

# The Historic Columbia River Highway

## (Historic U.S. Route 30) State Trail – Mitchell Point to Hood River Ruthton Park Project

Previously Incurred Project-Eligible Costs .....	\$5.1 million
Future Eligible Project Costs .....	\$49.7 million
Total Project Costs .....	\$96.1 million
NSFLTP Program Grant Request Amount.....	\$40.6 million
Federal (DOT) Funding, Including Program Funds Requested .....	\$86.5 million
Is the project within, adjacent to, or accessing Federal and/or Tribal Land?.....	Yes
Is the project located (entirely or partially) in an Opportunity Zone?.....	No





*Cyclists enjoying the newest segment of the State Trail*



*Columbia River Highway—a National Historic Landmark*

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Nationally Significant Federal Lands and Tribal Projects Program

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## I. PROJECT DESCRIPTION

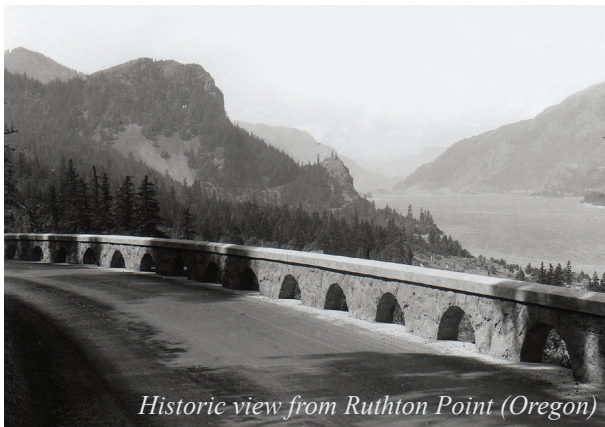
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The Oregon Department of Transportation (ODOT) requests \$40.6 million in Nationally Significant Federal Lands and Tribal Projects (NSFLTP) Program discretionary funds. ODOT will use program funds to construct a 1.6-mile bicycle-and-pedestrian-only hard-surface trail between Mitchell Point and Ruthton Park in Hood River, Oregon ([see map](#) for project location details). Funding this project will complete a 35-year herculean effort to restore and reconnect the 73-mile Historic Columbia River Highway and State Trail (Historic U.S. Route 30); the Historic Highway is a National Historic Landmark, an All-American Road, and the United States' first Scenic Highway.

### Background

At the turn of the 20th century, Sam Hill and Samuel Lancaster had a vision to create a magnificent scenic road through the Columbia River Gorge, drawing visitors and road enthusiasts from around the world to Oregon and Washington.

When the Historic Columbia River Highway was dedicated at Multnomah Falls in 1916, it had overcome all odds, garnering the nickname “King of Roads” and spawning hotels, restaurants, resorts and other businesses. It remained the only paved road connecting Portland to communities in the Columbia River Gorge until the 1950s, when the State Highway Department severed sections of the Historic Columbia River Highway to accommodate the construction of what is now Interstate 84 (I-84).



*Historic view from Ruthton Point (Oregon)*

### National Significance

This project is within the nationally significant bi-state Columbia River Gorge National Scenic Area (Columbia River Gorge NSA). The Columbia River Gorge NSA was created in 1986 when President Ronald Reagan signed the [Columbia River Gorge National Scenic Area Act](#) into law. The Act directs ODOT to “undertake efforts to preserve and restore the continuity and historic integrity of the remaining segments of the Old Columbia River Highway for public use as a Historic Road, including recreation trails to connect intact and usable segments.”

In 1986, 22 miles of the original 73-mile Historic Columbia River Highway were in disrepair. Now, 35 years later, all but 5.7 miles have been brought back into a state of good repair. ODOT has already secured funding for 4.1 miles and construction is underway. ODOT is seeking funding for the final 1.6-mile section of this world-class trail. Securing the remaining construction funding would allow Oregon to fulfill the vision laid out by Congress for a multimodal trail through the Columbia River Gorge NSA with 22 miles of trail. Auto enthusiasts, bicyclists and pedestrians will come to experience the beautifully restored bridges, viaducts, tunnels, rock walls, picnic areas, and scenic overlooks.



