

Oregon Highway Plan Policies

The Oregon Highway Plan (OHP) is a modal element of the Oregon Transportation Plan (OTP). The OHP addresses efficient management of the system to increase safety, preserve the system, and extend its capacity; increased partnerships, particularly with local and regional governments; links between land use and transportation; access management; links with other transportation modes; and environmental and scenic resources. The OHP also establishes a variety of policies that are directly related to this Expressway Management Plan. Policies 1A, State Highway Classification System; 1B, Land Use and Transportation; and 1C State Highway Freight System, are included in this appendix for reference and convenience of the reader. Consult the OHP for other policies.

OREGON HIGHWAY
PLAN

SECTION II

POLICY ELEMENT

II. Policy Element

Goal 1: System Definition

To maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon’s local, regional, and statewide economies and livability of its communities.

Overview

The state highway classification system divides state highways into five categories based on function: Interstate, Statewide, Regional, District, and Local Interest Roads. Supplementing this base are four special purpose classifications: land use, statewide freight routes, scenic byways, and lifeline routes. These address the special expectations and demands placed on portions of the highway system by land uses, the movement of trucks, the Scenic Byway designation, and significance as a lifeline or emergency response route. Information contained in these special designations supplement the highway classification system and will be used to guide management, needs analysis, and investment decisions on the highway system.

The System Definition section also includes policies on highway mobility standards and major improvements, which further define state highway management goals and objectives.

■ State Highway Classification System

Background

The 1991 Highway Plan’s Level of Importance Policy classified the state highway system into four levels of importance (Interstate, Statewide, Regional and District) to provide direction for managing the system and a basis for developing funding strategies for improvements. Realizing that limited funding would not allow all the statewide highways to be upgraded, the 1991 Highway Plan also designated some of the statewide highways as the Access Oregon Highway system to focus needed improvements. The goal of the Access Oregon Highway system was to provide an efficient and effective system of highways to link major economic and geographic centers.

Congress adopted the highway routes in the National Highway System (NHS) as part of the National Highway System Designation Act of 1995. In Oregon, the National Highway System highways include all the Interstate and Statewide Highways and Access Oregon Highways except for Oregon Highway 82. To reduce the redundancy between Level of Importance, Access Oregon Highways and the National Highway System and to define a

highway classification system that is consistent with the National Highway System, this Highway Plan has adopted the National Highway System as the primary classification and retained the Regional and District categories from the Level of Importance system. Oregon Highway 82 in Wallowa and Union Counties will remain a Statewide Highway. This ensures that every county in Oregon has a link to the rest of the state through the Statewide Highway network.

Congress also designated major intermodal connectors as part of the National Highway System. These roads, some owned by the state and some by local jurisdictions, are located in Astoria, Boardman, Coos Bay-North Bend, Eugene, Medford and Portland. (These roads are listed in Appendix D.) They link airports, ports, rail terminals, and other passenger and freight facilities to Interstate and Statewide Highways, and are of particular importance to Oregon's economy. State-owned intermodal connectors are either Regional or District Highways and are managed according to their state highway classification.

The classification system also recognizes that certain roads which are currently state highways function primarily as local roads. In cooperation with local governments, ODOT will develop a process to identify these roads which may be transferred to local jurisdictions in accordance with Policy 2C of this plan. The process will also consider the transfer of local highways and roads that serve primarily state interests to state jurisdiction.

ODOT will use the state highway classification system to guide management and investment decisions regarding state highway facilities. The system will be used in the development of corridor plans, transportation system plans, major investment studies, review of local plan and zoning amendments, periodic review of local comprehensive plans, highway project selection, design and development, and facility management decisions including road approach permits.

The broad classifications defined in Action 1A.1 will be complemented by specific subcategories and designations defined in other policies within this plan (see Policies 1B, 1C, 1D, 1E, 1F, and 3A). These subcategories and designations are policy-specific; the overall state highway classification defined in Policy 1A forms the basis for the classification system. The classification map in this plan and Appendix D detail the application of the state highway classification system to specific highways.

The categories recognize that different highway types have importance for certain areas and users. The categories are not the same as the federal government's functional classification system. It is the responsibility of the Oregon Transportation Commission to establish and modify the classification systems and the routes in them.

