Land Use and Transportation Coordination

*Final White Paper*
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Introduction

The purpose of this white paper is to explore opportunities and barriers to integrating land use and transportation systems and identify methods to: 1) enhance coordination between transit and land use agencies serving the same population and/or geographic area; and 2) improve transit-supportive land use and development requirements. This paper documents broad lessons and advice from consultants, transit authorities, and land use authorities that have familiarity with planning for transit through local Transportation System Plans (TSPs) or long-range transit plans.

The exploration is framed by four long-range plan “case studies”:

- Sunset Empire Transportation District Long-Range Comprehensive Transportation Plan;
- Pendleton Transit and Active Transportation Plan;
- City of Corvallis Transportation System Plan and Transit Development Plan Update; and
- TriMet Service Enhancement Plans.

These case studies represent recent planning projects – all of the plans listed have been completed within the last five years – and represent distinct geographic regions within the State of Oregon. The overview of these planning projects includes a summary of who was involved in each planning process, plan objectives related to implementation, and examples of how the plan guides land use decisions. The contents include key issues brought to light through interviews with participants involved with implementing the plans or who had a part in developing the plans. Individuals interviewed included local land use planners, consultants, and representatives of transit agencies, organizations, and municipal departments. Participants included staff of transit special districts and city staff whose positions include management of city transit services. The case studies provide insight into the relationship between transit development plans and local jurisdictions’ long-range plans, and between the objectives of the transit plan and local implementation through land use permitting.

The second part of the paper summarizes how local governments provide for transit through development requirements and examines existing tools available to strengthen transit-supportive provisions in local land use and development codes.
Key Findings

Key findings of this paper fall into two categories: Coordination, Communication, and Collaboration and Land Use Code Requirements. Findings under Coordination, Communication, and Collaboration are further organized under either “Long-Range Planning” or “Land Use Permitting and Implementation.” Summarized below, key findings reflect the opinions of those who shared their insights regarding plan documents and processes with which they were familiar, as interpreted and recorded by the authors of this white paper.

Coordination, Communication and Collaboration

Long-Range Planning

• The “Keep Oregon Moving” transportation funding package (HB 2017),¹ championed by representatives from all modes of transportation, validates and codifies a coordinated planning approach.

• The Oregon Department of Transportation (ODOT) is providing critical guidance, leading the way to more integrated, multimodal planning through long-range policy plans, including the Oregon Public Transportation Plan,² Transportation System Planning Guidelines,³ and the Transit Development Plan Guidebook.⁴ This guidance is intended to help local transit agencies and jurisdictions think about transportation in a more integrated way.

• Transit agencies can be effective on local TSP advisory committees. Participation provides an opportunity to advocate for transportation improvements that are consistent with transit needs as part of developing or updating a jurisdiction’s long-range transportation plan. Intimate knowledge of the long-range planning process can also help transit providers evaluate future transportation improvements and make sound determinations regarding the extent to which they are consistent with the adopted plan.

• Involving local land use planners in developing long-range transit plans presents a strategic opportunity for local land use planners to learn about transit needs and to inform and implement development code and ordinance recommendations in the long-range transit plan. (Implementation is further addressed under “Land Use Code Requirements” findings.)

• Long-range transit plans can provide clear direction to local jurisdictions regarding the nature and timing of improvements needed to support transit. Transit authorities are not able to specifically anticipate all services and facilities needed during the time horizon of the plan, nor

⁴ https://www.oregon.gov/ODOT/Planning/Pages/Guidance.aspx. The guidebook appendices include a sample Transit Development Plan (TDP) outline and a sample TPD scope of work.
do they have ownership of the roadway system on which certain improvements are recommended.

- Transportation development plans can effectively establish thresholds for improvements – “triggers” that will require transit agencies and jurisdictions/roadway authorities’ coordination between land use planning, public improvements, and transit service.

- The Statewide Transportation Improvement Fund, or STIF,\(^5\) provides the impetus for local jurisdictions and transit providers to coordinate planning for transit-supportive transportation improvements.

- Concept planning for future urbanizing areas provides an opportunity for the local jurisdiction and transit agency to coordinate, not only to collaborate on planning for land uses and densities and transportation facilities that can support transit, but also through actionable steps to set the programmatic and funding groundwork for future transit service.

**Land Use Permitting and Implementation**

- It is difficult to generalize, standardize, or replicate practices that will work for every transit agency, transit department, and jurisdiction with land use authority.

- Transit plans do not necessarily include explicit strategies guiding agencies on how to coordinate with jurisdictions with land use authority.

- Regarding notice of proposed developments that can impact transit service or improvements, personal and professional relationships between transit agency staff (or a local jurisdiction’s transit staff) and local land use planners can help establish informal but effective protocols.

- Relationships between transit agency staff and local developers may allow for effective, informal coordination regarding development and needed transit improvements.

- Formal agreements such as memoranda of understanding between transit agencies and local jurisdictions can be effective in delivering transit-supportive projects as part of larger transportation projects. Agreements can document each partner’s role and commitment,  

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As stated in the Oregon Department of Transportation’s Frequently Asked Questions ([https://www.oregon.gov/ODOT/Documents/HB2017-FAQ.pdf](https://www.oregon.gov/ODOT/Documents/HB2017-FAQ.pdf)): Keep Oregon Moving will provide over $100 million per year to improve public transportation services in both rural and urban communities in Oregon. The Oregon Transportation Commission will distribute most of the money directly to transit districts, counties, and Native American tribal governments that submit plans for how they will improve public transportation. A portion of the money will be used for connections between communities. The funding will come with strong accountability and reporting requirements, as well as with requirements to improve service for low income residents who rely on public transportation.
leveraging expertise and funding to implement physical improvements in a specific geographic area.\(^6\)

- A recent collaboration in the Metro area between the transit service provider, a local jurisdiction, and a developer is a model of successfully identifying future ridership needs and determining transit routing and stops in advance of roadway improvements supporting the new development.

- Transit provider involvement in local long-range planning and development review can increase the likelihood that the land use and transportation system are coordinated, and transit-supportive improvements are considered, during development review and permitting.

- Enhancing coordination between local planning staff and the transit provider/department as part of the development review is dependent on formal and informal relationships and established protocol, as well as staff availability.

- Increasing the opportunity for, and heightening the expectations regarding, the involvement of transit agencies or departments in land use permitting decisions has an implication for personnel resources. Existing transit agency or transit department staffing may not allow for the desired involvement in the local land use process.

- Current funding for staffing at transit agencies and jurisdictions responsible for overseeing transit planning and operations may not be sufficient to allocate staff time to both long-range projects and current planning proposals where transit may be affected.

**Land Use Code Requirements**

- The new Transit Development Plan Guidebook acknowledges that long-range transit plans may include transit-supportive amendments to local comprehensive plans and land development codes as an element of their implementation plans.\(^7\)

- Reference publications such as Transit in Small Cities and the Cool Planning Handbook\(^8\) provide guidance to jurisdictions interested in enabling and promoting transit-supportive land use and infrastructure.