*Modern view from Ruthton Point (Oregon) looking toward Washington state*

## Project Activities

Funding would allow for the construction of 1.6 miles of a 12-foot-wide, paved, multi-use, ADA-compliant trail, as well as other critical elements that advance the U.S. Department of Transportation’s emphasis on reliable, safe and affordable transportation for rural communities, including:

- Reconstructing an obsolete and insufficient I-84 undercrossing structure. A new undercrossing structure/bridge will separate bicyclists and pedestrians from vehicle travel on a frontage road under I-84 and improve emergency vehicle access to adjacent United States Forest Service Land, and residential and agricultural properties.
- Constructing viaducts and mechanically stabilized earth walls for trail development. These improvements provide a level, ADA compliant surface on which to build the paved trail adjacent to I-84 through the Gorge’s dramatic landscape.
- Reconnect an abandoned segment of the original Historic Columbia River Highway (approximately 1,000 feet) as an ADA-compliant trail that allows users to access a long-abandoned scenic overlook at Ruthton Point with majestic views of the Columbia River.
- Restore historic features such as masonry walls and abandoned segments of the 1920 highway surface.
- Utilize modern materials such as metal railings and vegetated mechanically stabilized earth walls meeting National Scenic Area criteria for visually subordinate design.
- Construct a trailhead and park enhancements at Ruthton Park in Hood River, including a restroom, parking, picnic area, and wayfinding consistent with Columbia River Gorge NSA standards.

## Expected Users

Users of this paved trail will include people walking, cycling, and using mobility devices as well as first responders, who will be able to drive emergency vehicles on the trail to access hikers and recreationists on the various hiking trails through the Gorge. The Columbia River Gorge NSA receives 3 million visitors annually, according to the U.S. Forest Service—a number that has been steadily increasing over the past decade.

## Transportation Challenges

### 1. Unprotected travel conditions on I-84

Presently, people traveling by bicycle or on foot are forced to use the narrow shoulders of I-84. I-84 is a major interstate freeway with over 25,800 average daily trips (2019, MP 54) and significant freight traffic. Traffic moves at speeds of 65+ miles per hour. It is incredibly difficult and dangerous for mobility-impaired individuals to use the shoulder of I-84 today, as evidenced by this [crash map](#) of I-84 between 2015 and 2019.



*Existing shoulder on I-84 westbound*

### 2. Safety concerns and travel conditions on sections of Historic U.S. Route 30

Congestion poses safety concerns and impacts the quality of life for people living in and visiting the Gorge. When parking lots and trailheads on federal lands reach capacity, automobiles park along the shoulders of U.S. Route 30, creating safety concerns and posing challenges for people on bike or foot. This project will provide a new, world-class experience east of the popular “waterfall corridor” to disperse visitation, reduce congestion, and mitigate safety issues in a corridor that is heavily trafficked due to its proximity to the Portland-Vancouver Metro region.



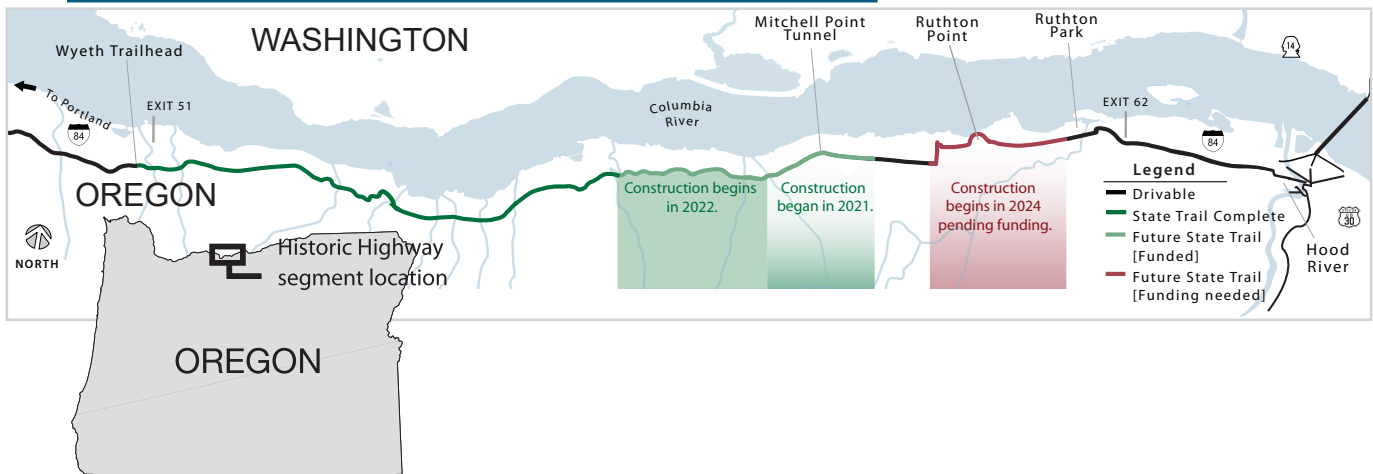
*Vehicle congestion and pedestrians along the Historic Columbia River Highway in the western Columbia River Gorge NSA*

