

## **APPENDIX C**

### **LAND USE THINK TANK WORKSHOP**

## Transportation Corridor Visioning Project Land Use Workshop

1:30-3:30 p.m., Thursday, July 12, 2007

Elections Office Conference Room

1408 Franklin Street, Vancouver

### Steering Committee Members and Staff

Commissioner Randel (North County), Mayor Irish (C-TRAN), Mayor Idsinga (Battle Ground/Yacolt), Commissioner Stuart (Clark County), Councilperson Leavitt (City of Vancouver), Commissioner Miller (Port of Vancouver), Councilperson Gerde (East County), and Don Wagner (WSDOT), Justin Clary (North County), Ed Pickering (C-TRAN), Rob Charles (Battle Ground/Yacolt), Pete Capell (Clark County), Matt Ransom (City of Vancouver), Larry Paulson (Port of Vancouver, Scott Sawyer (East County), and Jack Burkman (WSDOT)

### RTC and Consultant Staff

Lynda David (RTC), Chuck Green (PB), Mark Harrington (RTC), Jeanne Lawson (Jeanne Lawson & Associates), Sam Seskin (CH2M Hill), Dean Lookingbill (RTC)

### Desired Outcome

Interactive discussion on how the Vision Study's land use may influence the type and location of future transportation corridors, and vice versa, how new transportation corridors may influence future land use. This discussion and outcome will help the project team to identify the types and locations of new regional transportation corridors for presentation at the August 3, 2007 Steering Committee meeting.

## AGENDA

### Workshop Purpose:

- How does a region's form change, as it grows?
- While market forces are always at play, how do land use policies influence urban form?
- How do transportation projects influence urban form?

1:30 p.m.	Welcome and introductions <ul style="list-style-type: none"><li>• Introductions</li><li>• Project update</li><li>• Review desired outcomes</li><li>• Review workshop agenda</li></ul>	Lynda David, RTC, and Jeanne Lawson, JLA
1:40 p.m.	Growth/Urban Form Presentation	Sam Seskin, CH2M Hill
2:15 p.m.	Open Discussion on Urban Form and How Land Use Policy May Shape It	Jeanne Lawson, JLA, and Sam Seskin, CH2M Hill
3:00 p.m.	Transportation System Development and How It Can Shape Urban Form	Jeanne Lawson, JLA, Chuck Green, PB, and Sam Seskin, CH2M Hill
3:15 p.m.	Summary and Action Items	Jeanne Lawson, JLA
3:25 p.m.	Next steps and close <ul style="list-style-type: none"><li>• Next meeting: 9:30-11:30 a.m. Friday, August 3, 2007</li></ul>	Lynda David, RTC

**RTC TRANSPORTATION CORRIDOR VISIONING STUDY LAND USE THINK TANK  
MEETING REPORT SUMMARY  
1:30-3:30 P.M., THURSDAY, JULY 12, 2007**

**PRESENTERS:** Sam Seskin (CH2MHill), Chuck Green (PB) and Jeanne Lawson (JLA)

**WORKSHOP/THINK TANK PURPOSE:**

For Steering Committee staff, local representatives and interested parties to come together to explore and discuss the visions and plans for their communities, to brainstorm the interactions between land use, policies and transportation corridor planning to help inform decisions to be made by the Study's Steering Committee.

The group was asked to focus on the following questions:

- How will different transportation corridor alternatives impact land use in the region?
- How might different growth patterns and rates change with transportation demand/land use demand?

**The interaction between the market, infrastructure, and policies is what will produce the future of development in Clark County.**

**GROWTH/URBAN FORM PRESENTATION**

Clark County has experienced dramatic population growth in the last 50 years.

- How might this pattern of growth change in the future?
- What types of impacts/influences will shape its growth?

Time series maps displayed growth in metropolitan areas such as Las Vegas, Charlotte NC, Medford OR, Seattle WA, Vancouver BC, Portland OR and Clark County. Outward growth, density, transportation investments, topography, lifestyle and culture, together with policymaking influenced their growth to varying degrees.

**OPEN DISCUSSION ON URBAN FORM AND HOW LAND USE POLICY MAY SHAPE IT**

Questions to frame the conversation:

- Which places look like Clark County and why?
- Where have employers located in our region? Households?
- How do policies shape growth patterns?
- What role has transportation investments played in the shaping of growth patterns? -- Do they lead growth? Do they follow?

Clark County's growth reveals a legacy of past policy decisions, bi-state land use policies have also shaped its growth. I-205 had a large impact and there has been linear growth along transportation corridors, such as SR-503. Transportation investments increase accessibility to land. If you improve an arterial, or create an interchange, you are simultaneously increasing the demand for development by promoting accessibility. However, transportation is not the only factor determining growth patterns.

Growth patterns are influenced by:

- The market and private activities

- Institutions (how supportive is the government concerning development or growth management?)
- Public policies
- Local and regional economic conditions
- Local/regional demographics (i.e. population growth, demand for services, etc)
- Time (how long it takes to enforce policies?), as well as
- Transportation investments (and the access they provide)

As well as these influences, counties and regions grow and change based upon the decisions of households, businesses, developers, and governments. Their decisions are based on factors such as:

- Neighborhoods, schools
- Taxes
- Access
- Visibility (for businesses)
- Location of competition
- Land supply, land demand
- Geographic characteristics
- Governmental support
- Expected return on initial investments

Given all these factors, influences, and actors --- the bottom line is, it is difficult to answer how transportation will individually impact land use.

With corridor improvements, edge development frequently occurs, and there is often a surge of single-family development. However, this initial spurt is often followed by a spurt in multi-family and commercial development. Jobs follow workers but it is often the affluent areas that fare the best in terms of relocation of businesses and new development. This tendency is often very difficult to curb with public policy. Growth patterns usually change with both upward and outward movement as a region grows in population.

Conclusion: The interaction between the market, infrastructure, and policies is what will produce the future of development in Clark County.

### **TRANSPORTATION SYSTEM DEVELOPMENT AND HOW IT MAY SHAPE URBAN FORM**

What are the forces shaping growth in Clark County? The group's responses included:

- Land availability
- Land use policy decisions: growth management planning
- Topography
- Jobs creation
- Increasing interest in relocating or living in close proximity to where you work
- Policy decisions and the market affect larger scale developments
- Bi state policies (Clark County is influenced by Oregon policy decisions)
- Land parcelization (the rural areas of Clark County are highly parcelized into smaller-scale lots, which limits the ability to develop master-planned development, establish large employment

centers such as the Columbia Tech Center, and also create new urban centers. Development of transportation corridor is also difficult)

- The market influences shorter-term development decisions
- Tax structure. (Sales tax revenues dependency results in encouragement of retail development, does hunger for sales tax make longer term policy decisions difficult?)
- Pressure to re-zone around transportation improvements e.g. interchanges
- Impact fee programs (do these affect the up versus out growth pattern?)
- Industrial land conversion to other uses (the long-term impacts of these policies should be weighed against the short-term returns)
- Desire for location of family-wage jobs close to residential areas
- Rising energy costs – will this impact growth patterns?

Incentive policies – would be used to encourage upward development in areas where there is High Capacity Transit and where it makes sense. A question was posed: “Should there be greater emphasis on policies that look out towards the future, with interest in the long term goal of shaping development, as opposed to rewarding the first bidder interested in developing?”

As cities and counties pursue economic policies and development, transit must be a part of the conversation and is an important element of transportation development especially as congestion worsens. Land use decisions that are consistent with supporting transit and public transportation options should be pursued.

### **CORRIDOR PRESENTATION AND DISCUSSION**

- How policies, land use decisions, and current growth trends influence corridor investments?
- What types of lines, or corridors, should be developed given the interactions between land use decisions and transportation planning?

The Study’s travel demand analysis shows a strong need for connection between “sub-regional” trip destinations, which could be fulfilled by development of a grid system of transportation corridors rather than a “regional corridor” approach. A grid system could meet regional transportation goals as it does provide for multiple route choices in making a trip. Development of a grid system, however, is impacted by topography. Participants questions whether an additional crossing of the Columbia might lead to the need for more of a “regional” corridor? This will be analyzed. The majority of trips using the Clark County transportation network are trips that have both trip ends within Clark County.

Sam Seskin reminded that if the desire is to develop centers that look different (e.g. denser centers that can be efficiently served by transit) then transportation investments, policies, and market forces must all be addressed and the issue of short-term policies versus long term policies again comes into play.

The following points were raised by participant discussion:

- A final decision should accommodate both large corridor development and smaller grid system improvements in order to address traffic demand on roadways.
- With inability to limit residential development outside of the UGB, there seems to be need to focus on connections between developing communities.

- Transportation facilities are always trying to catch up with regional growth in travel demand. However, is there the capacity to preemptively build a transportation facility that would mitigate this “catch up” to land use planning?
- Ensure that transportation decisions do not lead land use – they should go together.
- Without policy, and public support, transportation decisions will continue to influence and create growth patterns.
- Consider adding capacity to existing alignments.
- Energy costs will impact growth in terms of a preference to make short trips. The current system is based upon long trips—following the assumption that there will be an increased demand for these shorter trips; the transportation system will need to change.

### **SUMMARY AND WRAP UP**

It is important to consider how the region will change as it grows.

- The urban area clearly gets bigger.
- Density will increase (at present, density is at a fairly moderate level in Clark County. Under the Vision Plan land use scenario, existing development patterns and densities are projected to continue with limited densification in existing centers and some densification along existing corridors).
- Transportation creates accessibility.
- Clark County has a dominant center, the Vancouver CBD, but also a lot of other smaller centers. This will influence future growth patterns and employment trends in the region.
- The amount of parcelization in the currently rural areas of Clark County will limit the establishment of new urban centers.
- The land use/transportation interaction and vision for the Discovery Corridor needs to be more clearly defined and analyzed before new corridors can be recommended.
- The market determines growth patterns as well as directing economic development.
- Policy is an important influence just as transportation investments can be.

Sam Seskin’s Concluding Remarks: It is important to consider each of the three elements --Markets, Policies, and Infrastructure -- in terms of their interaction when looking at future growth in a region. He restated the assumption that Clark County would continue to grow up and out. Residential development is occurring everywhere, and this trend will continue. Policy at this point in the region has a disposition towards growth. Economic development would continue to be a great influence on population growth, and the pattern of development. Transportation has both led and followed this growth. He urged the group to be realistic about the “power” of policies, of markets, and the development of new transportation facilities.

**RTC  
Transportation Corridor Visioning Study Land Use Workshop**

**MEETING REPORT**

1:30-3:30 p.m., Thursday, July 12, 2007  
Elections Office Conference Room  
1408 Franklin Street, Vancouver

**MEETING ATTENDANCE:**

**Steering Committee Members:**

Mayor Idsinga (Battle Ground/Yacolt), Councilperson Leavitt (City of Vancouver),  
Commissioner Miller (Port of Vancouver)

**Steering Committee Staff:**

Jack Burkman, (WSDOT), Justin Clary (North County), Ed Pickering (C-TRAN), Scott  
Sawyer (East County)

**RTC, Consultant Staff, and Local Staff Present:**

***Consultant Team and Corridor Visioning Staff:***

Lynda David (RTC), Chuck Green (PB), Mark Harrington (RTC), Jeanne Lawson (JLA),  
Dean Lookingbill (RTC), Shareen Rawlings (JLA), Sam Seskin (CH2M Hill)

***Local Staff:***

Katy Brooks (POV), Phil Bourquin (City of Camas), Jim Carothers (City of Camas), Brian  
Carrico (City of Battle Ground), David Cusack (Clark County), Bart Gernhart (WSDOT), Jeff  
Hamm (C-TRAN), Laura Hudson (City of Vancouver), Addison Jacobs (POV), Mike Mabrey  
(Clark County), Dennis Osborn (Battle Ground), Troy Rayburn (Clark County), Marty Snell  
(Clark County), Susan Wilson (Clark County Public Works), Bill Wright (Clark County Public  
Works), Phil Wuest (Vancouver)

**Citizens:**

David Rowe (Battle Ground)

**Welcome and Introductions (Lynda David-RTC and Jeanne Lawson-JLA)**

***Introductions-***

Lynda began the meeting with a short welcome and an introduction of the Steering Committee  
members. She introduced JLA staff, as well as Sam Seskin from CH2M Hill. She provided a  
brief project update and context for today's discussion.

***Review desired outcomes and workshop agenda***

Jeanne Lawson with JLA followed with an introduction to the workshop purpose and agenda  
items. She stated that the point of the think tank workshop is to start brainstorming the  
interactions between land use policies and transportation corridor planning, which would be  
demonstrated by Sam Seskin's presentation. She urged the group to focus on the following  
questions:

- How will different transportation corridor alternatives impact land use in the region?

- How might different growth patterns and rates change with transportation demand/land use demand?

Jeanne explained that this discussion marks a critical point in the Transportation Corridor Visioning Project's process. She reminded the group that today's workshop is not about decision-making. By thinking critically about the interactions between transportation and land use planning, the think tank will help to inform the decisions made by the project Steering Committee. The underlying purpose of the think tank workshop is for local representatives to come together to explore and discuss the visions and plans for their communities.

### **Growth/Urban Form Presentation** (Sam Seskin-CH2M Hill)

#### ***Clark County: Can we see it from here?***

Sam started the presentation by laying out questions that he hoped the group would start to answer today. The questions are:

- How does a region's form change, as it grows?
- What is the role of land use policy in influencing urban form?
- What is the role of transportation?

Sam's presentation followed these questions. The first segment referred to a number of time-series maps showing growth in various metropolitan areas. The first map showed the growth of Portland from year 1900 to 2000. The map illustrated population growth in the context of density (i.e. people per acre). He highlighted the growth of the region in steps, illustrating that built up areas of higher density have remained largely within the UGB. Sam also showed a series of images outlining both Portland and the Vancouver area's growth from 1990 to 2000. Both maps indicated that density has occurred within the urban areas. However, the maps also indicate that a significant amount of low-density development has been occurring outside of the UGB and downtown areas. He used this example of growth trends as a means of highlighting the potential impact that policy can have on where growth occurs. He stated that, oftentimes, policy has a greater influence than transportation investments.

Sam showed time-series maps from other locations (refer to presentation handout). Examples include:

- *Medford, OR*: Illustrated how transportation developments can have a major impact on population growth, using growth along I-5 as an example.
- *Las Vegas, NV*: Maps highlighted population density in one of the fastest growing areas in the Western U.S. Las Vegas has a denser development pattern than the Vancouver area and is also developing in a way that is less "sprawling" than Clark County. Las Vegas development density is due, in part, to water supply provision.
- *Charlotte, NC*: Rapidly growing, however the growth has very low density. Large lot, single-family home development that may indicate a combination of lifestyle choices and policymaking. Sprawling development is much more prominent in the SE than in the Pacific NW.

- *San Francisco, CA*: These maps illustrate how physical terrain can have an impact on the growth capabilities of an area. Sam used these maps to show how growth patterns and development patterns follow geographic constraints. He highlighted the fact that this is also true for growth patterns in Clark County.
- *Seattle, WA and Vancouver, B.C (1990-2000)*: Development patterns along the eastern edge of the I-5 corridor show an increase in suburban development. This demonstrates the impact that transportation “access” will have on the location of development patterns. The Vancouver BC map highlighted densification as a growth pattern—infill and renewed investment in Vancouver’s downtown has helped support increased build-up in the core areas. Sam used this map to illustrate how policies can reflect the goals, objectives and culture of local communities.