Policy 1A: State Highway Classification System

It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

Action 1A.1

Use the following categories of state highways, and the list in Appendix D, to guide planning, management, and investment decisions regarding state highway facilities:

- **Interstate Highways (NHS)** provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.
- **Statewide Highways (NHS)** typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.
- **Regional Highways** typically provide connections and links to regional centers, Statewide or Interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.
- **District Highways** are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.
- **Local Interest Roads** function as local streets or arterials and serve little or no purpose for through traffic mobility. Some are frontage roads; some are not eligible for federal funding. Currently, these roads are District

Highways or unclassified and will be identified through a process delineated according to Policy 2C. The management objective is to provide for safe and efficient, low to moderate speed traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. ODOT will seek opportunities to transfer these roads to local jurisdictions.

Action 1A.2

By action of the Oregon Transportation Commission upon consultation with affected local governments, classify and/or develop Expressways as a subset of Statewide, Regional and District Highways.

a. Definition. Expressways are complete routes or segments of existing two-lane and multi-lane highways and planned multi-lane highways that provide for safe and efficient high speed and high volume traffic movements. Their primary function is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas. In urban areas, speeds are moderate to high. In rural areas, speeds are high. Usually there are no pedestrian facilities, and bikeways may be separated from the roadway.

In this classification, “expressway” refers to the kind and number of accesses allowed on a highway segment. It does not refer to the ownership of access rights. Other characteristics include the following:

- Private access is discouraged;
 - There is a long-range plan to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available;
 - Access rights will be purchased and a local road network may be developed consistent with the function of the roadway;
- Public road connections are highly controlled;
- Traffic signals are discouraged in rural areas;
- Nontraversable medians are encouraged; and
- Parking is prohibited.

b. Classification. Initiation of the process to classify Expressways will occur as a result of a corridor planning process, ODOT special study or action of the Transportation Commission.

Because of the importance of maintaining system mobility, the Transportation Commission will classify new Expressways as a subset of National Highway System (Interstate and Statewide) highways in consultation with local governments.

The Transportation Commission will classify new Expressways as a subset of Regional and District Highways with the agreement of directly affected local governments.

Highways that are already limited access will be automatically classified as Expressways by the Transportation Commission. These are highways where ODOT owns the access rights and direct access is not allowed and where users enter or exit the roadway only at interchanges.

c. Criteria. Highways proposed to be Expressways will be classified on the basis of the following criteria:

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

The process of classifying segments as Expressways will first focus on highway segments where posted speeds are 50 miles per hour or greater.

Action 1A.3

Conduct a study of highway classifications statewide to determine whether highways function as they are classified. Conduct this study after the adoption of the Highway Plan as a special study of the classification system or as a part of corridor planning. Consider changing the classification of a state highway if the function of the highway has changed significantly since its original classification or the function does not fit the classification description. The classification change will be effective when the Oregon Transportation Commission adopts the change as part of a corridor plan or other planning process.

■ Land Use and Transportation

Background

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 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.

The highway system’s ability to fulfill these functions depends in large part on community land use patterns and the ways that land uses are served by the transportation system. Development with poorly designed accesses along highways and poorly developed street networks often focus local traffic on state highways and reduce the ability of state highways to move through traffic and provide connections between communities. Communities with

compact urban designs that incorporate a transportation network of arterials and collectors reduce traffic impacts on state highways whose primary objectives are to connect cities and move people, goods and services between cities and regions.

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 compact development patterns that are less dependent on state highways than linear development for access and local circulation.

Policy 1B also recognizes that state highways serve as the main streets of many communities, and it 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. It recognizes the main street function of state highways through designation of these areas as Special Transportation Areas.

The policy encourages compact development patterns for large-scale commercial development through the special designation of Commercial Centers on Statewide, Regional and District Highways, and recognizes existing and future commercial centers of activity called Urban Business Areas on urbanized low-speed Regional and District Highways and on Statewide Highways under certain circumstances.

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; and
- Reduction of the number of vehicle trips to shop and do business.

These measures can enhance air quality and conserve energy.

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.

