

**APPENDIX K**

**REPORT ADDENDUM**

**LAND USE THINK TANK WORKSHOP #2**

**APRIL 25, 2008**



## Appendix K: Land Use Workshop #2

### AGENDA

#### Transportation Corridor Visioning Project Land Use Think Tank Workshop

8:30 to 11:30 a.m., Friday, April 25, 2008  
Public Service Center, 1300 Franklin Street  
6th Floor Training Room

#### Purpose

As the first phase of the Transportation Corridor Visioning Study reaches a conclusion, we are providing the opportunity to meet to discuss the land use implications. Sam Seskin, CH2M Hill, will once again provide his expertise to guide the discussion on how the region's land use may influence the type and location of future transportation corridors, and vice versa.

8:30 a.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
8:45 a.m.	Opening remarks: <ul style="list-style-type: none"><li>• What can we learn about best land use practices from other places?</li><li>• What did we learn from the Corridors Visioning process related to land use?</li></ul>	Sam Seskin, CH2M Hill, Chuck Green, PB & Lynda David, RTC
9:30 a.m.	Discussion: <ul style="list-style-type: none"><li>• What are the land use trade-offs that accompany the implementation of this transportation framework?</li><li>• What steps do we need to take to establish a land use vision to support the long-range Transportation Vision?</li></ul>	Jeanne Lawson, JLA & Sam Seskin, CH2M Hill
10:45 a.m.	Identify areas of consensus and next steps	Jeanne Lawson, JLA & Sam Seskin, CH2M Hill
11:10 a.m.	Summary and Action Items	Jeanne Lawson, JLA
11:20 a.m.	Closing comments	Lynda David, RTC

The draft Transportation Corridor Visioning Study report and draft map showing Candidate New Regional Corridors can be viewed at RTC's website at <http://www.rtc.wa.gov/studies.htm#vision>

**RTC  
Corridor Visioning Project  
Land Use Workshop**

**MEETING SUMMARY**

**8:30 to 11:30 a.m., Friday April 25, 2008  
Clark County Public Service Center, 6<sup>th</sup> Floor Training Room, 1300 Franklin  
Street, Vancouver**

**Attendees:**

Justin Clary (City of Ridgefield), Jeff Hamm and John Hoefs (C-TRAN), Phil Wuest and Bryan Snodgrass (City of Vancouver), Mike Mabrey, Oliver Orjiako, Gordy Euler and Mary Snell (Clark County), Robert Maul and Rob Charles (Battle Ground)

**RTC and Consultant Staff:** Lynda David and Mark Harrington (RTC), Sam Seskin (CH2M Hill), Chuck Green (PB), Jeanne Lawson and Adrienne DeDona (JLA)

1. **Welcome and Introductions** (*Lynda David, RTC and Jeanne Lawson, JLA*)
  - Lynda David and Jeanne Lawson kicked off the session with introductions and a review of the agenda.
  - Lynda presented an overview of the project, the process that has occurred and the findings that were uncovered through the project study.
  - Chuck Green discussed what was uncovered when the potential corridors were overlaid with the Comprehensive Plan Map (from 2007). Most of the corridors are outside of the urban growth areas. He also mentioned that there is still a strong desire to make the corridors multi-modal.
  
2. **Comments, Questions & Discussion:**
  - There is a need for sub-regional corridors but do not see where those were addressed in this plan.
  - Some sub-regional trips are addressed through travel on regional corridors.
  - It was acknowledged that development of a grid system is needed.
  - It isn't likely that construction will occur through environmentally-sensitive areas like Vancouver Lake lowlands and Ridgefield Wildlife refuge. Result was option West 1C to avoid that issue (goes around the Refuge). It is likely that the pendulum will swing more towards preserving protected land.
  - The transit component was not the focus of this study though Steering Committee members expressed a strong desire to make the corridors multi-modal. Corridors could accommodate some type of transit. The

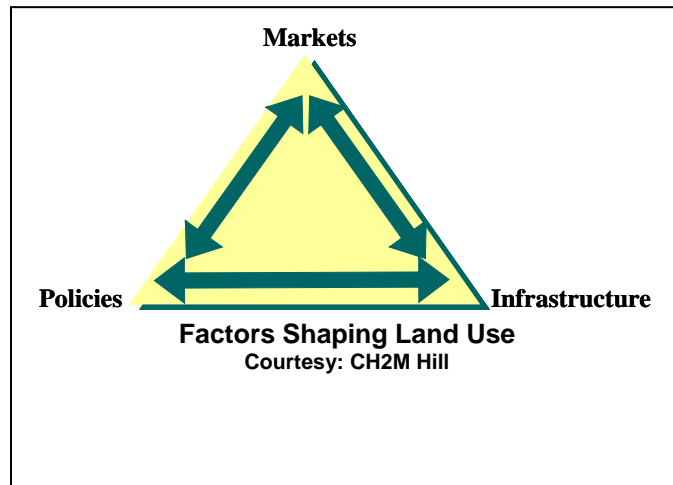
study attempted to get a true representation of travel desire; trip origins and destinations and what corridors would best serve the travel desire.

- The land use assumptions acknowledged that as metro areas grow they move outward and upward, therefore an average 10% densification of existing urban centers was assumed. However, greater land use densities might be tested as future land use and transportation plans are considered in Clark County. Would densification reduce the need for construction of new regional transportation corridors? This issue needs further analysis in a future planning phase.

3. **Opening Remarks (Sam Seskin, CH2MHill):**

Sam led a discussion regarding what was learned through the Corridors Visioning process related to land use. A handout with Sam's PowerPoint presentation, "Land Use: Steps Toward a Role in the Vision" was distributed.

- There isn't really a land use plan for areas outside of the Urban Growth Area (UGA).
- Land use and transportation should be planned together in order to: 1) manage trip generation and meet concurrency requirements; 2) Integrate transportation and land uses – access, mode choice, place making; and 3) Preserve right-of-way for corridor development.
- 1) Infrastructure investment (transportation corridors, sewer, water), 2) market forces and 3) public policy jointly influence land use. Today's discussion will focus on how public policy and market forces are going to interact with infrastructure investment.



- There are three categories/reasons why land use planning should be done near corridors:
  - ✓ Efficiency – get the most for the public funds. Make it easier for the public. Save citizens time and money.
  - ✓ Equity/fairness – There should be fairness in land use planning within generations (who gets their land designated for development) and across generations. Some thought should be given to sustainable land

use practices (i.e. do not make decisions that limit the choices of others in the future).

- ✓ Externalities (preserving something that everyone values – this is usually something only the public sector does) - Government will preserve protected lands, etc. in the public's best interests.

#### 4. **Land Use Trade-offs that accompany this transportation framework**

*(Sam Seskin, CH2MHill):*

Sam identified some of the land use trade-offs that could be made with the adoption of this transportation framework.

- Land use must be addressed early in order to preserve the right of way appropriately for multi-modal transportation.
- Need to identify the uses and functional classification of the transportation corridors – e.g. use for short trips vs. long trips? Access/Mobility?
- Development patterns need to be identified - small houses on large lots, small houses on small lots, large houses on large lots, etc.
- Public and private provisions of infrastructure – designate routes, preserve corridors, right-of-way acquisition.
- Determine whether or not land will be preserved outside the Urban Growth Area.
- Houses vs. jobs.
- Environmental protection and mitigation.

#### 5. **Examples to Learn from in Oregon** *(Sam Seskin, CH2MHill):*

Sam led a discussion with the group that centered on what can be learned from other land use/transportation processes in Oregon.

- Sunrise Corridor, Damascus/Happy Valley, Clackamas County, – This is an important transportation corridor because it is one of the most intense warehousing and distribution activity areas in the Northwest (e.g. Fred Meyer distribution facility). The Sunrise corridor has been under design for the past 20 years and yet they are still struggling to develop consensus on corridor alignment and construction. The area is within the Portland Urban Growth Boundary. The corridor is to connect to I-205 and the second phase is intended to connect to Hwy 26. This area is the principal urban reserve for the Portland Metro Area and a major east/west route to provide for regional and sub-regional movement is needed. Damascus is to be the hub for the area as it develops. However, land has been parcelized and housing has been built, piecemeal, along the corridor. These new residents are not necessarily in favor of the new corridor but want to preserve their semi-rural lifestyle. Currently, the project isn't any closer to construction even though there are design plans, adopted land use corridors, etc. The project is highly controversial due to stakeholders and area residents with differing opinions.
- North Bethany, Washington County – Here there is a much clearer edge between urban and rural areas. It's an area inside the UGB of Portland and Washington County. Rural areas in WA County are defined as large

lot rural areas. Large lots provided for a lot more options and easier decision-making when creating a concept plan for the area. Property owners had flexibility in what was going to happen. Therefore, transportation corridors are moving ahead in less time with less difficulty than the Sunrise Corridor. It is a smaller area than the Sunrise Corridor, Clackamas County example (possibly 2 to 3 miles across).

#### 6. **Comments, Questions & Discussion:**

The group discussed the possible trade offs and what potential steps could be made to establish a land use vision to support a long-range transportation vision.

- Decisions and choices are currently being made that are shaping the future of the existing rural areas. For example, approximately \$80 million is being spent to widen 219<sup>th</sup> to Battle Ground. The Dollars Corner area is somewhat similar to Damascus/Sunrise Corridor. A meeting participant said that some sort of case study on what could happen to the Dollars Corner area and 219<sup>th</sup> Corridor may be useful. Another participant reminded that WSDOT had convened an expert review panel that met to envision development of the SR-502/219<sup>th</sup> Street corridor back in June 1999.
- How do we shape the future without the private land owner interests forgoing public policy?
- Need to get jurisdictions together to determine what a livable community looks like for our region in the future.
- Clark County and Washington County are the two counties in the Portland Metro Region that have experienced the most growth in recent years. Washington County has followed the Oregon land use laws very closely. Washington County has preserved large parcels until ready to take the land into urban areas.

#### 7. **Areas of Consensus:**

- Refer back to the triangle of infrastructure, policy and market. Acknowledge the role of policy. One of the reasons we've grown a lot here is because of land supply and availability. Too often land supply gets used up to accommodate growth without truly planning for efficiencies and optimal growth in the future. Acknowledge that policy plays a large role in how many people you will be able to accommodate and how and where the region will grow. Defining a long-term vision for build out would be a positive next step to follow this Study.
- When I-205 was built, there were efforts made to limit access. Did the land use vision have a part in this access limitation? There should be some sort of tension between transportation mobility and land use access. Limiting access can be done. We should be making decisions early on regarding what is the desired functional classification for a new corridor and what type of land uses are desired along any new regional

- transportation corridor. Both land uses and transportation should be planned together right from the start.
- We should move away from the process of finding undeveloped land and developing it without much consideration for future implications. Instead, we should be thinking about the impacts to future generations in terms of schools, roads, sewers, etc. Also, we should be thinking in terms of developing transportation alternatives and choices and also land use alternatives and choices.
  - If we allow for higher percentage rates of growth in Clark County we will soon run out of land.
  - Urban growth boundary expansion in Clark County tends to be a slow march out with incremental growth with buffer area out. This tends to lead to a uniform type of development. Expansion of Urban Growth Boundary in Oregon is less incremental but, instead, brings in bigger chunks of land in focused areas.
  - Identifying parcels that have land use development potential is a moving target. Planning must be ahead of the game.
  - Need to have policy that includes choices about what type of transit we want to see in Clark County so that we can have land use that supports it.
  - A meeting participant said that the Transportation Corridors Visioning Map tells a cautionary tale. Development of new regional transportation corridors can lead to sprawl unless there are policies in place which leads to fulfilling a clear land use vision for the future. Examples exist where agricultural land and/or forest lands can be converted for development so the Weyerhaeuser lands could possibly be developed in the future. Most of the areas outside of the UGAs in Clark County are parcelized which can present problems when developing transportation corridors or when trying to develop new urban areas.
  - We should be looking at what the climate change initiatives will bring from the State's public policy perspective.
  - There is so much existing transportation infrastructure that isn't to standard. We are using so many resources to get up to standard without building any new infrastructure.
  - Private sector provides exactions to support development where they want to develop but exactions don't necessarily mean that the public infrastructure gets fully developed.
  - Need to take a more regional approach and longer term look at the form of growth. The questions need to be asked differently. What is the form? What kind of urban or rural form will there be? Not where will the urban growth boundary be? 50 years is an appropriate horizon year in this County because of the price of land. If we decide what we want in 50 years, then it's easier to decide what we want in 20 years.
  - Need to determine the land use long-range future for the whole rural landscape (outside of the existing UGAs). Where do you have the greatest degree of choices? Identify whether there are substantial resource limitations. Choices could range from agricultural preservation to



multimodal transportation. Character is already determined in parcelized areas. Determine what the rural character is in Clark County.

