	Classification Chg (Conn 006BJ)	0.03		Statewide	No	No	
			Pendleton-John Day	1.70	Classification Chg (Conn 006BJ)	2.02	Milepoint Equation	0.32			Statewide	Yes	No
			Pendleton-John Day	2.10	Milepoint Equation	15.68	Milepoint Equation	13.58			Statewide	Yes	No
			Pendleton-John Day	16.00	Milepoint Equation	56.16	Milepoint Equation	40.16			Statewide	Yes	No
			Pendleton-John Day	56.21	Milepoint Equation	97.18	Milepoint Equation	40.97			Statewide	Yes	No
			Pendleton-John Day	98.30	Milepoint Equation	114.90	Milepoint Equation	16.60			Statewide	Yes	No
			Pendleton-John Day	115.32	Milepoint Equation	120.51	US 26 (Hwy 005)	5.19			Statewide	Yes	No
			John Day	154.03	US 395 (Hwy 028)	162.29	US 395 (Hwy 048)	8.26			Statewide	Yes	Yes
			John Day-Burns	0.00	US 26 (Hwy 005)	10.21	Milepoint Equation	10.21			Statewide	Yes	No
			John Day-Burns	10.30	Milepoint Equation	21.15	Milepoint Equation	10.85			Statewide	Yes	No
			John Day-Burns	21.21	Milepoint Equation	35.39	Milepoint Equation	14.18			Statewide	Yes	No
			John Day-Burns	35.42	Milepoint Equation	67.61	US 20 (Hwy 007)	32.19			Statewide	Yes	No
			Lakeview-Burns	0.00	US 20 (Hwy 007)	5.27	Milepoint Equation	5.27			Statewide	Yes	No
			Lakeview-Burns	5.36	Milepoint Equation	34.96	Milepoint Equation	29.60			Statewide	Yes	No
			Lakeview-Burns	35.06	Milepoint Equation	81.23	Milepoint Equation	46.17			Statewide	Yes	No
			Lakeview-Burns	81.39	Milepoint Equation	90.02	US 395 (Hwy 019)	8.63			Statewide	Yes	No
Fremont	120.57	US 395 (Hwy 049)	157.73	California Border	37.16	332.23		Statewide	Yes	Yes			
8	Florence to Reedsport	US 101	Oregon Coast	190.23	OR 126 (Hwy 062)	211.58	OR 38 / US 101 (Hwy 045)	21.35	21.35	Statewide	Yes	Yes	
9	US 26 to I-84 (US 26 to Hood River)	OR 35	Mt. Hood	57.59	O'xing US 26 (Hwy 053)	80.59	Milepoint Equation	23.00		Statewide	Yes	No	
			Mt. Hood	82.62	Milepoint Equation	85.09	Milepoint Equation	2.47		Statewide	Yes	No	
			Mt. Hood	88.34	Milepoint Equation	94.17	Milepoint Equation	5.83			Statewide	Yes	No
			Mt. Hood	94.43	Milepoint Equation	96.87	Milepoint Equation	2.44			Statewide	Yes	No
			Mt. Hood	97.08	Milepoint Equation	101.82	Hwy 100	4.74	38.48		Statewide	Yes	No