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 of transportation system 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 Special Transportation Areas, including 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 collaboratively to achieve accessibility and mobility goals for a balanced transportation system.

Policy 1B applies to all state highways. It provides guidance to ODOT regarding system management planning and implementation activities. It is not proposed to be an administrative rule. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation system plans, corridor plans, plan amendments, access permitting, and project development.

ODOT recognizes that the policy will be applied under three different circumstances:

- 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.
- 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/or 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 an ability to fully comply with the policy objectives and/or actions.

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 Major Improvements, Highway Mobility Standards, Partnerships, Off-system Improvements and Travel Alternatives complement the Land Use and Transportation Policy. “Nodal development” in the Eugene-Springfield *TransPlan* and “2040 concept areas” in Metro’s *2040 Plan* are consistent with the policy direction of Policy 1B.

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

Work with local governments to develop and implement plans that support compact development, especially within community centers and commercial centers. 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.2

Work with local governments to help protect the state highway function by collaborating 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.3

To assist in implementing state access management standards and policies, work with local governments to develop an access management plan or access management component in comprehensive plans, corridor plans and/or transportation system plans involving the state and local system.

After the Oregon Transportation Commission has adopted administrative rules regarding access management and approach road permitting, ODOT and a local government may enter into an Intergovernmental Agreement setting provisions for and allowing the local government to issue approach road permits on state Regional and District Highways in accordance with all applicable standards and criteria contained in the Oregon Highway Plan, Oregon Administrative Rules and Oregon Revised Statutes, and the local adopted and acknowledged transportation system plan. This provision shall not apply to Regional and District Expressways.

Action 1B.4

Work with local governments to maintain the highway mobility standards on state highways by limiting the expansion of development along the highway through the following means:

- Developing an adequate local network of arterials, collectors, and local streets to limit the use of the state highway or interchanges for local trips;
- Reducing 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;
- Clustering development off of state highways in compact development patterns; and
- Avoiding 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 access management plan for segments along non-freeway highways.

Action 1B.5

Work with local governments to develop corridor and transportation system plans that protect existing limited access interchanges according to the following functional priorities:

- At all existing limited access highway interchanges, provide safe egress from freeways and Expressways as the first priority. This priority must be met.
- 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.
- Establish the priority for travel across freeways and Expressways and the priority for access to property in the vicinity of the interchange consistently in both the local transportation system plan and the corridor plan.
- When an interchange connects a freeway or an Expressway to a District Highway or Local Interest Road, establish the priority for travel across freeways and Expressways and the priority for access to property in the vicinity of the interchange consistently in both the local transportation system plan and the corridor plan.

Action 1B.6

Develop 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.7

To foster compact development patterns in communities, use the following highway segment designations and objectives to guide planning and management decisions for state highways. Use the highway segment designations to guide ODOT's position on local land use planning and development standards and actions and to define the application of access management standards and broad types of highway facility design. Work with local governments to apply these highway segment designations to segments of the state highway consistent with the local acknowledged comprehensive plan and/or transportation system plan. In plans and projects, work toward achieving specific objectives for each designation as listed in Table 4 (page 52).

- **Special Transportation Area¹:** The primary objective of managing highway facilities in an existing or future Special Transportation Area is to provide access to community activities, businesses, and residences and to accommodate pedestrian movement along and across the highway in a downtown, business district and/or community center including those in unincorporated communities as defined by OAR 660-22. An STA is a highway segment designation that may be applied to a highway segment, when a downtown, business district or community center straddles the state highway within an urban growth boundary or in an unincorporated community in accordance with Action 1B.9. Direct street connections and shared on-street parking are encouraged in urban areas and may be encouraged in unincorporated communities. Direct property access is limited in an STA. Local auto, pedestrian, bicycle and transit movements to the business district or community center are generally as important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour (40 kilometers per hour) or less.
- **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. A Commercial Center is a highway segment designation which may apply to an existing or future center of commercial activity which may generally have 400,000 square feet (37,000 square meters) or more of gross leasable area or public buildings. The majority of the average daily trips to the center originate in the community in which the center is located. The buildings are clustered with limited direct access to the state highway to reduce the number of vehicle trips and to reduce conflicts with through traffic. They may be located on Statewide, Regional or District Highways within an urban growth boundary. They 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.
- **Urban Business Areas:** The Urban Business Area is a highway segment designation which may vary in size and which recognizes existing areas of commercial activity or future nodes or various types of centers of commercial activity within urban growth boundaries on District, Regional or Statewide Highways where vehicular accessibility is important to continued economic viability. The primary objective of the state highway in an Urban Business Area (UBA) is to maintain existing speeds while balancing the access needs of abutting properties with the need to move through traffic. A UBA is a highway segment designation that may apply to an existing area of commercial activity or future center or node of commercial activity in a community located on a District, Regional or Statewide Highway where speeds are 35 miles per hour (55 kilometers per hour) or less. The designation of UBAs on Statewide Highways shall be limited to only those special circumstances where, from a system wide