Sam then moved back to a discussion of Clark County. His presentation stressed the point that the area has witnessed dramatic population growth in the last 50 years. He urged the group to think about how this pattern of growth may change in the future, and what types of impacts/influences will shape it.

### **Open Discussion on Urban Form and How Land Use Policy May Shape It** (Jeanne Lawson, Sam Seskin)

An open discussion of urban form and land use policy followed Sam’s PowerPoint presentation. Jeanne Lawson and Sam Seskin posed the following questions to the group as a means of framing the conversation. The questions were as follows:

- Which places look like Clark County and why?
- Where have employers located in our region? Households?
- How do policies shape growth patterns?
- What roles have transportation investments played in the shaping of growth patterns? Do they lead growth? Do they follow?

Jeanne began the discussion by asking the group, which maps were most comparable to the growth that is occurring in Clark County. A participant stated he felt Portland Metro center looks the most similar to Clark County in terms of the growth pattern. Although, he stated, that it seemed a bit more progressive in terms of building out to the metro area lines. Another participant built on this comment, highlighting the historical significance of policy development specifically in terms of how policies had helped shape the industrial area along Portland and Vancouver’s waterfront. By encouraging business development to occur within the core area and having residential development occur outside, policies from 50 years ago have helped to determine parts of a regional development pattern that continue today.

Chuck Green with PB referred to a slide that presented growth and density patterns for the Portland/Vancouver area in the 1990s. He used the map to show how the SR-503 and I-205 corridors impacted growth. Chuck indicated that the linear development along these corridors demonstrated a lack of community centers in new development patterns. He urged the group to explore other impacts and to discuss how corridor developments such as a SR-503 or a SR-500 can shape the growth of the county.

A think tank participant stated that he felt that the pattern of population growth was a dimension of the bi-state area and the historical interaction between the two states' land use policies. He expressed a desire to focus on Clark County policies, as well as how other decision-making bodies will interact and should interact in their policy development.

Sam Seskin addressed this point, emphasizing a regional relationship between land use and transportation decisions. He stated that the key in this relationship is the fact that transportation investments create/encourage access. Transportation developments increase accessibility. Sam said there are many dimensions of accessibility. He urged the group to think about how transportation choices will have an impact on surrounding areas. Interaction is occurring at all times. Transportation improvements and developments affect land use at any point in time, but also in the future. He reminded the group that it may take a while for transportation choices to have an impact on surrounding areas, but that it is important to remember that interaction is occurring at all times. In some situations, the market may take a while to develop in an area, which can delay impacts and growth patterns. If you improve an arterial, or create an interchange, you are simultaneously increasing the demand for development by promoting accessibility. Sam emphasized that the attraction to these sites is due to increased accessibility. He went on to describe how policy can come into play in these situations. Sam explained that by limiting development along transportation corridors you can create a "wall" between transportation and construction. In some instances, this will create lost economic opportunities, and/or push certain developments elsewhere.

Sam continued the discussion, reminding the group that transportation is not the only factor in determining growth patterns. He went on to describe other factors, such as:

- The market and private activities
- Institutions: *(i.e. how supportive is the government concerning development? Or growth management?)*
- Public policies
- Local and regional economic conditions
- Local/regional demographics *(i.e. demand for services, population growth, etc)*
- Time *(as in how long it takes to enforce policies)*

He explained that just as there are a number of influences, there are a similar number of actors that can impact a regional development process. Sam explained that counties and regions grow and change based upon the decisions of households, businesses, developers, governments. It is the behavior of these actors that land use modeling attempts to predict. Households decide to move and where to move; businesses decide to expand and move; developers decide what to build and where---predicting these decisions is difficult. To address this challenge, Sam urged local decision makers to look at the factors that may affect these decisions. These factors may include:

- Neighborhoods, schools
- Taxes
- Access
- Visibility (for businesses)

- Location of competition
- Land supply, land demand
- Geographic characteristics
- Governmental support
- Expected return on initial investments

Sam stressed, that given all of these factors, influences, and actors---the bottom line is that it is difficult to answer how transportation will individually impact land use. Some of the things that we do know are that highway development is only one of many factors that influence land development. With corridor improvements, edge development occurs frequently, and there is often a surge of single-family development. However, he explained, that this initial spurt is usually followed by a spurt in multi-family and commercial development.

In conclusion, Sam highlighted his main points

- Development is influenced by changes in accessibility. While there are other influences and decisions that impact growth patterns, these are often very difficult to predict and measure.
- Public policy and public investment both play a crucial role in the structure of urban form. Sam highlighted land use policies as a key example. He explained that transportation moves things around in the region, impacting the redistribution of activities and land values but is not necessarily the only catalyst for growth.
- His third point addressed single-family development on the urban fringe. Sam explained that it is rare to see investments in urban centers. Similarly, he emphasized that jobs follow workers, and often-affluent areas fare the best in terms of the relocation of businesses and new development. Sam explained that this is often a very hard factor to curb with public policy.

Before turning the discussion back to the group, Sam highlighted a few last comments:

- That growth patterns usually change up and out. The balance between where that growth will occur is based upon a combination of personal preferences and policies. In fact, he explained that these factors play just as strong a role in the development of growth patterns as transportation.
- The interaction between the market, infrastructure, and policies (reference diagram in presentation handout) is what will produce the future of development in Clark County.

### **Transportation System Development and How It May Shape Urban Form**

(Jeanne Lawson, Chuck Green, and Sam Seskin)

Jeanne revisited some of the questions that were initially posed to the group including: “What are the forces shaping growth in Clark County?” A think tank participant responded stating that he felt land availability, and specifically urban land availability was one of the greatest forces impacting regional growth trends. Another participant agreed with the previous comment, emphasizing the role of land use policy decisions in growth management planning.

Jeanne urged the group to think about what factors make Clark County unique in terms of growth demand and growth patterns. A think tank participant replied, stating that topography has a great

impact on the development of the area. Jeanne reminded the group that the reason planning staff and decision makers were invited to participate in this discussion was to think about what the communities they represent want and expect in terms of growth. Jeanne asked these participants to share their thoughts. A think tank participant expressed an opinion that it seemed as though there was an increasing interest in relocating, or living in close proximity to where you work. The growing interest in this has seemed to inspire projects such as Columbia Crossing in east Vancouver, and there is a great amount of public support behind these types of developments. Jeanne said the role of job creation has played a significant part in land use decisions throughout the region. A participant used the example of the Columbia Tech Center and the use of policy decisions to locate larger-scale development within higher density locations. While policy affects this decision, it is also the market itself that will ultimately determine how jobs develop and where they locate.

A participant stated that he felt there should be a refocus or increased political energy directed to where these types of developments should occur. He provided the example of vacant and underused property along I-5. Another meeting participant indicated that Vancouver seemed to be fairly new to growth management policies. He explained that while the bi-state region has had great differences in terms of growth management, and governmental funding, the two states also impact each other. He stressed the fact that Clark County is especially influenced by Oregon policy decisions.

Another participant stated that there was not enough public and governmental support to pursue things like mixed use, higher density development on the Clark County side of the river. Chuck Green replied to this comment with a discussion of land parcelization. Looking at the land parcels available in the two areas, there does not appear to be a great number of larger parcels open for development in Clark County. Jeanne threw this question back to the group, asking them how parcelization may affect the corridor project.

Dean Lookingbill recommended that the group go back and look at the factors Sam discussed in his presentation, i.e.: trade opportunities, economic dependency, etc. He questioned how the larger force of economic development impact might influence discussions about growth patterns and transportation options. He asked the group if they felt there was a difference between these larger economic forces and the politics and/or forces that determine where growth is located. A participant replied that the area receives a lot of revenue from sales tax. Therefore, retail developments are encouraged at a greater level. The value of available land, job creation, and tax structure all play a role in the location and attraction of certain areas for specific types of developments. Tax structure similarly plays a large role in terms of what types of industries are attracted to an area, and where they will be located.

A participant explained that Clark County is currently looking at extending and/or increasing its impact fee program. At this point, the Board is looking at what types of exceptions, reductions, and incentives could be implemented as a growth management policy measure. A discussion of impact fees followed. Questions and points raised included:

- How will these impact infill developments?
- Will increased impact fees help to affect the up vs. the out pattern of growth?
- Will the dollar amount of the impact fees have an impact on growth patterns?

- The current structure seems to almost place an incentive to develop in rural areas
- Do impact fees help to fund improvements on federal/state highway systems?

Following this discussion, the group moved to discuss other incentive policies—including those that would encourage upward and dense development in areas that have high capacity transit, interchanges, etc. Policies should be in place as an incentive in certain areas—policies should encourage upward and dense development where it makes sense. In areas that have high capacity transit, interchanges, etc. It was stated that Clark County in general seemed to have a hard time engaging in this density discussion, and moving these types of policies forward. An example of public resistance to building heights in the down town area was used to illustrate this point.

The point was raised, that once a job center is created, gentrification and infill development occurs along transportation corridors. In Clark County, this often takes the form of residential encroachment on community connectors. A participant voiced concern that this type of development and location of job centers could present serious traffic impacts and congestion.

Arch Miller raised the point that policy to allow the conversion of industrial land and convert it to high density residential and small business development will have a great impact on growth patterns and growth rates. He explained that in some cases this would be good and in others it would be bad. However, the long-term impacts of these policies should be weighed against the short-term returns. Another participant raised a similar point, asking whether there should be a mechanism to recapture this public investment versus private investment? He stated concerns that policy decisions, such as the rezoning of industrial areas to accommodate high density residential or retail development, address short-term gain and private return, but that the decision may not be the best for public investment in the long run.

Sam addressed this point, and welcomed a discussion of economic prosperity, development and growth patterns. Dean Lookingbill stressed Sam's point, asking the group to think about the perceptions that create these types of "incentive" policies. He questioned if these policies were leading policies? He asked whether it requires a greater discipline to hold onto "developable" areas for master-planned land use decisions as opposed to focusing on market mechanisms. He asked the group if there should be a greater emphasis on policies that look out towards the future, with interest in the long term goal of shaping development as opposed to rewarding the first bidder interested in developing, for example, downtown areas. He also posed the question of how to generate support for these long-term policies. Sam responded to his points, stating that often policies would lead people to think that certain land uses will come faster than others. He explained the market would often determine what happens in the short term. A participant responded to this comment stating that a regional hunger for sales tax is the driving force behind quick and less "disciplined" policymaking. Diminishing revenues for certain services within Washington creates a desire to accumulate sales tax in order to provide the services that are in demand.

The conversation turned back to employment and family wage jobs. The group discussed the challenges associated with "selling" long-term policy decisions to property owners, as well as locating family wage jobs close to residential areas. There was a desire to see more high skilled

labor---although it was mentioned that the county had been relatively successful in supporting the development of this work force. The issue of energy cost was also raised, specifically in terms of how rising energy costs will potentially impact growth patterns.

The issue of increased political pressure to rezone around transportation improvements was also raised. One participant was interested in mechanisms to rezone areas around interchanges to encourage industrial development, light industrial, port districts, etc. A participant explained that there were two different ways that a port district can be established: 1) the port can partner with other ports following approval from the state, and 2) the port can annex the railroad, which allows the city to build next to it. A WSDOT representative explained that you could also purchase that access, which would allow the state to have some control over development.

The point was also raised that as cities and counties continue to pursue these types of economic policies, transit must be a part of the conversation. A participant raised the point that as streets are developed, there was an ability to support travel accessibility by transit as well as automobile and truck transportation. As congestion gets worse, transit is a very important element of transportation development. He emphasized the need to pursue land use decisions that are consistent with supporting transit and public transportation options.

#### ***Corridor Presentation and Discussion*** (Jeanne Lawson (JLA) and Chuck Green (PB))

Processing this information, Jeanne asked the group to think about how policies, land use decisions, and current growth trends influence corridor investments. Sam built on her statement saying there had been a lot of discussion about where the corridor lines would be drawn. Chuck's presentation today would focus on a second paradigm that would look at what types of lines, or corridors, should be developed given the interactions between land use decisions and transportation planning.

Chuck presented a slide showing how the Corridor Visioning Plan land use assumptions translate into future travel demand within Clark County. He explained that this travel forecast was built using the regional travel forecast model and was largely based on the travel model used for the Metropolitan Transportation Plan's year 2030 regional system. Referencing the presentation slides, he indicated some interesting and surprising results in terms of where potential smaller community centers may occur given current growth trends. He explained that PB had looked at all potential corridors for the area, recommending a list of the top 10. These 10 corridors are not connecting across the entire region, but instead are drawn between subregional trip destinations, which tends to lend itself to more of a "grid system" approach rather than a "regional corridor" approach. Chuck reminded the group that these types of smaller corridors are different than what the project had originally anticipated planning for. Chuck then asked the group, given the information discussed today (in terms of the interaction between markets, land use planning, policy decisions and infrastructure), did the group think that these smaller corridors made sense? Or did the group feel that bigger corridors linking larger community centers were the best option?

A participant responded to his question, asking if a river crossing had played in as a factor in the development of the top 10 corridors. Chuck explained that a river crossing would be more of a

regional corridor solution, and would not come into play in a smaller, grid system. A crossing should be in a discussion of a regional corridor. He emphasized his point, explaining that the majority of trips using the Clark County transportation network are trips that have both trip ends within Clark County.

Jeanne and Chuck asked the group to respond to the corridors represented in Chuck's presentation, taking into consideration geographic constraints, current growth trends, and future impacts. A representative from WSDOT explained that to go from a residential area to another residential area with a high capacity freeway might not make the most sense. However, going from a residential area to a job center, or employment hub via a larger connector may.

In reference to a request for clarification, Chuck explained that the population projections illustrated on the map were based upon today's Comprehensive Plan policies and projected forward to when the County may have a million in population. He explained that the map showed existing growth assumptions---looking at these projections it seemed that a grid system could meet regional transportation goals while helping to mitigate some of the less desirable growth patterns. A grid system does provide for multiple route choices in making a trip.

Sam Seskin raised the point that if the group wanted to produce centers that look different than other developments then transportation investments, policies, and market forces must all be addressed. He asked the group to reflect on an earlier discussion on short term policies versus long term policies and how the grid system may reflect these.

Jeanne asked if the grid system promoted a flat, conventional transportation system. Chuck confirmed, stating that the grid system would be impacted by topography but also looked to address a local demand to move people and commodities through residential/industrial areas. The group moved to a discussion of incremental growth, and the reasons why the region could operate using a grid or a corridor system. One of the points raised was the current over-dependence on state routes---due to employment locations. The group expressed a need to connect employment hubs and smaller residential areas. A participant explained that a final decision should accommodate both large corridor development and smaller grid system improvements in order to address traffic demand on roadways. Another member raised the point that the county did not appear to be in a position to limit residential development outside of the UGB, so there was a need to focus on connections between developing communities.