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10	I-5 to OR 18 (Salem to OR 18)	OR 22	Willamina-Salem	0.00	OR 18 (Hwy 039)	5.98	Milepoint Equation	5.98		Statewide	Yes	No
			Willamina-Salem	6.00	Milepoint Equation	20.56	Milepoint Equation	14.56		Statewide	Yes	No
			Willamina-Salem	20.75	Milepoint Equation	26.05	O'xing Front St. / OR 99E BUS.	5.30		Statewide	Yes	No
			Salem	5.01	U'xing OR 22 (Hwy 030, Rdwy 1)	5.19	Classification Chg (Conn 030AR)	0.18		Statewide	No	No
			Salem	5.19	Classification Chg (Conn 030AR)	8.48	OR 22 (Hwy 162)	3.29		Statewide	Yes	No
			North Santiam	1.17	OR 22 (Hwy 072)	1.21	OR 22 (Hwy 162)	0.04	29.35	Statewide	Yes	No
11	US 20 to US 97 (Sisters to Redmond)	OR 126	McKenzie	93.07	US 20 (Hwy 017)	111.94	US 97 (Hwy 004)	18.87	18.87	Statewide	Yes	No
12	I-5 to OR 126	Beltline Hwy	Beltline	0.00	OR 126 (Hwy 062)	12.76	O'xing I-5 (Hwy 001)	12.76	12.76	Statewide	Yes	No
13	Idaho to Nevada	US 95	Idaho Oregon Nevada	0.00	Idaho Border	117.55	Milepoint Equation	117.55		Statewide	Yes	No
			Idaho Oregon Nevada	117.61	Milepoint Equation	121.36	Nevada Border	3.75	121.30	Statewide	Yes	No
14	US 97 to Prineville (Redmond to Prineville)	OR 126	Ochoco	-0.06	US 97 (Hwy 004)	17.98	Milepoint Equation	18.04		Statewide	Yes	No
			Ochoco	18.00	Milepoint Equation	18.16	US 26 (Hwy 360)	0.16	18.20	Statewide	Yes	No
15	OR 140 in Klamath Falls to CA border	OR 39	Klamath Falls-Malin	1.78	OR 140 (Hwy 424)	16.51	Hwy 426	14.73		Statewide	Yes	No
			Hatfield	16.51	OR 39 (Hwy 050)	18.93	California Border	2.42	17.15	Statewide	Yes	No
16	I-5 to CA border (Grants Pass to CA border)	US 199	Redwood	0.25	US 199 (Redwood Hwy Spur)	9.03	Milepoint Equation	8.78		Statewide	Yes	No
			Redwood	9.33	Milepoint Equation	21.46	Milepoint Equation	12.13		Statewide	Yes	No
			Redwood	21.59	Milepoint Equation	32.52	Milepoint Equation	10.93		Statewide	Yes	No
			Redwood	32.64	Milepoint Equation	41.69	California Border	9.05		Statewide	Yes	No
			Redwood Hwy Spur	-0.69	US 199 (Hwy 025)	1.99	I-5 (Hwy 001)	2.68	43.57	Statewide	No	No
17	OR 99W to Beltline Hwy (Junction City to Belt Line Hwy)	OR 99	Pacific Hwy. West	108.76	OR 99W (Hwy 091)	108.92	Z - Mileage Equation	0.16		Regional	No	No
			Pacific Hwy. West	108.89	Z - Mileage Equation	108.92	Z - Mileage Equation	0.03		Regional	No	No
			Pacific Hwy. West	108.92	Z - Mileage Equation	117.04	Classification Chg (Road)	8.12		Regional	No	No
			Pacific Hwy. West	117.04	Classification Chg (Road)	118.42	Beltline Hwy 069	1.38	9.69	Statewide	Yes	No
18	I-5 to US 20 (I-5 through Lebanon)	OR 34	Corvallis-Lebanon	10.12	Conn. 210AI (Lt.) / 001VF (Rt.)	10.38	Milepoint Equation	0.26		Regional	No	No
			Corvallis-Lebanon	10.49	Milepoint Equation	16.89	Milepoint Equation	6.40		Regional	No	No
			Corvallis-Lebanon	16.92	Milepoint Equation	18.13	US 20 Hwy 016)	1.21	7.87	Regional	No	No
19	OR 34 to Sweet Home/OR 228 Jct (Lebanon to Sweet Home)	US 20	Santiam	12.80	US 34 (Hwy 210)	27.07	OR 228 (Hwy 212)	14.27	14.27	Regional	No	No
20	OR 18 to OR 99 (McMinnville to Junction City)	OR 99W	Pacific Hwy. West	39.24	O'xing OR 18 (Hwy 039)	42.96	Milepoint Equation	3.72		Regional	No	No
			Pacific Hwy. West	43.00	Milepoint Equation	59.04	Milepoint Equation	16.04		Regional	No	No
			Pacific Hwy. West	59.08	Milepoint Equation	77.94	Z - Mileage Equation	18.86		Regional	No	No
			Pacific Hwy. West	77.90	Z - Mileage Equation	77.94	Z - Mileage Equation	0.04		Regional	No	No
			Pacific Hwy. West	77.94	Z - Mileage Equation	86.50	Z - Mileage Equation	8.56		Regional	No	No
			Pacific Hwy. West	86.49	Z - Mileage Equation	86.50	Z - Mileage Equation	0.01		Regional	No	No
			Pacific Hwy. West	86.50	Z - Mileage Equation	108.76	OR 99 (Hwy 091)	22.26	69.49	Regional	No	No
21	I-82 to WA border (Umatilla to WA border)	US 730	Columbia River	184.12	U'xing I-82 (Hwy 070)	184.87	Classification Chg (Hwy 054)	0.75		Statewide	Yes	No
			Columbia River	184.87	Classification Chg (Hwy 054)	203.28	Washington Border	18.41	19.16	Regional	No	No
22	US 97 to Prineville (Madras to Prineville)	US 26	Madras-Prineville	0.09	US 97 (Hwy 004)	26.28	US 26 (Hwy 041)	26.19	26.19	Regional	No	No