- Codified prerequisites that require notification to transit agencies of proposed land use decisions can help ensure that land use and transit needs are coordinated. It is more effective to have transit agency/department involvement early in the land use approval process so that alternatives and improvements can be discussed that are mutually beneficial to both the

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\(^6\) An example is a recent memorandum of understanding between the Portland Bureau of Transportation (PBOT) and TriMet to concurrently implement sidewalk improvements and facilitate enhancements to bus service on 122nd Avenue. This is a model that can be replicated elsewhere in the service area.

\(^7\) The guidebook introduction identifies comprehensive plan and land use code amendments as implementation items that “could” be included in a TDP, as distinguished from those that “should” be included in a TDP. The reason for the distinction is not overtly stated. The sample scope of work in Appendix D of the guidebook includes development of comprehensive plan and land use code amendments as tasks in the TDP process.

\(^8\) Both publications can be found on the State’s Transportation and Growth Management Program website: [https://www.oregon.gov/LCD/TGM/Pages/publications.aspx](https://www.oregon.gov/LCD/TGM/Pages/publications.aspx).
development project and transit service. Being a part of the application review process and providing input prior to public hearing and land use decision stages will yield better land use decisions as they relate to transit.

- Transit-related requirements in land use codes are typically triggered by land division, conditional use permits, and design review. Other procedures and tools need to be in place for proposed uses that are allowed outright and not subject to a land use permit, but that may have an impact on transit facilities and/or services not anticipated by the long-range transit development plan (e.g., building permits).

- The number of existing or expected employees at a proposed new development or relocation site would be a useful “trigger” for requiring transit agency involvement and requirements related to transit. If the transit agency can be involved early in the siting process, it may be able to suggest opportunities to provide new or enhanced transit service to the site.

- A commitment to a timeline for updating local codes and ordinances consistent with the long-range transit plan’s policy and code recommendations can bridge long-range transit planning and current planning at the local level. Actions by jurisdictions with land use authority are key to implementing plan policy and code recommendations through local development requirements.

- Local development code requirements related to transit commonly contain provisions that require discretion in decision-making. Such requirements may be disputed, discarded, or litigated when considered in association with development applications that provide needed housing.\(^9\)

- Having transit-supportive code is of limited effectiveness if there are not established relationships and routine coordination between city and regional transit service providers and city planning.

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\(^9\) Pursuant to State Statute, local governments must adopt and apply clear and objective standards, conditions and procedures regulating the development of needed housing. “Needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes (ORS 197.303, [https://www.oregonlaws.org/ors/197.303](https://www.oregonlaws.org/ors/197.303)).
Case Studies

The following four planning projects provide a framework in which to explore coordination between land use and transit authorities:

- Sunset Empire Transportation District Long-Range Comprehensive Transportation Plan;
- City of Pendleton Transit and Active Transportation Plan;
- City of Corvallis Transportation System Plan and Transit Development Plan Update; and
- TriMet Service Enhancement Plans.

The Overview for each case study provides a high-level summary of the plan, including scope and objectives, the geographic planning area, and the adoption/completion date of the resulting plan. Included under Coordination are the jurisdictions and agencies involved in plan development, as well as those with responsibilities related to plan implementation, via future land use planning and permitting. Recommendations and Outcomes identify specific direction the plan provides, potentially via policy or projects, which have a bearing on land use and transportation coordination. Finally, the Implementation section for each case study describes local regulations or practices that were helpful in the development of the plan and/or are currently helpful in its implementation.

Sunset Empire Transportation District Long-Range Comprehensive Transportation Plan

Overview

The Sunset Empire Transportation District (SETD) operates public transportation for the population centers of Clatsop County along the US 30 and US 101 corridors and provides connections to Columbia and Tillamook Counties. The primary jurisdictions in the SEDT service area include Clatsop County, Astoria, Warrenton, and Seaside. The smaller communities of Gearhart and Cannon Beach are also in the service area. The SEDT Long-Range Comprehensive Transportation Plan (“plan”), adopted in 2016, includes recommendations related to changes to routes, schedules, passenger information, transit vehicles, and performance tracking.

Chapter 2 of the plan sets out the context for SEDT planning, including an overview of local zoning and comprehensive plan policies from each of the jurisdictions that SEDT serves (Land Use, p. 2-16). Positing that transit cannot succeed without a concentration of residents, jobs, and/or customers, the plan finds that the largest communities of Clatsop County include some high-density housing,

commercial areas, retail districts, and low-density housing. Figure 2-13 in the plan shows residential densities allowed in the zoning codes; findings state that Astoria’s density metrics all meet or exceed thresholds for 60-minute service, as do most of the moderate or higher density metrics in other jurisdictions (the exception is the intermediate-density zone in Warrenton). The plan also notes attractors in the service area, including a planned regional Walmart.

The plan includes an assessment of local comprehensive plan policies, which evaluated how well adopted plans met the following three best practices for transit-supportive policies:

- Reflect the objectives and recommendations from the SETD Transportation Plan;
- Provide consistency with State transportation planning rules related to transit; and
- Generally support and promote transit in communities within the SETD service area.

The plan documents how existing local policies compare against 11 recommended “model” policies drawn from the Oregon Transportation Planning Rule (TPR)\textsuperscript{11} and other local TSPs. The plan concludes existing policies do not provide the level of specificity and direction that would support SETD planning efforts.

The review of local development code requirements focused on the following:

- Coordination with transit agencies – during all stages of the development review process.
- Access to transit and transit-supportive facilities – including making walking and bicycling safer and more comfortable.
- Multimodal elements (vehicle parking, bicycle parking, and urban form) – including how other modes of transportation access a development site and support transit.

The plan also includes an assessment of each jurisdiction’s development code language as it relates to recommended “model code” language.\textsuperscript{12} The review revealed limited support for transit in current land use (development code) requirements.

As articulated in Chapter 7, SETD has six goals and 17 objectives guiding transit decision-making. Land use coordination is articulated in the objective to “(m)atch service types to appropriate land use densities,” under Goal 1, Efficiency: Provide cost effective public transportation.

Chapter 8 details the long-term (20-year) vision for each SETD route, including the programmatic support and capital investments needed to support the service. The Summary of Recommended Roadway/Signal Improvements table identifies the applicable agencies/jurisdictions that SETD

\textsuperscript{11} [https://secure.sos.state.or.us/oard/displayChapterRules.action?selectedChapter=124](https://secure.sos.state.or.us/oard/displayChapterRules.action?selectedChapter=124).