- Changing parcel size has an impact on public facilities.
- Do a better job of acknowledging the role of policy on land use outcomes.
- Determine how we get land use policy to catch up with transportation vision.
- Public policy isn't currently on an equal footing with investment and market.
- Land use policy for areas outside of the UGAs in Clark County needs to be addressed.
- Need long-term vision for land use in the County in order to be able to plan effectively in the near-term.
- Look at growth alternatives differently (e.g. growth upward then outward etc.). Look at changes within existing UGAs – how to densify vs. expanding boundaries.
- We do not require connected roads or public streets. This doesn't facilitate urbanization.
- The focus on expanding UGAs by x number of acres in the existing comprehensive planning process is limiting choices. There needs to be a more conscious review of what the consequences are. Without this review and exploration of what the results are will affect options for future urbanization.
- Look at areas where we have the greatest amount of opportunity.

8. **Next Steps:**

- Within Clark County, land use initiatives are moving forward that are going to have outcomes that will have consequences for transportation -
  - Clark County is establishing a Rural Lands Task Force which will develop recommendations concerning "rural character," (Rural Look) past, present and future. Commissioner Boldt is leading this initiative. The process will look at all lands outside of the UGA. The Task Force will be working on the first phase of a rural lands review to prepare for a more complete examination of the rural element of the County's Comprehensive Growth Management Plan. Rural zoning has not been reviewed since 1994.
  - Clark County has also convened an Agricultural Preservation Advisory Committee. Commissioner Stuart attends these meetings.
- The Rural Look process should recognize that rural lands are pretty well parcelized and address how this will affect the County's future.
- It would be wise to consider rural and urban areas together, rather than in isolation, as what happens in the urban area affects the rural area and vice versa.
- To the extent that rural character is defined, conduct a long-term vision.
- Take advantage of this commitment that the County has to look at rural lands. Look at multiple options. Directive of how to get more choices.

- Determine the rural character and agricultural lands character of Clark County when we reach a million in population.
- Explore choices that can lead to a vision.
- Understand the values and competing interests (agricultural land preservation, forest, rural hobby farms, and others).
- Get consensus from the community about how to densify areas currently within the UGA. This changes the dynamic of what growth occurs in rural area.
- Within a community framework planning process provides the opportunity to discuss the rural vs. urban land split. It is time to re-look at a framework plan. Get the cities involved in the decision-making because the cities will eventually be supporting what are now rural areas if these lands are annexed into the cities for development as urban areas.
- If areas outside of the UGAs remain rural, this changes the use (functional classification) of the corridors.

9. **Closing Comments:**

- The full Corridors Visioning Report is available on RTC's website.
- The Corridors Visioning Study probably raised more questions than it provided answers. There is certainly more work to be done in future phases to look at integration of land use and transportation. Future phases should more closely integrate land use and transportation.
- Today's discussion should be incorporated into the report.
- The Corridor Visioning Study's messages are being presented to communities.
- It is apparent that additional land use study needs to take place (i.e. a framework plan).
- Message from the group is that land use needs to be revisited in such a way that it doesn't limit our future options for transportation or otherwise.

The workshop consultant provided his summary:

1. Given the pattern of development out there today, it will be a tough challenge to fulfill the transportation corridors vision. It will be a challenge to get the right of way preserved in time before it is purchased for development before-hand.
2. Acquiring right of way makes no sense unless there is a land use vision, and
3. Land use makes no sense without an updated framework plan.

## **POWERPOINT PRESENTATIONS**

- **RTC's Opening Presentation**
- **Sam Seskin's Presentation**

# Clark County Transportation Corridors Visioning Study

## Land Use Workshop

April 25, 2008

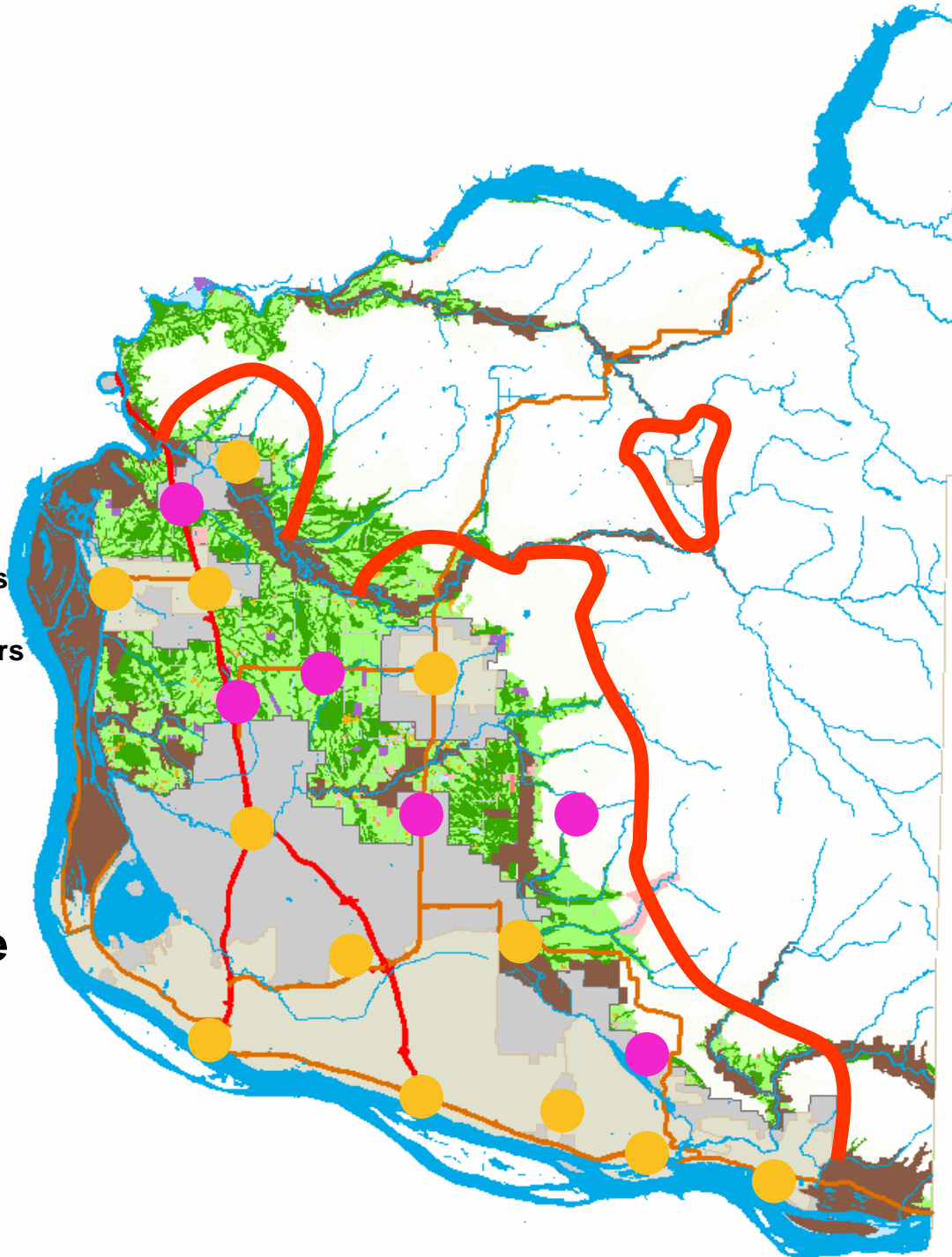


# What is the Visioning Study?

- How do we get around Clark County when population reaches 1 million and we have 500,000 jobs?
- What are the options for new, regional transportation corridors within the county?
- What options do we have for a new crossing over the Columbia River?

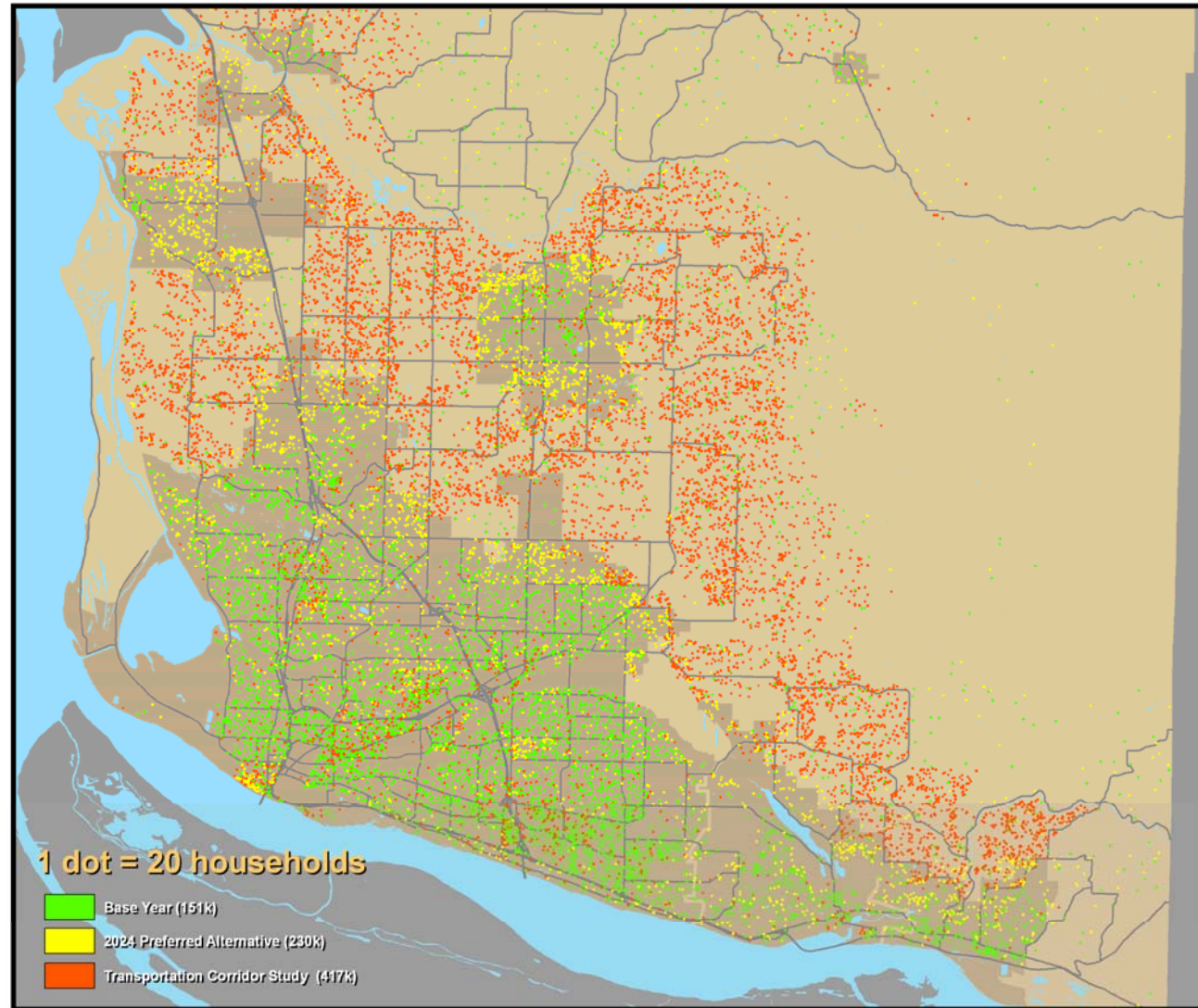
- Vacant, Underutilized
- Vacant Critical
- Built
- Roads and Easements
- Mansions and Condos
- Built Exempt
- Vacant Exempt
- Private Openspace
- Parks and Openspace
- Conservation REET Areas
- Future Urban Areas**
- Existing Urban Centers**
- Potential Future Centers**

