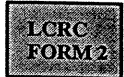


WISCONSIN LEGISLATIVE COUNCIL STAFF

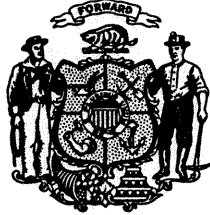
AUG 31 1999



RULES CLEARINGHOUSE

AUG 31 REC'D

Ronald Sklansky
Director
(608) 266-1946



David J. Stute, Director
Legislative Council Staff
(608) 266-1304

Richard Sweet
Assistant Director
(608) 266-2982

One E. Main St., Ste. 401
P.O. Box 2536
Madison, WI 53701-2536
FAX: (608) 266-3830

CLEARINGHOUSE REPORT TO AGENCY

[THIS REPORT HAS BEEN PREPARED PURSUANT TO S. 227.15, STATS. THIS IS A REPORT ON A RULE AS ORIGINALLY PROPOSED BY THE AGENCY; THE REPORT MAY NOT REFLECT THE FINAL CONTENT OF THE RULE IN FINAL DRAFT FORM AS IT WILL BE SUBMITTED TO THE LEGISLATURE. THIS REPORT CONSTITUTES A REVIEW OF, BUT NOT APPROVAL OR DISAPPROVAL OF, THE SUBSTANTIVE CONTENT AND TECHNICAL ACCURACY OF THE RULE.]

CLEARINGHOUSE RULE 99-119

AN ORDER to amend Trans 276.07 (4), (12) and (17), relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways.

Submitted by **DEPARTMENT OF TRANSPORTATION**

07-30-99 RECEIVED BY LEGISLATIVE COUNCIL.
08-19-99 REPORT SENT TO AGENCY.

RS:WF:jal

LEGISLATIVE COUNCIL RULES CLEARINGHOUSE REPORT

This rule has been reviewed by the Rules Clearinghouse. Based on that review, comments are reported as noted below:

1. STATUTORY AUTHORITY [s. 227.15 (2) (a)]

Comment Attached

YES ☐

NO ☒

2. FORM, STYLE AND PLACEMENT IN ADMINISTRATIVE CODE [s. 227.15 (2) (c)]

Comment Attached

YES ☐

NO ☒

3. CONFLICT WITH OR DUPLICATION OF EXISTING RULES [s. 227.15 (2) (d)]

Comment Attached

YES ☐

NO ☒

4. ADEQUACY OF REFERENCES TO RELATED STATUTES, RULES AND FORMS
[s. 227.15 (2) (e)]

Comment Attached

YES ☐

NO ☒

5. CLARITY, GRAMMAR, PUNCTUATION AND USE OF PLAIN LANGUAGE [s. 227.15 (2) (f)]

Comment Attached

YES ☐

NO ☒

6. POTENTIAL CONFLICTS WITH, AND COMPARABILITY TO, RELATED FEDERAL
REGULATIONS [s. 227.15 (2) (g)]

Comment Attached

YES ☐

NO ☒

7. COMPLIANCE WITH PERMIT ACTION DEADLINE REQUIREMENTS [s. 227.15 (2) (h)]

Comment Attached

YES ☐

NO ☒

The Wisconsin Department of Transportation proposes an order to amend TRANS 276.07(4), (12) and (17), relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways.

**NOTICE OF HEARING
AND
TEXT OF PROPOSED RULE**

NOTICE IS HEREBY GIVEN that pursuant to ss. 85.16(1) and 348.07(4), Stats., interpreting s. 348.07(4), Stats., the Department of Transportation will hold a public hearing in **Room 144-B** of the Hill Farms State Transportation Building, 4802 Sheboygan Avenue, Madison, Wisconsin on the **26th** day of **August**, 1999 at **10:00 AM**, to consider the amendment of chapter Trans 276, Wisconsin Administrative Code, relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways.

The public record on this proposed rule making will be held open until close of business, September 3, 1999, to permit the submission of written comments from persons unable to attend the public hearing or who wish to supplement testimony offered at the hearing. Any such written comments should be submitted to Ashwani K. Sharma, Traffic Operations Engineer, Bureau of Highway Operations, Room 501, P. O. Box 7986, Madison, Wisconsin, 53707-7986.

Analysis Prepared by the Wisconsin Department of Transportation

STATUTORY AUTHORITY: ss. 85.16(1) and 348.07(4), Stats.