Group members raised the following questions and statements concerning Chuck's presentation of possible corridor solutions:

- Potential pull from East Portland did not seem to be addressed in the representation.
- Another participant stated that the transportation facilities are constantly attempting to play catch up with regional growth in demand. She was interested in making sure that transportation decisions are not leading land use.
- Without policy, and public support, transportation decisions will continue to influence and create growth patterns.
- Is there the capacity to preemptively build a transportation facility that would mitigate this "catch up" to land use planning?
- Is it possible to add capacity to existing alignments?

- Energy costs will impact growth, in terms of a preference to make short trips. The current system is based upon long trips—following the assumption that there will be an increased demand for these shorter trips, the system will need to change.

## Summary and Wrap Up

Dean Lookingbill explained to the group that this conversation would mark a critical piece in the think tank process, and reminded them that today's main points would be taken back to the steering committee and contribute to pushing the process forward.

He revisited the question--how will a region change as it grows? Restated the key points raised in the discussion, as well as relevant questions pertaining to the conversation:

- The urban area clearly gets bigger.
- Density is at a fairly moderate level in Clark County
- Transportation creates accessibility
- The market determines growth patterns as well, directing economic development
- Clark County has a dominant center, the Vancouver CBD, but also a lot of other facilities. What does that say about the future of growth patterns, and employment trends in the region? Will this trend continue?
- Policy is an important influence, just as transportation investments can be

Sam Seskin revisited the triangle chart referenced in his presentation. He reminded the group that it was important to consider each of the three elements (Markets, Policies, and Infrastructure) in terms of their interaction when looking at future growth in a region. He restated the assumption that Clark County would continue to grow up and out. Residential development is occurring everywhere, and this trend will continue. Policy at this point in the region has a disposition towards growth. He stated that economic development would continue to be a great influence on population growth, and the pattern of development. Transportation has both led and followed this growth. He urged the group to be realistic about the "power" of policies, of markets, and the development of new transportation facilities.

# Transportation Corridors Visioning Study



## Clark County:

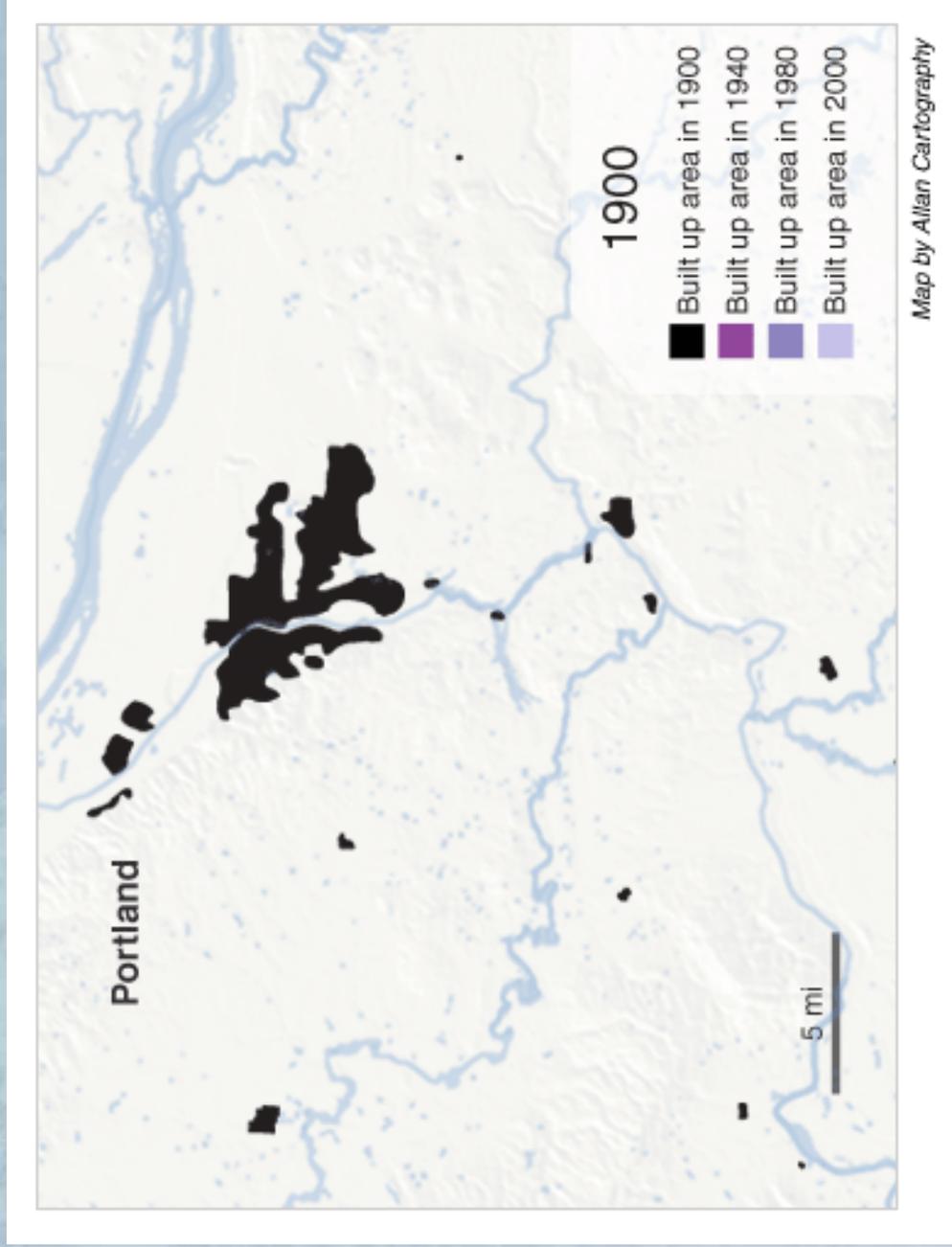
Can we see it from here?



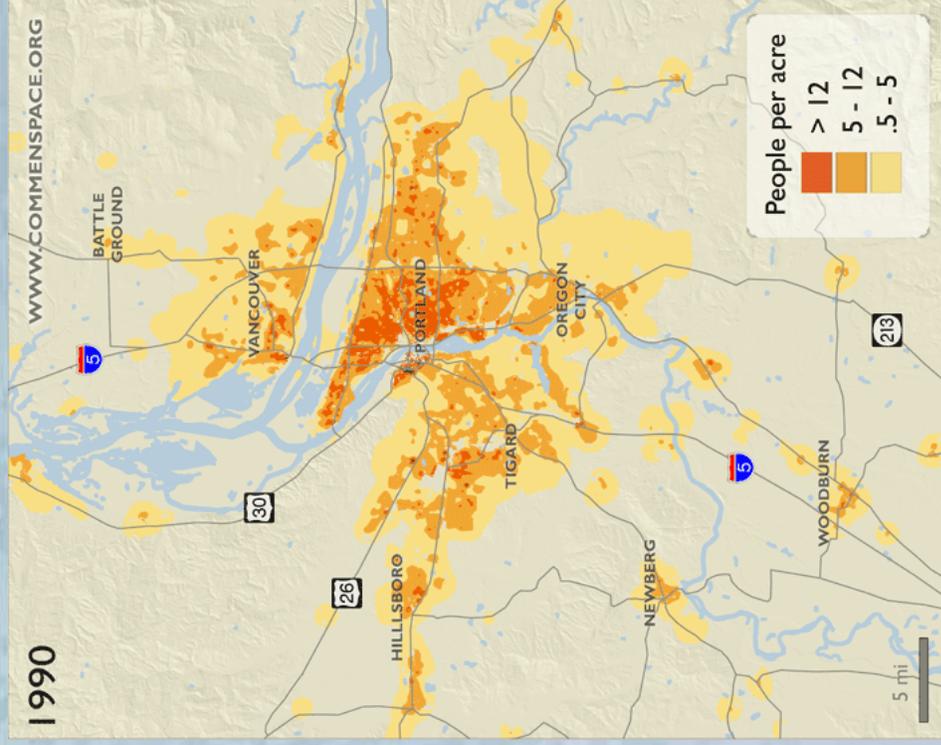
# Questions

- How does a region's form change, as it grows?
- What is the role of land use policy in influencing urban form?
- What is the role of transportation?

