

*Policy briefs call attention to important statewide policy considerations, relationships, and guidance for use by planners, engineers, implementers and community members.*



## The policy framework for land use policy support

*This policy brief helps people understand the relationship between transportation and land use. Land use patterns and mixes influence the way people access their destinations, and when supportive transportation infrastructure is needed.*

## The policy framework for land use policy support

Land use is inextricably linked to the transportation system. While land use impacts the viable transportation options available to people, Oregon Department of Transportation (ODOT) does not have direct authority over land use policies and decisions. Direction on land use is set by the Department of Land Conservation and Development (DLCD), and ODOT has developed supportive state transportation policy related to land use. Local communities have authority over land use decisions and plan for the interaction between land use and transportation when they craft Transportation System Plans. Local agencies develop code that implements the policies included in their plans. Transportation considerations are reflected through the application of this code to new development and redevelopment (the development review process). The [ODOT Development Review Program](#) is involved with development review when relevant to state-owned roadways.

## Applicable planning topics and policies related to land use

Policy Category	Policy
Parking Management	<b>Transportation Options Plan 7.F:</b> Encourage the development of parking management plans in downtowns and activity centers throughout the state.
	<b>Transportation Options Plan 7.M:</b> Promote parking cash-out programs (employer offers employees a choice between paid for parking space or a cash allowance).
	<b>Transportation Options Plan 7.O:</b> Create parking toolkits for the development community and municipalities including the costs of parking provision, parking trends in Oregon, best practices, model ordinances, and parking management strategies that apply to both car and bicycle parking.
Bicycle Parking	<b>Transportation Options Plan 7.N:</b> Work with employers and retail spaces to provide secure bicycle parking, especially in communities with a bicycle mode split above five percent. Look to the TGM Main Street Handbook and ODOT Bicycle and Pedestrian Design Guide for spacing considerations.
	<b>Oregon Bicycle and Pedestrian Plan 4.1E:</b> Provide adequate long and short term bike parking to accommodate access to destinations by bicyclists, through code, incentives and/or subsidy programs. Bike parking locations should be visible, easily accessible, and convenient for use.
Network Connectivity	<b>Transportation Options Plan 7.D:</b> Support the development of complete “20-minute” neighborhoods (neighborhoods that contain jobs, housing, and services that are accessible by bicycle, walking, or transit within a 20-minute walk, bike ride, or transit ride).

Policy Category	Policy
Building Siting	<p><b>Oregon Bicycle and Pedestrian Plan 4.1A:</b> Identify and share best practices and local guidance on developer sidewalk provisions and off-site improvement requirements. Explore other best practices and model codes for pedestrian and bicycle accommodations within the development process (i.e. accessible site design/orientation, parking design best practices, provision of bicycle parking).</p>
	<p><b>Oregon Bicycle and Pedestrian Plan 4.1B:</b> Coordinate with local school districts, university or college campuses on the encouragement of walking and biking through school siting. Provide examples and best practices on locating schools for increased walking and biking access, building on the recommendations of the Oregon School Siting Handbook.</p>
	<p><b>Oregon Bicycle and Pedestrian Plan 4.1C:</b> Consider pedestrian and bicyclist flow patterns between different types of businesses, schools, and natural attractors when determining land uses so that pedestrian and bicycle connections can be safely and conveniently made.</p>
	<p><b>Oregon Bicycle and Pedestrian Plan 4.1D:</b> Site state government buildings consistent with the Department of Administrative Services Siting Policy (44) so they are accessible to walking and bicycling, and identify and take advantage of opportunities for local government buildings to be accessible by walking and biking.</p>
Industrial Land Use	<p><b>Oregon Freight Plan Action 7.1.1:</b> Support better integration of freight into the regional and local land use planning processes. Encourage local governments to integrate industrial land use planning into comprehensive plans and all other plans and actions relating to land use controls.</p>
	<p><b>Oregon Freight Plan Action 7.1.2:</b> Work with regional and local land use planning agencies to protect existing industrial land from encroachment from incompatible land uses. This could be accomplished by including industrial-zoned lands adjacent to freight facilities (including such facilities as intermodal yards, freight terminals, marine and others) for future freight expansion. Encourage the development of buffers between freight facilities and incompatible uses. Transportation infrastructure connecting to terminals, ports, airports, and other freight-generating land uses should be included in these discussions.</p>
	<p><b>Oregon Freight Plan Action 7.1.3:</b> Work with local and regional governments to encourage that properties designated as industrial lands in a comprehensive plan are reasonably developable. Land selected for industrial uses should not have significant constraints that would make it unduly difficult or costly to develop.</p>
	<p><b>Oregon Freight Plan Action 7.1.4:</b> Encourage the development of freight transportation facilities and other industrial land uses at brownfield locations.</p>
	<p><b>Statewide Transportation Strategy<sup>1</sup> 15.1:</b> Incentivizing industrial development in efficient locations (e.g., along rail/water lines, near other major industrial sites) and eco-industrial parks (industrial parks where producers and consumers are co-located to share resources and reduce the need to ship shared resources).</p>
	<p><b>Statewide Transportation Strategy 15.2:</b> Planning for urban consolidation centers, which reduce GHG emissions, by providing for a single distribution point for common goods within a metropolitan area.</p>

<sup>1</sup> Although the Statewide Transportation Strategy is not a statewide modal plan, it does act as a guiding policy document.