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23	US 20 to US 95 (Burns to Burns Junction)	OR 78	Steens	0.00	US 20 (Hwy 007)	22.29	Milepoint Equation	22.29		Regional	No	No
			Steens	22.34	Milepoint Equation	91.60	US 95 (Hwy 456)	69.26	91.55	Regional	No	No
24	US 101 to US 26	OR 6	Wilson River	0.00	US 101 (Hwy 009)	4.63	Milepoint Equation	4.63		Regional	No	No
			Wilson River	5.00	Milepoint Equation	51.62	US 26 (Hwy 047)	46.62	51.25	Regional	No	No
25	I-5 to OR 22	Salem Parkway/ OR 99E BUS	Salem	0.00	I-5 (Hwy 001)	5.01	U'xing OR 22 (Hwy 030, Rdwy 1)	5.01	5.01	Regional	No	No
26	Harrisburg (intersection with Peoria Rd. north to OR 228)	OR 99E	Albany-Junction City	19.36	OR 228 (Hwy 212)	25.04	Milepoint Equation	5.68		Regional	No	No
			Albany-Junction City	25.06	Milepoint Equation	28.39	Peoria Rd.	3.33	9.01	Regional	No	No
27	OR 11 to I-84	Hwy 331	Umatilla Mission	0.00	OR 11 (Hwy 008)	4.84	I-84 (Hwy 006)	4.84	4.84	District	No	No
28	4 <sup>th</sup> St. in Corvallis to Corvallis Bypass (Van Buren St. and Harrison St.)	OR 34	Corvallis-Lebanon	-0.10	4th Street	0.34	OR 34 (Hwy 033)	0.44		District	No	No
			Corvallis-Lebanon	-0.10	4th Street	0.32	OR 34 (Hwy 210, Rdwy 1)	0.42	0.86	District	No	No
29	US 30 to I-5 (including St. John's Bridge which is .4 miles)	US 30 Bypass	Portland Highway	0.00	US 30 (Hwy 092)	1.31	Classification Chg (N Burlington Ave)	1.31		Statewide	Yes	No
			Portland Highway	1.31	Classification Chg (N Burlington Ave)	1.67	Milepoint Equation	0.36		District	No	No
			Portland Highway	1.69	Milepoint Equation	5.32	O'xing I-5 (Hwy 001)	3.63		District	No	No
			Portland Highway	0.00	US 30 (Hwy 092)	0.42	US 30 Bypass (Hwy 123, Rdwy 1)	0.42	5.72	Statewide	Yes	No
30	OR 99E to I-5	OR 228	Halsey-Sweet Home	0.00	OR 99E (Hwy 058)	2.40	O'xing I-5 (Hwy 001)	2.40	2.40	District	No	No

## IV. 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. NO ACTION IS BEING REQUESTED ON THIS MATTER AT THIS TIME. The Division 51 amendments are anticipated to be before you in September.

#### 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 and UUCs)

Highway Classification	Spacing Standard 30 – 35 mph	Spacing Standard < 30 mph
Statewide	720 feet	520 feet
Regional	425 feet	350 feet
District	350 feet	350 feet

The Amended Spacing Standard Tables for all highway sections as they will be adopted into the rule are included in Section III, above.

#### 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 can occur 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 greater 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 areas that will benefit from 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.