¹ Metro concepts for Central City, Town Center and Main Streets are consistent with STAs.

perspective, the need for local access clearly equals or is greater than the need for mobility for an existing designation, and for a new designation, the need for local access must be greater than the need for mobility. Vehicular accessibility is often as important as pedestrian, bicycle and transit accessibility. Safe and regular street connections are encouraged. Transit turnouts, sidewalks, and bicycle lanes are accommodated.

- **Urban:** The objective of an Urban segment designation 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, but the strong preference is to limit such access, providing it instead on connecting local roads and streets. Transit turnouts, sidewalks, and bicycle lanes are accommodated.

Action 1B.8

Use the classifications and the objectives in Action 1B.7 in planning and decision making involving:

- Access management planning and permitting;
- Development and review of corridor plans;
- Review of metropolitan planning organization and local transportation system plans;
- Periodic review of local comprehensive plans;
- Review of local plan and zoning amendments;
- Review of major development designs within adopted comprehensive plans for commercial/industrial and subdivision development that has a significant impact on a state highway;
- Review of site acquisition and construction of proposed public facilities;
- Review of urban growth boundary amendments;
- Development of major investment studies; and
- Highway facility design and project development.

Action 1B.9

Based on a regional or local transportation system plan or comprehensive plan, ODOT and a local government may agree in writing to manage a downtown, business district, or community center inside an urban growth boundary or rural unincorporated community as a Special Transportation Area.

- a. **Characteristics.** An STA has the following characteristics:
 - An STA is a designated compact district 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 Freight Highways where accessibility and mobility needs are balanced.

- 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 have a plan for an interconnected local street network to facilitate local automobile and pedestrian circulation except where topography severely constrains the potential for street connections. Speeds typically do not exceed 25 miles per hour (40 kilometers per hour).
- People who arrive by car or transit find it convenient to walk from place to place within the area.
- Larger communities may have more than one STA.

b. Other Attributes. An STA has the majority, if not all, of the following attributes, either as existing or planned uses and infrastructure through an adopted management plan (see Action 1B.11).

- Mixed uses;
- Buildings spaced close together and located adjacent to the street with little or no setback;
- Sidewalks with ample width which are located adjacent to the highway and the buildings;
- Interconnected local street networks to facilitate local automobile and pedestrian circulation except where topography severely constrains the potential for street connections;
- On street parking and shared or general purpose parking lots which are located behind or to the side of buildings; and
- Convenient automobile and pedestrian circulation within the center and off the state highway.

An STA does not apply to an entire city or the majority of a city or to strip development areas along individual highway corridors. STAs are not located on freeways or Expressways. STAs may be located within established city limits or within an area between a city limit and an urban growth boundary where such a classification would result in redevelopment to eliminate an existing pattern of strip development.

An existing central business/commercial district in an unincorporated community as defined by OAR 660-22 that meets the definition of an STA may also be classified an STA.

Action 1B.10

Consider a proposal to establish a Special Transportation Area where compact development did not exist at the adoption of this Highway Plan only if the proposed STA is already planned in the local or regional adopted

comprehensive plan. Through transportation system plans, corridor plans and/or off-system improvements, encourage any new development in an area proposed as an STA to be developed off of the highway or only on one side of the highway.