\textsuperscript{12} Based on TPR transit-related benchmarks and language recommended in the State of Oregon Transportation and Growth Management Model Development Code for Small Cities, 3rd Edition.
would need to coordinate with to identify and secure funding for specific improvements. This chapter includes a section describing the role of transit-supportive land use (p. 8-30)\(^{13}\) and the focus on “primary transit corridors” where future investments in service capacity, frequency, and amenities “help support a long-term policy goal of providing service that is frequent enough to be convenient.”

**Coordination**

The SETD Long-Range Comprehensive Transportation Plan planning process involved both SETD staff and representatives from each of the jurisdictions served by SETD. SETD staff comprised the Project Team and had principal responsibilities in the development of the plan. A SETD Senior & Disabled Advisory Committee member and a SETD Board member sat on the Project Advisory Committee (PAC). Except for Gearhart, all of the jurisdictions in the service area were also represented on the PAC, including local land use planners and public works staff.

Chapter 6 of the plan lists the identified transportation needs in the community. The following items are listed under “Organizational/Coordination”:

- Uses that have located away from major transit corridors require significant deviations and increase travel time for all riders.
- It is necessary to get multiple services to communicate/coordinate and prioritize improvements to the built environment (sidewalks and bike access).
- Transit is not always “at the table” during the development process.

Programmatic Support for the planned system outlined in Chapter 8 features a list of Community Outreach action items. Items include working with major employers (Seaside Providence Hospital, Clatsop Community College, and Columbia Memorial Hospital) to help meet future transit needs and reaching out to seasonal employers (Hallmark and Mo’s) to determine interest in purchasing bus passes for employees. Coordinating with local land use authorities is not specifically identified as part of programmatic support. For example, actions related to employer expansion (such as Columbia Memorial Hospital’s plans) and removing RV parking at locations served by SETD in order to encourage bus trips into town would be subject to local land use regulations and planning department staff review. The description of Transit-Specific Improvements under Capital Improvements in Chapter 8 also includes items that will require some level of coordination related to land use permitting, such as locating new park-and-rides, transit centers, and bus shelters.

While there are no formalized coordination procedures in the plan, land use/transit coordination is regularly occurring in Clatsop County. SETD is tracking development permitting in the county and is

\(^{13}\) This is also addressed in Vol II, Section E, Memo #3: Land Use and Transportation Needs, Figure 3-2: Characteristics of Transit-Supportive Land Use.
participating in land use decisions, actively advocating for transit-related improvements through the development permitting process. Coordination is occurring between SETD and local planners due in part to SETD’s clearly expressed interest in information about land use applications that might impact transit service. Where SETD staff has an established relationship with a community, notification can happen informally, through telephone calls or email, even before public notice of a pending decision. In addition to the important public sector relationships, SETD is also regularly communicating with the development community and actively exploring ways to integrate transit into new projects. SETD staff is also participating in state level planning projects such as the Transportation System Plan Guidelines update and, previously, the Transit Development Plan Guidebook project and is part of the progression towards more integrated, multimodal transportation system planning.

Recommendations and Outcomes

The SETD Long-Range Comprehensive Transportation Plan recommendations are focused on specific service enhancements (Chapter 8), but also include an intention to focus intensive land uses along corridors. The expectation is that local jurisdictions will focus land use planning, encouraging dense and/or transit-intensive land uses, along identified corridors (Figure 8-21). SETD’s role is identified as providing direction to local jurisdiction engineers and planners about where street rights-of-way should be designed and managed to help maintain transit operating speed and reliability.

The policy and code assessment summarized in Chapter 2 of the plan includes model language that can be used to enhance locally adopted plans and requirements. Part of the intent for providing model policy and code language was to give jurisdictions the opportunity to more fully integrate all modes of transportation into land use decisions. The proposed language illustrates that the land use planning and development process can support transit directly as a mode or indirectly by encouraging other modes, such as connections to transit made by walking and bicycling.

Plan recommendations had direct implications for local long-range transportation planning. Because of the level of growth that Warrenton was experiencing at the time of the plan’s development, specific adoption-ready language was developed for this jurisdiction (Volume II, Section G). This language will be considered as part of the implementation phase of the City’s TSP update. The Gearhart TSP was developed after the adoption of the SETD plan and the two plans are consistent regarding recommended transit improvements in Gearhart. SETD staff serves or served on the technical advisory committees for both local TSP planning projects.

Implementation

SETD staff cited two examples where the plan has provided the basis for transit improvements associated with new development in Warrenton. The first was the new regional Walmart, where the developer paid for a new bus shelter. The second was a negotiated off-site improvement
related to a large residential development on an existing bus route, which also resulted in a new bus shelter.

Successful implementation of transit improvements is also occurring as a result of updated local TSPs. In an example in the SETD service area, a development application did not include an improvement associated with a new bus shelter called for in the 2018 Gearhart TSP. SETD identified the shelter as a needed improvement through the development approval process, which was supported by the City’s legislatively adopted local TSP and, thus, was a defensible condition of approval. Since the adoption of the local TSP, Gearhart also has robust transit policies in the Transportation chapter of the City’s Comprehensive Plan, including policies that require coordination with SETD.

Pendleton Transit and Active Transportation Plan

Overview

The City of Pendleton’s 2016 TSP update specifically focused on active transportation and transit. The update was part of a final periodic review\(^{14}\) phase for the City’s Comprehensive Plan. The City’s objectives in updating the transit, bicycle, and pedestrian components of the TSP included identifying infrastructure, policy, and programming actions that create a safe and efficient environment for these forms of transportation. The planning process included designing for active transportation modes and exploring opportunities for improving and expanding the existing multi-use trail system, improving access to transit stops, and identifying park-and-ride and/or park-and-pool facilities. The resulting Pendleton Transit and Active Transportation Plan\(^{15}\) includes identified improvements (project prospectus sheets), supportive Comprehensive Plan policies, and transit-supportive modifications to the City’s Unified Development Code (UDC). Transit improvements are detailed in Section 4 of the plan.

Active transportation and transit policies were developed as part of the planning process, consistent with the project goals and objectives and were subsequently adopted by the City, also in 2016. Generally, these new policies supported increasing the opportunities for people to walk, bike, and take transit in Pendleton. The City also updated the UDC (Ordinance 3485) to reflect the outcomes of the TSP update, including:

- Multi-family residential, commercial, industrial, and institutional development requirements to provide pedestrian access to existing or planned transit stops.
- Allowing redevelopment of parking spaces and parking areas for transit-related uses.

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\(^{15}\) Plan is still draft as of this writing, see [https://pendleton.or.us/community-development/tsp-update-pedestrian-bicycle-and-transit](https://pendleton.or.us/community-development/tsp-update-pedestrian-bicycle-and-transit) for more information.
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- Requiring carpool and vanpool parking spaces in larger employee lots.
- Requiring proposed development adjacent to an existing or planned transit stop to provide for access to and improvements for transit service, consistent with an adopted transportation or transit plan and in coordination with the transit service provider.