## **V. PROPOSED HIGHWAY SEGMENT DESIGNATIONS**

In some cases the proposed Freight Route designations have local implications that can be addressed by segment designations. In two jurisdictions those changes are proposed to be made in conjunction with the freight route designations proposed in this staff report.

### **A. Florence, STA and UBA Designation**

In Florence, the proposed freight route designation on US 101 south of the OR 126 intersection creates a potential inconsistency with local plans that have been developed over several years with the support and participation of ODOT. Designating this highway section as an STA recognizes the local planning effort and supports a balance between freight needs and local interests. An STA is proposed south of the intersection of US 101 and OR 126, from 8<sup>th</sup> Street south to the Siuslaw River Bridge, to help implement local planning for improved pedestrian access and traditional downtown redevelopment and infill. (See Map and other supporting information in Attachment D.)

In addition to the STA, a UBA is proposed north of the intersection of US 101 and OR 126, from 10<sup>th</sup> Street north to 30<sup>th</sup> Street, consistent with the existing commercial development in the area and low posted speeds. This part of US 101 is not proposed as a freight route, but the UBA designation is included here because the local process preceding this designation and all related correspondence have included both segments. No management plan is required because the posted speeds are at 35 mph or below. The formality of designation is requested in respect to the preliminary work done by the city and the Region.

The City of Florence has submitted a letter of support for these designations, and meets the basic requirements for a management plan for the proposed STA segment. For the past 8 years the City of Florence has been steadily moving toward a vision and implementation strategy for the main street segment of US 101 between the Siuslaw River Bridge on the south end of town and the intersection of OR 126<sup>th</sup> at 9<sup>th</sup> Street. Three biennia of Transportation and Growth Management grants assisted the City in realizing its vision, and today physical changes are evident in what has recently been rezoned as the "Main Street District". Several highlights of this activity include the adoption an Access Management Plan by the City and the OTC for this highway segment in 2002, adoption of the new Main Street District in 2003, construction of the Down Town Green and associated plans for a visitor center on this site in 2004, and the pending installation of the in-pavement lighted cross-walk treatment on US 101 at 8<sup>th</sup> Street. Designation of this highway segment as a Special Transportation Area acknowledges Florence's efforts to, in the words of the Main Street Zone District purpose statement:

...(P)rovide an area for small and medium sized commercial uses that are appropriate in a traditional, historic downtown...to encourage revitalization of the downtown area, and to maintain traffic flows on Highway 101, while providing a pedestrian friendly environment.

The following is a list of planning-related products that have contributed to the process of creating a downtown vision and associated implementation actions.

- Florence Downtown Plan, June 1999
  - I.D. Transportation Strategy, Implementation Strategy for Transportation Projects
  - II.C. Transportation Technical Memorandum
- Florence Downtown Implementation Plan, September 1999
  - Project Lists
- Florence Downtown Plan Phase I Implementation, May 2001
  - Traffic Analysis
  - Updated Project Priorities & Prototype Designs
- Florence Downtown Plan – Phase I Implementation Final Summary Report, August 2001
  - Preferred Alternative
- Transportation System Plan, January 2002
  - Project Summary
  - Goals and Policies
  - Modal Plans
  - Implementation Actions/Standards
- Financing Strategies
- Access Management Plan for Highway 101 in Downtown Florence, October 2002
  - Strategies and Projects, Amended into the TSP by reference
- Florence Municipal Code Title 10, Chapter 27, Main Street District, April 2003

**B. Grants Pass, Expressway Designation on US 199 (Spur)**

In Grants Pass, US 199 from I-5 to the California border, is being proposed as a freight route. The highway is an expressway from OR 260 east to the intersection with OR 238. Extending the expressway designation east to I-5 through that remaining urban section better facilitates the through movement of trucks and other traffic. It is also consistent with OHP Policy 1C.3 to continue to treat freight routes as Expressways within UGBs where existing facilities are limited access. US 199 meets the OHP Expressway criteria for limited access. (See Map and other supporting information in Attachment D.) The Commission is authorized to designate Expressways on Statewide Highways with consultation with the local government (Action 1A.2). ODOT Region 3 has made an effort to consult with the City of Grants Pass on this matter. The City did not provide input on the freight route designation (FRAP) process and did not respond to several requests for consultation on the expressway designation.