Action 1B.11

Work cooperatively with local governments to designate existing and future Special Transportation Areas.

a. Designation. The first step is to identify potential STAs in a corridor plan or regional or local transportation system plan.

The second step is for ODOT and the local jurisdiction to mutually develop and agree to the management plan, within an Intergovernmental Agreement or Memorandum of Understanding. The agreement for an STA in an unincorporated community shall be with the affected county government. The STA management plan may include less restrictive highway mobility standards (see Policy 1F) and may use flexible streetscape designs in order to improve local access and community functions. The agreement will be in effect when the STA is adopted as part of a local transportation system plan and comprehensive plan and in the corresponding corridor plan where a corridor plan exists.

b. Management Plan. The management plan for each STA in the local transportation system plan shall include:

- Goals and objectives;
- Clearly defined STA boundaries;
- Design standards that are to be applied to the STA to improve local access and community functions. These may include highway mobility standards, street spacing standards, signal spacing standards and street treatments, and must be reviewed by the Technical Services Manager or his/her designee;
- 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 on and off street and shared parking;
- 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 STA to determine the effects of the STA designation. All parties must agree to the analysis methodology, and it must be consistent with regional plans and ODOT analysis methods;
- Identification of needed improvements within the STA or improvements that will support access to the STA and designation of the party

responsible for implementation, likely funding source and anticipated time frame; and

- Identification of maintenance and operational strategies to be employed.

Action 1B.12

Whether an area qualifies for STA highway segment designation or not, encourage local governments to cluster commercial development in community centers or Commercial Centers with limited access to the state highway to reduce the number of vehicle trips and to reduce conflicts with through traffic.

a. Definition. Encourage a Commercial Center² 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 in the community in which the Commercial Center is located. Generally these centers have 400,000 square feet (37,000 square meters) 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.

b. Attributes. Commercial Centers must be designated in a regional or local transportation system plan or comprehensive plan and referenced in a corridor plan, have clearly defined boundaries and include the following, or have a plan adopted by the affected local government(s) to provide the following, before the site is fully developed:

- 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 Policies 3A and 3C, 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

² Metro's concept for a Regional Center is consistent with a Commercial Center.

mobility of any affected freeway interchange may not decline below the highway mobility standard for the interchange designated by Policy 1F (Table 6, page 68, and Table 7, page 69).

Action 1B.13

Work cooperatively with local governments to designate existing and future Urban Business Areas (UBAs) through a corridor plan and/or local transportation system plan. A UBA is a highway segment designation that may apply to existing areas of commercial activity or future nodes or various types of centers of commercial activity in a community located on a Statewide, Regional or District Highway within an urban growth boundary where speeds are 35 miles per hour (55 kilometers per hour) or less. The designation of UBAs on Statewide Highways shall be limited to only those special circumstances where, from a system wide perspective, the need for local access clearly equals or is greater than the need for mobility for an existing designation, and for a new designation, the need for local access must be greater than the need for mobility.

The highway segment designation must be made through a corridor plan and/or local transportation system plan with the agreement of both ODOT and the affected local government.

The designation provisions in the corridor plan and/or local transportation system plan shall include an interconnected local street and private drive network to facilitate local automobile and pedestrian circulation except where topography severely constrains the potential for street connections. New buildings in a UBA should be clustered in centers or nodes so that the facilities encourage people who arrive by car or transit to find it convenient to walk from place to place within the area.

Action 1B.14

Work to accommodate alternate modes on state highways according to the various types of land uses and highways. Work toward development of alternate mode facilities in Special Transportation Areas, Commercial Centers and Urban Business Areas according to the other actions in this policy and to Table 4 on page 52. Use the following objectives to guide project design and development in other areas:

a. Within Urban Growth Boundaries:

On Expressways:

- Accommodate bicycle lanes, if any, on shoulders or separated facilities.
- Although pedestrians are generally not accommodated on Expressways for safety reasons, analyze accommodation on a case by case basis.

On Other Urban Statewide, Regional and District Highways:

- Accommodate bicycle lanes and sidewalks and other pedestrian facilities, especially in commercial centers and community use areas.