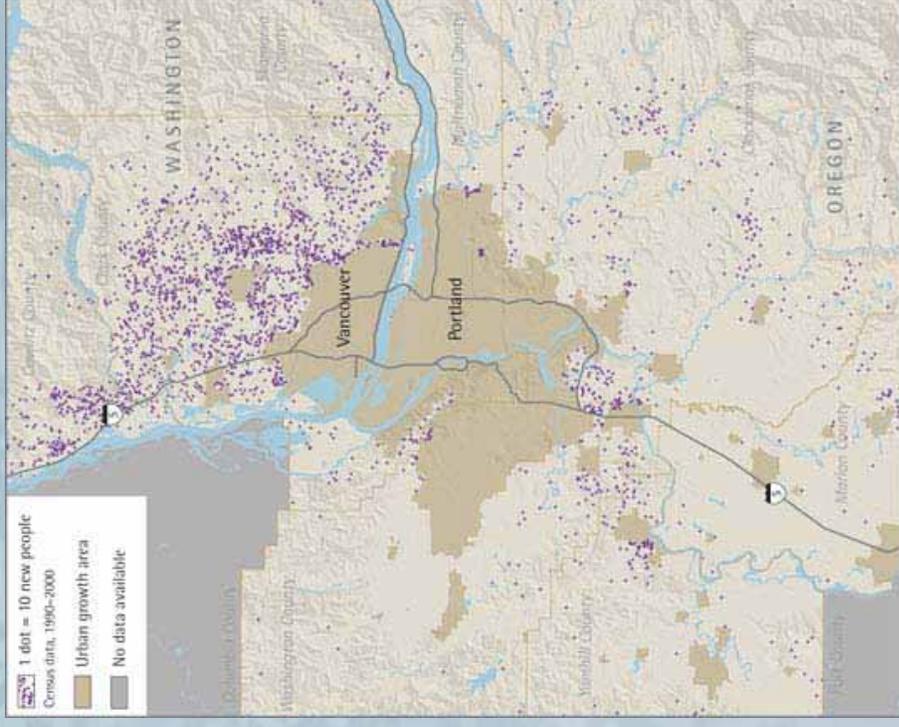
# Portland growth from 1900



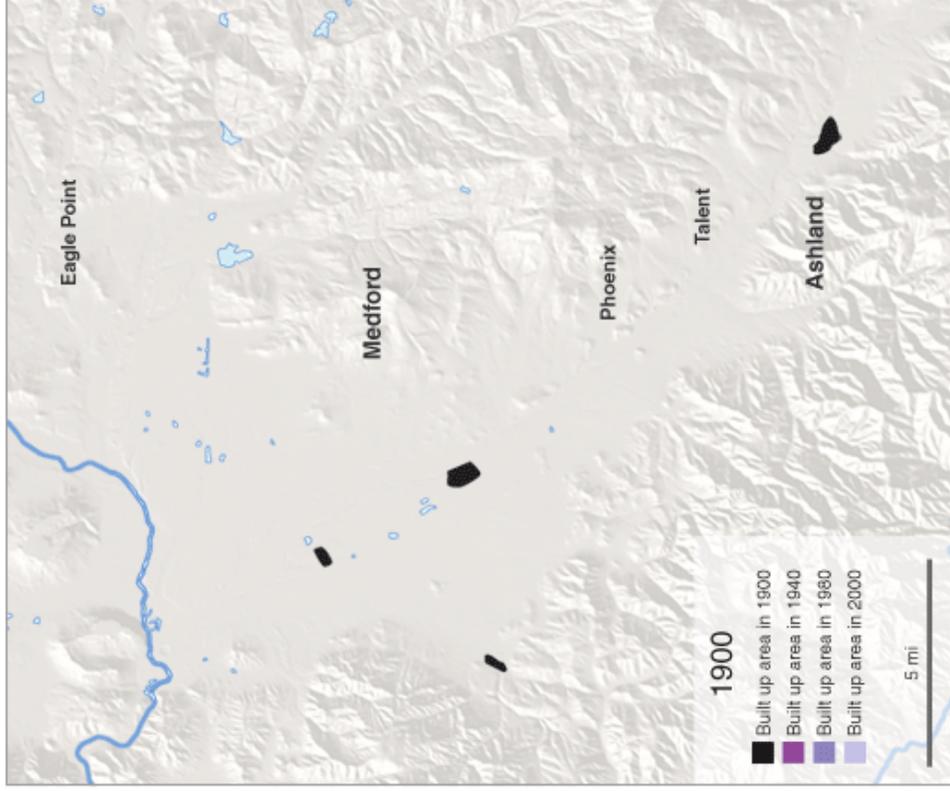
# Portland growth 1990 - 2000



# Vancouver - Portland region rural development 1990 - 2000

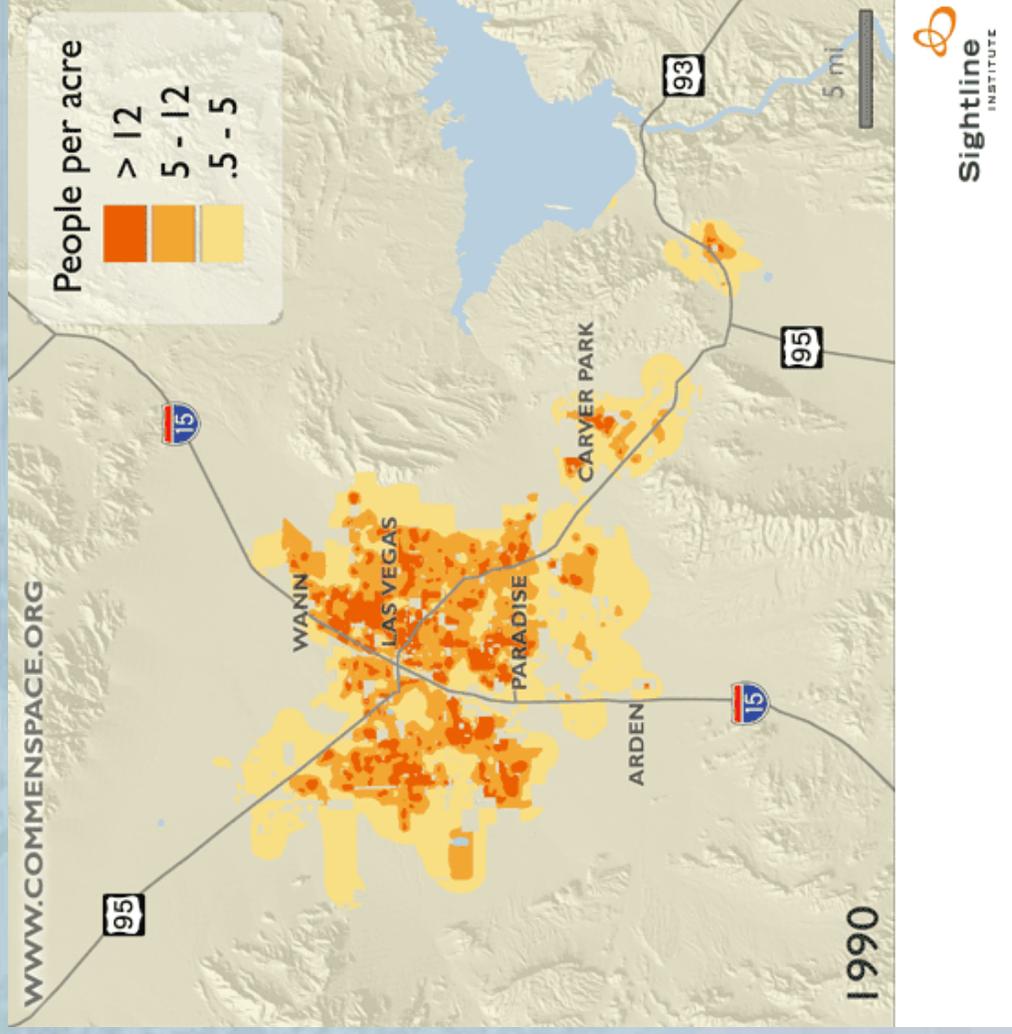


# Medford growth since 1990

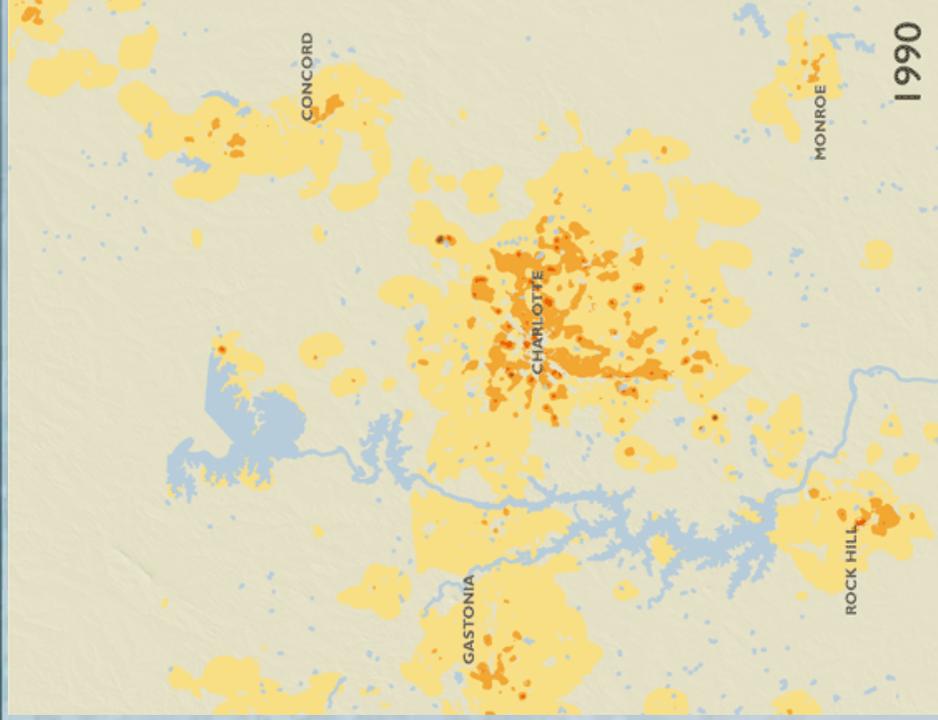


Map by Allen Cartography

# Las Vegas growth between 1990 - 2000



# Charlotte, NC growth 1990 - 2000

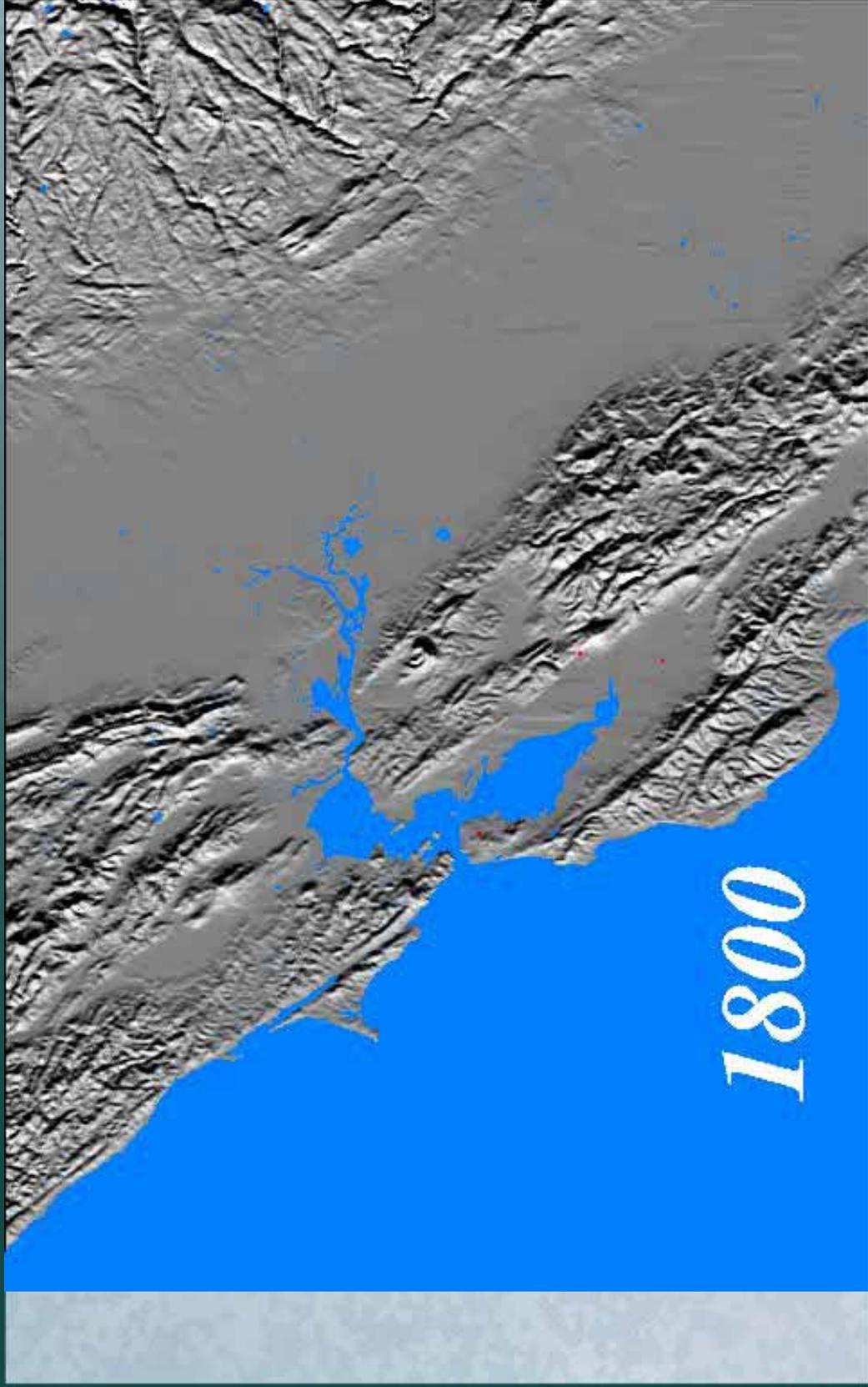


 Sightline  
INSTITUTE

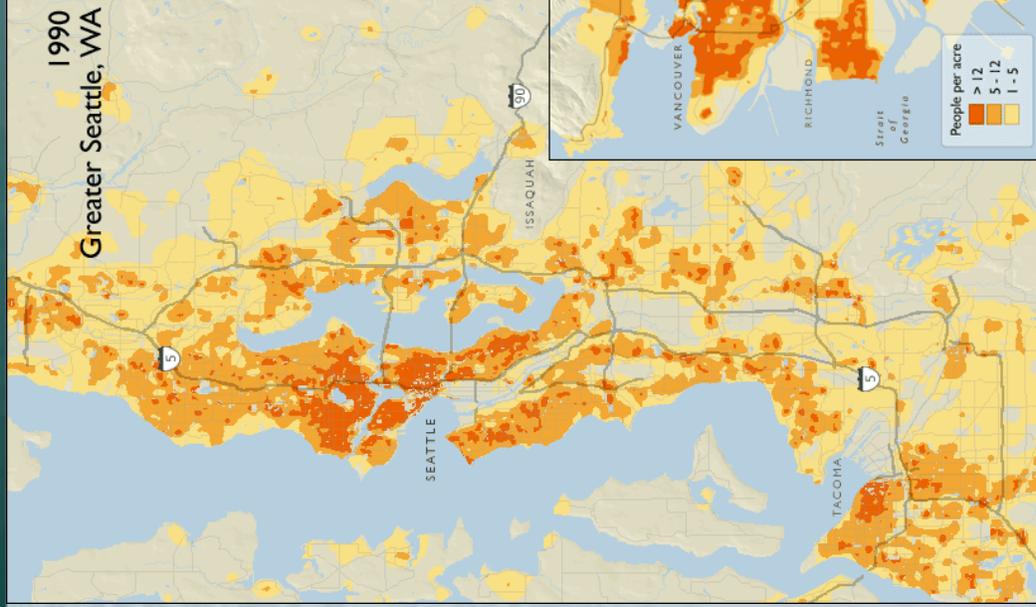
**CH2MHILL**

**Transportation Corridors Visioning Study**

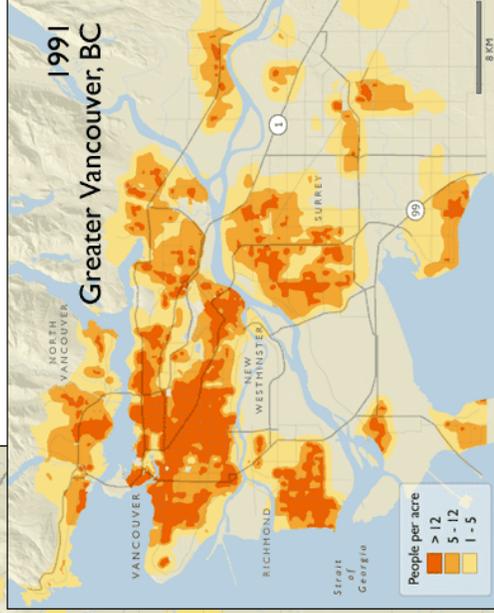
# Sacramento and San Francisco growth 1800 - 1990