### 3. Inadequate emergency access for landowners adjacent to project location

The project includes a 0.9-mile section of the Historic Highway where the only means of access

for homes, private properties, and USFS-owned land in the area is an undersized undercrossing of I-84. The proposed project includes a new I-84 undercrossing of sufficient size to accommodate larger emergency and utility vehicles and provide dedicated space for cyclists and pedestrians.

## II. PROJECT LOCATION



The Mitchell Point to Ruthton Park Project is located in a rural area approximately 60 miles east of Portland in Hood River County, Oregon, within the Columbia River Gorge NSA. The west terminus of the project connects to an existing original paved section of the Historic Highway, known as Mitchell Point Drive, that runs east of the Mitchell Point Tunnel. The project then extends east, crossing underneath I-84, going past Ruthton Point (a scenic overlook) to Ruthton Park in Hood River County, and terminating at the west end of the City of Hood River, a rural community with a population of 8,313 (April 2020 U.S. Census Bureau). The map above illustrates the project location and its connections to existing State Trail segments and parallel transportation facilities. The project parallels I-84 between mileposts 59.5 and 61.1.

## III. PROJECT PARTIES

ODOT is the sole applicant and manager for this grant. ODOT owns the right-of-way on which this project will be constructed, with the exception of Ruthton Park, which is owned by Hood River County. The County will transfer the park to ODOT. Partners include: U.S. Forest Service (USFS), Oregon Parks and Recreation Department (OPRD), Western Federal Lands Highway Division, Hood River County, City of Hood River, Travel Oregon, and Friends of the Historic Columbia River Highway. ODOT consulted with the seven federally-recognized tribes in the Columbia River Gorge National Scenic Area. Please see [Partner Roles](#) and [Letters of Support](#) for more information about partners.



*Louie Pitt, Confederated Tribes of Warm Springs*

## IV. GRANT FUNDS, SOURCES AND USES OF PROJECT FUNDS

Preliminary engineering, geotechnical exploration, permitting and National Environmental Policy Act (NEPA) process work for this project is funded through a Federal Lands Access Program (FLAP) grant of \$13.5 million, including a 10.27 percent match from Oregon’s State Highway Fund.

A grant awarded to ODOT by the Nationally Significant Federal Lands and Tribal Projects Program will fund 64 percent of this project. A 10 percent match will be provided from Oregon’s State Highway Fund. Additionally, Hood River County will transfer the Ruthton Park property to ODOT as part of this project, eliminating the need to acquire land for the trailhead.

### Budget

Total Construction amount (58%) .....	\$26,150,000
Contingencies (29%) .....	\$13,075,000
Construction Engineering (13%).....	\$5,875,000
Total Estimated Construction.....	\$45,100,000

Please see the [budget spreadsheet](#) for details.

### Merit Criteria

See VII. Statutory Criteria and VIII. Discretionary Criteria below.

## V. RURAL LOCATION

The Mitchell Point to Ruthton Park Project is located in a rural area—an area outside an urbanized area, as designated by the U.S. Census Bureau.



*Cyclists enjoying the State Trail*



*Section of historic road and masonry railing at Ruthton Point*



*Local leaders celebrate the opening of the Wyeth to Viento segment.*

## VI. PROJECT READINESS

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### Technical Feasibility

This segment of the Historic Highway State Trail is similar to other segments with challenging terrain successfully constructed over the last 30 years of the reconnection project, and consistent with the [Historic Columbia River Highway Design Guidelines](#). Mechanically stabilized earth walls, viaducts and bridges are all included on previously constructed segments. State-of-the-art rockfall modeling, slide and rockfall mitigation implemented throughout the project have all been incorporated into this remaining segment of the state trail with documented success, even with the challenges created by the [2017 Eagle Creek Fire](#).