- Provide convenient pedestrian crossings, especially at transit stops and other high-use generators.
- Design intersections to address the needs of pedestrians and bicyclists.

b. Outside Urban Growth Boundaries:

- In unincorporated communities, address pedestrian crossing safety. This may be addressed through traffic signals and medians designed to serve as pedestrian refuges.

Table 2: Potential Location of Highway Segment Designations³

| Type of Highway | STA | Commercial Center/UBA |
|-----------------------------|-------------------|--|
| Interstate | None | None |
| Statewide Highway | | |
| Urban (Within UGBs) | | |
| Expressway | None ⁵ | Commercial Center |
| Other | Yes | Commercial Center/UBA (where there are specific circumstances and where speeds are 35 mph or less) |
| Rural (Outside UGBs) | | |
| Expressway | None | None |
| Other | Yes | None |
| Regional Highway | | |
| Urban (Within UGBs) | | |
| Expressway | None ⁵ | Commercial Center |
| Other | Yes | Commercial Center/UBA (where speeds are 35 mph or less) |
| Rural (Outside UGBs) | | |
| Expressway | None | None |
| Other | Yes | None |
| District Highway | | |
| Urban (Within UGBs) | | |
| Expressway | None ⁵ | Commercial Center |
| Other | Yes | Commercial Center/UBA (where speeds are 35 mph or less) |
| Rural (Outside UGBs) | | |
| Expressway | None | None |
| Other | Yes | None |

³ The location criteria assume there is direct access to the highway facility. An STA or Commercial Center, for example, can be adjacent to an Interstate Highway, but the direct access to highway facilities will be to an urban arterial. An STA can be located on a highway segment between parts of an Expressway if there are transition zones between the traffic speeds of the Expressway and the STA.

Table 3: Highway Segment Designations and Designating Process

| Highway Segment Designation | Designation Process | Designating Body |
|------------------------------------|---|---|
| Commercial Center | Corridor plan Local transportation system plan | ODOT & local government in a plan |
| Urban Business Area | Corridor plan Local transportation system plan | ODOT & local government in a plan |
| Special Transportation Area | Corridor plan Local transportation system plan | ODOT & local government in an *IGA/MOU & plan |

* IGA = Intergovernmental Agreement
 MOU = Memorandum of Understanding

Table 4: Elements of Strategies to meet the Objectives of the Land Use and Transportation Policy

| Land Use Type | Elements of Strategy | | | |
|------------------------------------|---|--|--|---|
| | Land Use | Alternative Modes | Traffic Management | Access Management |
| Special Transportation Area | <ul style="list-style-type: none"> • Adjacent land uses that provide for compact, mixed-use development. “Compact” means that buildings are spaced closely together, parking is shared and sidewalks bind the street to the building. Mixed-use development includes a mixture of community places and uses. • Infill and redevelopment. • Design and orientation of buildings that accommodate pedestrian and bicycle circulation, as well as automobile use. • An adopted management plan as part of the comprehensive plan that shows the area as a compact district with development requirements that address local auto trips, street connectivity, shared parking, design and layout of buildings, parking and sidewalks that encourage a pedestrian-oriented environment. | <ul style="list-style-type: none"> • Well-developed transit, bicycle and pedestrian facilities, including street amenities that support these modes. | <ul style="list-style-type: none"> • A well-developed parallel and interconnected local roadway network. • A parking strategy that favors shared general purpose parking, preferably on-street parking and shared parking lots. • Streets designed for ease of crossing by pedestrians. | <ul style="list-style-type: none"> • Public road connections that correspond to the existing city block. • Private driveways discouraged. |
| Commercial Center | <ul style="list-style-type: none"> • Clustered development with shared parking. | <ul style="list-style-type: none"> • Facilities for bicycle and pedestrian access and circulation. • Provisions for transit movements. | <ul style="list-style-type: none"> • Connections to network of local streets. | <ul style="list-style-type: none"> • Joint access to state highways. |
| Urban Business Areas | <ul style="list-style-type: none"> • Businesses and buildings clustered in centers or nodes. | <ul style="list-style-type: none"> • Bicycle lanes and sidewalks and other pedestrian accommodations, especially in commercial centers and community use areas. | <ul style="list-style-type: none"> • Development of a strategy for good traffic progression. • An efficient parallel local street system where arterials and collectors connect to the state highway. | <ul style="list-style-type: none"> • Local ordinances that support shared driveway approaches and inter-parcel circulation. |