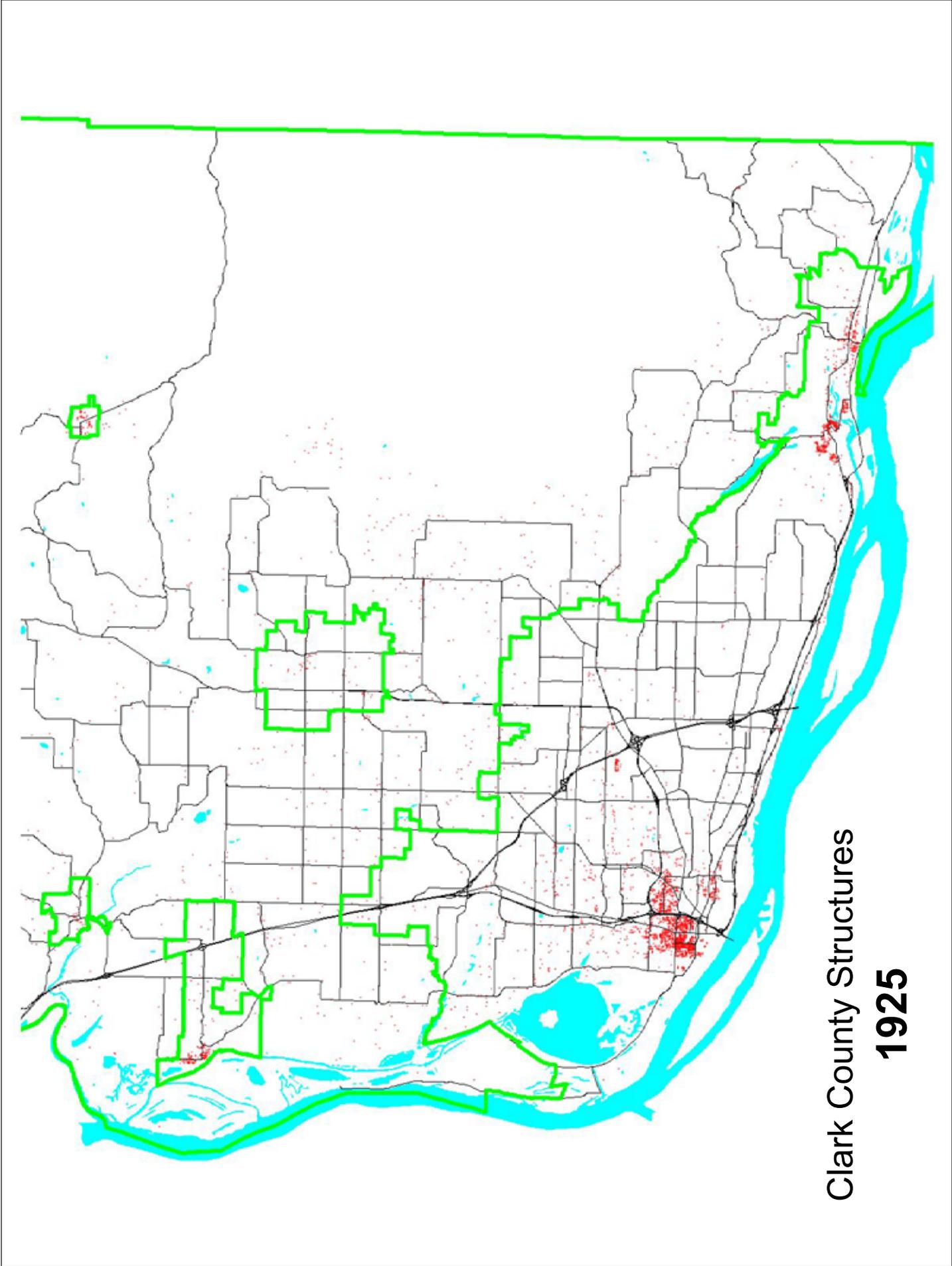


# Seattle and Vancouver, BC growth between 1990 - 2000

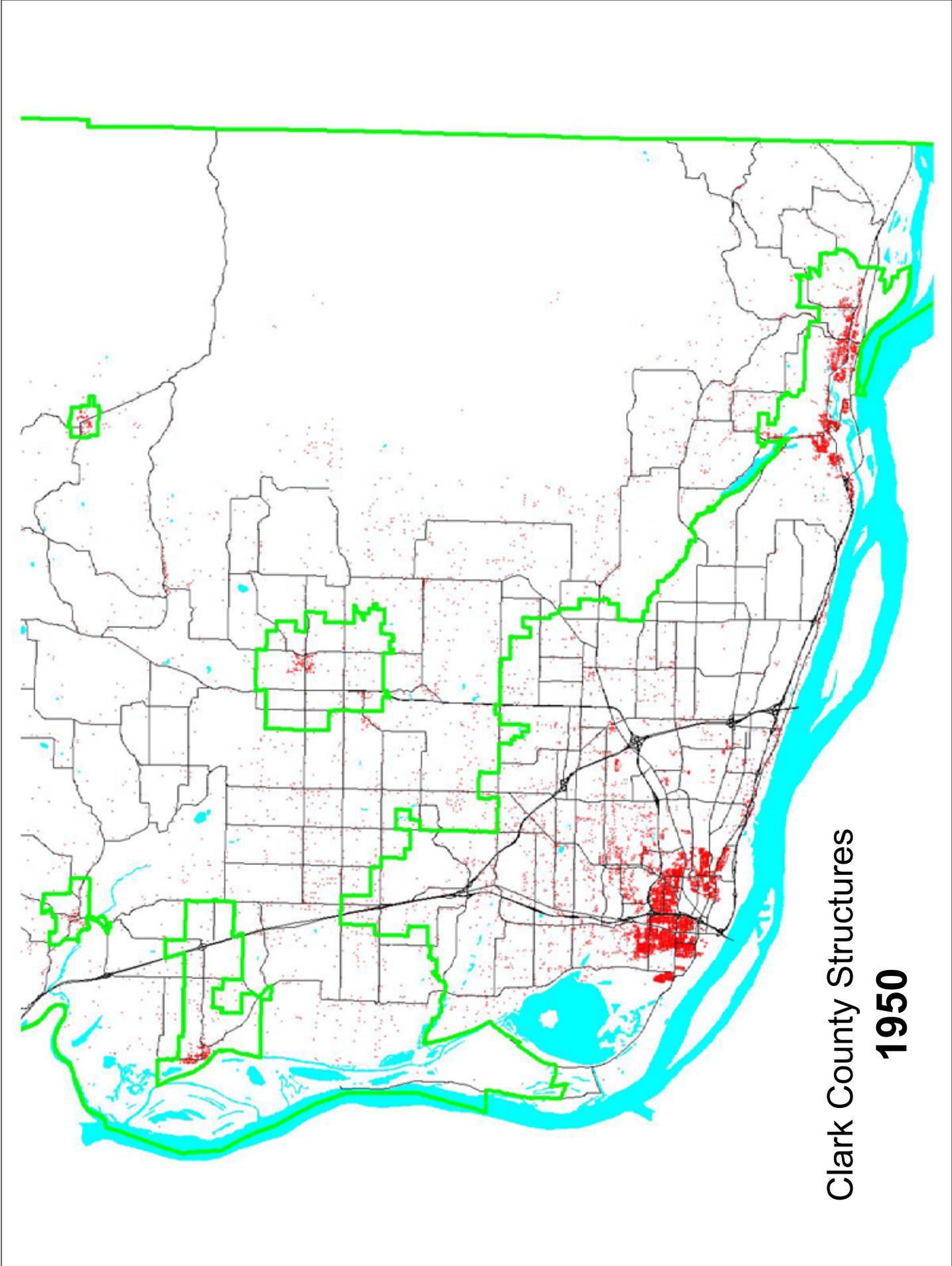


Sightline  
INSTITUTE

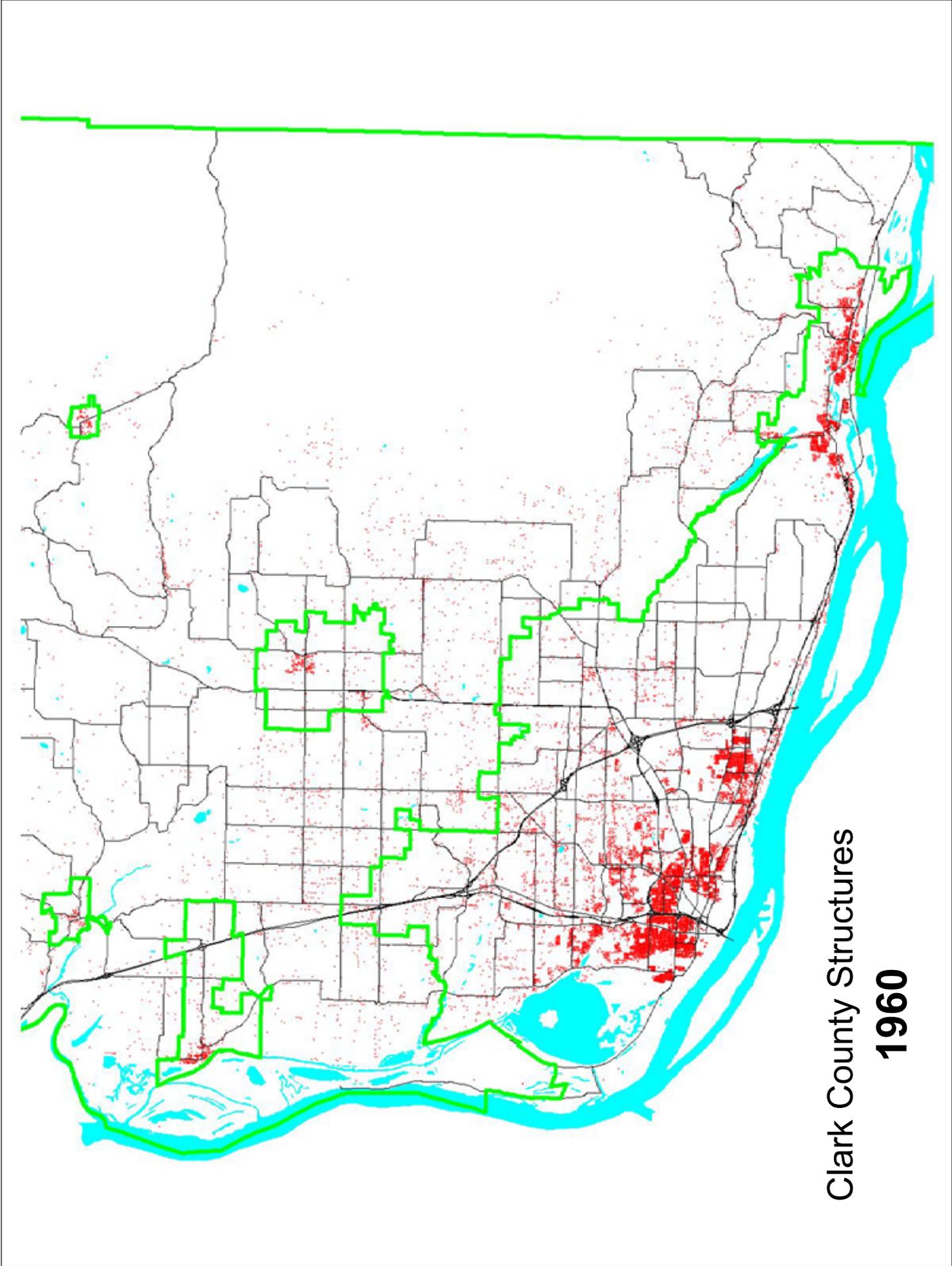




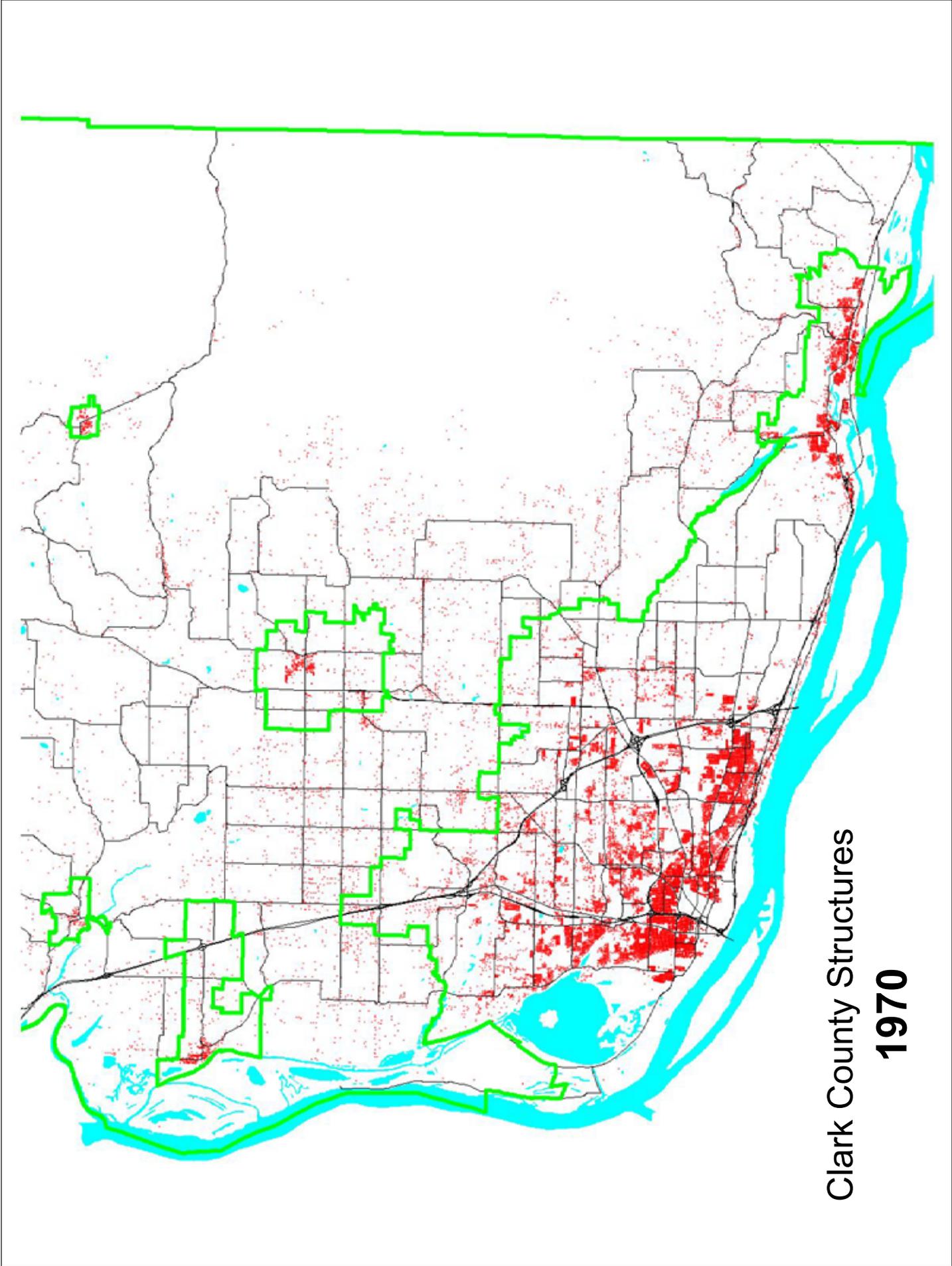
Clark County Structures  
**1925**



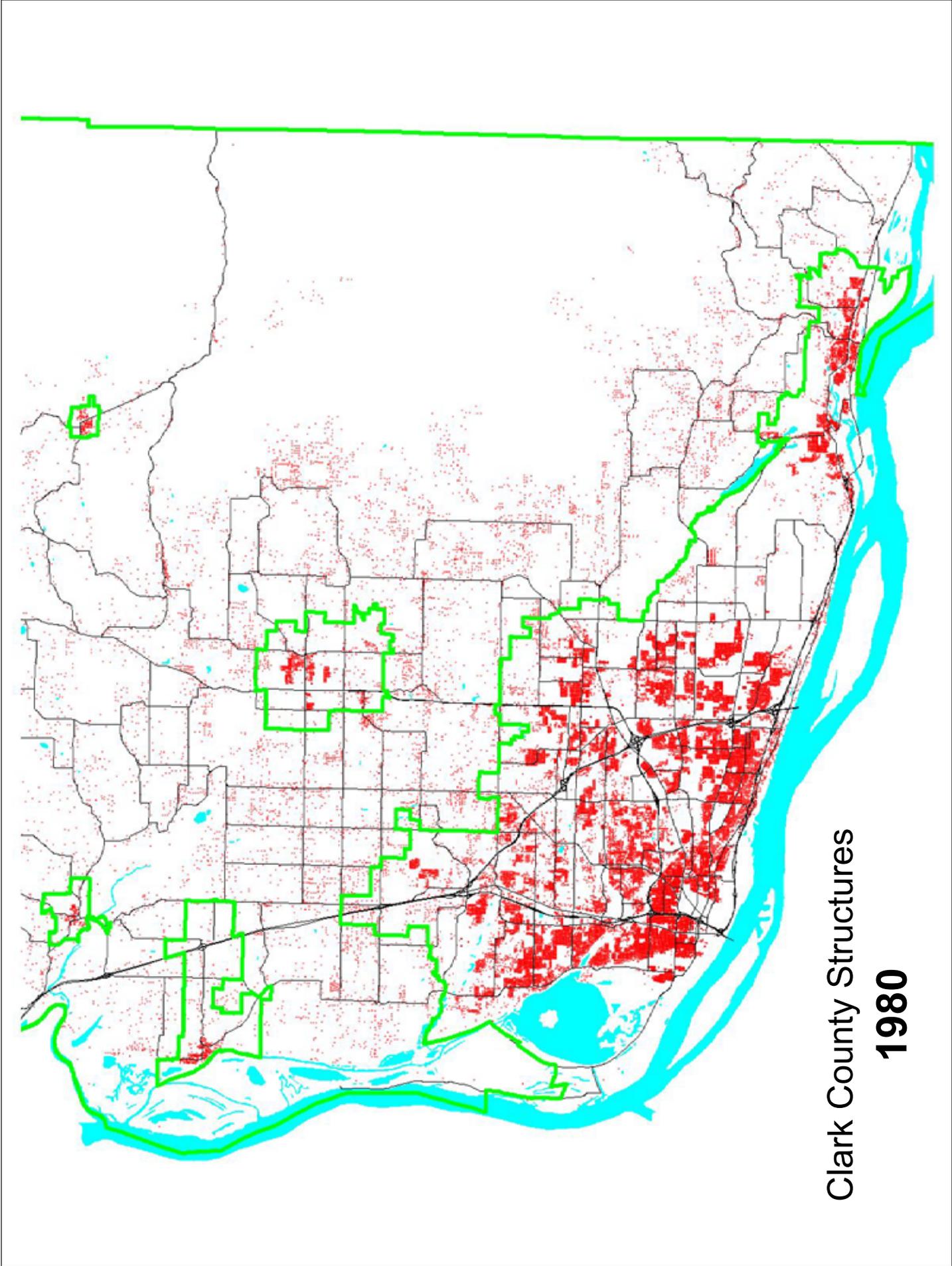
Clark County Structures  
**1950**



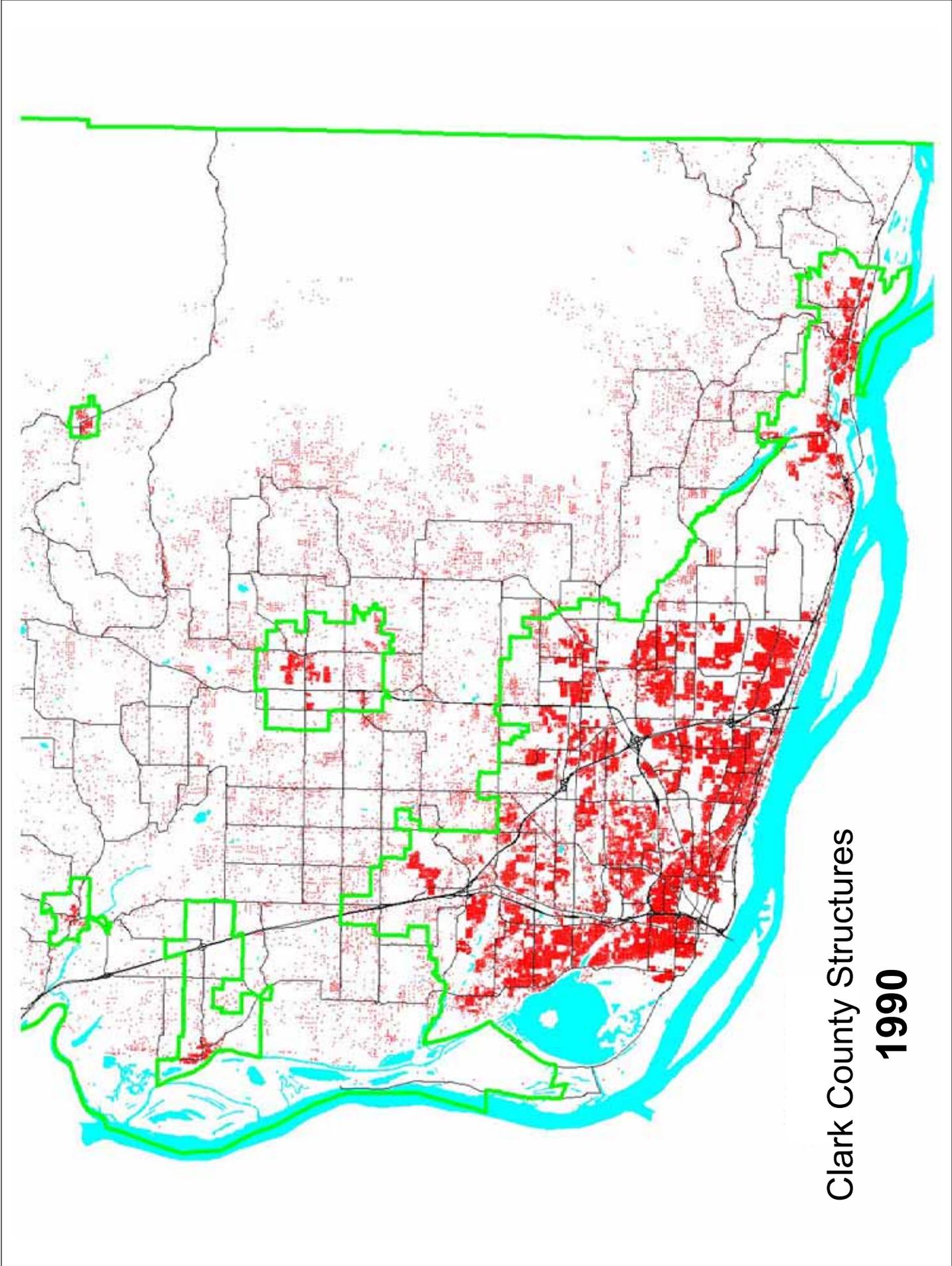
Clark County Structures  
**1960**



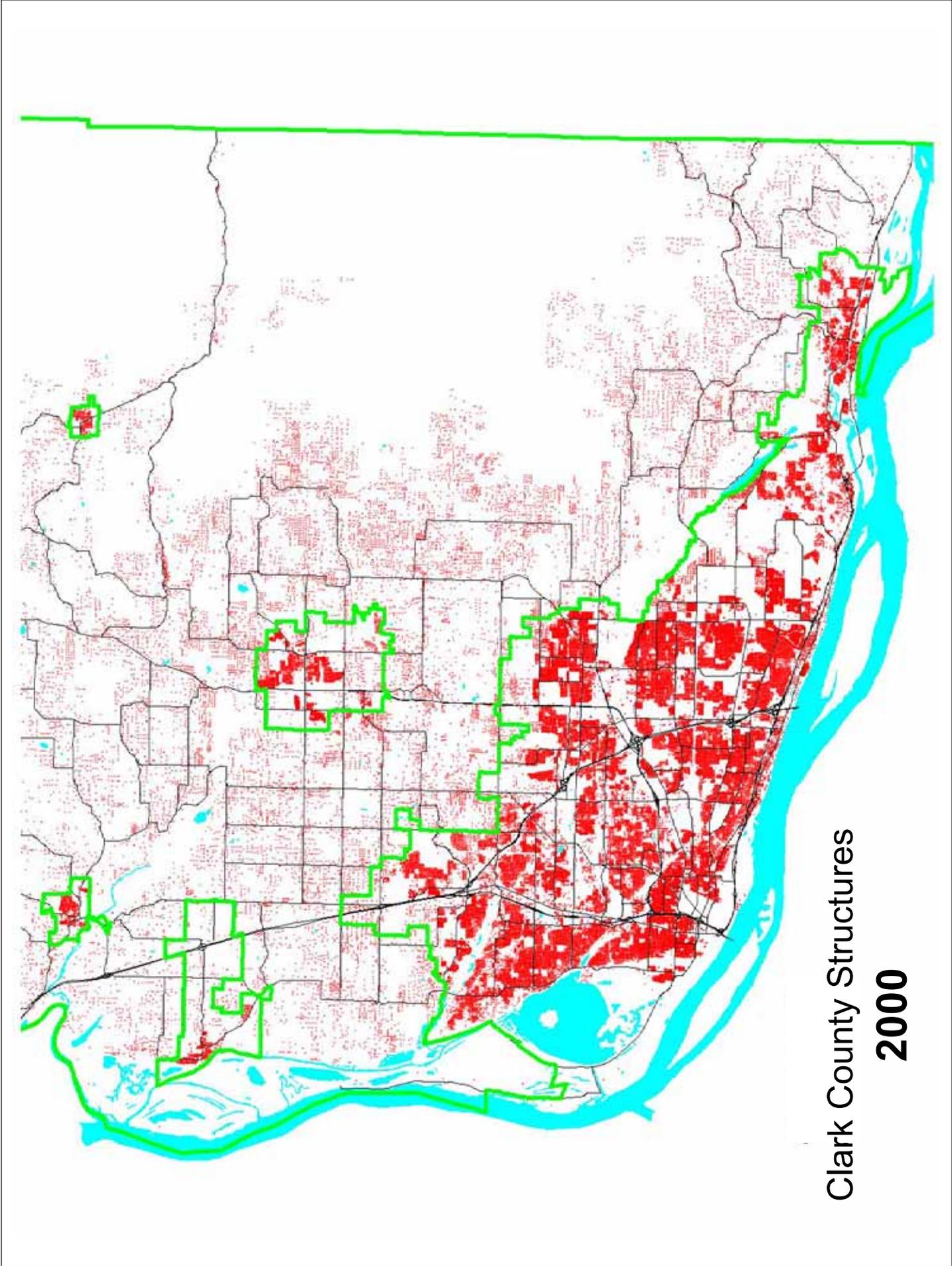
Clark County Structures  
**1970**



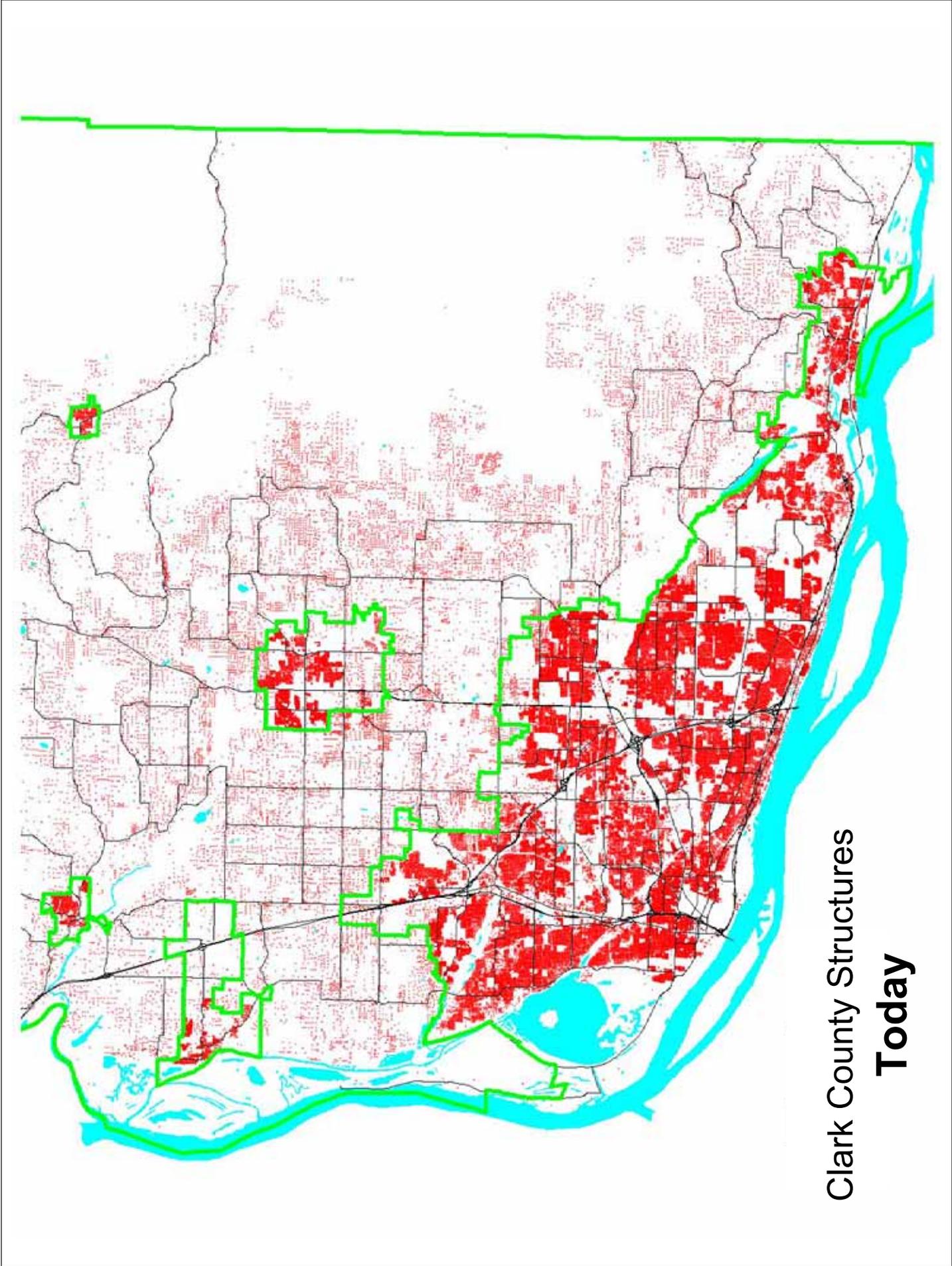
Clark County Structures  
**1980**



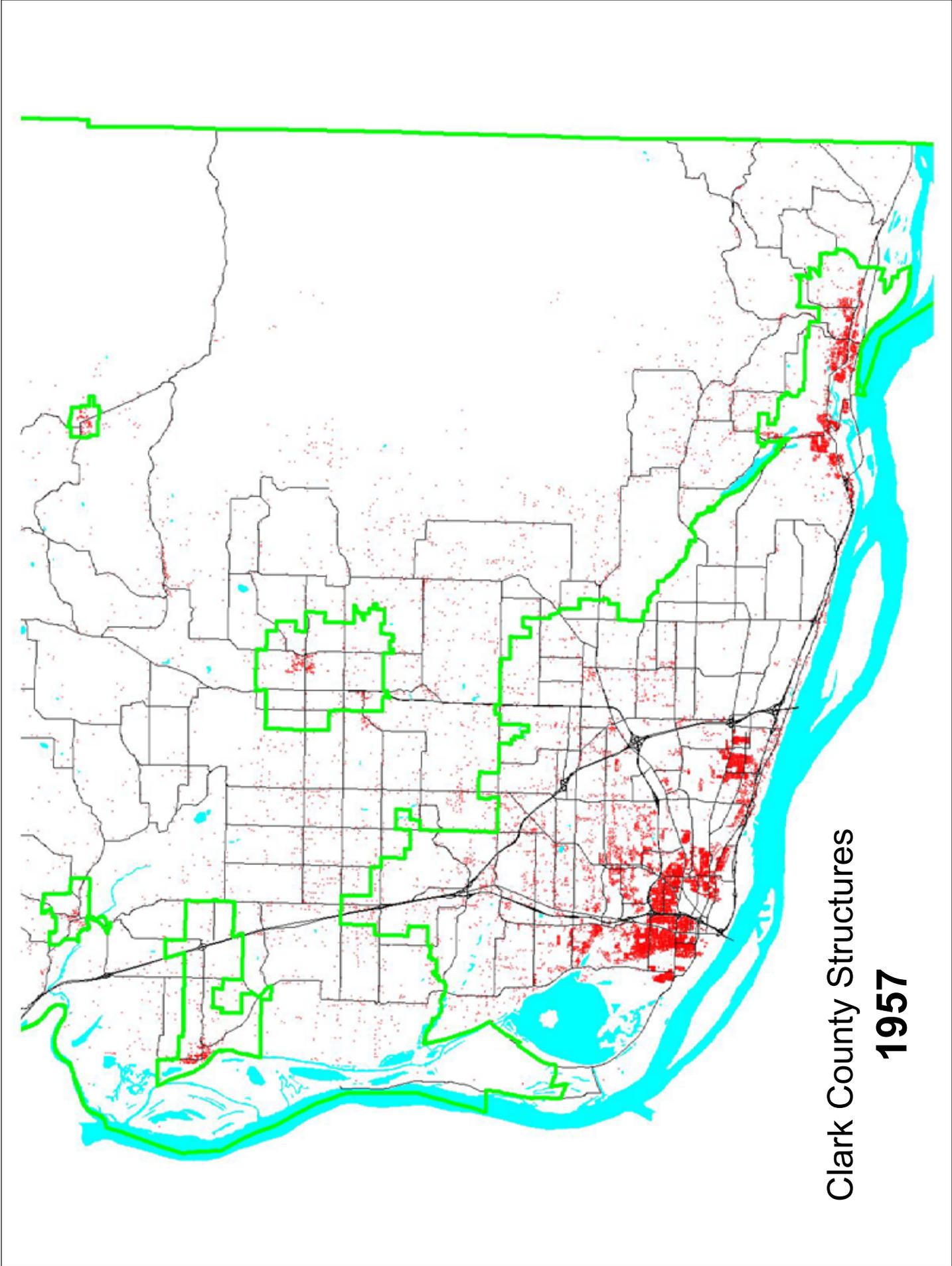
Clark County Structures  
**1990**



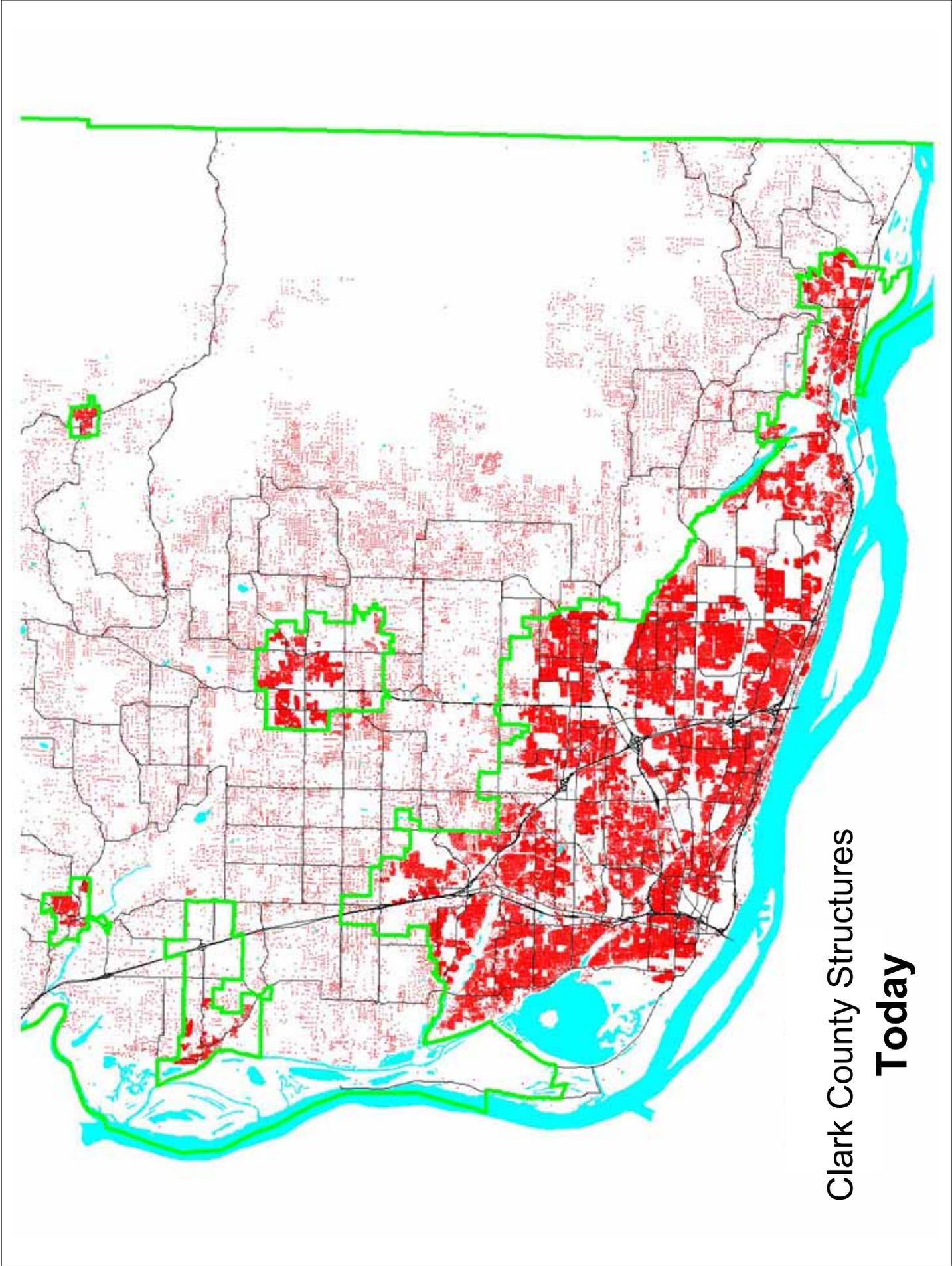
Clark County Structures  
**2000**



Clark County Structures  
**Today**



Clark County Structures  
**1957**



Clark County Structures  
**Today**

## Discussion

- *Which places look like Clark County, and why?*
- *Where have employers located in our region? households?*
- *What are the policies shaping growth?*