STATUTE INTERPRETED: s. 348.07(4), Stats.

General Summary of Proposed Rule. This proposed rule amends Trans 276.07(4), (12) and (17), Wisconsin Administrative Code, to add three segments of highway to the designated highway system established under s. 348.07(4), Stats. The

actual highway segments¹ that this proposed rule adds to the designated highway system are:

<u>Hwy.</u>	<u>From</u>	<u>To</u>
USH 18	USH 12 in Cambridge	STH 89 W. of Jefferson
STH 59	STH 26 in Milton	USH 12 in Whitewater
STH 89	STH 26 in Fort Atkinson	IH-94 in Lake Mills

The long trucks to which this proposed rule applies are those with 53-foot semitrailers, double bottoms and the vehicles which may legally operate on the federal National Network, but which exceed Wisconsin's regular limits on overall length. Generally, no person may operate any of the following vehicles on Wisconsin's highways without a permit: A single vehicle with an overall length in excess of 40 feet², a combination of vehicles with an overall length in excess of 65 feet, a semitrailer longer than 48 feet, an automobile haulaway longer than 66 feet plus allowed overhangs, or a double bottom. Certain exceptions are provided under s. 348.07(2), Stats., which implements provisions of the federal Surface Transportation Assistance Act in Wisconsin.

The effect of this proposed rule will be to extend the provisions of s. 348.07(2)(f), (fm), (gm) and (gr), and s. 348.08(1)(e), Stats., to the highway segments listed above. As a result, vehicles which may legally operate on the federal National Network in Wisconsin will also be allowed to operate on the newly-designated highways. Specifically, this means there will be no overall length limitation for a tractor-semi-trailer combination, a double bottom or an automobile haulaway on the affected highway segments. There also will be no length limitation for a truck tractor or road tractor when operated in a tractor-semi-trailer combination or as part of a double bottom or an automobile haulaway. Double bottoms will be allowed to operate on the affected highway segments provided neither trailer is longer than 28 feet, 6 inches. Semi-trailers up to 53 feet long may also be operated on these highway segments provided the kingpin to rear axle distance does not exceed 43 feet. This distance is measured from the kingpin to the center of the rear axle or, if the semi-trailer has a tandem axle, to a point midway between the first and last axles of the tandem. Otherwise, semi-trailers, including semi-trailers which are part of an automobile haulaway, are limited to 48 feet in length.

These vehicles and combinations are also allowed to operate on undesignated highways for a distance of 5 miles or less from the designated highway in order to reach

¹ The proposed rule text often achieves these objectives by consolidating individual segments into contiguous segments with new end points. In order to determine the actual highway segment added, it is necessary to compare the combined old designations with the combined new designation.

² 45-foot buses are allowed on the National Network and Interstate system by Federal law. Section 4006(b) of the Intermodal Surface Transportation Efficiency Act of 1991.

fuel, food, maintenance, repair, rest, staging, terminal or vehicle assembly or points of loading or unloading.

Fiscal Impact. The Department estimates that there will be no fiscal impact on the liabilities or revenues of any county, city, village, town, school district, technical college district or sewerage district.

Initial Regulatory Flexibility Analysis. The provisions of this proposed rule adding highway segments to the designated system have no direct adverse effect on small businesses, and may have a favorable effect on those small businesses which are shippers or carriers using the newly-designated routes.

Copies of Rule and Contact Person. Copies of this proposed rule are available without cost upon request to the office of the State Traffic Engineer, P. O. Box 7986, Room 501, Madison, Wisconsin, 53707-7986, telephone (608) 266-1273. For questions about this rule making, please call Ashwani Sharma, Traffic Operations Engineer at (608) 266-1273. Alternate formats of the proposed rule will be provided to individuals at their request.

