COORDINATING TRANSPORTATION AND LAND DEVELOPMENT

NCHRP Project 20-24(45)

EXECUTIVE SEMINAR SUMMARY

September 6-8, 2005

Beckman Conference Center

Irvine, CA

Sponsored by the American Association of State Highway and Transportation Officials.

Presented by the Local Government Commission (Sacramento, CA) and
Glatting Jackson Kercher Anglin Lopez Rinehart (Orlando, FL).

NCHRP 20-24(45)

Coordinating Transportation and Land Development

Report on the Executive Seminar

Held at the Beckman Conference Center

Irvine, CA

September 6-8, 2005

Report Prepared by:

Paul Zykofsky, AICP and Anthony Leonard

Local Government Commission

Sacramento, CA

and

Troy Russ and Joel Mann

Glatting Jackson Kercher Anglin Lopez Rinehart

Orlando, FL

This work was sponsored by the American Association of State Highway and Transportation Officials and was conducted in the National Cooperative Highway Research Program, which is administered by the Transportation Research Board of the National Academies.

The conference summary is posted at the following website:

http://www.lgc.org/

DISCLAIMER

The opinions and conclusions expressed or implied in the report are those of the research agency. They are not necessarily those of the Transportation Research Board, the National Academies, the Federal Highway Administration, the American Association of State Highway and Transportation Officials, or the individual states participating in the National Cooperative Highway Research Program.

Table of Contents

Executive Summary

Coordinating transportation and land development is a topic that has been getting increasing attention in recent years, and for good reason. The impacts of transportation and planning practices of the last 50 years is evident in many regions across the nation in the form of increased roadway congestion, longer travel times, increased trips and miles traveled, and a general concern with diminished quality of life and reduced economic viability. While not everyone yet accepts the role that segregated, uncoordinated, low-density, sprawling development plays in overtaxing the transportation system, a growing consensus is emerging that better coordination is needed.

The good news is that new models and approaches have emerged in the past few years prompted, in part, by the emphasis on intermodal transportation and context sensitive solutions at the state and federal level. The emergence of the Smart Growth movement in the mid-1990s — which supports mixed-use, compact, walkable neighborhoods at the local level and greater emphasis on transit for regional mobility — contributed in an important way to this process. Additional impetus has been provided by the fiscal realities that most state transportation departments are operating under. At a time when budgets are stretched thin, most states simply do not have the fiscal resources to build new roadway capacity and maintain existing systems that are often badly in need of repair. The emerging recognition within state departments of transportation that prevailing land use planning and development practices are leading to increases in vehicle miles traveled and causing congestion to spiral out of control, is also driving the search for new, out-of-the-box solutions.

Efforts underway in different parts of the U.S. to coordinate transportation and land use are typically taking place at the following three levels:

State-wide Policies and Actions. At the statewide level, efforts to coordinate transportation and land use typically deal with policies and procedures related to: coordination with partnering state land use agencies; prioritizing needs (i.e. intrastate vs. local, mode choices, geographies and character); programming and selection of projects, training of personnel, and creation and utilization of flexible design manuals.

Regional Coordination Responsibilities. At the regional level, issues typically include how a state is working with regional Metropolitan Planning Organizations (MPOs) or regional transportation planning agencies and local jurisdictions in jointly defining expectations for integrating land use and transportation initiatives. In many cases, the regional MPOs, or local jurisdictions, are establishing minimum standards for selecting and prioritizing projects at the local, regional and state levels.

Project Delivery and Implementation Practices. Project delivery and implementation practices include project definition, coordination with local jurisdictions, communication and interaction with the public, alternatives development and evaluation criteria.

Through the multiple presentations of case studies and breakout discussions that took place during the Seminar, the following key strategies in each of these areas emerged:

Summary of State Initiatives

Statewide Coordination, Communication, and Education

- Joint planning commissions
- Interagency land use team
- State planning board
- Forum on transportation investments
- Policies: CSS Directive, "Fix-it-first," update design manual

Support / Fund Regional Vision Plans, Local Initiatives

- Regional Blueprint Planning Program
- Cool Cities
- Walkability audits

Direct Where State Funds are Spent

- Policy to direct State facilities into urban areas
- Safe routes to school
- "Cool Cities"

Direct What State Funds are Spent on

- "Fix-it-first"
- "Right-sizing" ; "Giving Communities What They Want"
- Practice Context Sensitive Design/Solutions
- Update design manual, staff training
- Invest in local road network, connectivity
- Accept that we can't/shouldn't always build our way out of congestion

Summary of Regional Initiatives

Financial Incentives

- Matching grant programs for smart growth projects: public and private investments

Education

- Forums, symposium, workshops
- Toolbox
- Communicate options: transportation, land use, form, design
- Credible, understandable analysis