Coordination

The Pendleton Transit and Active Transportation Plan planning process was directly guided by an Advisory Committee (AC) and other project stakeholders. The AC was comprised of key stakeholder agencies, including the City of Pendleton, Umatilla County, and ODOT. The project stakeholders included community leaders, local business owners, and residents. Participants included Pendleton’s Finance Director whose responsibilities include overseeing the City’s transit service and the Planning Director for the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) whose department oversees regional transit service.

Kayak Public Transit Services is funded and run by the CTUIR. Kayak provides a fixed-route service to cities and counties in the vicinity of the Umatilla Reservation, located east of Pendleton. Kayak service includes stops in Pendleton at Til Taylor Park, City Hall, and Walmart. While the service is to facilitate travel for Tribal members, Kayak is available to all riders free of charge. The City of Pendleton funds and manages on-demand transit service in the city. The Pendleton Let’R Buck Van service is contracted through a local taxi company and operates from 7:00 am to 7:00 pm, Monday through Friday. The City has applied for two separate State grants that would fund a deviated fixed-route system. This service will provide a local counterpart to Kayak regional services.

Because fixed-route transit service is in the planning stages for the City, it is not clear how City service will relate to existing Kayak service. To date there has not been coordination between the regional and local transit providers regarding existing or future services or transit-related improvements. It is also not clear if coordination between land use planning and transit planning is occurring as part of development permitting within the City.

Recommendations and Outcomes

The Transit and Active Transportation Plan includes recommendations pertaining to inter-agency coordination, including a “High” priority project to establish formal quarterly check-ins between the City and Kayak (Table 4-1, Project #T6). In addition to the transit-supportive UDC amendments adopted as part of the Transit and Active Transportation Plan, the City has coordination requirements that can highlight transit needs during development review. Pursuant to the UDC, the City encourages development applicants to schedule a pre-application conference. A pre-

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16 As proposed, this service would be very similar to project T-17 and T-18 in Table 4-1 (Transit Projects) in the Transit and Active Transportation Plan. Transit service in the city would involve a City-run bus on a fixed route, with six trips a day, which could deviate with advance request/scheduling.
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application conference is a requirement for subdivisions and partitions. This meeting is held between the developer or developer’s agent and City staff and may include other parties, including “representatives of other public and private agencies affected by the proposed development.”

Despite this coordination opportunity, historically pre-application conferences have not included Kayak representatives. CTUIR is not routinely contacted to participate in local land use planning actions that may have an impact on the fixed-route ridership or service.

The City’s transit program does not have a full-time staff and is operated out of the Finance Department. It is not current practice to coordinate with the Planning Department regarding future transit service enhancements and land use permitting that may have impacts on the service. Opportunities for interdepartmental coordination may present themselves once grant money is secured and the City finalizes the proposed route for the new deviated fixed-route transit system.

Implementation

To date, fixed-route transit service has been limited to Kayak, which is the responsibility of CTUIR and operated for the benefit of Tribal members commuting in areas on the Reservation and in surrounding communities. With a focus on regional connections, service is not extensive in the City of Pendleton. CTUIR is engaged in activities with other transit providers to coordinate service in the region, such as Milton-Freewater transit service and the Morrow County / Port of Morrow shuttle, but to date has not engaged Pendleton on any projects or initiatives.

Assuming that the City’s grant funding requests are approved to start a locally-run fixed-route system, there may be more interest in coordinating the regional route with the local route. A fixed-route system may also bring more awareness of the land uses along the City-run route and potential opportunities to implement improvements that are consistent with the Transit and Active Transportation Plan. However, unless the State grants include funding for staffing or other funding for staffing is secured, City coordination both externally (with the regional provider) and internally (with Public Works and Planning) will likely be hamstrung by the lack of City personnel solely dedicated to providing transit service.

Regarding coordination with City land use planning, not all development permit applications have implications for transit ridership. However, development in areas of new growth (such as urban growth boundary amendments) and the (re)location of large employers should be targeted for opportunities to increase transit access and ridership. There may be future opportunities to coordinate land use decisions with both the regional transit provider and the City’s transit staff to the benefit of employees. In particular, transit service and improvements coordinated between large employers, Kayak, and the City can be promoted as a significant employee benefit.

17 Ordinance 3845, City of Pendleton Unified Development Code, Section 10.05.1 Pre-Application Conference.
City of Corvallis Transportation System Plan Update and Transit Development Plan (in progress)

Overview
The City of Corvallis began the process to update its TSP in January 2015, with expected completion in 2018. The current TSP was adopted in 1996. The planning project was initiated to address impacts related to growth in the community since that time, including development on the Oregon State University (OSU) campus, and to develop plans that provide guidance for how and where transportation facilities and services will be needed to accommodate anticipated growth over the next 20 years.

In conjunction with the TSP planning effort, the City is developing a Transit Development Plan (TDP) that will inform investment in the Corvallis public transportation system. The City does not currently have a long-range transit plan. The Corvallis Transit System is City-run and managed through the Transportation Services office in the Public Works Department, which is within the Engineering and Transportation Division.

Documents produced to date that directly relate to transit and the eventual recommendations in the TDP include:

- Technical Memorandum #8: Existing Transit Conditions and Baseline Performance
- Technical Memorandum #13: Future Transit Conditions
- Technical Memorandum #18: Transit Solutions
- Technical Memorandum #20: Transit System Recommendations
- Corvallis Active Transportation Toolkit

These documents are expected to be included in a technical appendix, or “volume,” as supporting materials to the adopted TSP and/or TDP. The transportation modeling, which was coordinated with ODOT’s Transportation Planning and Analysis Unit, confirms that the growth areas are outside of where transit service exists today. It is not expected that land use designations will be modified through the TSP/TDP planning process. One of the challenges of the TDP will be to develop a phased, financially realistic plan for extending service to new growth areas.

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19 [https://www.corvallistsp.org/](https://www.corvallistsp.org/).
20 [https://fa.oregonstate.edu/university-land-use/osu-district-plan](https://fa.oregonstate.edu/university-land-use/osu-district-plan).
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Coordination
The City Council appointed a Steering Committee (SC) to provide a community perspective to the process of developing the TSP update and the TDP. Among other interests, SC members represent a major employer (Safeway), OSU, a neighborhood association (South Corvallis), and the City’s Planning Commission. The SC’s role is to develop recommendations to the Project Management Team (PMT) and the City Council. A Technical Advisory Committee (TAC) also provided input. Membership on the TAC included City staff from a variety of departments (including Planning and Transportation Services), Oregon Cascades West Council of Governments (Linn, Benton and Lincoln Counties), and Corvallis Area MPO (CAMPO). The Corvallis Transportation Services Supervisor represented transit interests on the TAC.