- *What role have transportation investments played? (leading? following? where?)*

# **Land Use Impacts of Transportation: A Brief Summary**

# Accessibility links transportation and land use

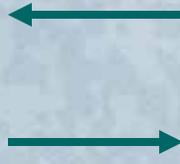
[explain, define, explore this term]



# Land Use – transportation interaction in time

current

Land Use



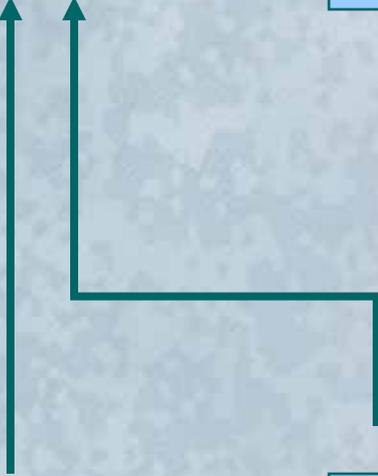
Transportation

future

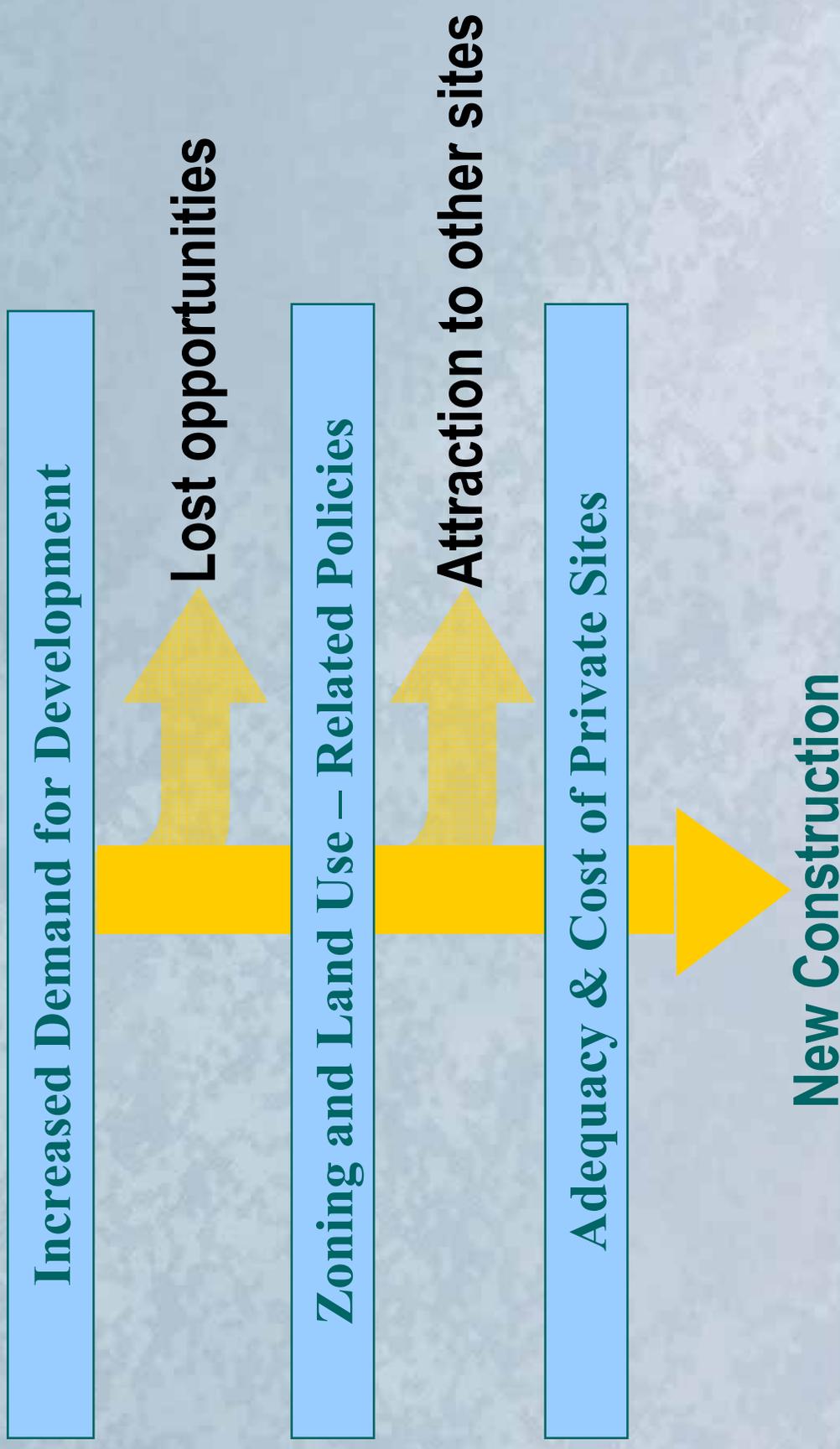
Land Use



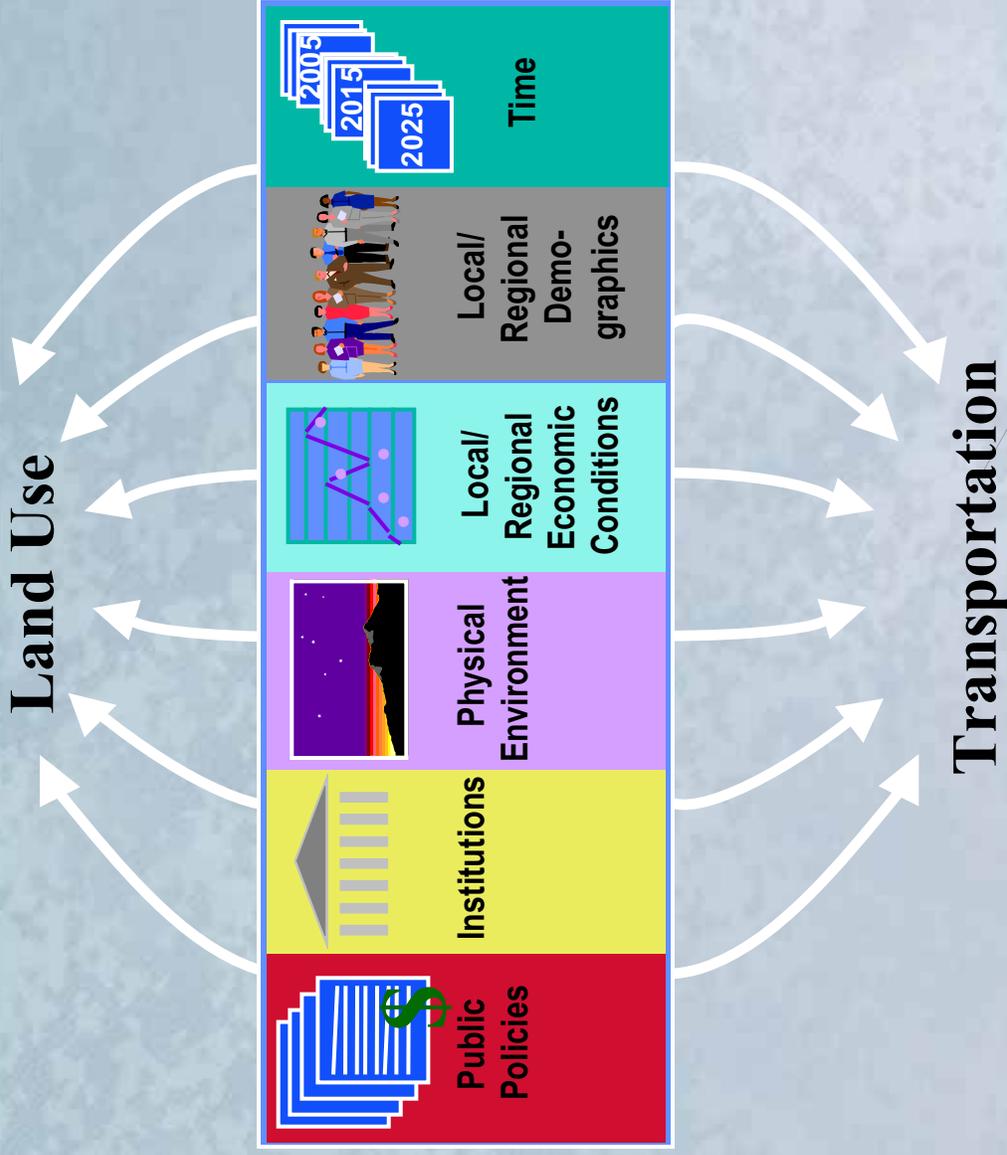
Transportation



# Development and transportation



# Mediating influences on the Transport-Urban form relationship



# Who are the “Actors?”

- Households
- Businesses
- Developers
- Government

## What does each do?

- **Households** decide to move and where to move
- **Businesses** decide to expand or to move
- **Developers** decide to build, and what to build
- **Governments** make policies, build infrastructure and affect prices

# What affects these decisions?

- For Households...
  - accessibility
  - prices
  - neighborhoods
  - schools
  - taxes

# What affects these decisions?

- For **Businesses**...
  - accessibility
  - visibility
  - prices
  - competition

# What affects these decisions?

- For **Developers**...
  - land supply, price, and characteristics
  - utilities & services
  - construction costs
  - expected return
  - regulations

# What do studies tell us?

# Impacts of interstate highways

- Highways are one of many factors, including:
  - available land
  - regional growth rates
  - land use policies
  - rising incomes
  - increased travel speeds

# Impacts of state highways

- Study of county growth rates MN)
  - Growth sensitive to state and local highway improvements
  - Investments at the urban edge lead to more growth, more often than investments in rural areas

## Impacts of beltways

- Beltway study carried out in 1980
- Analyzed 54 cities, 27 with beltways
- Land use impacts difficult to attribute
- Impacts influenced by local policies

## Highways and development

- California study of 26 communities – most outside of urbanized area
- Potentially impacted by 8 freeway-widening projects
- Impacts seen in short-term and decrease over time . . .