## Current and Possible Future Urban Centers

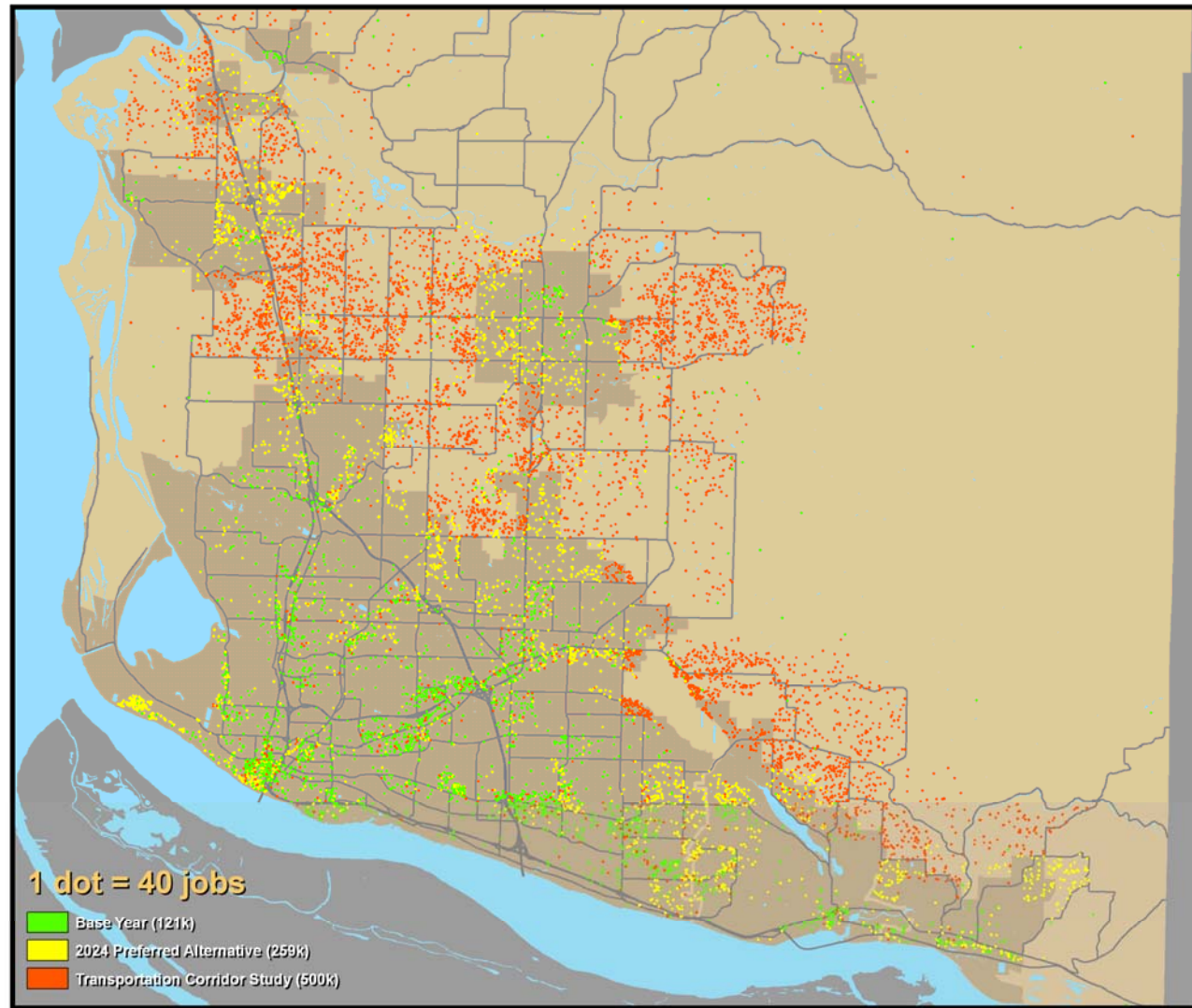




# Visioning Study Land Use Assumptions: Households



# Visioning Study Land Use Assumptions: Jobs





# Types of Corridors

## REGIONAL

- Similar in nature to a state highway such as SR 500 or SR 502
- Long-haul truck/freight
- Carries a high volume of longer-distance trips
- Could connect a Port or other major regional facility to the regional system

## SUBREGIONAL

- Similar in nature to a major arterial such as Mill Plain Blvd. or NE 78<sup>th</sup> Street
- Mix of regional/sub-regional transit and highway trips
- Truck/freight movement for access
- Provide access to and circulation within a subarea

Vision Plan: Engineering the Lines  
Candidate New Regional Corridors



Recommended  
Candidate  
Corridors for  
Consideration





## What were the Key Findings?

- Demand for new north-south corridors (west- and east-side) as well as east-west corridors (north side)
- Also, high demand for sub-regional linkages
- Most creek/river crossings are well over capacity in Vision Plan scenario
- New River crossings would carry mix of regional and subregional trips



# Vision Plan Candidate Corridors





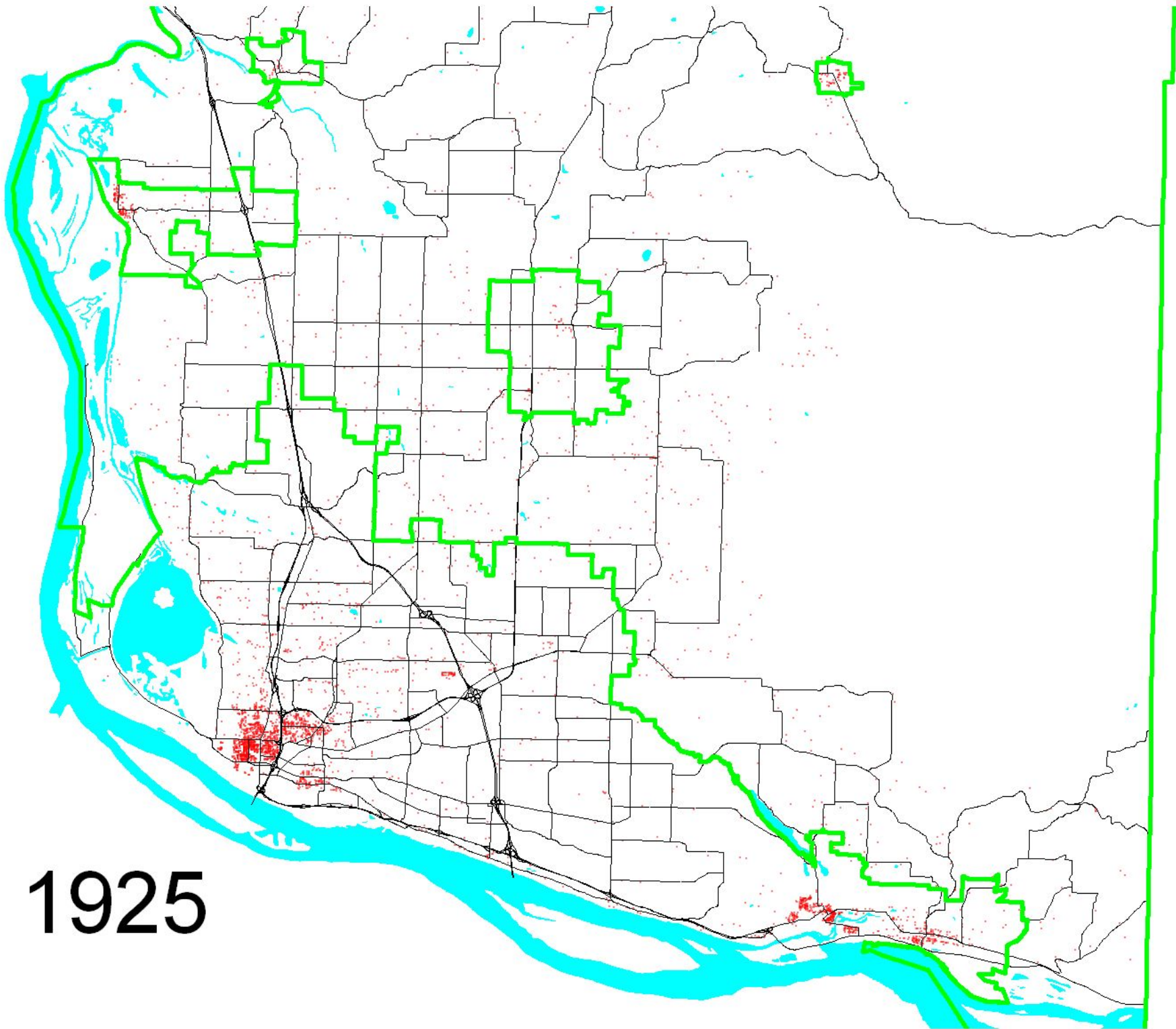
# **Land use: Steps toward a role in the Vision**

## **RTC Corridor Visioning Project**

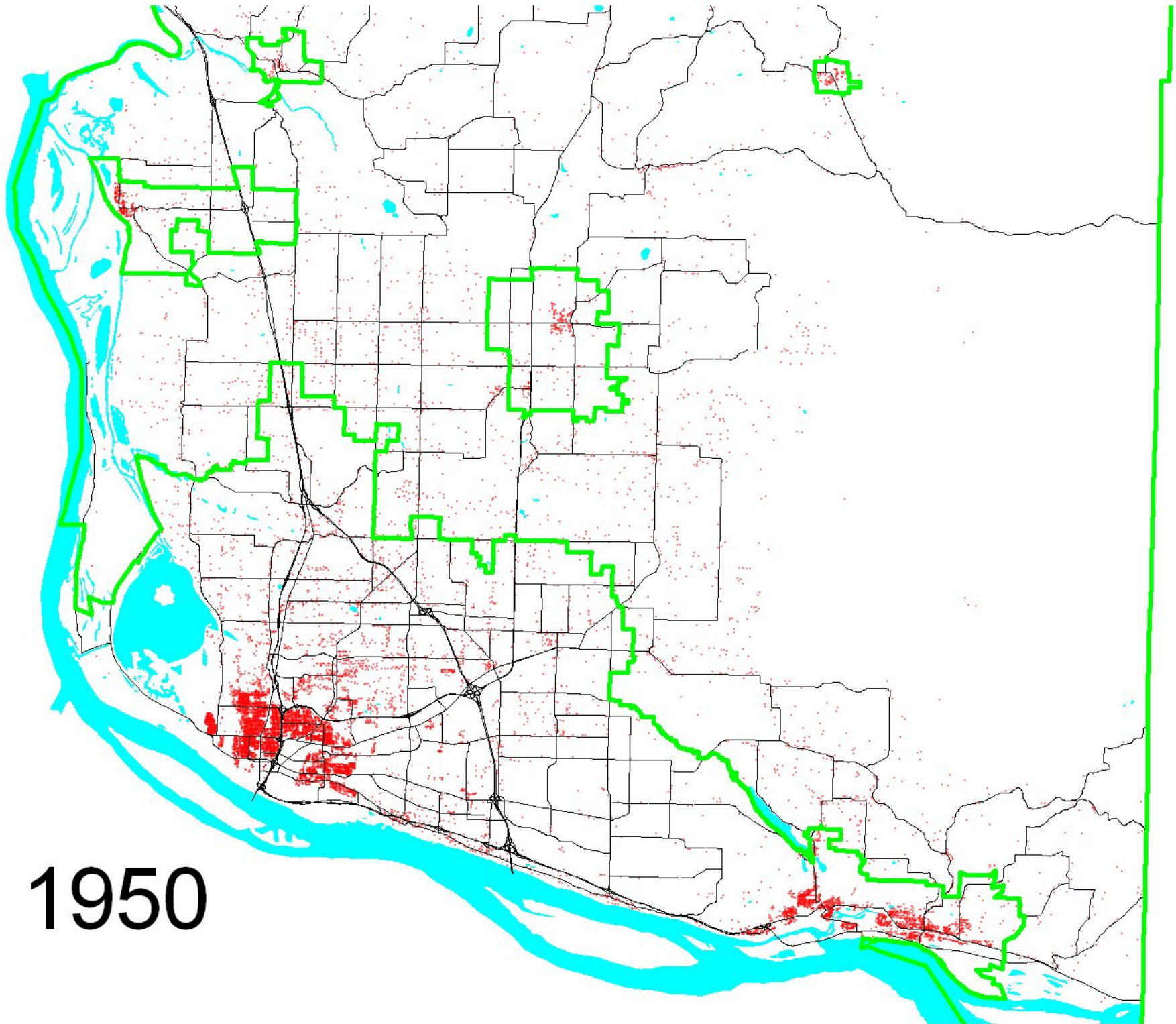
# Presentation

- ◆ **Why do we plan?**
- ◆ **What “drives” land use?**
- ◆ **Washington’s framework**
- ◆ **Beyond the UGA: some choices and trade-offs**
- ◆ **Learning from Oregon: Clackamas and Washington counties**



