

LAND USE AND TRANSPORTATION

Background and Intent

The federal Intermodal Surface Transportation Efficiency Act of 1991 requires the establishment of a National Highway System “to provide an interconnected system of principal arterial routes which will serve “interstate and inter-regional travel.” ODOT has an obligation to insure that the National Highway System (the routes designated Interstates and most Statewide Highways and intermodal connectors) adequately performs this function of serving a larger geographic area. Historically, however, communities have grown up along the early trails and roads that have become statewide travel routes. This means that in addition to providing mobility for people, goods and services between communities, regions and states, the state highway system often also provides access to homes, businesses, industry and other destinations within communities.

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

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

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

Policy 1B implements the Oregon Transportation Plan’s Urban Accessibility Policy to “assure balanced, multimodal accessibility to existing and new development within urban areas to achieve the state goal of compact, highly livable urban areas.” The Highway Plan’s policies on Bypasses, Major Improvements, Highway Mobility Standards, Partnerships, Off-System Improvements and

Travel Alternatives complement the Land Use and Transportation Policy. The policy also supports and is consistent with the Land Conservation and Development Commission Transportation Planning Rule.

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

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

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

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

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

The policy recognizes that:

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

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

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

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

General Process and Implementation Resources

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

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

Planning for and Managing Highway Segment Designations

Highway segment designations may generally be located within urban growth boundaries on District, Regional or Statewide Highways that are not on Interstate Highways or Expressways. All

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- ¹ Oregon Highway Plan and amendments: <http://www.odot.state.or.us/tdb/planning/>.
 - OAR Chapter 734, Division 51 on Access Management: http://www.odot.state.or.us/tdb/planning/access_mgt/
 - ODOT Highway Design Manual: <http://www.odot.state.or.us/techserv/engineer/pdu/index.htm>
 - ODOT Statewide Transportation Improvement Program (STIP): <http://www.odot.state.or.us/STIP>
 - ODOT Area Commissions on Transportation: <http://www.odot.state.or.us/otc/ACT.htm>
 - ODOT Development Review Guidelines: <http://www.odot.state.or.us/tdb/planning/>
 - ODOT Transportation System Plan Guidelines: <http://www.odot.state.or.us/tdb/planning/>

designations require clearly defined boundaries identified by milepoint and nearest cross street. Location of a highway segment designation on a designated OHP Freight Route or MPO/Regional Freight System² requires development of a management plan approved by both ODOT and the local government.

As OHP and MPO/regional freight routes are reviewed and updated it will become necessary for previously designated highway segments to develop management plans when updating their Transportation System Plan or other legislatively mandated planning effort. Where management plans are not required, the following elements are recommended planning and project development considerations, as applicable. Where management plans are required, the following elements are required, as applicable:

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

Special Transportation Areas (STAs)

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

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

² Refer to Figure 10, page 65 of the 1999 OHP for identification of designated OHP Freight Routes.

important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour or less.

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

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

- Buildings spaced close together and located adjacent to the street with little or no setback;
- Sidewalks with ample width located adjacent to the highway and the buildings;
- People who arrive by car or transit find it convenient to walk from place to place within the area;
- On-street parking, structured parking, or shared, general purpose parking lots which are located behind or to the side of buildings;
- Streets designed with a pedestrian orientation for the ease of crossing by pedestrians;
- Public road connections that correspond to the existing city block; private driveways directly accessing the highway are discouraged;
- Adjacent land uses that provide for compact, mixed-use development with buildings oriented to the street;
- A well-developed parallel and interconnected street network to facilitate local automobile, bicycle, transit and pedestrian circulation except where topography severely constrains the potential for street connections;
- Speeds that typically do not exceed 25 miles per hour;
- Plans and provisions for infill and redevelopment;
- Provision for well-developed transit stops including van/bus stops, bicycle and pedestrian facilities, and including street amenities that support these modes.

Urban Business Areas (UBAs)

An 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 are important to continued economic viability. . The dual objectives of an UBA on the state highway are to provide local access to meet the access needs of abutting properties and to maintain existing speeds to move through traffic. Speeds are generally 35 miles per hour or less. Vehicular accessibility and circulation 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.

Traditional auto-oriented patterns of commercial development include facilities with visible access from the highway directly to parking and drive-through facilities. These patterns of development reflect traditional patterns of zoning, financing and property ownership. Policy 1B seeks to create opportunities to redevelop and reinvest in urban areas. The development and redevelopment opportunities along designated UBAs can work to encourage the shift of land use patterns from auto-oriented properties with individual driveways to patterns served by common accesses, nodal development and more compatibility with pedestrians and bicycles.

Policy 1B recognizes that there are varying stages of commercial development to which an UBA designation may apply and that each stage has differing abilities to comply with the policy:

- **Existing areas of commercial development.** It is recognized that existing linear business development patterns will most likely remain until such time as local zoning regulations and financing opportunities change to support redevelopment. The policy encourages incremental steps to move in the direction of meeting UBA objectives. These steps may include but are not limited to removal of impediments to inter-parcel circulation, design of intersections to address the needs of pedestrians and bicyclists, and development of provisions for good traffic progression and local transit opportunities. ODOT projects in existing areas of commercial development should not result in improvements contrary to this policy.
- **Redeveloping commercial areas.** In the redevelopment process ODOT recognizes that because of existing patterns of property ownership, implementing nodal development patterns may not be fully attainable. However, moving in the direction of implementing nodal development is encouraged and implementation of remaining UBA characteristics is strongly encouraged.
- **New commercial development.** New development within designated UBAs offers planning and development opportunities in more compact, nodal patterns that meet the objectives of UBA development.