TEXT OF PROPOSED RULE

Under the authority vested in the state of Wisconsin, department of transportation, by ss. 85.16(1) and 348.07(4), Stats., the department of transportation hereby proposes to amend ch. Trans 276, Wisconsin Administrative Code, interpreting s. 348.07(4), Stats., relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways, as follows:

SECTION 1. Trans 276.07(4), (12) and (17) are amended to read:


	<u>Route</u>	<u>From</u>	<u>To</u>
Trans 276.07(4)	STH 16	CTH "J" N. of Rockland	IH 90 E. of Sparta
	STH 16	STH 78 at Portage	IH 94 N. of Waukesha
	STH 17	USH 8 in Rhinelander	Phelps
	USH 18	IA Line at Prairie du Chien	STH 134 N. of Cambridge <u>STH 89 W. of Jefferson</u>

	USH 18	STH 164 E. of Waukesha	IH 94 E. of Waukesha
	STH 19	USH 12 S. of Springfield Corners	STH 16 E. of Watertown
Trans 276.07(12)	STH 57	IH 43 N. of Saukville	STH 172 S. of Green Bay
	STH 57	IH 43 in Green Bay	Sturgeon Bay
	STH 59	STH 11 in Monroe	USH 14 in Union
	STH 59	USH 12 in Whitewater	USH 164 E. of Waukesha
		<u>STH 26 in Milton</u>	
Trans 276.07(17)	STH 80	STH 11 S. of Cuba City	STH 13 at Pittsville
	STH 81	STH 35 N.E. of Beetown	STH 23 S. of Darlington
	STH 81	STH 78 in Argyle	CTH H W. of Beloit
	STH 82	STH 80 N. of Elroy	USH 51 W. of Montello
	STH 83	STH 167 S. of Hartford	STH 60 in Hartford
	STH 85	USH 10 in Durand	STH 37 S.W. of Eau Claire
	STH 87	USH 8 in St. Croix Falls	STH 48 S. of Grantsburg
	STH 89	USH 14 N. of Darien	USH 12 in Whitewater
	STH 89	IH 94 at Lake Mills	STH 73 in Columbus

(END OF RULE TEXT)

Effective Date. This rule shall take effect on the first day of the month following publication in the Wisconsin Administrative Register as provided in s. 227.22(2), Stats.

Signed at Madison, Wisconsin, this 27 day of July, 1999.



CHARLES H. THOMPSON

Secretary

Wisconsin Department of Transportation



Wisconsin Department of Transportation

www.dot.state.wi.us

Tommy G. Thompson
Governor

Charles H. Thompson
Secretary

Office of General Counsel
4802 Sheboygan Ave., Rm. 115B
P.O. Box 7910
Madison, WI 53707-7910

Telephone: 608-266-8810
FAX: 608-267-6734
E-Mail: ogc.exec@dot.state.wi.us

June 30, 1999

JUL 6 - 11

JUL 01 REC'D

Mr. Gary L. Poulson, Deputy Revisor
Revisor of Statutes Bureau
131 West Wilson Street
Suite 800
Madison, Wisconsin 53703

RE: **STATEMENT OF SCOPE OF PROPOSED RULEMAKING, TRANS 276**

Dear Mr. Poulson:

Enclosed is the Statement of Scope for the proposed amendment of ch. Trans 276. Please publish the Scope Statement in accordance with § 227.135(3), Stats., in the Administrative Register.

Sincerely,

A handwritten signature in cursive script, appearing to read "Julie A. Johnson".
Julie A. Johnson
Paralegal

Enclosures

cc: Richard G. Chandler/DOA State Budget Director
Senator Judy Robson, Co-Chair/JCRAR
Representative Glenn Grothman, Co-Chair/JCRAR
Sandy Beaupre
Mike Goetzman
Jim Gruendler
Ashwani Sharma

STATEMENT OF SCOPE

DESCRIPTION OF THE OBJECTIVE OF THE RULE:

This proposal will amend ch. Trans 276, which establishes a network of highways on which long combination vehicles may operate, by adding three highway segments to the network. The actual segments being proposed are State Trunk Highway 89 from STH 26 in Fort Atkinson to IH-94 in Lake Mills, USH 18 from USH 12 in Cambridge to STH 89 west of Jefferson and STH 59 from STH 26 in Milton to USH 12 in Whitewater.

DESCRIPTION OF EXISTING POLICIES RELEVANT TO THE RULE AND OF NEW POLICIES PROPOSED TO BE INCLUDED IN THE RULE AND AN ANALYSIS OF POLICY ALTERNATIVES:

Federal law requires the Department of Transportation to react within 90 days to requests for changes to the long truck route network. Wisconsin state law requires that the Department use the administrative rule process to deal with changes to the long truck route network. Chapter Trans 276 is an existing rule set up for long truck routes. The Department has received a request from Mike Kowalski Trucking, Inc., of Whitewater to add three highway segments.