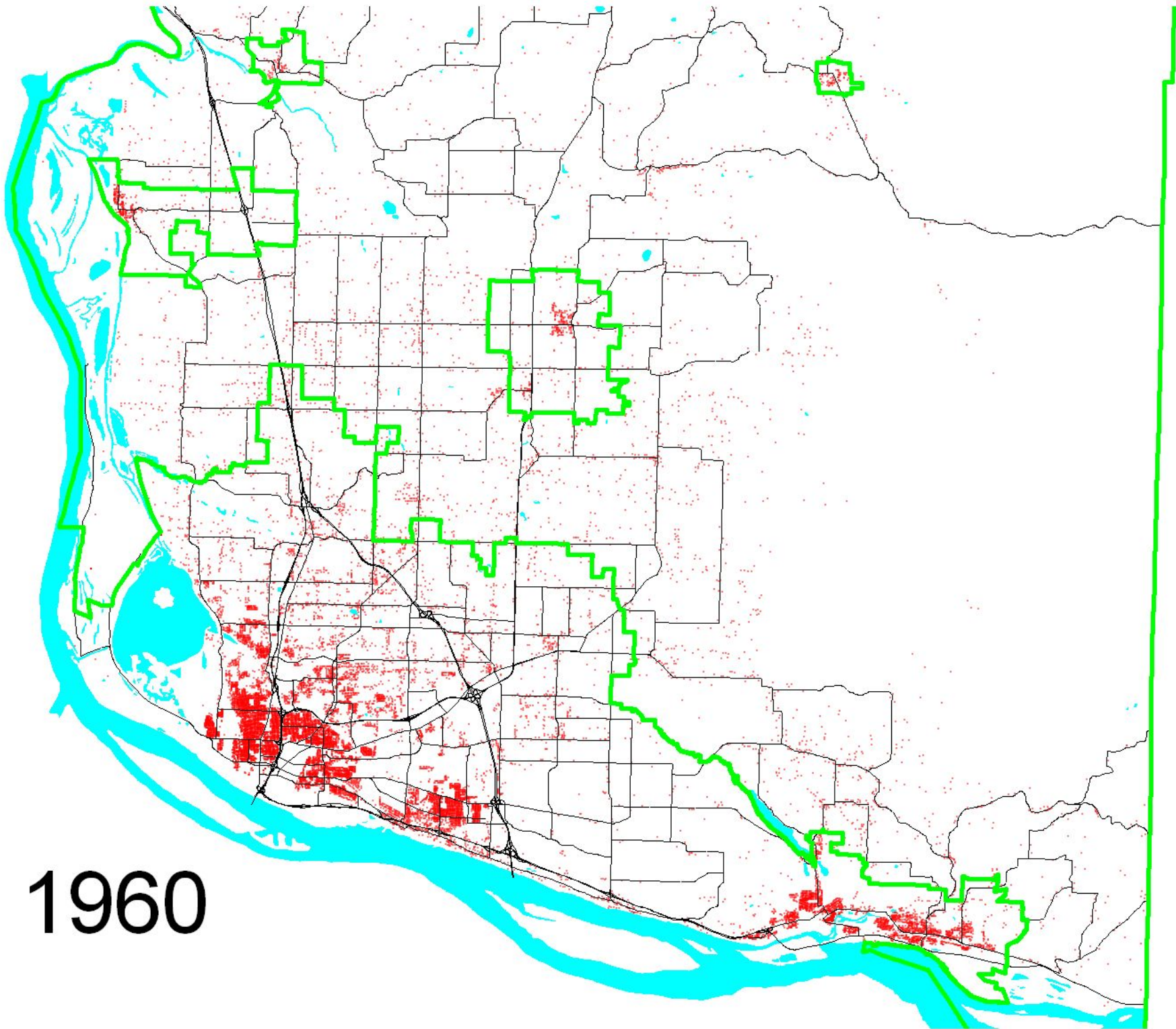


1925



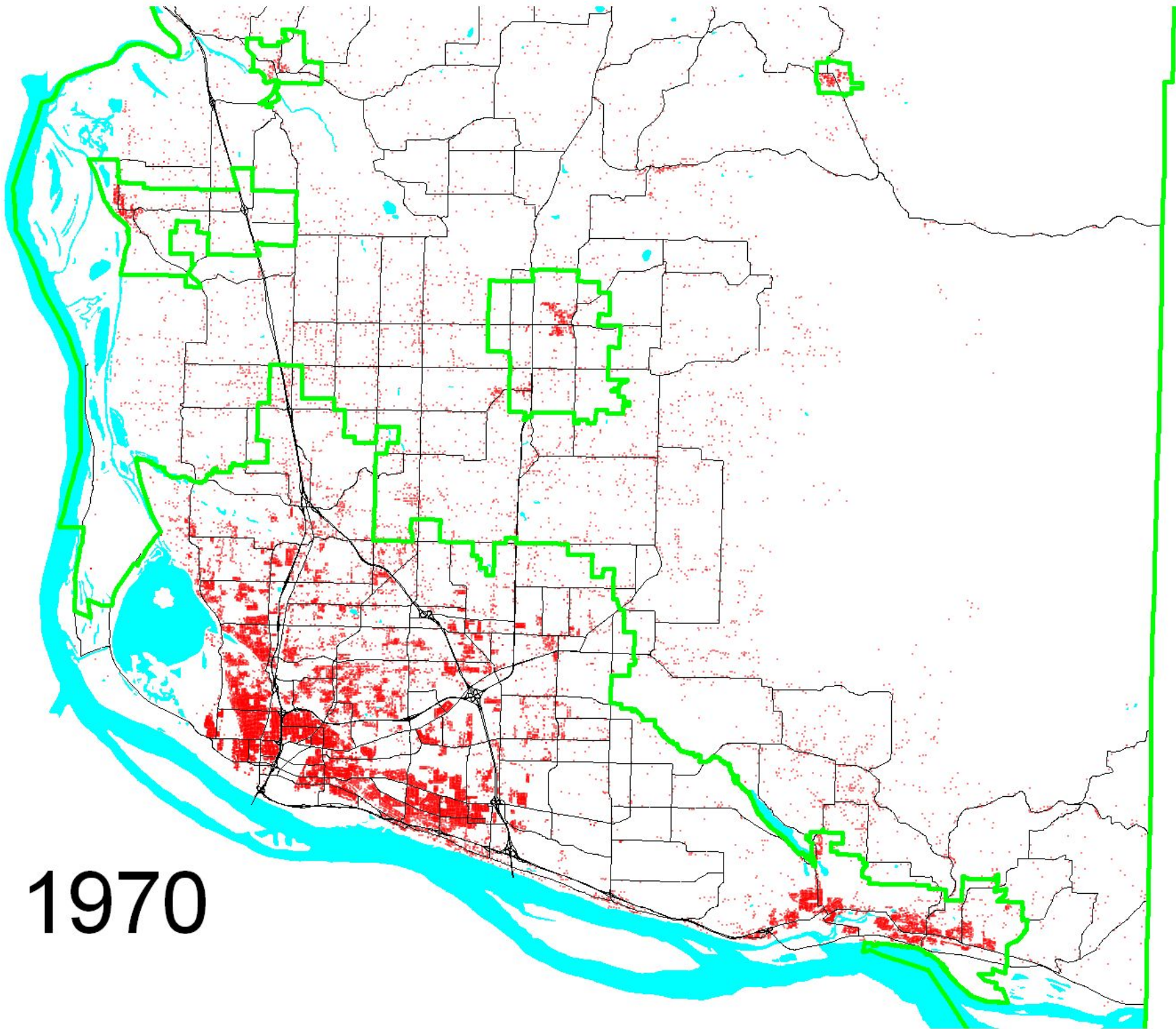
1950





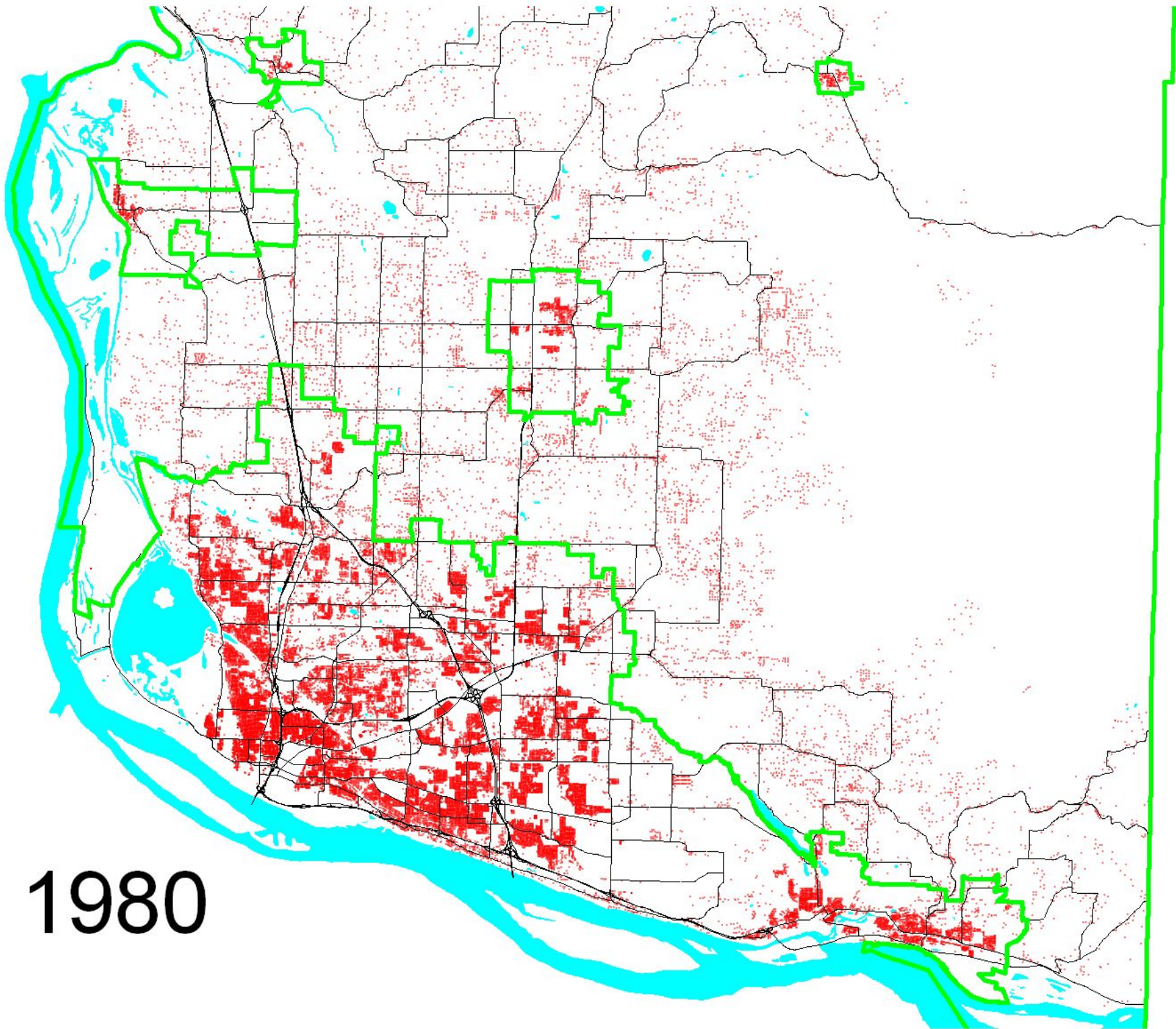
1960





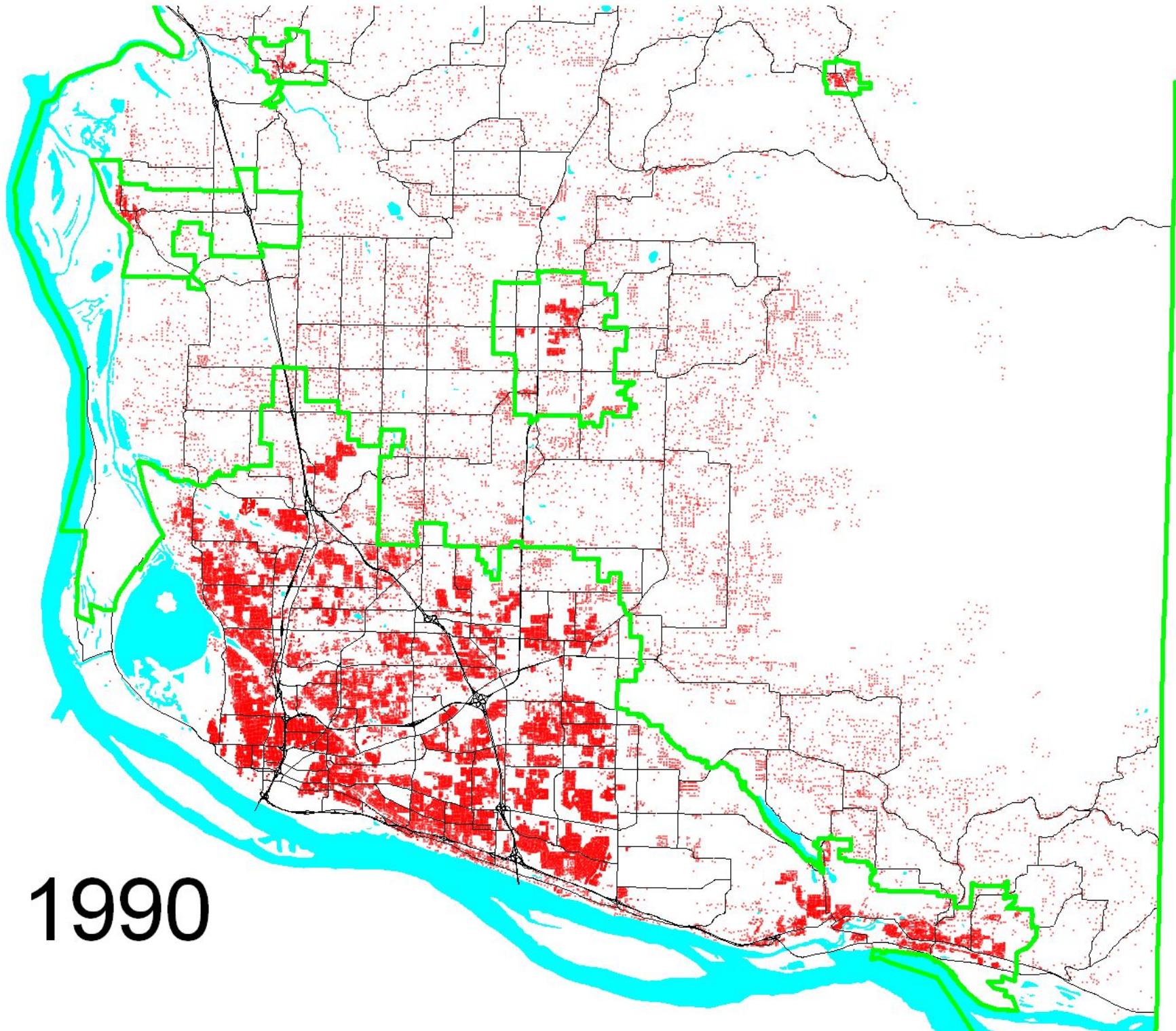
1970





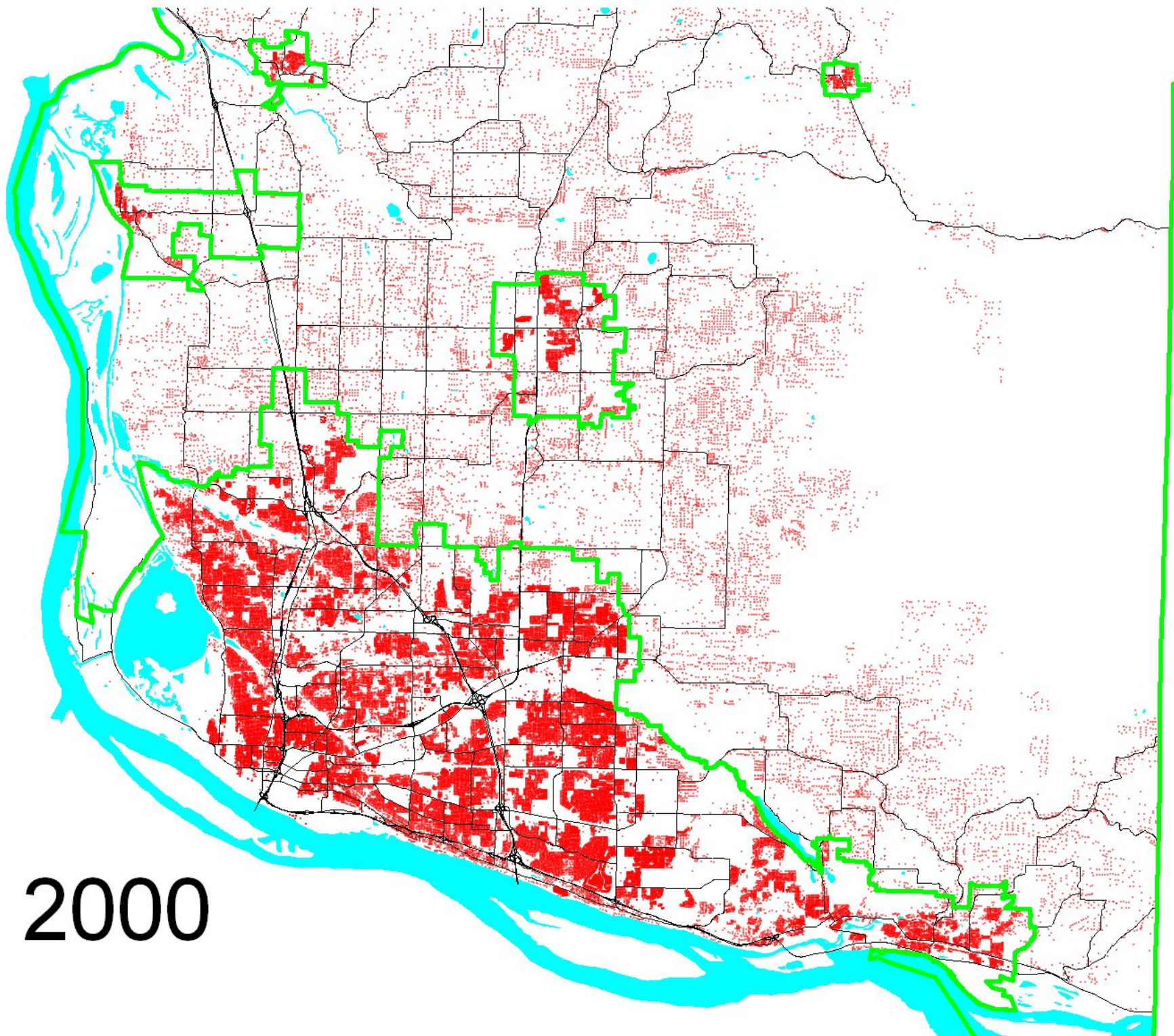
1980





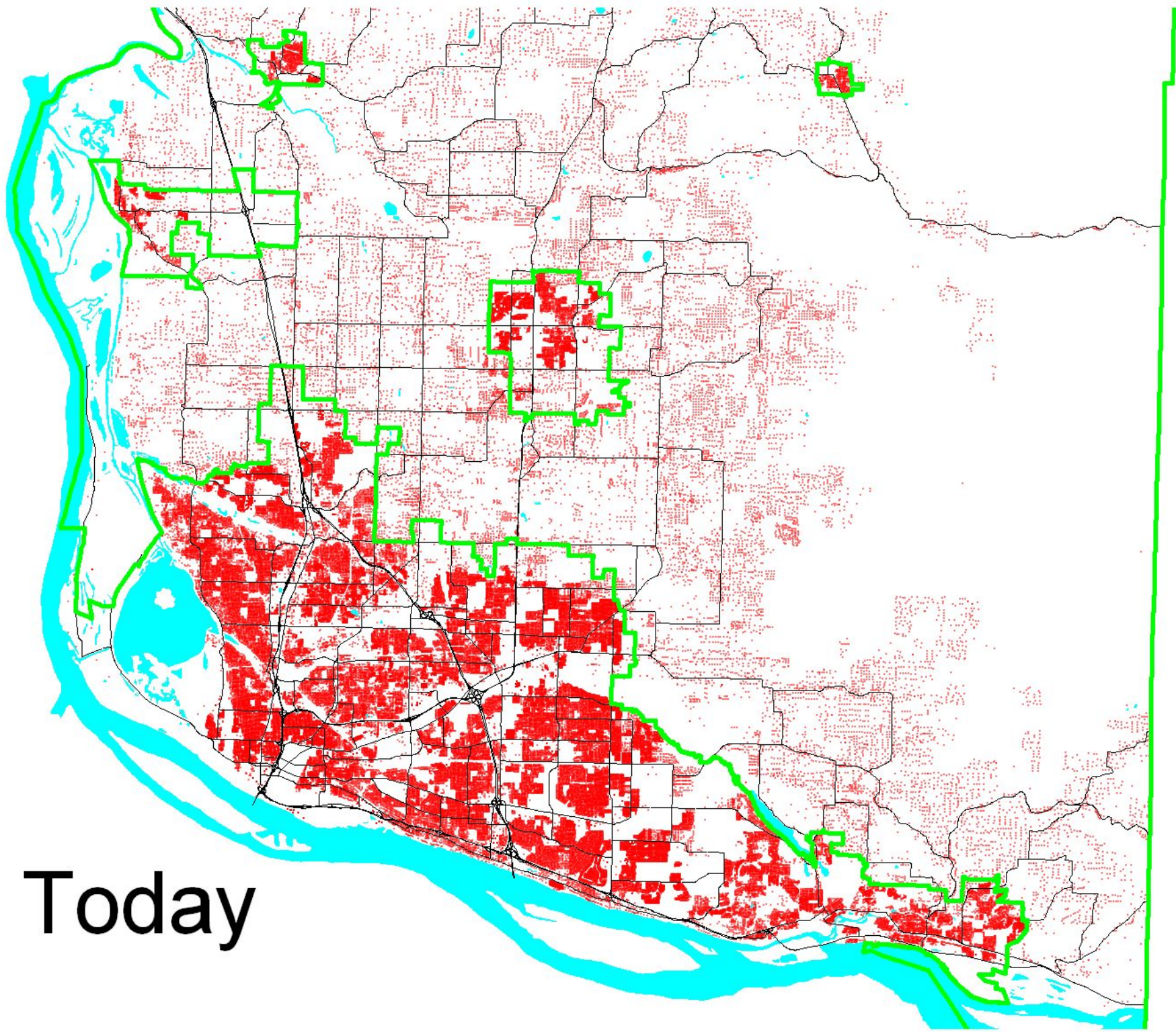
1990





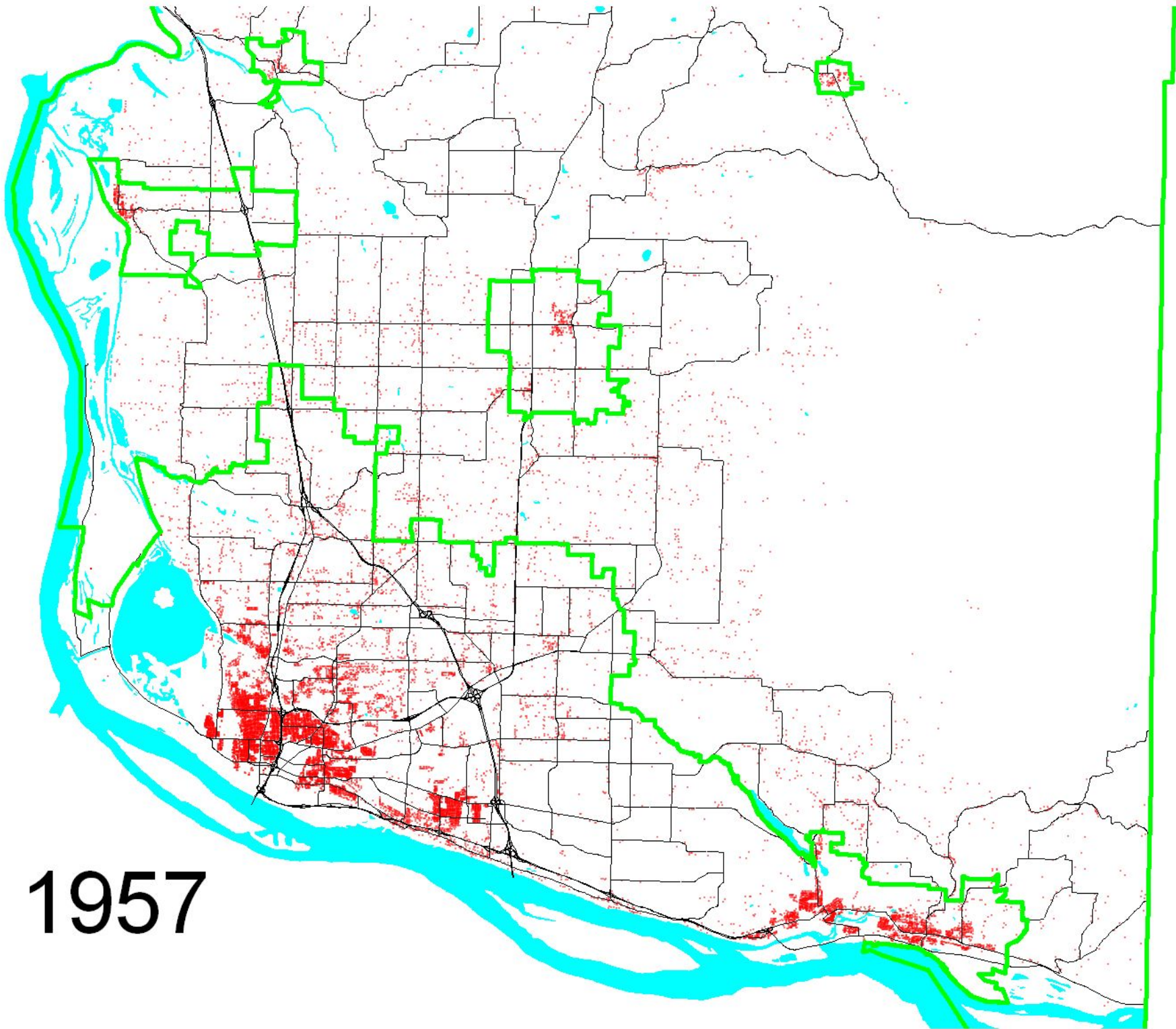
2000





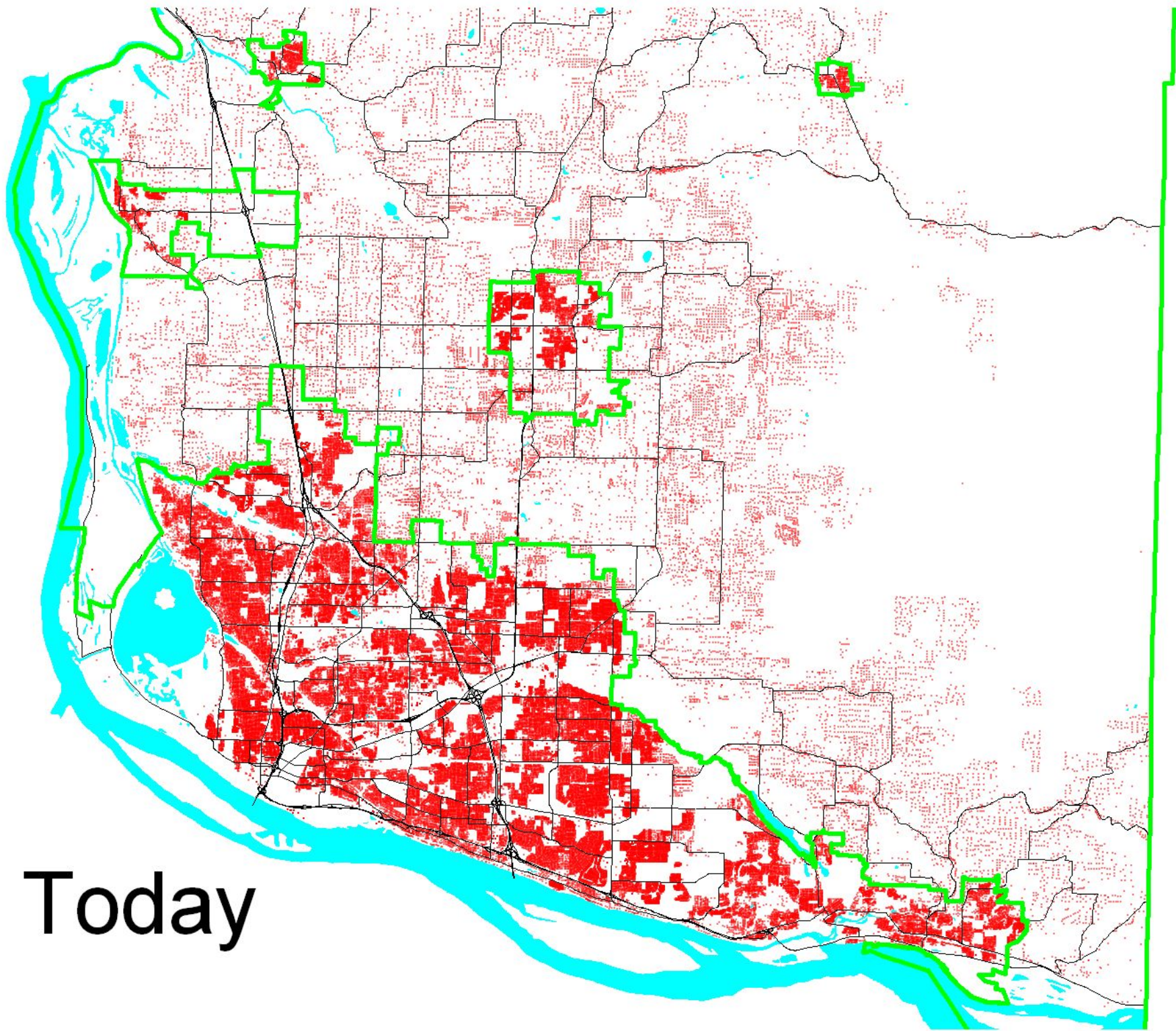
Today





1957