Location. Urban Business Areas can be located within urban growth boundaries on District, Regional or Statewide Highways, but not on Interstates or Expressways. On designated Freight Routes and MPO/Regional freight systems, mobility and access interests need to be balanced through a management plan prior to an UBA designation.

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

- Consolidated access as ODOT projects take place for new development and where possible as redevelopment occurs;
- Removal of impediments to inter-parcel circulation (e.g., remove barriers between abutting businesses);
- Businesses and buildings may be set back from the highway and separated by parking lots and they may have visible access from the highway directly to parking and drive-thru facilities;
- On-street parking generally not desired or available;
- Bicycle lanes, sidewalks, crosswalks, or other bicycle/pedestrian accommodations to address safe and accessible pedestrian movement along, across and within the commercial area.

These may include stop signs, traffic signals, medians and intersections designed to serve as pedestrian refuges;

- Provisions for good traffic progression;
- Auto accessibility important to economic vitality of the area;
- Vehicular accessibility as important as pedestrian, bicycle and transit accessibility;
- Efficient parallel local street system where arterials and collectors connect to the state highway;
- Speeds that are generally 35 mph or less;
- Businesses and buildings clustered in centers or nodes for new development and where possible as redevelopment occurs.

Commercial Centers

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

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

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

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

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

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

Non-Designated Urban Highways

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

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

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

Policy 1B - Land Use and Transportation

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

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

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

- *Maintain the mobility and safety of the highway system;*
- *Foster compact development patterns in communities*
- *Encourage the availability and use of transportation alternatives; and*
- *Enhance livability and economic competitiveness; and*

- *Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan*

Action 1B.1

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

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

Action 1B.2

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

Action 1B.3

Use the following categories to designate highway segments when the concept is identified in a local transportation system plan, downtown plan, facility plan or other adopted plan and is supported by both the local government and ODOT. The categories define whether or not a management plan is required. Written management plans are required for STAs, UBAs or Commercial Centers on designated OHP Freight Routes and Regional Transportation System Plan freight systems. As OHP and MPO/regional freight routes are reviewed and updated, local governments will need to develop management plans for previously designated highway segments when updating their Transportation System Plan or other legislatively mandated planning effort. Management plans are also required for Commercial Centers on Expressways. Management planning is encouraged where not required. Written approval for any designation is required to be provided by the local government prior to designation by the Oregon Transportation Commission.

a. Special Transportation Areas

Category 1 Special Transportation Areas are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways, designated OHP Freight Routes or RTP freight systems

- Category 1 STAs may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the STA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.
- STAs located on Statewide/National Highway System (NHS) Highways that are not on OHP Freight Routes or on an MPO/Regional Freight System are eligible for designation in the same manner as District or Regional Highways although there is less design flexibility on higher-speed facilities as reflected in the ODOT Highway Design Manual.

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

b. Urban Business Areas

Category 1 Urban Business Areas are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways, designated OHP Freight Routes or MPO/Regional freight systems.

- Category 1 UBAs may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the UBA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.
- UBAs located on Statewide/National Highway System (NHS) Highways that are not on OHP Freight Routes or on an MPO/Regional Freight System are eligible for designation in the same manner as District or Regional Highways although there is less design flexibility on higher-speed facilities as reflected in the ODOT Highway Design Manual.

Category 2 Urban Business Areas are those segments that may be located on designated OHP Freight Routes or MPO/Regional freight systems. Category 2 UBAs require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

c. Commercial Centers

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

Category 2 Commercial Centers are those segments that may be located on designated OHP Freight Routes, MPO/Regional freight systems or Expressways. Category 2 Commercial Centers require a written management plan jointly agreed to by ODOT and the local government prior to designation by the Transportation Commission. Once the Transportation Commission approves the designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

d. Non-Designated Urban Highways

Non-designated Urban highway segments are the default designation for all state highways within urban growth boundaries except Interstates unless otherwise designated as an Expressway, STA, UBA or Commercial Center. There are no separate categories of non-designated Urban highways. The policy objective to efficiently move through traffic while also meeting the access needs of nearby properties will be applied. Proposed design treatments not meeting ODOT standards will require an exception.

Action 1B.4

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

- Where a local jurisdiction identifies an objective to develop land use plans and regulations reflective of OHP Policy 1B and provides written approval for a highway segment designation, ODOT may designate the highway segment prior to adoption of the land use and zoning changes.
- Where a gap exists between local plans and highway segment designation, local government planning and legislative activity should move in the direction of meeting the objectives of Policy 1B.
- Where ODOT has designated a highway segment in reliance on the support of a local government and where the planning and community development patterns remain inconsistent with or contrary to the highway segment designation, ODOT will work the local government to gain closer compliance with the policy or may modify or withdraw the designation.

Action 1B.5

OHP Policy 1B
Approved by the OTC January 14, 2004

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

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

Action 1B.6

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

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

Action 1B.7

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

Action 1B.8

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

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

Action 1B.9

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

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

Action 1B.10

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

Action 1B.11

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