STATUTORY AUTHORITY FOR THE RULE:

s. 348.07(4), Stats.

ESTIMATES OF THE AMOUNT OF TIME THAT STATE EMPLOYEES WILL SPEND DEVELOPING THE RULE AND OF OTHER RESOURCES NECESSARY TO DEVELOP THE RULE:

It is estimated that state employees will spend 40 hours on the rule-making process, including research, drafting and conducting a public hearing.

Signed at Madison, Wisconsin, this 29 day of June, 1999.


CHARLES H. THOMPSON
Secretary
Wisconsin Department of Transportation



SEP 20 1999

Wisconsin Department of Transportation

www.dot.state.wi.us

Tommy G. Thompson
Governor

Charles H. Thompson
Secretary

Office of General Counsel
4802 Sheboygan Ave., Rm. 115B
P.O. Box 7910
Madison, WI 53707-7910

Telephone: 608-266-8810
FAX: 608-267-6734
E-Mail: ogc.exec@dot.state.wi.us

September 16, 1999

The Honorable Fred Risser
President, Wisconsin State Senate
Room 422
119 MLK Jr. Blvd.
Madison, Wisconsin 53707

The Honorable Scott Jensen
Speaker, Wisconsin State Assembly
Room 315 North, State Capitol
Madison, Wisconsin 53707

RE: Proposed Administrative Rule **TRANS 276**
Notification of Legislative Standing Committees
CLEARINGHOUSE RULE 99-119

Gentlemen:

Enclosed is a copy of Clearinghouse Rule **99-119**, relating to **allowing the operation of double bottoms and certain other vehicles on certain specified highways**. The rule is submitted to you for referral to the appropriate standing committees.

Sincerely,

A handwritten signature in cursive script, reading "Julie A. Johnson".

Julie A. Johnson
Paralegal

JAJ/dim

Enclosure

cc: Gary Poulson (Deputy Revisor of Statutes)/Senator Judy Robson/
Representative Glenn Grothman/Jim Gruendler/Ashwani Sharma

CR 99-119

The Wisconsin Department of Transportation proposes an order to amend TRANS 276.07(4), (12) and (17), and create TRANS 276.07(12m) and 276.09(4), relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways.

**REPORT OF THE DEPARTMENT OF TRANSPORTATION
ON THE FINAL RULE DRAFT**

This report is submitted to the presiding officers of the Senate and Assembly for referral to the appropriate standing committees. The report consists of the following parts:

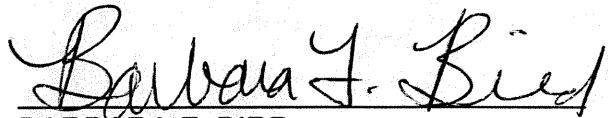
Part 1--Analysis prepared by the Department of Transportation.

Part 2--Rule text in final draft form.

Part 3--Recommendations of the Legislative Council.

Part 4--Analysis prepared pursuant to the provisions of s. 227.19(3), Stats.

Submitted by:



BARBARA F. BIRD
Assistant General Counsel
Office of General Counsel
Department of Transportation
Room 115-B, Hill Farms State
Transportation Building
P. O. Box 7910
Madison, WI 53707-7910
(608) 266-8807

PART 1

Analysis Prepared by the Wisconsin Department of Transportation

STATUTORY AUTHORITY: ss. 85.16(1) and 348.07(4), Stats.

STATUTE INTERPRETED: s. 348.07(4), Stats.

General Summary of Proposed Rule. This proposed rule amends s. Trans 276.07(4), (12) and (17), Wisconsin Administrative Code, to add three segments of highway to the designated highway system established under s. 348.07(4), Stats. The actual highway segments¹ that this proposed rule adds to the designated highway system are:

<u>Hwy.</u>	<u>From</u>	<u>To</u>
USH 18	USH 12 in Cambridge	STH 89 W. of Jefferson
STH 59	STH 26 in Milton	USH 12 in Whitewater
STH 89	STH 26 in Fort Atkinson	IH-94 in Lake Mills

This proposed rule also creates s. Trans 276.09(4) to establish a delayed effective date for the designation of a portion of the STH 59 route from Milton to Whitewater.