# Highways and development

- Short-term impacts:
  - Increased rate of single-family development
  - One-time “spurt” in multi-family development
  - Accelerated commercial development
  - No change for industrial development

# Transportation and land consumption

- Study using land use – transportation model
- Sacramento region -- compared variety of 2020 transportation scenarios:
  - LRT, Pricing, HOV, and Beltways

# Transportation and land consumption

- **LRT:** 75 new miles of track
- **Pricing:** 5¢ increase in per-mile cost of driving
- **HOV:** Increase of 153 lane-miles
- **Beltways:** Adds two regional beltways to the HOV scenario

# Transportation and land consumption

- Change in land consumption, relative to Base Case:

<b>LRT</b>	+ 265 acres
<b>Pricing</b>	- 617 acres
<b>HOV</b>	+ 624 acres
<b>Beltways</b>	+ 547 acres

## Summary

- Development is influenced by changes in accessibility
- Most impacts difficult to measure
- Accessibility is only one of several factors that influence decisions for
  - Households
  - Businesses

## Summary

- Public policies and expenditures (zoning, utilities, fees) affect urban form
- Many impacts involve redistribution of activity and land value
- Places “at the edge” benefit most

## Summary

- Jobs follow workers
- Affluent areas fare best
- As regions grow, any one investment has less impact

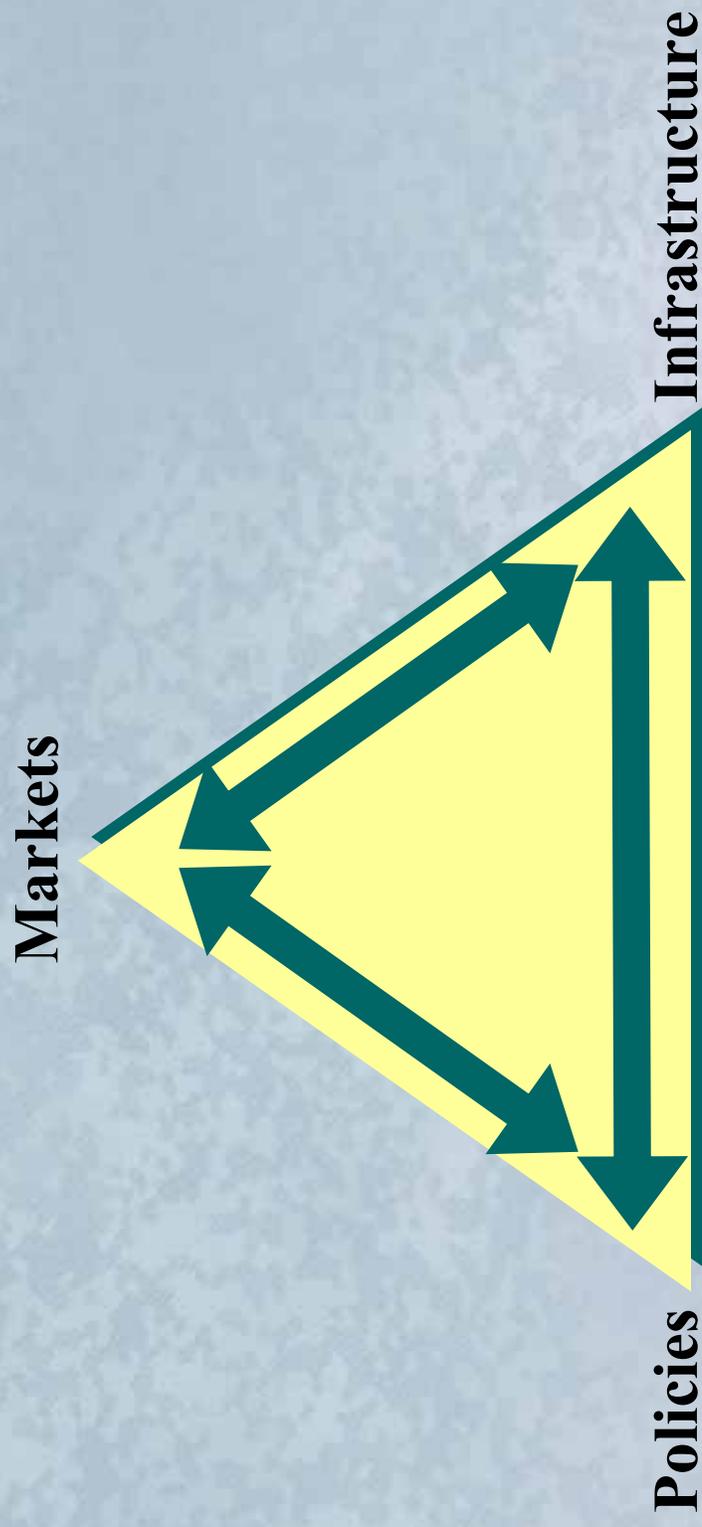
# Paradigm for regional planning

- Region has a vision of desired settlement pattern
- Political culture supports infrastructure investment
- Strong, respected institutions provide infrastructure and planning
- Infrastructure planning and investments precede or coincide with regional growth
- Infrastructure provided where market supports development

# Questions

- How does a region's form change, as it grows? **out and up**
- What is the role of land use policy in influencing urban form? **important**

# Questions



## Questions

- How does a region's form change, as it grows? **out and up**
- What is the role of land use policy in influencing urban form? **important**
- What is the role of transportation? **necessary but not sufficient**

## Discussion

- *What are the forces shaping the county's growth? What are the policies?*
- *What role have transportation investments played here so far?*
- *What does all this say about future corridor investments?*
- *And what are the unknowns?*

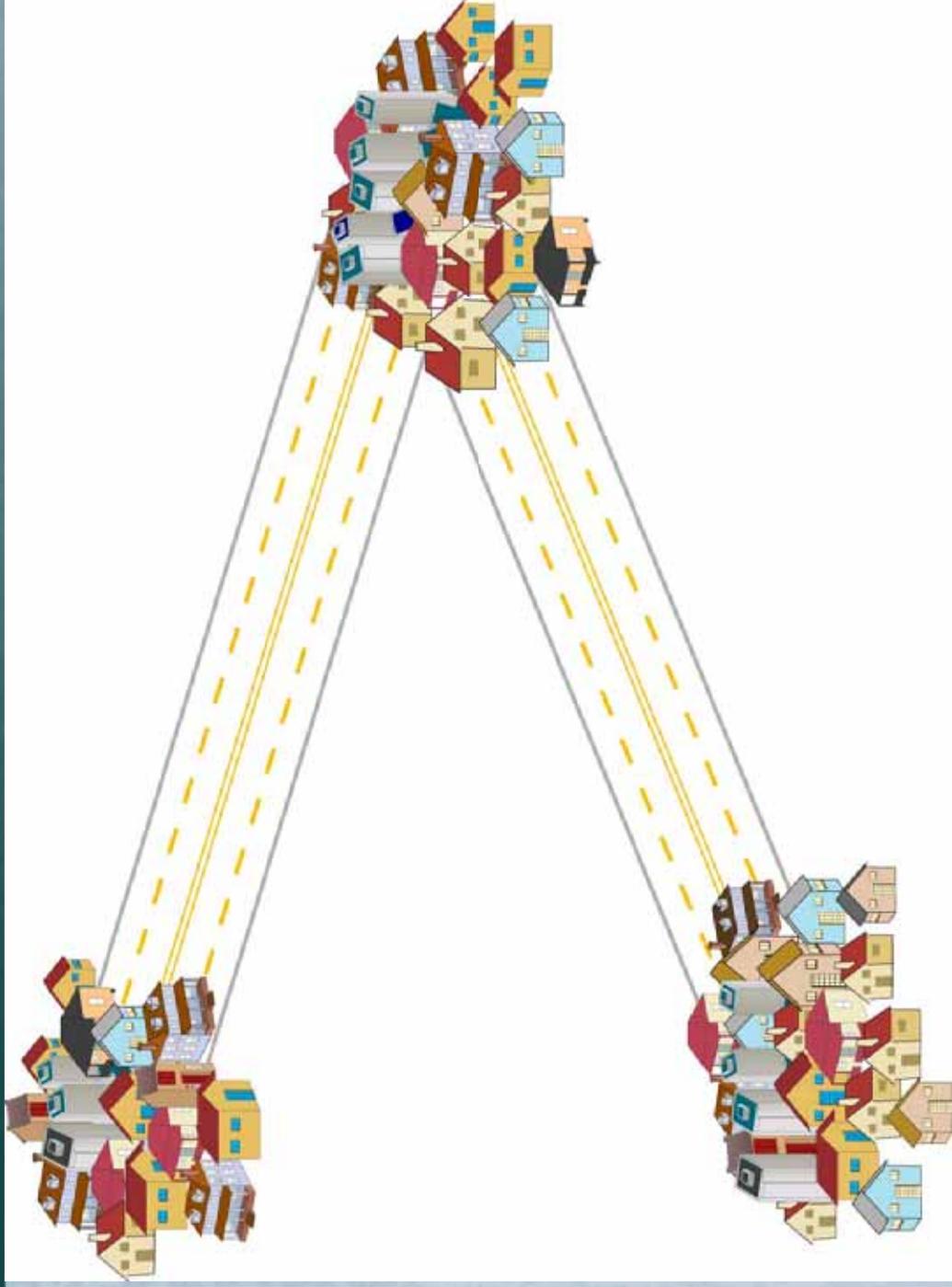
## Discussion

- *Where have employers located in our region? **one center, many facilities***
- *Where have households located in our region? **everywhere***
- *What are the policies shaping growth? **“economic development”***
- *What role have transportation investments played? **leading and following***

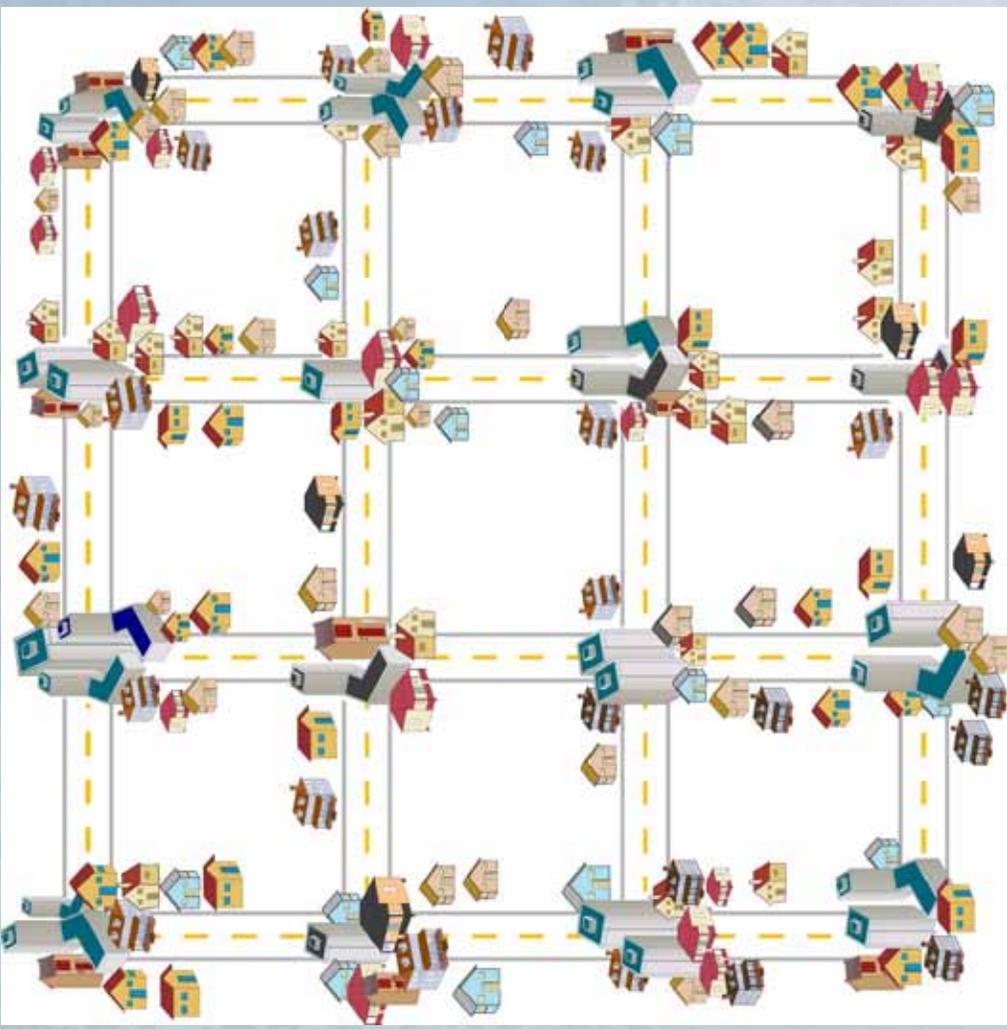
# Discussion

- *What does all this say about future corridor investments?  
a few large facilities vs. more and smaller ones*

**Focusing new urban development into centers will allow for the creation of large corridors.**



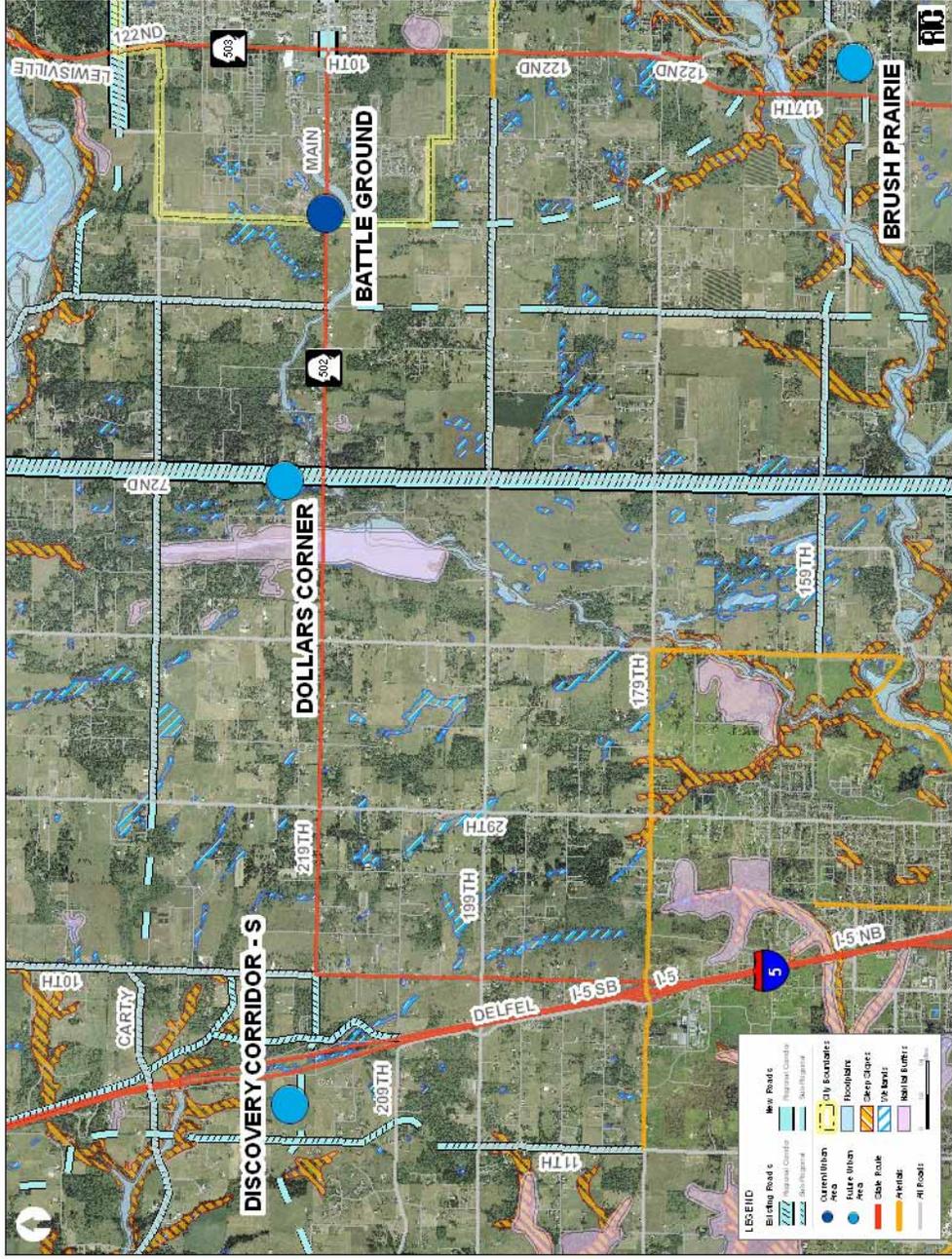
**Without contained urban centers, it will be necessary to create a grid-like pattern of smaller corridors.**



# **Transportation Corridor Engineering the Lines**

**Transportation Corridor  
Alternative Concepts**

# Grid System



# “Bypass” or “Connecting” Corridor