Recommendations and Outcomes
The anticipated outcome of the planning process is two separate plans with recommendations that rely on some of the same background analysis. These plans will have recommended transportation and transit projects and programs. In addition, the project scope of work anticipates that there will be proposed amendments to the City’s Comprehensive Plan and Land Development Code (LDC) necessary to implement the plans. Updated policy language related to transit is expected to reflect the multimodal goals and objectives set out for the TSP and TDP process.

An evaluation of the LDC, conducted in an early phase of the TSP/TDP planning process, confirmed that the City has transit-supportive development requirements, including Section 4.0.50 (Transit Requirements), which requires on-site walkway connections to an existing or planned transit stop. The evaluation found that the code could be strengthened in the following ways:

- Include transportation facility and service providers and operators in notice requirements for applications that may affect a transportation facility or service.
- Invite transportation facility and service providers and operators to participate in or provide comments on a pre-application meeting. (These meetings are informal and voluntary pursuant to existing code, so no code provisions are proposed related to this recommendation.)
- Add bicycle parking requirements for transit stops and transit centers, and for commercial uses such as general retail services and business and professional services in Section 4.1.30. Consider developing supportive policy statements to be included in the TSP/Comprehensive Plan, including language regarding ongoing maintenance and funding.

Transportation Services is the City agency responsible for City transit services. It is part of the Public Works Department, which has a core role in development services and land use permitting. As a

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City agency, Transportation Services staff has direct access to departments with land use permitting functions. Permitting coordination can be formalized through straightforward code modifications.

Unlike an independent transit agency that has decision-making authority granted directly by a City Council or Board of County Commissioners, Corvallis Transportation Services is under the Public Works Department, which is in the Engineering and Transportation Division. Transit is not the primary responsibility of a single agency or department head, but rather just one of the many responsibilities of the City’s Public Works Department.

**Implementation**

Transit-related development requirements are reportedly invoked regularly and the City is getting needed improvements where developments are proposed in the vicinity of existing or planned transit routes. Proposed policy and LDC language that results from the TSP and TDP planning process is expected to strengthen the City’s commitment to integrating land use and transportation decisions. In particular, recommended code language will require better inter-departmental and agency communication as part of the land use application and decision process. Recommended changes will also allow for greater participation by the City’s Transportation Services staff at an earlier (pre-application) stage of the development review process. Thus, the LDC changes will only improve coordination related to land use applications and decisions that require land use approval. However, there are no such codified or formalized procedures for projects that need only a building permit but that nonetheless have implications for transit facilities and/or services.

In addition to the TSP/TDP implementation recommendations, the City is intending to undertake a code update to address Statewide Planning Goal 10 (Housing). The City recognizes that code provisions related to transit include discretionary language; there must be clear and objective approval standards for developing proposed needed housing.23 The City will be considering amendments to bring the LDC into compliance with State requirements for clear and objective housing approval standards.24 This may result in changes to codified transit requirements.

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24 Many cities will be applying to Department of Land Conservation and Development for funding assistance related House Bill 4006, passed by in 2018 by the Oregon Legislature and allocates $1.73 million in new funding for housing planning. The will be providing technical assistance to cities for the following work: (1) Housing Needs Analysis; (2) Code Audits; (3) Code Updates; (4) Housing Strategies Implementation Plans.
TriMet Service Enhancement Plans

Overview
In 2012, TriMet began a community engagement process to help shape a shared vision for the future of transit in the region. The objective was to identify stakeholder needs, both existing and future, and to propose how to restructure current service and design new service to meet those needs. The visions and recommendations that result from the Service Enhancement Planning process are intended to guide how TriMet provides and grows transit service in the future. The first completed, the 2013 Westside Service Enhancement Plan, is a future transit vision for Beaverton, Hillsboro, Cornelius, Forest Grove, and unincorporated Washington County north of Scholls Ferry Road.

Coordination
For each Service Enhancement Plan, TriMet engaged in discussions with each affected local jurisdiction, including land use planners, for insight into where future employment and residential development will occur, and where and when significant infrastructure will be provided that could support transit service. As articulated in the Westside Service Enhancement Plan, implementation of the plan depends on the ability to pay for the costs associated with the service enhancement (e.g., labor, vehicles, etc.). Jurisdictions can influence the timing of service enhancements; local commitments to fund pedestrian and transit priority improvements can help guide which plan recommendations occur first. Ridership growth is most likely to occur if service improvements are packaged with upgrades to the pedestrian environment. TriMet intends to partner with jurisdictions to increase transit service in concert with the pedestrian improvements illustrated in the Service Enhancement Plans.

In addition to service enhancements and improvements, the Service Enhancement Plan identifies opportunities for partnering with the public agencies and the private sector to improve access to transit including walking and biking to bus, MAX, and WES stations. Identified “opportunities for action” commit TriMet to partnering with local cities, Washington County, and ODOT to improve the pedestrian environment, but clearly place responsibility on cities and counties to make “pedestrian improvements a higher priority and invest more of their transportation funds in improvements.”

The Service Enhancement Plans are not adopted by TriMet’s Board of Directors. However, the visions and recommendations that result from the Service Enhancement Planning process are the basis for the improved transit service envisioned in the Climate Smart Communities Scenarios

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project and the 2014 Metro Regional Transportation Plan (RTP). The RTP is implemented through local plans, policies, and projects. Transit needs are also considered during development permitting at the local jurisdiction level and transit-related improvements can be included as conditions of approval.

Recommendations and Outcomes
TriMet staff is invited to participate in long-range planning at the local level, including during the update of local TSPs and development of town center master plans and concept plans for urbanizing areas. Implementation of these plans typically includes recommended modifications to local land use and development codes. TriMet reviews changes to local land use requirements as they relate to transit either as advisors to the planning process or as noticed reviewers of plan and code amendments. TriMet planners are also invited to participate in development permit review where transit facilities may be directly impacted. This includes where a proposed development is on a bus route or includes an existing stop. The TriMet planner’s role is to ensure that what is proposed complies with both the agency’s long-range plans and short-range service plans. Conditions of approval related to transit can be provided to the jurisdiction to include in the staff report.

While many Metro-area jurisdictions have requirements tied to proximity to existing or planned transit, actual coordination with local development services is not guaranteed where proposed development is not already served by transit. TriMet may not be identified as a stakeholder during local development review where there are not existing transit services or facilities. The notable exception is where there are parking reductions available with the presence of frequent transit service. In Portland, there is a parking exemption (i.e., no parking required) for proposed development within 500 feet of a frequent service transit line, which is defined as 20-minute service during the peak hours. In cases where the service does not already exist within the City of Portland, the Portland Bureau of Development Services or the development applicant will contact TriMet regarding the likelihood of future service to the site to determine if the project is eligible for the exemption. This sought-after coordination may be more prevalent in urban areas experiencing intense development pressure, but parking reductions where active transportation accommodations are made through development is a well-known tool in the Metro area.