| Land Use Type | Elements of Strategy | | | |
|---|----------------------|--|---|-------------------|
| | Land Use | Alternative Modes | Traffic Management | Access Management |
| Urban Business Areas (continued from previous page) | | <ul style="list-style-type: none"> • Convenient and safe pedestrian crossings, especially at transit stops and other high-use generators. • Intersections designed to address the needs of pedestrians and bicyclists. • Measures for addressing pedestrian crossing safety. These may include stop signs, traffic signals and medians designed to serve as pedestrian refuges. | <ul style="list-style-type: none"> • Improved traffic management strategies such as Advanced Traffic Management Systems. | |

■ State Highway Freight System

Background

According to the 1993 *Commodity Flow Study*, most freight shipments originating in Oregon are moved by truck (64 percent of the value and 76 percent of the weight of commodities). To ensure that freight is able to move efficiently on the state's major trucking routes, this plan designates a state highway freight system (Table 5, page 56), using freight volume, tonnage, connectivity, and linkages to National Highway System intermodal facilities as the key criteria. The State Highway Freight System is intended to facilitate interstate, intrastate, and regional movements of trucks. This freight system, made up of the Interstate Highways and certain Statewide Highways 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 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. In such cases, system investment decisions and local land use planning should recognize the special significance of the designated statewide freight system and balance freight needs with local circulation and access needs. 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 have higher highway mobility standards than other Statewide 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.)

Policy 1C: State Highway Freight System

It is the policy of the State of Oregon to balance the need for movement of goods with other uses of the highway system, and to recognize the importance of maintaining efficient through movement on major truck freight routes.

Action 1C.1

Apply performance standards appropriate to the movement of freight on freight routes.

Action 1C.2

Prepare a statewide freight study to address the role of trucks and other freight modes in Oregon's economy, freight mobility and accessibility issues, current, near-term and long-term needs, and other topics.

Action 1C.3

In the development of corridor plans, work with local governments to examine options to:

- Treat designated freight routes as Expressways where the routes are outside of urban growth boundaries and unincorporated communities. Continue to treat freight routes as Expressways within urban growth boundaries where existing facilities are limited access or where corridor or transportation system plans indicate limited access; and
- Recognize and balance freight needs with needs for local circulation, safety and access in Special Transportation Areas.

Action 1C.4

Consider the importance of timeliness in freight movements in developing and implementing plans and projects on freight routes.

Table 5: Designated Freight Routes

| Route | Description of Highway or Segment Included |
|------------------------------------|---|
| I-5 | Washington State Line to California State Line |
| I-82 | Washington State Line to I-84 |
| I-84 | I-5 (Portland) to Idaho State Line |
| I-205 | Washington State Line to I-5 (Portland) |
| I-405 | I-5 (Portland) to I-5 (Portland) |
| US 20 / OR 34 | US 101 (Newport) to I-5 |
| US 26 | US 101 to I-405 (Portland) |
| US 26 | OR 212 to US 97 (Madras) |
| US 30 | US 101 (Astoria) to I-405 (Portland) |
| US 97 | Washington State Line to California State Line |
| US 101 | OR 38 (Reedsport) to OR 42 (Coos Bay) |
| OR 18 / OR 99W | US 101 (Lincoln City) to I-5 (Tigard) |
| OR 22 / US 20 / OR 201 / US 30 BUS | I-5 (Salem) to I-84 (Ontario) |
| OR 38 | US 101 (Reedsport) to I-5 |
| OR 42 | US 101 (Coos Bay) to I-5 (Roseburg) |
| OR 58 | I-5 (Eugene) to US 97 |
| OR 99E | I-84 (Portland) to OR 224 (Milwaukie) |
| OR 126 / I-105 | Near West Eugene City Limits (Richmond St.) to I-5 (Eugene) |
| OR 217 | US 26 (Beaverton) to I-5 (Tigard) |
| OR 224 / OR 212 | OR 99E (Milwaukie) to US 26 |