Policy Category	Policy
	<b>Statewide Transportation Strategy 15.3:</b> Planning for efficient freight traffic movement in key transportation corridors that serve urban consolidation centers or other major industrial uses (e.g., bottleneck removal, consider tolling non freight modes, minimize cross traffic impacts, etc.).
<b>Designations</b>	<b>Oregon Highway Plan Action 1B.3:</b> Land use categories to designate highway segments, including: Special Transportation Areas, Urban Business Areas, Commercial Centers, and Non-Designated Urban Highways. (See “Roadway Classifications” Policy Brief for more information.)

## When to consider policies that support land use goals

### Long-Range Planning

The Oregon Highway Plan Policy 1B states that it is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments. The coordination ensures that the highway system maintains safety and mobility, while encouraging the availability and use of transportation alternatives. The practice also fosters compact development patterns in communities and enhances livability. These policies are implemented through the creations of Transportation System Plans (TSPs), Regional Transportation System Plans (RTSPs), and Comprehensive Plans.

When cities and counties update their TSPs and RTSPs, comprehensive plan designations can play a role in roadway characteristics or design standards and the allowable levels of vehicle traffic congestion on streets. ODOT can partner with local communities to create roadway designations that impact roadway characteristics or design based on development patterns. Special Transportation Areas (STAs), for example, allow highways operating as community ‘Main Streets’ to be designed to more closely to reflect the variety of users and adjacent land uses. Other transportation and land use related designations include Urban Business Areas (UBAs) and Commercial Corridors.

The policies linking transportation and land use matter for a variety of state, regional and local goals. Policies and strategies linking land use and transportation impact goals relating to:

- Climate change
- Modal splits for walking and bicycling
- Economic vitality
- Safety for roadway users
- Community livability

### Development Review (Current Planning)

Transportation and land use goals also intersect during development review. For certain types of land use proposals, such as Comprehensive Plan amendments and Zoning Map amendments, planning departments and ODOT review proposals to assess whether they meet the state Transportation Planning Rule (TPR). This evaluation considers the impact generated by the proposed change in terms of increased vehicle trips, and ensures that the transportation system is equipped to handle the increase. If the development is deemed to not be able to support the increase in trips generated by the proposed land use, the developer must make investments in the transportation system to accommodate new travelers before the proposal is approved. For more TPR information visit:

<https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3062>.

### Design

Transportation design considers context, which is often defined by land uses in addition to other factors like roadway purpose. For example, a rural county road may have a wide shoulder for bicycling whereas a cycle track would be out of context. In vibrant commercial neighborhoods, wide sidewalks, bicycle lanes, on-street parking, crossings, or other design treatments help multiple transportation modes share the space. How people use a public space, such as a roadway or sidewalk, can vary depending on land use. Commercial streets with sidewalk cafes and displays are better served by wide sidewalks than an industrial park accessed by freight traffic.

When designing developments, developers, architects, designers, and planners also consider access points to and through developments. For example, on large blocks or campuses, designing paths for pedestrians and bicycle riders to cut through large areas makes these modes more comfortable and convenient. ODOT policies such as 4.1.E in the Oregon Bicycle and Pedestrian Plan support design considerations and building codes that provide transportation end-of-trip facilities, such as showers or changing rooms, that support walking and bicycling.

## Funding Opportunities for Transportation and Land Use Planning

The Transportation and Growth Management program (TGM) is a grant program supported by ODOT and DLCD. The grants help local communities plan for streets and land use in a way that leads to more livable, economically vital, and sustainable communities. The grants can support planning related to Transportation System Plan update, and for planning that focuses on integrating land use and transportation. More information about the program can be found at: <https://www.oregon.gov/LCD/TGM/Pages/index.aspx>

## Why policies to support land use matter

Creating transportation infrastructure that supports a variety of land use types contributes to community and economic vitality. The type, mix, and density of land uses relate to whether development will attract users by automobiles, public transit, walking, bicycling or some other mode. For example, density of jobs and housing can support the provision of public transportation. Housing density creates more potential public transportation riders, while jobs create destinations, including predictable daily trips.

Transportation choices and design can impact land use development and patterns (e.g. a commercial street downtown with many transportation choices operates differently than a suburban arterial that is oriented toward vehicles). The Oregon Highway Plan, for example, directs communities to foster compact development which can better support provision of multiple transportation options. Other transportation modal plans, such as the Oregon Freight Plan, support the integration of land uses policies such as creating industrial land preserves. In this case, land use policy is utilized to ensure that investment in freight infrastructure (e.g. rail lines or marine access) is preserved for commercial uses by disallowing conversion to other land use types.

## Other helpful guidance and tools

[Oregon Department of Land Conservation and Development](#)

[Transportation and Growth Management Program Grants Page](#)

[Transportation System Planning Guidelines](#)

### When Land Use Decisions Impact How People Travel

When popular destinations, such as schools, are located at the edges of communities on sprawling sites – it impacts how students, staff, and parents travel to and from the school. When the school is hard to reach by anything other than a bus or automobile, it reduces the ability of students and staff to walk, bicycle, or ride transit to school. It can also limit the transportation options for after-school activities. ODOT, in partnership with DLCD, funded a study about considerations for siting schools.

[\(Planning for Schools & Livable Communities: The Oregon School Siting Handbook\)](#)