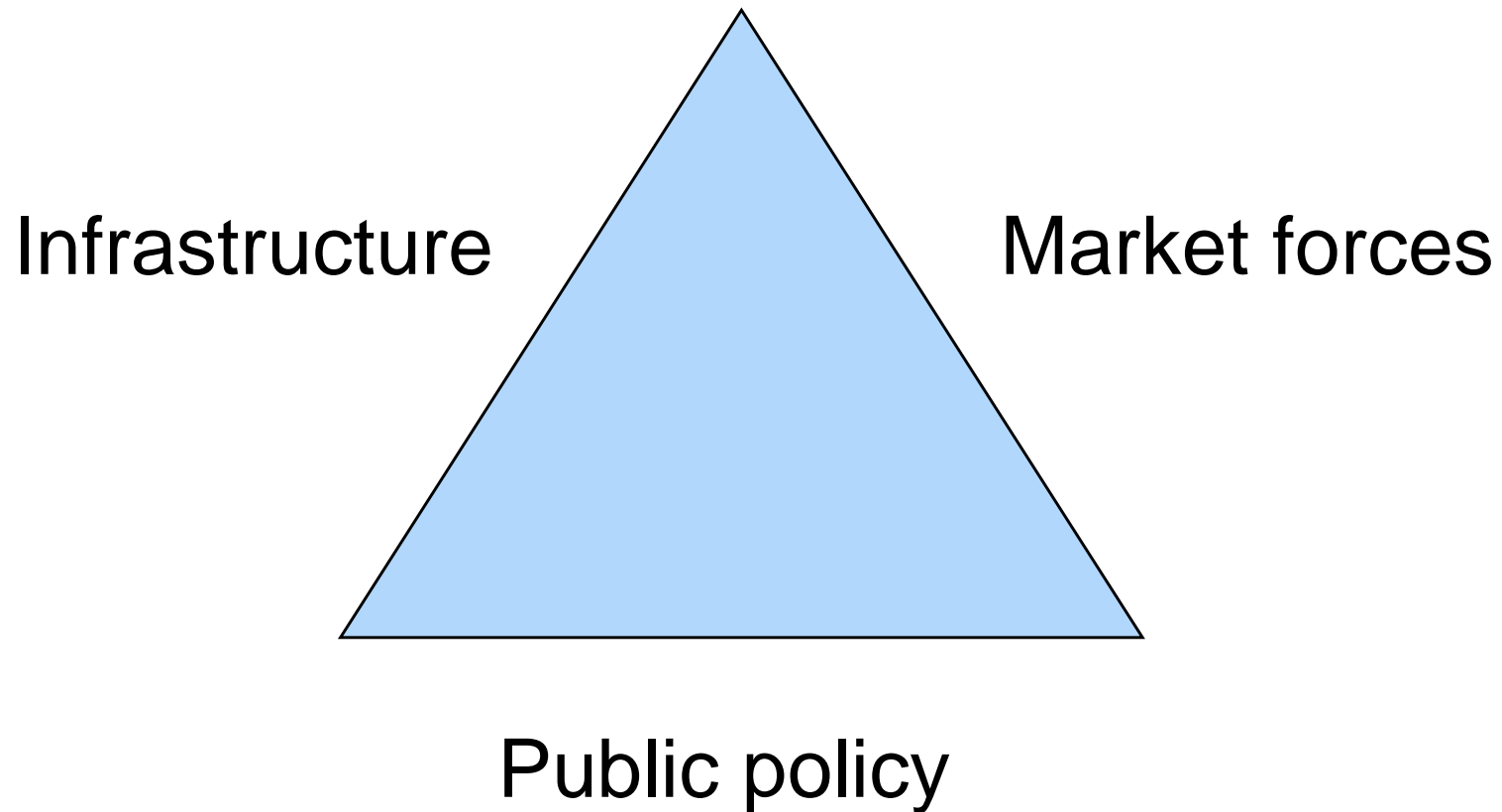
Today



# Why plan land use and transportation corridors together?

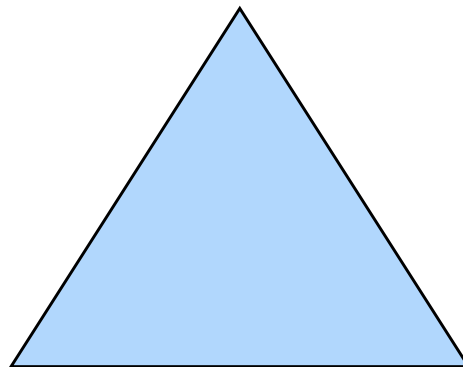
- ◆ **Manage trip generation and meet concurrency requirements**
- ◆ **Integrate transportation and land use**
  - **access, mode choice, place making**
- ◆ **Preserve right-of-way for corridor development**

# What drives land use?



# What is the right balance for Clark County?

- ◆ **Market-guided development**
- ◆ **Land use planning, zoning and other policies**
- ◆ **infrastructure investments**



# Washington State's growth management framework

## Key components for urban counties:

- ◆ Agree on *county-wide planning policies* to guide regional issues
- ◆ Plan for urban growth within the urban growth areas
- ◆ Adopt comprehensive plans. Identify lands useful for ... *transportation corridors*.