27 Similar parking reductions are available in other jurisdictions in the Metro area, including Washington County and the cities of Beaverton and Gresham.
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Washington County, for example, has long-standing adopted parking code that allows for parking reductions in association with access to transit.28

At the jurisdictional level, stronger coordination between the long-range planners who are familiar with proposed improvements and development services planners could improve the likelihood that current planning projects are consistent with planned enhancements and service. Even where future transit needs are not anticipated or identified by a long-range plan or planned projects, positive outcomes can occur as a result of the development permitting process. During this phase, knowledgeable staff and stakeholders can articulate the opportunities for site improvements related to transit and can influence what ultimately gets built. TriMet benefits from being part of the development review conversation at the local level.

Implementation
Coordination between TriMet and local jurisdictions when implementing capital improvements at the project delivery phase can result in significant efficiencies in delivering transportation projects that benefit transit. There are opportunities for better coordination between TriMet and local jurisdictions. New efforts in planning for transit come with the passage of HB 2017 (Keep Oregon Moving Act) and the establishment of a new dedicated source of funding for expanding public transportation service in Oregon. The Statewide Transportation Improvement Fund, or STIF, provides the impetus for coordinating the prioritization of needed infrastructure. At the local level, enhanced coordination also means ensuring that the needs of transit are considered early enough in the design process, before projects are too far along to make reasonable accommodations.

In areas planned for future urbanization, there is an opportunity for local jurisdictions to explore ways to partner with transit providers and the private sector to better prepare for future transit service. This planning would ideally happen during land use concept planning and could address funding, types of service/phasing, and commitments by participating parties.

A memorandum of understanding with Portland Bureau of Transportation (PBOT) to implement coordinated transportation improvements on 122nd Avenue is an innovative way that TriMet has helped deliver improvements that are consistent with the Service Enhancement Plans concurrently with development. Long-range planning by both parties laid the foundation for these improvements and local activism, including support for a local sidewalk inventory, articulated neighborhood-level support for the changes. Another example of collaboration resulted in recent enhanced bus service to the Troutdale Reynolds Industrial Park. In this case, TriMet, the City of

28 After undertaking a parking “right sizing” project, Washington County requirements were updated to increase allowances and flexibility for granting parking exemptions. Proposed Ordinance No. 827, amending portions of Washington County’s Community Development Code related to parking and loading standards was filed July 13, 2017. See https://www.co.washington.or.us/lut/divisions/longrangeplanning/parking-code-regulations.cfm.
Troutdale, and the developer of the FedEx site worked together to identify and meet the needs of employees at the industrial park.29 This coordination enabled transit enhancements to be considered when needed roadway improvements were determined, in advance of roadway construction.

Enhanced Transit Corridor Planning is another way that TriMet partners with local jurisdictions to implement the ideas in the Service Enhancement Plans.30 Enhanced service relies in part on having the dedicated roadway to accommodate and prioritize transit in crowded, congested corridors (i.e., give preference to transit). This requires close coordination with local land use planners and engineers to communicate the trade-offs to the community and secure the needed right-of-way to execute planned service routes.

Implementation challenges have come from difficulties coordinating with large institutions and other large employers, in particular prior to siting new or relocated operations. Locating employees where there is no current transit service or where the provider cannot justify services is a detriment to employees, limiting their transportation choices and increasing their transportation costs. Other negative outcomes include increased pollution, congestion, and wear on the street system. Transit access should factor into siting decisions, but TriMet is not included in the locational decisions.

While more involvement by the service provider staff and transit planners is beneficial – whether assisting with long-range plans, development review, or site selections – increased involvement has an impact on transit agency and department staffing at the local level. Regardless of whether it is city staff responsible for overseeing transit within a single jurisdiction or a transit agency providing services to multiple jurisdictions, current funding may not support allocating staff time to both long-range and current planning in every instance where transit may be affected.

Regulatory Tools

Overview
Local requirements related to transit services and facilities are found in adopted transportation plans and in zoning or development codes and ordinances. Pursuant to the State’s TPR (OAR 660, Division 12), transit is a required element of local TSPs; jurisdictions larger than 25,000, where the area is already served by a public transit system or where a public transit system is feasible, must have adopted land use and subdivision regulations that support transit. Modifications of local requirements that enhance access to transit and mandate transit-related improvements typically occur as part of a long-range planning project. Local transit needs are routinely considered during local TSP development or updates. Updates to a local TSP can be comprehensive, addressing all modes and the entire jurisdictional planning area, or can be more area-focused, such as transportation needs related to master planning for urban areas, neighborhood plans, or revitalization plans. As the SETD Comprehensive Transportation Plan case study demonstrated, updates to transit-related requirements may also be directly or indirectly the result of recommendations from a long-range transit plan.

In local long-range plans (e.g., TSPs and area plans), transit elements include type, location, and, to a lesser extent, design of transit facilities. Development requirements may include conditions or criteria related to multimodal access to transit, coordination with transit providers, transit stop improvements associated with development, and building or site orientation. A summary of available tools that have been used to update local development requirements can be found in Appendix A.

Recommendations
Many jurisdictions currently have code requirements related to coordinating with transit providers and/or provisions requiring development to consider access to, and facilities accommodating, transit. Recommended development requirements associated with TSP updates typically address transit needs and are routinely adopted as part of plan implementation, through the TSP hearing process. Long-range transit plans include direction to local jurisdictions on what policy and code modifications could best implement transit recommendations, but local jurisdiction involvement in developing these plans does not typically include adopting code amendments. Implementing transit-supportive requirements would benefit from a commitment to a timeline for updating local codes and ordinances, memorialized either in the transit plan or as an outcome of the planning process.

31 https://secure.sos.state.or.us/oard/displayChapterRules.action?selectedChapter=124.
Efforts to strengthen local development codes to better support and enhance transit will continue to be a focus of transportation planning. However, from interviews conducted for this paper, the presence or quality of development-related requirements related to transit is not an issue. Enhanced coordination with the transit provider/department as part of the development review is desired, but whether that coordination takes place is not dependent on code requirements, but rather formal and informal relationships and protocol and staff availability.

Revealed through conversations with transit providers/departments and local planners is the fact that there are land use developments that have an impact on transit service, but that are not subject to land use approval. Transit coordination and improvement requirements codified in local zoning ordinance or land development code will not address proposed redevelopment and new development proposals that do not require a land use permit. Another tool is needed to ensure that transit is considered in, for example, change-of-use or building and occupancy permits related to large employers or residential buildings.