### Project Schedule

The Mitchell Point to Ruthton Park section of the State Trail is ready for award with an estimated start of construction in fall 2024. All necessary activities will be complete to allow NSFLTP funds to be obligated sufficiently in advance of the statutory deadline (September 30, 2024 for FY 2021 funds). The project, if necessary, can be done in multiple phases, allowing ODOT to move forward with a usable segment of the State Trail if only partial funding is secured through this program. Please refer to the [project schedule](#) and [detailed map](#) for details on the phases and costs of each segment.

### Required Approvals / Environmental Permits and Reviews

- a) **NEPA status:** FHWA issued the Mitchell Point to Hood River segment a [Categorical Exclusion \(CE\)](#) on May 12, 2020.
- b) **Approvals and permits by other agencies:** The U.S. Forest Service issued [a letter regarding consistency](#) dated January 30, 2020, as part of the CE for the Mitchell Point to Ruthton Park segment indicating that the proposed project is expected to be consistent with the National Scenic Area Act and the Management Plan. Mitchell Point to Ruthton Park will apply for a National Scenic Area permit for construction in early fall 2022.

c) **Public engagement:** In October 2020, ODOT launched a [virtual open house](#) to share information with the public and gather feedback about ongoing design and construction of the State Trail. It ran through November 30, 2020 (see October 9, 2020, [article on BikePortland.org](#)). The design and engineering team presents design alternatives and requests feedback from the Historic Columbia River Highway Advisory Committee at their quarterly meetings, and has been presenting on this project for the past three years.

## Assessment of Project Risks and Mitigation Strategies

See the [supplementary document on project risk assessment and mitigation strategies](#).

## VII. STATUTORY CRITERIA

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### a. U.S. Department of Transportation goals

#### Safety

This project enhances the safety of travelers and residents by: providing an alternative, dedicated route for cyclists and pedestrians who are presently forced to share the roadway with vehicles along the narrow shoulders of I-84; reducing risk of high-speed collisions with active users on I-84; and providing secondary access for emergency vehicles during unforeseen events such as wildfires.

#### State of Good Repair

This project brings an abandoned section of the Historic Columbia River Highway, including a Columbia River scenic overlook, back into a state of good repair. Reuse of approximately 1,000 feet of Historic U.S. Route 30 will be less costly than constructing a new alignment and will preserve a historic transportation asset. ODOT developed design guidelines to ensure trail design considers long-term maintenance needs; provides pavement sections to accommodate service and emergency vehicles; and includes sufficient access points to I-84 for firefighting and other emergency services. The high construction standards established for the State Trail improve system resilience and reduce maintenance and repair activities. By spending slightly more on initial construction, the State reduces life-cycle costs.

#### Economic Competitiveness

The project will provide substantial economic stimulus throughout the [tourism sector](#) and tourism-adjacent businesses in the Columbia River Gorge NSA, which spans two states and six counties. Visitors to the Mt. Hood-Columbia River Gorge region contributed \$447 million in direct spending to the local economy in 2019, supporting more than 5,000 jobs, according to a March 2019 Dean Runyan Associates study commissioned by Travel Oregon. In 2013, an estimated 230,000 recreational bicycle trips generated over \$21 million in visitor spending in the communities located in the Columbia River Gorge, according to a Dean Runyan [study](#). This spending generated more than \$900,000 in state and local tax receipts. Visitors support the economy in

numerous ways, including purchasing produce from local farmers and locally caught salmon from the three major Native American tribes in the region.

This project will provide valuable construction jobs. Based on job numbers from previous construction projects along the Historic Highway, we expect this project will employ 200-400 construction workers between the prime contractor and subcontractors. Throughout this 30-year effort, ODOT has sourced materials from local suppliers and remains committed to retaining local suppliers for this project.

While the specific project location is not located within a qualified opportunity zone, it is less than a half-mile west of the Hood River 9503 Census Tract ([see Opportunity Zone map](#)), which is a FY 2018 CMF Area of Economic Distress and a FY 2019 CMF Low Income Area or Underserved Rural Area. Many of the economic benefits of the State Trail will accrue in the opportunity zone as it is the closest community to the end of the State Trail, and it will reap the benefits of increased bicycle tourism with potential increase in over-night stays and increase in visitors.