# State Growth Management Goals

- ◆ sprawl reduction
- ◆ concentrated urban growth
- ◆ **affordable housing**
- ◆ economic development
- ◆ **open space and recreation**
- ◆ regional transportation
- ◆ **environmental protection**
- ◆ **property rights**
- ◆ **natural resource industries**
- ◆ **historic lands and buildings**
- ◆ **permit processing**
- ◆ **public facilities and services**
- ◆ **early and continuous public participation**
- ◆ **shoreline management**

# Why plan for land use near transportation corridors?

## ◆ efficiency

- public (services and infrastructure)
- private (travel)

## ◆ equity

- fairness (within and across generations)

## ◆ externalities

- environmental quality

# Trade-offs outside the UGA

**Auto-  
dependent or  
multimodal  
transportation  
system**



# Trade-offs outside the UGA



**Short trips and long trips**



# Trade-offs outside the UGA

## Development patterns



# Trade-offs outside the UGA

## Public and private provision of infrastructure



# Trade-offs outside the UGA

preserving options or not

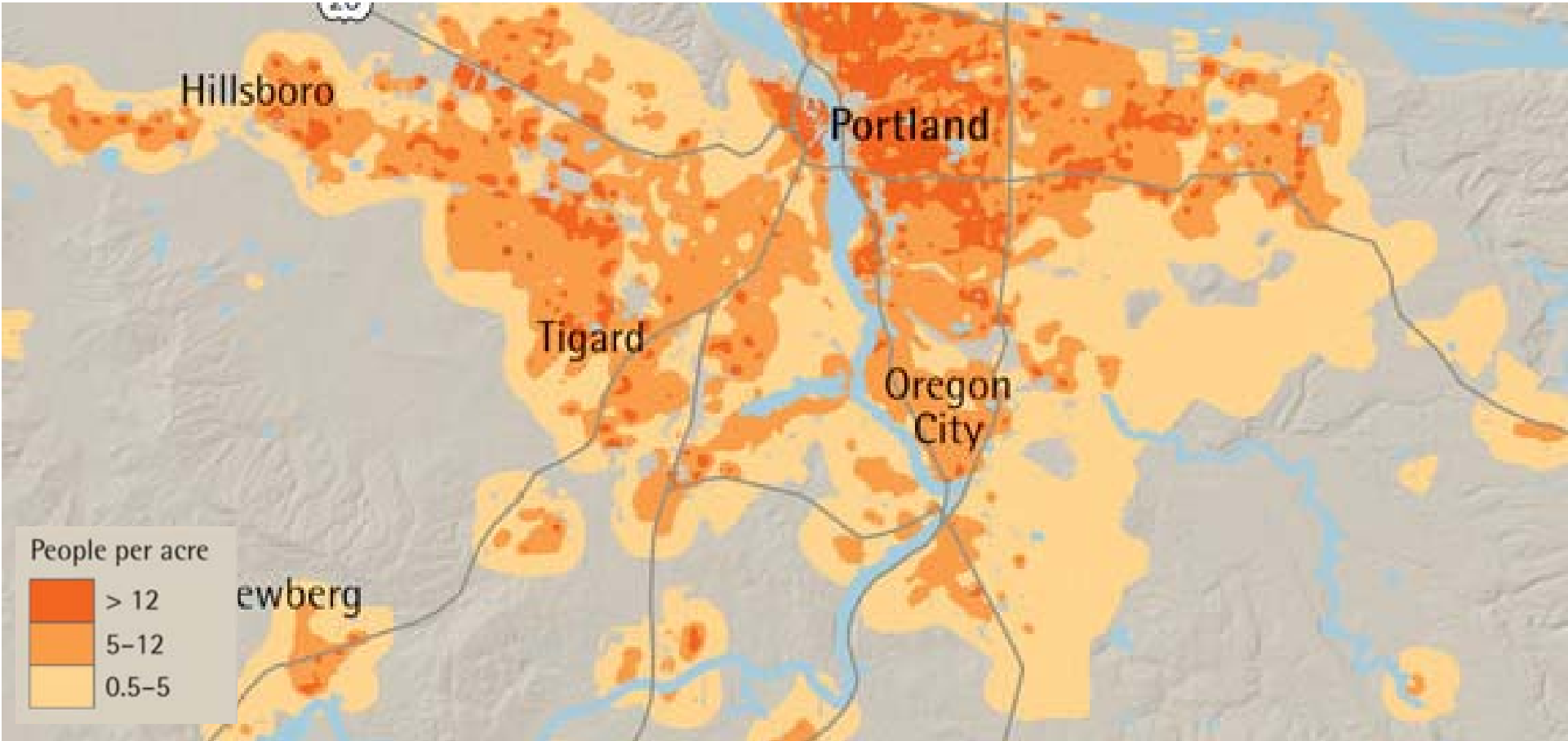


# and there are others...

- ◆ **houses and jobs**
- ◆ **environmental protection and mitigation**
- ◆ **private property rights and public “health, safety and welfare” ...**

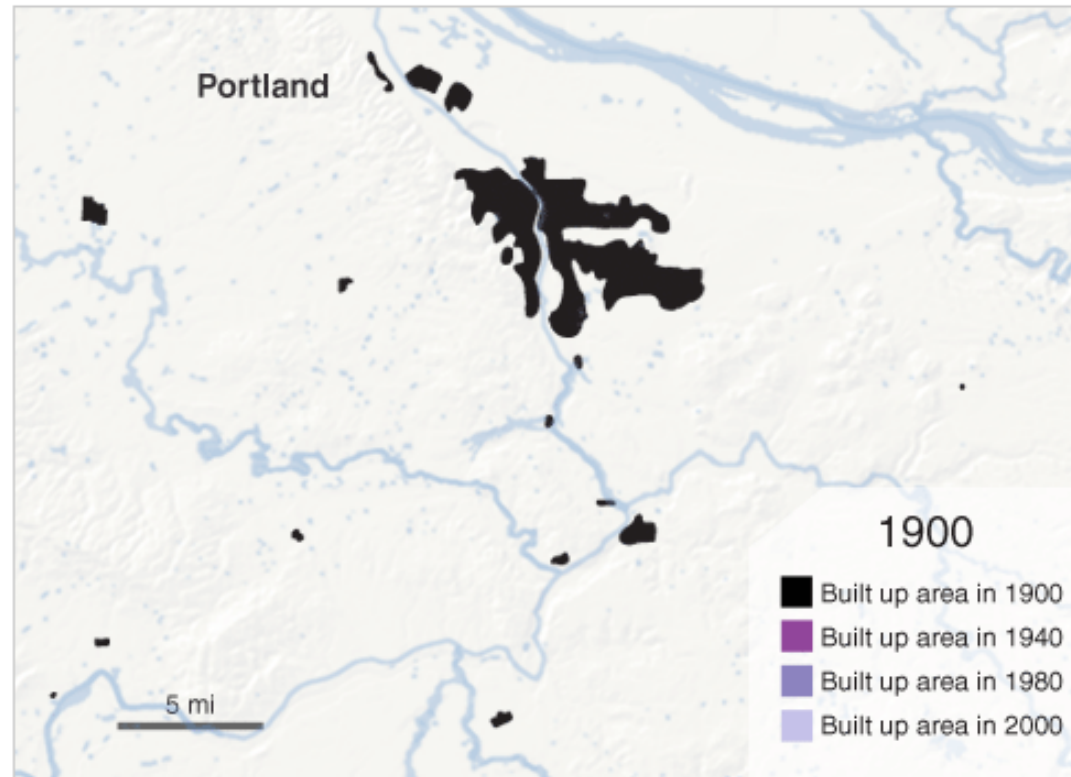
# What can we learn from our neighbors to the south?