The research and interviews also illuminated a potential issue with discretionary requirements in adopted local code, as well as related model language (see tools in Appendix A for examples). Requirements such as providing “reasonably direct” connections to transit and providing transit improvements “where practicable” are not legally defensible.
Conclusions & Next Steps

A number of key findings in this paper confirm the efficacy of many approaches and tools currently employed to coordinate transit and land use planning. In long-range planning, the State continues to support coordinated transportation planning through ODOT guidebooks and TGM resources. Transit representatives and local land use planners – representing both long-range and current/development planning – can be invaluable resources on advisory committees charged with developing and updating long-range transportation and transit plans. Ensuring that local land development includes needed transportation improvements and that uses will support transit ridership will continue to be guided by the implementation recommendations resulting from local TSP and long-range transit plan projects. TSP adoption and implementation often includes related local code update adoption; transit plan recommendations regarding code updates typically lag behind plan adoption with no clear timeline. Model code language and numerous local code examples exist that exemplify transit-supportive development requirements. However, research suggests that existing requirements can be made more clear and objective to support defensible local decisions. Conversely, in some cases there is a need for transit requirements to be flexible. For example, where there is no detailed long-range transit plan governing transit service and future facility needs local guidelines may yield site-appropriate transit improvements through the development process more effectively than codified requirements.

This paper also identifies areas where the needs of the transit provider could be better coordinated with local land use and development. There is clearly a relationship between the level of communication and involvement of transit providers in the local development approval process and the availability of staff and budget. However, there are no specific recommendations that could adequately address the various types of organizational structures represented by the case studies. Personal relationships between transit agency/department staff and local land use planners, as well as contact with local developers and the business community, can help ensure that transit improvements are implemented. Here, too, it is difficult to generalize, standardize, or replicate practices that will work for every agency or jurisdiction. Tools that can formalize roles and responsibilities in providing transit improvements and enhancing service include memoranda of understanding and intergovernmental agreements. These are tools have been successful for TriMet in getting transit-supportive projects built and, although not widely used, may be applicable in other areas.

The following suggested “next steps” are based on these over-arching themes and supported by the key findings of this white paper. Implemented, they can both demonstrate common practices and leave room for adaptation in different situations around the state.

- **Update model code language.** Explore opportunities to partner with DLCD to update transit-related code language as part of the upcoming housing technical assistance grant program.
Clarifying ambiguous and subjective code language (i.e., requirements that are not clear and objective) will presumably be a focus of DLCD technical assistance grants for code audits and code updates.

- **Create model guidelines for development approval.** Create local land use guidelines to incorporate transit considerations as part of development review. Like the development application review checklist in Transit in Small Cities, these guidelines would ensure that comprehensive lists of transit-related questions are considered. Guidelines could also distinguish typical clear and objective standards and conditions of approval from discretionary “transit-friendly” design elements. Explore other permitting processes (e.g., building permit and occupancy) where transit requirements can be considered and identify logical thresholds for requirements (e.g., projects over a certain square footage, project value, and/or number of employees).

- **Develop long-range transit plan implementation recommendations.** Document model implementation “next steps” to help transit providers and local agencies move forward with their plans. This could take the form of model scope of work language and/or recommended plan language that documents both agency and local steps, following plan completion and, as appropriate, adoption. Specific timeframes for local adoption and strategies for ongoing coordination between transit provider and jurisdiction are not well documented in transit plans currently.

- **Develop a “best practices” local agreement white paper.** Define how memoranda of understanding and intergovernmental agreements can help deliver transit improvements and enhance service. Identify transit providers that have used similar techniques outside of the Metro area. Identify universal elements and develop checklists and model language, if appropriate.

- **Develop a “best practices” coordination white paper.** Explore the formal and informal ways communication occurs between transit agency/department staff, public sector staff (engineering, land use planning, finance, etc.), the development community (developers and business organizations), and non-profit and social service agencies. Best practices could be identified based on agency type and size.
Available Tools

Transit-supportive local development requirements may include conditions or criteria related to multimodal access to transit, coordination with transit providers, transit stop improvements associated with development, and building or site orientation. Available tools that have been used to update local development requirements are summarized below.

Transportation Planning Rule

TPR Section -0045(4)\(^{32}\) contains requirements that are focused on supporting transit. These requirements are applicable to urban areas with populations greater than 25,000, where the area is already served by a public transit system or where a determination has been made that a public transit system is feasible. Department of Land Conservation and Development (DLCD) staff’s interpretation is that this section is applicable to jurisdictions where public transit is feasible or is already existing or planned, regardless of population size. Where local jurisdictions’ development requirements do not already address Section -0045(4), recommended modifications have included a locally-tailored version of the TPR language:

(a) Transit routes and transit facilities shall be designed to support transit use through provision of bus stops, pullouts and shelters, optimum road geometrics, on-road parking restrictions and similar facilities, as appropriate;

(b) New retail, office and institutional buildings at or near major transit stops shall provide for convenient pedestrian access to transit through the measures listed in paragraphs (A) and (B) below.

(A) Walkways shall be provided connecting building entrances and streets adjoining the site;

(B) Pedestrian connections to adjoining properties shall be provided except where such a connection is impracticable as provided for in OAR 660-012-0045(3)(b)(E). Pedestrian connections shall connect the on site circulation system to existing or proposed streets, walkways, and driveways that abut the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, accessways and walkways on site shall be laid out or stubbed to allow for extension to the adjoining property;

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\(^{32}\) https://secure.sos.state.or.us/oard/viewSingleRule.action;JSSESSIONID_OARD=fC4EWmMZly96C-mIRct7pbZNbjuuj_wieOCz5I6avWStINb976O!-277278532?ruleVrsnRsn=175293.
Appendix A: Land Use and Transportation Coordination Available Tools

(C) In addition to paragraphs (A) and (B) above, on sites at major transit stops provide the following:

(i) Either locate buildings within 20 feet of the transit stop, a transit street or an intersecting street or provide a pedestrian plaza at the transit stop or a street intersection;

(ii) A reasonably direct pedestrian connection between the transit stop and building entrances on the site;

(iii) A transit passenger landing pad accessible to disabled persons;

(iv) An easement or dedication for a passenger shelter if requested by the transit provider; and

(v) Lighting at the transit stop.

Model Development Code

For many years, the Model Development Code for Small Cities (“Model Code”), a State Transportation Growth Management (TGM) publication, has guided “smart growth” updates to local development requirements. Recommended procedures and community design standards in the Model Code include several areas that explicitly link to transit or that has been modified locally to specifically address transit. A description of these regulatory areas is listed below with an explanation of how requirements may be incorporated as part of a local development code or ordinance.

- Development review procedures.

Pre-application meetings. The Model Code recommends pre-application meetings between jurisdiction staff and applicants for certain types of land use applications and indicates that jurisdictions may also refer the plan to outside agencies with jurisdiction over some element of the proposal (e.g., ODOT, school district) for their input. Recommended amendments to local pre-application requirements include specifically listing the transit provider for notification and inclusion in the pre-application meeting or conference, where a proposed development would impact facilities or services.

Notice of decision. With the exception of administrative decisions that involve no discretion, the Model Code recommends sending notice of a pending land use decision to interested people and agencies. This provides interested parties the opportunity to submit written comments on the application before the jurisdiction issues the decision. Recommended

amendments to local notification requirements include specifically listing the transit provider for notification.