### **Quality of Life**

In anticipation of the completion of the Historic Columbia River Highway State Trail, regional partners have been working together on complementary projects. One example is the regional public transit system Columbia Area Transit (CAT), where partners implemented a new transit line in 2016 connecting Portland, Cascade Locks, Hood River and The Dalles. These unprecedented investments in comprehensive transit services also include a visitor shuttle to the State's most visited natural site, Multnomah Falls, where [ridership has grown exponentially between 2016 and 2019](#). In addition, Klickitat County in Washington and the Port of Hood River in Oregon recently received a \$5 million grant award from the federal [BUILD Discretionary Grants program](#) to fund Phase 2 of the ongoing effort to replace the Hood River-White Salmon Interstate Bridge. Designs for the new bridge include lanes for bicycle and pedestrian travelers.

Regional partners have also collaborated on a robust partnership referred to as [Ready, Set, GOrge!](#) since 2016. Partners, including ODOT, USFS, Travel Oregon, Oregon State Parks, State of Washington, and nonprofit agencies, promote responsible visitor travel in the corridor. While not an infrastructure project, Ready, Set, GOrge! focuses on travel behavior with the goal of protecting cultural and natural resources while promoting adventures of all kinds, including non-motorized travel, which bolsters quality of life for residents and visitors.

#### **b. Improves the condition of critical transportation facilities, including multimodal facilities**

Yes. This project is specifically designed to allow for safe travel of cyclists and pedestrians on a separated and protected trail as well as emergency vehicles.

#### **c. Needs construction, reconstruction and rehabilitation**

Yes. This project brings a long-abandoned segment of Historic U.S. Route 30 back into a state of good repair using innovative techniques, including hand-stacked

masonry walls with curved openings, hand-formed concrete caps, and preserved historic pavement.

**d. Has costs matched by funds that are not provided under the NSFLTP Program or Titles 23 or 49**

Yes. See Section IV: Grant Funds, Sources and Uses of Project Funds.

**e. Is a National Historic Landmark on the National Register of Historic Places**

Yes. The Historic Highway is a National Historic Landmark.

**f. Uses new technologies and innovations that enhance the efficiency of the project.**

A number of innovative techniques described in the Every Day Counts initiative will be used on this project, including:

- 3-D Engineered Models.
- Advanced Geotechnical Methods in Exploration.
- E-Construction.
- Virtual Public Engagement.
- Unmanned Aerial Systems.
- Clarifying the Scope of Preliminary Design.
- Regional Models of Cooperation.
- Prefabricated Bridge Elements and Systems.

[See the full description of Every Day Counts](#) techniques for additional description.

**g. Is supported by funds other than funds received under the NSFLTP Program, to construct, maintain and operate the facility**

Yes. Project partners have previously secured funds for all planning, design,



*Walkers protected from traffic by railing*

engineering and permitting for this project, largely from the Federal Lands Access Program Grant and State of Oregon transportation funding. Maintenance and operation details are available in the [Maintenance MOU](#) between ODOT and the Oregon Parks and Recreation Department.

**h. Spans two or more states**

The proposed project is identified as a priority in the Columbia River Gorge National Scenic Area Act in the states of Washington and Oregon.

**i. Serves land owned by multiple federal agencies or Indian Tribes**

Yes. The project is a federal lands access transportation facility that provides access to U.S. Forest Service and Army Corps of Engineer land. The project connects to the State Trail, which provides access to fishing sites that are for the exclusive use of Indian fishers.

## **VIII. DISCRETIONARY CRITERIA**

**a. Supports economic vitality at the national and regional level**

Benefit Cost Analysis Methodology, and economic competitiveness statutory criteria (see paragraph under Section VIII. Discretionary Criteria above).

**b. The project is in an underserved community**

Hood River County has a higher percentage of people of color than the State (36% for Hood River County, 24% for the State of Oregon), along with a higher linguistically isolated population than the State and Country (5% vs. 3% and 4%, respectively), and a higher percentage of residents with less than a high school education than the State and Country (19% vs 10% and 13% respectively). Thirty-one percent of Hood River County residents identify as Hispanic. I-84 serves as a vital commute route for those living in Hood River County and City to access jobs and other services in the Portland metro area.

**c. Demonstrated project readiness**

Yes. See Section VI. Project Readiness.

**d. Extent to which the project would improve roadways that have a higher than average daily use by commuters and non-recreation visitation.**

ODOT has not closed or reduced speeds on I-84 due to infrastructure condition or maintenance, but has closed the Interstate to respond to emergencies caused by extreme snow and ice events and disasters such as wildfires and train derailments. The commute share on I-84 is similar to commute shares on other area interstates.