# Population density in Washington and Clackamas counties

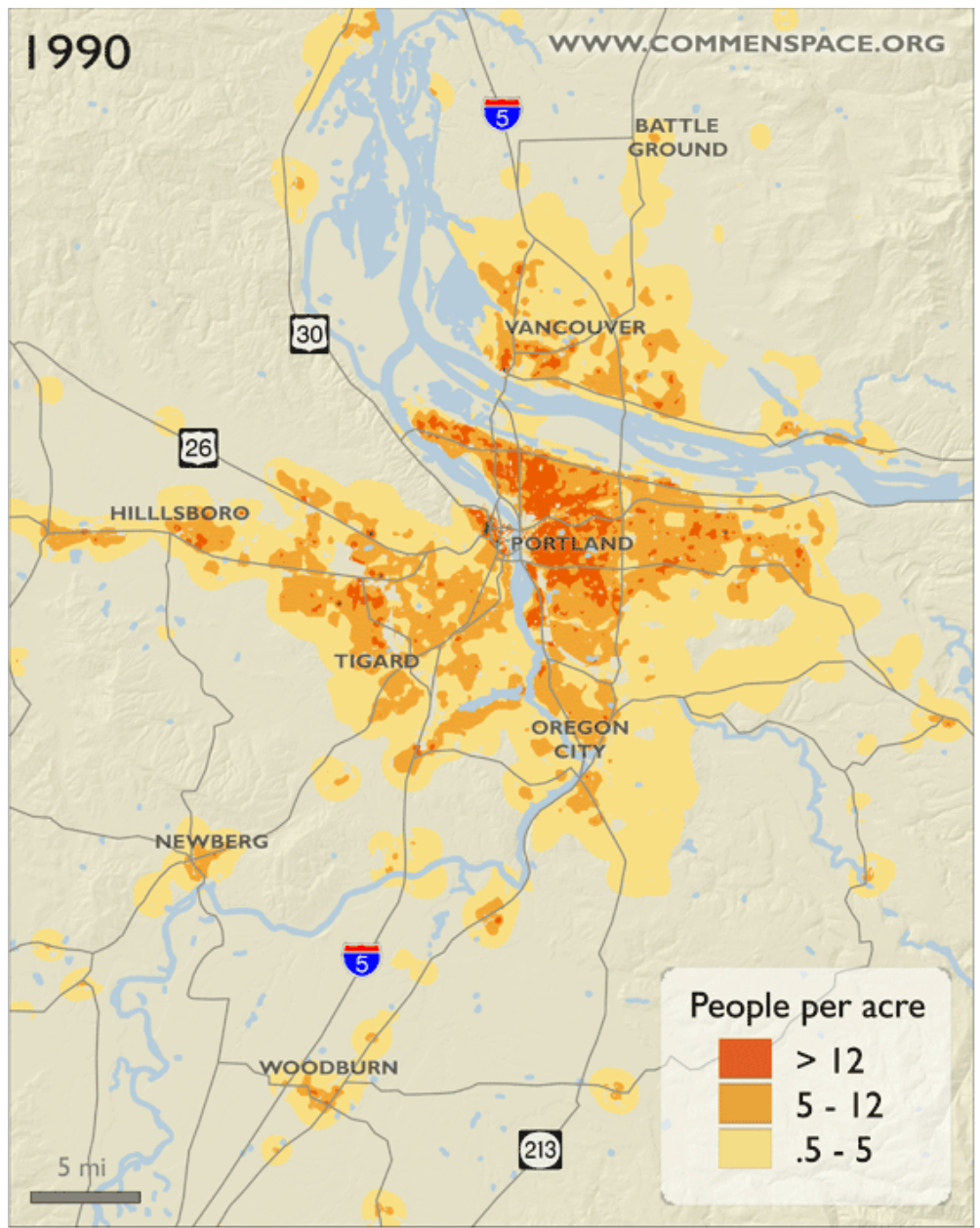




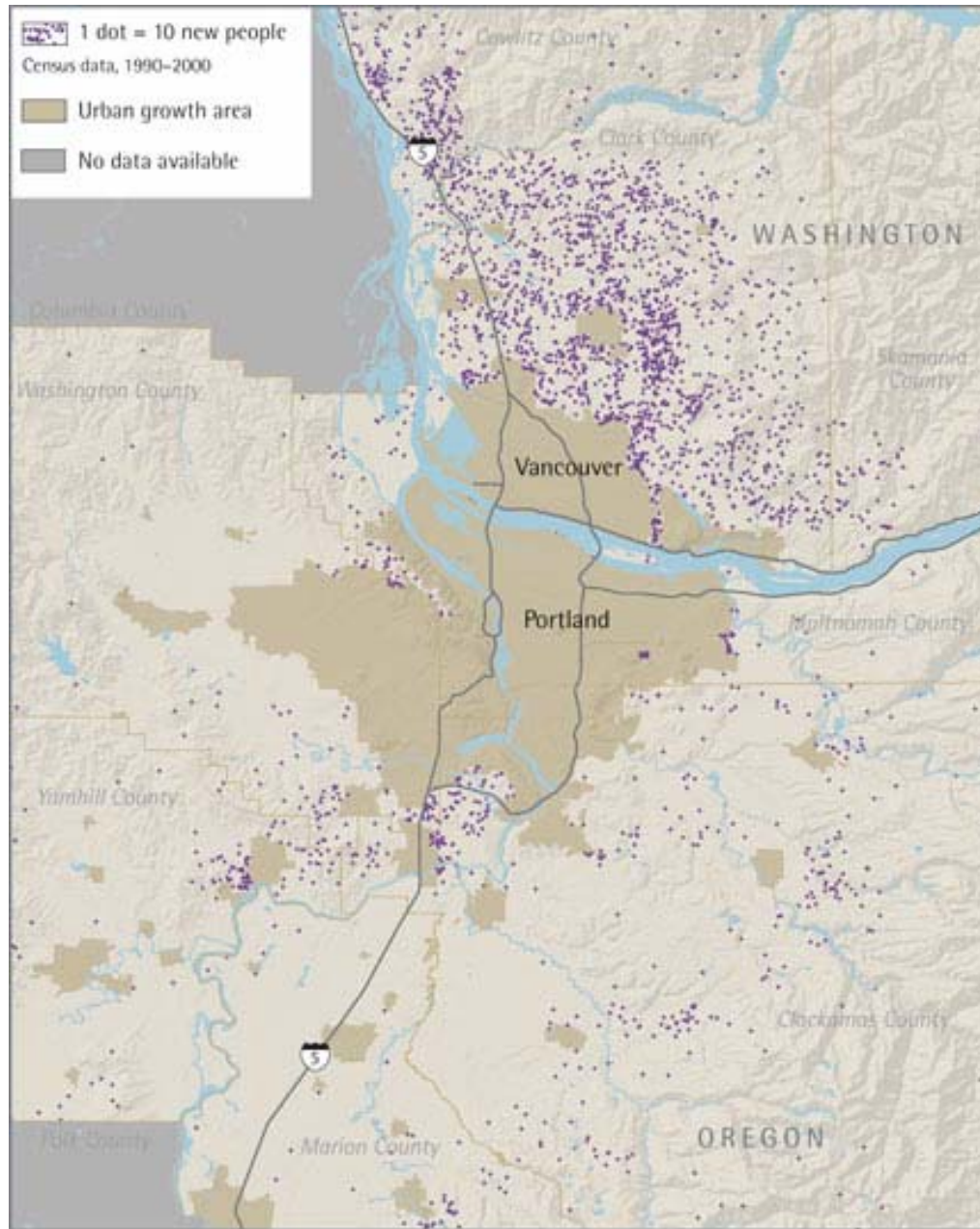
# Portland Growth from 1900



Map by Allan Cartography

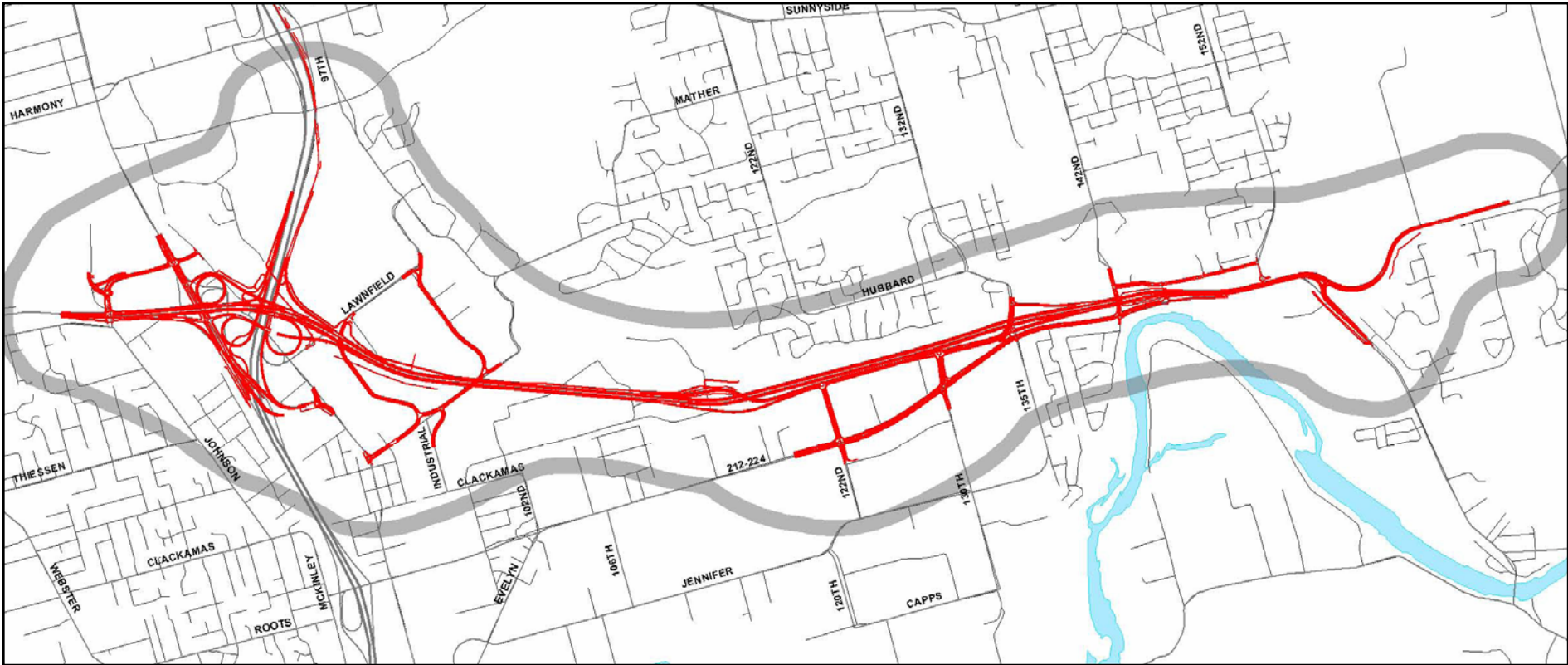


# Portland New Residents and Sprawl

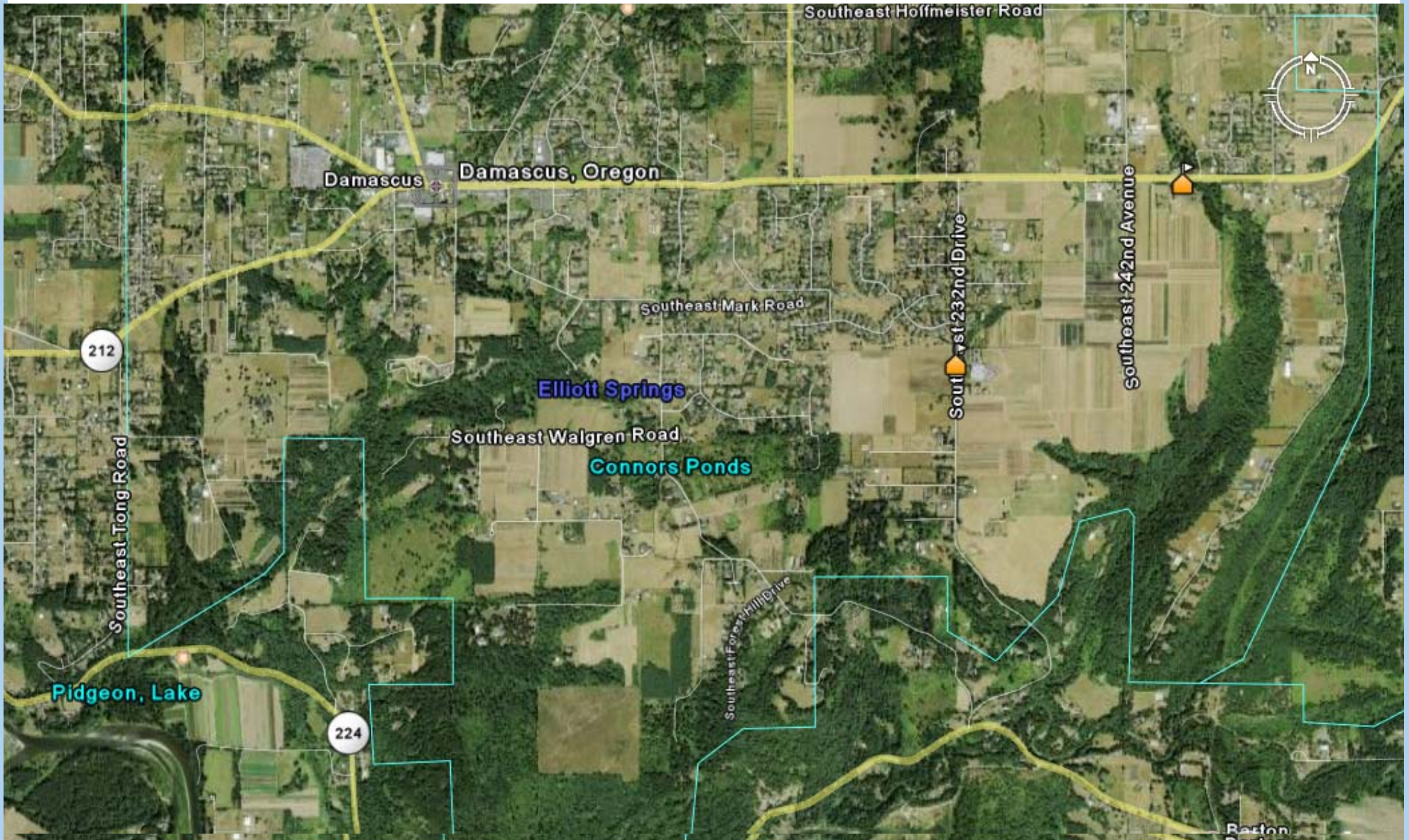




# Sunrise Corridor, Clackamas County

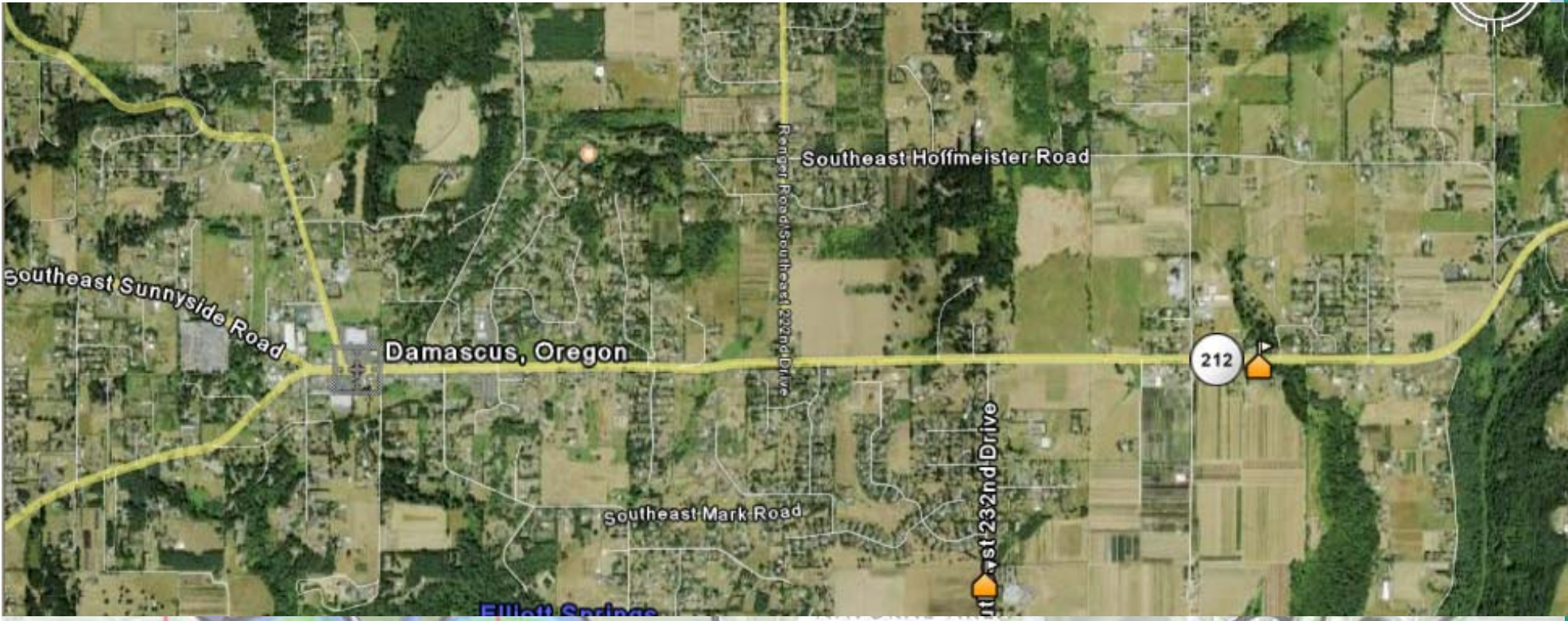








# Sunrise Corridor, Clackamas County





# North Bethany, Washington County



# Question for discussion

**What steps do we need to take to**

- **establish a land use vision *and***
- **support the transportation vision?**