The long trucks to which this proposed rule applies are those with 53-foot semitrailers, double bottoms and the vehicles which may legally operate on the federal National Network, but which exceed Wisconsin's regular limits on overall length. Generally, no person may operate any of the following vehicles on Wisconsin's highways without a permit: A single vehicle with an overall length in excess of 40 feet², a combination of vehicles with an overall length in excess of 65 feet, a semitrailer longer than 48 feet, an automobile haulaway longer than 66 feet plus allowed overhangs, or a double bottom. Certain exceptions are provided under s. 348.07(2), Stats., which implements provisions of the federal Surface Transportation Assistance Act in Wisconsin.

The effect of this proposed rule will be to extend the provisions of s. 348.07(2)(f), (fm), (gm) and (gr), and s. 348.08(1)(e), Stats., to the highway segments listed above. As a result, vehicles which may legally operate on the federal National Network in Wisconsin will also be allowed to operate on the newly-designated highways. Specifically, this means there will be no overall length limitation for a tractor-semi-trailer combination, a

¹ The proposed rule text often achieves these objectives by consolidating individual segments into contiguous segments with new end points. In order to determine the actual highway segment added, it is necessary to compare the combined old designations with the combined new designation.

² 45-foot buses are allowed on the National Network and Interstate system by Federal law. Section 4006(b) of the Intermodal Surface Transportation Efficiency Act of 1991.

double bottom or an automobile haulaway on the affected highway segments. There also will be no length limitation for a truck tractor or road tractor when operated in a tractor-semitrailer combination or as part of a double bottom or an automobile haulaway. Double bottoms will be allowed to operate on the affected highway segments provided neither trailer is longer than 28 feet, 6 inches. Semitrailers up to 53 feet long may also be operated on these highway segments provided the kingpin to rear axle distance does not exceed 43 feet. This distance is measured from the kingpin to the center of the rear axle or, if the semitrailer has a tandem axle, to a point midway between the first and last axles of the tandem. Otherwise, semitrailers, including semitrailers which are part of an automobile haulaway, are limited to 48 feet in length.

These vehicles and combinations are also allowed to operate on undesignated highways for a distance of 5 miles or less from the designated highway in order to reach fuel, food, maintenance, repair, rest, staging, terminal or vehicle assembly or points of loading or unloading.

Fiscal Impact. The Department estimates that there will be no fiscal impact on the liabilities or revenues of any county, city, village, town, school district, technical college district or sewerage district.

Copies of Rule and Contact Person. Copies of this proposed rule are available without cost upon request to the office of the State Traffic Engineer, P. O. Box 7986, Room 501, Madison, Wisconsin, 53707-7986, telephone (608) 266-1273. For questions about this rule making, please call Ashwani Sharma, Traffic Operations Engineer at (608) 266-1273. Alternate formats of the proposed rule will be provided to individuals at their request.

PART 2 **TEXT OF PROPOSED RULE**

Under the authority vested in the state of Wisconsin, department of transportation, by ss. 85.16(1) and 348.07(4), Stats., the department of transportation hereby proposes to amend ch. Trans 276, Wisconsin Administrative Code, interpreting s. 348.07(4), Stats., relating to allowing the operation of double bottoms and certain other vehicles on certain specified highways, as follows:

SECTION 1. Trans 276.07(4) and (12) are amended to read:

	<u>Route</u>	<u>From</u>	<u>To</u>
Trans 276.07(4)	STH 16	CTH "J" N. of Rockland	IH 90 E. of Sparta

	STH 16	STH 78 at Portage	IH 94 N. of Waukesha
	STH 17	USH 8 in Rhinelander	Phelps
	USH 18	IA Line at Prairie du Chien	STH 134 N. of Cambridge
			<u>STH 89 W. of Jefferson</u>
	USH 18	STH 164 E. of Waukesha	IH 94 E. of Waukesha
	STH 19	USH 12 S. of Springfield Corners	STH 16 E. of Watertown
Trans 276.07(12)	STH 57	IH 43 N. of Saukville	STH 172 S. of Green Bay
	STH 57	IH 43 in Green Bay	Sturgeon Bay
	STH 59	STH 11 in Monroe	USH 14 in Union
	STH 59	USH 12 in Whitewater	USH 164 E. of Waukesha
		<u>East Berg Road E. of Milton</u>	

SECTION 2. Trans 276.07(12m) is created to read:

Trans 276.07(12m)	<u>STH 59</u>	<u>STH 26 in Milton</u>	<u>East Berg Road E. of Milton</u>
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SECTION 3. Trans 276.07(17) is amended to read:

Trans 276.07(17)	STH 80	STH 11 S. of Cuba City	STH 13 at Pittsville
	STH 81	STH 35 N.E. of Beetown	STH 23 S. of Darlington
	STH 81	STH 78 in Argyle	CTH H W. of Beloit
	STH 82	STH 80 N. of Elroy	USH 51 W. of Montello
	STH 83	STH 167 S. of Hartford	STH 60 in Hartford
	STH 85	USH 10 in Durand	STH 37 S.W. of Eau Claire
	STH 87	USH 8 in St. Croix Falls	STH 48 S. of Grantsburg
	STH 89	USH 14 N. of Darien	USH 12 in Whitewater
	STH 89	IH 94 at Lake Mills	STH 73 in Columbus

SECTION 4. Trans 276.09(4) is created to read:

Trans 276.09(4) The treatment of s. Trans 276.07(12m) applies after the intersection of STH 26 and STH 59 in Milton is modified to accommodate turning trucks in the northeast and southeast quadrants.

(END OF RULE TEXT)

Effective Date. This rule shall take effect on the first day of the month following publication in the Wisconsin Administrative Register as provided in s. 227.22(2), Stats.

Signed at Madison, Wisconsin, this 16 day of September, 1999.


for CHARLES H. THOMPSON
Secretary
Wisconsin Department of Transportation

PART 4
CR 99-119

ANALYSIS OF FINAL DRAFT OF TRANS 276

(a) **Need for Amended Rule.** This proposed rule amends Trans 276.07(4), (12) and (17), Wisconsin Administrative Code, to add three segments of highway to the designated highway system established under s. 348.07(4), Stats. The actual highway segments³ that this proposed rule adds to the designated highway system are:

<u>Hwy.</u>	<u>From</u>	<u>To</u>
USH 18	USH 12 in Cambridge	STH 89 W. of Jefferson
STH 59	East Berg Road E. of Milton	USH 12 in Whitewater
STH 89	STH 26 in Fort Atkinson	IH-94 in Lake Mills

(b) **Modifications as a Result of Testimony at Public Hearing.** A public hearing on the proposed rule was held in Madison on August 26, 1999. The public record was officially held open until September 3, 1999, for written comments. As a result of the testimony received at these hearings and its own investigation of the safety of operation of long truck on the highways originally proposed, the Department has modified the applicability of the following highway segment to become effective upon completion of modification to the intersection of STH 26 and STH 59 in the City of Milton:

<u>Hwy.</u>	<u>From</u>	<u>To</u>
STH 59	STH 26 in Milton	East Berg Road

(c) **List of Persons who Appeared or Registered at Public Hearing.** A total of 5 parties either appeared at the public hearing or contacted the Department concerning the proposed long truck routes. A list of these parties and their support or opposition follows:

³ The proposed rule text often achieves these objectives by consolidating individual segments into contiguous segments with new end points. In order to determine the actual highway segment added, it is necessary to compare the combined old designations with the combined new designation.

Eileen Scott, Village President Village of Cambridge/County of Dane P. O. Box 89 Cambridge, WI 53523	Not in favor of adding USH 18 from USH 12 in Cambridge to STH 89 W. of Jefferson to the designated highway network.
Virginia Dennis, Administrator United Transportation Union 7 N. Pinckney St., 50 D Madison, WI 53528	Not in favor of adding all three routes to the designated highways.
Donald L. Lenser Operations, Major Transport W3411 Hwy. 59 Whitewater, WI 53190	In favor of adding all three routes to the designated highways.
Mike Kowalski, President Kowalski Trucking P. O. Box 294, N 331 Hwy. 59 Whitewater, WI 53190	In favor of adding all three routes to the designated route system.
Howard Robinson Director of Public Works 620 W. Madison Ave., P. O. Box 188 Milton, WI 53563-0188	Conditionally in favor of adding STH 59 to the list of designated highways.

(d) **Response to Legislative Council Recommendations.** The Legislative Council made no recommendations.

(e) **Final Regulatory Flexibility Analysis.** The provisions of this proposed rule adding highway segments to the designated system have no direct adverse effect on small businesses, and may have a favorable effect on those small businesses which are shippers or carriers using the newly-designated routes.