- Parking. The model code encourages parking management where appropriate, including reductions in required parking in areas with frequent transit use. Model Code language allows for a percentage reduction in the standard number of required automobile parking spaces where a site has a bus stop with frequent transit service located adjacent to it and the site’s frontage is improved with a bus stop waiting shelter, consistent with the standards of the applicable transit service provider. Related recommended amendments to local parking requirements have included provisions that allow redevelopment of parking lots for the use of transit facilities. This allowance may or may not be associated with parking standard reductions.

- Building orientation and entrance placement (non-residential). Model Code standards are intended to promote well-placed and well-designed buildings that enhance the public streetscape and pedestrian environment. For proposed commercial and employment development, in particular multi-building or multi-phased developments, Model Code language requires that building entrances orient to the street and that walkways connect the street right-of-way to all primary building entrances and connect all primary building entrances to one another, including required pedestrian crossings through interior parking areas. Related modifications recommended to strengthen local code provisions include specifically requiring access to transit.

- Pedestrian Access and Circulation. Section 3.3 of the Model Code is intended to implement TPR requirements related to pedestrian access and to be consistent with the TPR provisions for multi-modal mixed-use areas. Language requires that walkways within developments provide “safe, reasonably direct, and convenient” connections between primary building entrances and all adjacent parking areas, recreational areas, playgrounds, and public rights-of-way. This model language has been further modified for local code amendments to better meet TPR Section - 0045(3)(b), which requires safe and convenient pedestrian and bicycle access within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops.

**Metro Regional Transportation Functional Plan**

Jurisdictions in the three-county Portland metropolitan (Metro) area must have an adopted TSP that is consistent with the Regional Transportation Plan (RTP). The Regional Transportation Functional Plan (RTFP) contains policies and guidelines to help local jurisdictions implement the policies in the RTP and its modal plans, including those for active transportation and high capacity transit. Metro has provided public agencies and consultants with a “checklist” for reviewing local

34 [https://secure.sos.state.or.us/oard/viewSingleRule.action;JSESSIONID_OARD=fC4EWmMZljg96C-mIRct7pbZNbjuju-_wleOCz5I6avWStiNb9T6O1-277278532?ruleVrsnRsn=175293.](https://secure.sos.state.or.us/oard/viewSingleRule.action;JSESSIONID_OARD=fC4EWmMZljg96C-mIRct7pbZNbjuju-_wleOCz5I6avWStiNb9T6O1-277278532?ruleVrsnRsn=175293.)
TSPs, development codes, and comprehensive plans for compliance with the RTFP. The following direction in the checklist related to supporting transit mirrors the requirements of the TPR:

Include Site design standards for new retail, office, multi-family and institutional buildings located near or at major transit stops shown in Figure 2.15 in the RTP:

- Provide reasonably direct pedestrian connections between transit stops and building entrances and between building entrances and streets adjoining transit stops;
- Provide safe, direct and logical pedestrian crossings at all transit stops where practicable.

At major transit stops, require the following:

- Locate buildings within 20 feet of the transit stop, a transit street or an intersection street, or a pedestrian plaza at the stop or a street intersection;
- Transit passenger landing pads accessible to disabled persons to transit agency standards;
- An easement or dedication for a passenger shelter and an underground utility connection to a major transit stop if requested by the public transit provider;
- Lighting to transit agency standards at the major transit stop;
- Intersection and mid-block traffic management improvements as needed and practicable to enable marked crossings at major transit stops.

*(Title 1, Transit System Design Sec 3.08.120B(2))*

For Metro area jurisdictions, this RTFP language has been tailored for inclusion in local development codes and ordinances.

**Other Tools**

In addition to the Model Code, other TGM publications are available to assist local jurisdictions with transit planning. Transit in Small Cities\(^{37}\) and the Cool Planning Handbook\(^{38}\) provide guidance on coordinating with transit providers and addressing transit needs through local development codes. Transit in Small Cities is geared towards the transit provider. Chapter 2 gives direction on

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how to create and strengthen partnerships between transit providers and local, regional, and state transportation and planning agencies. Suggestions include:

- **Identify partners in key departments and agencies.** Maintain a reference guide for those with whom you need to work on a regular basis.

- **Communicate with your land use and transportation partners,** whether through formal, scheduled meetings, informal conversations or both. Communicate frequently enough to build a strong relationship, one where either party is comfortable enough to pick up the phone and have a candid conversation about land use and transit issues.

- **Put decisions and agreements— such as transit access points — in writing,** in the form of intergovernmental agreements and memoranda of understanding. Never let a handshake be sufficient.

- **Develop bus stop location criteria and agreements for private development.** Recommend that local governments include these provisions in their zoning codes.

- **Engage in project development review at the earliest possible stage,** such as at the pre-proposal land use conference, which is often held with city or county planning staff.

- **Hold workshops to discuss pedestrian safety and other transit-related issues with local jurisdictions, non-profit organizations and the public.**

- **Establish a citizen committee to focus on pedestrian safety, connections to transit facilities, and other relevant topics.**

- **Review existing local city and county transit plans,** as well as ODOT statewide transit plans, for identified priorities and potential locations for facility projects.

Many of these approaches were identified as strategies used in the development and implementation of the case studies explored in this paper or recommended as tools that could strengthen coordination between transit provider/department and land use permitting. This resource book also includes checklists for reviewing local land use and development standards and reviewing development applications.

The Cool Planning Handbook Implementation Strategies section notes that several Oregon communities have adopted policies and zoning to support higher densities of residential infill and mixed uses. The list of key provisions from local transit-oriented development codes include:
Appendix A: Land Use and Transportation Coordination Available Tools

- **Bonus density (25-50%) close to transit stops;**
- **Required store fronts along the transit street;**
- **Prohibition of auto-oriented uses (e.g., auto repair);**
- **“Build-to” lines to bring buildings close to sidewalks;**
- **Weather protection (especially important in rainy Oregon!) along walking routes to transit stops;**
- **Wider sidewalks, benches and other pedestrian amenities.**

The handbook advocates for more comprehensive implementation strategies to ensure successful transit-oriented development, beyond the listed zoning requirements. Additional strategies include:

- **Station area framework planning based on community input and on a wider master plan for urban form and development within the transit corridor;**
- **Public investments to improve pedestrian and bike mobility;**
- **Public investments to improve street connectivity;**
- **Zoning changes that would increase the intensity of redevelopment and also encourage good transitions to existing neighborhoods;**
- **Supplemental design standards;**
- **Other actions to improve safety and security at transit stops and stations.**

Other transit-supportive strategies to consider include shared parking and parking management, expedited permits and reviews for transit-oriented development, and joint development ventures.

Key code provisions listed in the handbook are typically explored in transportation-related, or comprehensive, local code updates. Many recommendations, such as build-to lines and prohibition of auto-oriented uses, are featured in the Model Code.