**e. The project supports the ROUTES initiative.**

Yes. The project is located in a rural area, and has engaged with stakeholders to understand project needs and challenges, including providing both

transportation and recreation options to rural communities adjacent to the Historic Columbia River Highway.

**f. The project reduces climate pollution and addresses environmental justice impacts**

Yes. The project provides alternative transportation options within the Columbia River Gorge. All trailheads will accommodate transit vehicles to provide alternatives to access the State Trail without using a private vehicle. The project is also consistent with the Climate Change chapter of the newly adopted Management Plan for the National Scenic Area, Transportation Policy for regional solutions that reduce greenhouse gas emissions, congestion mitigation, and improved public safety. This project also improves disaster preparedness and resiliency by providing an alternative route to I-84 if ODOT closes the interstate due to crashes, fires, or other disasters.

The State Trail will provide a new pedestrian and cycling connection between the communities of Cascade Locks and Hood River, and will recycle materials to reduce carbon emissions as part of the construction process.

**g. The project will advance Racial Equity and Barrier to Opportunity Program**

Yes. ODOT creates all project materials in compliance with standards for ADA accessibility and translates targeted project materials and announcements into Spanish due to the high percentage of people identified as Hispanic in Hood River County. The State Trail provides new walking, biking, and rolling access for users of all abilities.

## **APPENDIX A – LINKS TO SUPPLEMENTARY DOCUMENTS**

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**Summary of Cost Benefits Analysis (Excel)** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_StateTrail%20Benefits%20Analysis%202022.xlsx](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_StateTrail%20Benefits%20Analysis%202022.xlsx)

**Cost Benefits Analysis** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_State\\_Trail\\_Benefits\\_Analysis\\_2022.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_State_Trail_Benefits_Analysis_2022.pdf)

**Columbia River Gorge National Scenic Area Letter Regarding Consistency, U.S. Forest Service** – [www.oregon.gov/odot/Regions/Documents/HCRH/USFS\\_ConsistencyReviewLetter\\_Mitchell%20to%20Ruthton.pdf](http://www.oregon.gov/odot/Regions/Documents/HCRH/USFS_ConsistencyReviewLetter_Mitchell%20to%20Ruthton.pdf)

**Mitchell Point to Ruthton Park Project Description** – [www.oregon.gov/odot/Regions/Documents/HCRH/MitchellPoint%20to%20RuthtonPark%20Project%20Description.pdf](http://www.oregon.gov/odot/Regions/Documents/HCRH/MitchellPoint%20to%20RuthtonPark%20Project%20Description.pdf)

**NEPA Categorical Exclusion, Mitchell Point to Ruthton Park** – [www.oregon.gov/odot/Regions/Documents/HCRH/NEPADecision\\_HCRH%20State%20Trail%20C%20Mitchell%20Pt%20to%20Ruthton%20Park.pdf](http://www.oregon.gov/odot/Regions/Documents/HCRH/NEPADecision_HCRH%20State%20Trail%20C%20Mitchell%20Pt%20to%20Ruthton%20Park.pdf)

**I-84 Crash Map (2015-2019)** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_Crash%20Map.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_Crash%20Map.pdf)

**Project Map (Overview)** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_ProjectAreaMap.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_ProjectAreaMap.pdf)

**Detailed Map Showing Four Phases of Mitchell Point to Ruthton Park Project** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_Mitchell-Ruthton-phases-map.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_Mitchell-Ruthton-phases-map.pdf)

**Schedule for Mitchell Point to Ruthton Park Project** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_Mitchell-Ruthton-timeline.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_Mitchell-Ruthton-timeline.pdf)

**Assess. of Project Risks & Mitigation Strategies** – [www.oregon.gov/odot/Regions/Documents/HCRH/ODOT\\_Viento%20to%20Ruthton\\_Mitigation%20Strategies.pdf](http://www.oregon.gov/odot/Regions/Documents/HCRH/ODOT_Viento%20to%20Ruthton_Mitigation%20Strategies.pdf)

**Partner Roles** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_Mitchell%20to%20Ruthton%20Partner%20Roles.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_Mitchell%20to%20Ruthton%20Partner%20Roles.pdf)

**Letters of Support** – [https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021\\_LOS.pdf](https://www.oregon.gov/odot/Regions/Documents/HCRH/NSFLTP2021_LOS.pdf)