Provide Forum for Regional Communication

- Stakeholder working group
- Convene leaders to discuss land use / transportation
- Build relationships
- Land use decision-makers on transportation planning boards

Create / Sustain a Shared Regional Vision

- Very long range, 40-50 years
- Process: Inclusive, broad based, high-level community ownership, elected leaders, options reflect community values
- Prioritized project based on vision
- Design projects based on vision

Summary of Project Delivery and Implementation Initiatives

Tailor Process for Each Unique Community/Corridor

- Inclusive
- Stakeholder interviews, listen
- Time/$ to fully understand community before starting design
- Community design workshops –hands-on, visual
- "Giving Communities What They Want"; early victories

Communities Create and Codify Land Use Design Plan

- State provide funding, staffing, expertise
- Develop community alternatives not just project alternatives
- Communicate – visual tools
- Create land use design plan to guide public and private investment
- Condition State investment on community implementing the design plan (true partnership)

Use Context Sensitive Design/Solutions

- Design facilities to fit into and complement community land use design plan
- Allow context to influence facility design
- Update state design manual; institutionalize process

Invest In Network Connectivity

- Leverage private investment in site roadways to create network
- Build network that reflects community land use design plan
- Build network to support community land use design and to reduce the burden on the state and county arterials and highways
- Fund local road network

1. Introduction

Coordinating transportation and land development is a topic that has been getting increasing attention in recent years, and for good reason. The impacts of transportation and planning practices of the last 50 years is evident in many regions across the nation in the form of increased roadway congestion, longer travel times, increased trips and miles traveled, and a general concern with diminished quality of life and reduced economic viability. While not everyone yet accepts the role that segregated, uncoordinated, low-density, sprawling development plays in overtaxing the transportation system, a growing consensus is emerging that better coordination is needed.

While transportation and land use planners might agree that better coordination is needed between these two sectors, finding ways to accomplish that is not easy. Transportation is typically handled at a larger state or regional level; land use is eminently local, often under the purview of local elected officials in hundreds, and in some states thousands, of local jurisdictions. Transportation departments often feel that local jurisdictions do not account for how their land use decisions will impact regional transportation systems. At the same time, local leaders tend to perceive that state transportation agencies are attempting to force traffic onto local roadways and that they do not understand the local context. The problems are compounded by the way the increasing array and specializations of the professions that the public employs to deal with their issues approach the problem: Engineers, planners, landscape architects, fire personnel, etc. all possess different backgrounds and training which shape their perspectives, and few, in modern communities have both the overarching visions and the jurisdiction to fit all of the planning, design and development pieces together. What results from this diversity and lack of collaboration is a patchwork of unsustainable development patterns, which more and more is threatening the future vitality of our communities and our nation.

The good news is that new models and approaches have emerged in the past few years prompted, in part, by the emphasis on intermodal transportation and context sensitive solutions at the state and federal level. The emergence of the Smart Growth movement in the mid-1990s — which supports mixed-use, compact, walkable neighborhoods at the local level and greater emphasis on transit for regional mobility — contributed in an important way to this process. Additional

impetus has been provided by the fiscal realities that most state transportation departments are operating under. At a time when budgets are stretched thin, most states simply do not have the fiscal resources to build new roadway capacity and maintain existing systems that are often badly in need of repair.

Efforts underway in different parts of the U.S. to coordinate transportation and land use are typically taking place at the following three levels:

State-wide Policies and Actions. At the statewide level, efforts to coordinate transportation and land use typically deal with policies and procedures related to: coordination with partnering state land use agencies; prioritizing needs (i.e. intrastate vs. local, mode choices, geographies and character); programming and selection of projects, training of personnel, and creation and utilization of flexible design manuals.

Regional Coordination Responsibilities. At the regional level, issues typically include how a state is working with regional Metropolitan Planning Organizations (MPOs) or regional transportation planning agencies and local jurisdictions in jointly defining expectations for integrating land use and transportation initiatives. In many cases, the regional MPOs, or local jurisdictions, are establishing minimum standards for selecting and prioritizing projects at the local, regional and state levels.

Project Delivery and Implementation Practices. Project delivery and implementation practices include project definition, coordination with local jurisdictions, communication and interaction with the public, alternatives development and evaluation criteria.

Seminar Purpose

The purpose of the Seminar was to bring together decisionmakers from both the transportation and land development sectors in six different states to: (1) examine the implications of demographic, land use, and transportation trends; (2) identify the mutual and interrelated challenges of meeting development and transportation needs; and (3) identify and evaluate

successful practices. Each of the six states selected to participate was asked to put together a delegation that included the following eight individuals:

- State transportation agency CEO or chief engineer
- CEO of a state development and/or planning agency, or state legislator
- City or county elected official
- City or county land use professional
- Metropolitan Planning Organization (MPO) representative
- Local developer
- Community activist
- Transit official

To insure that discussions would cover a range of settings and conditions, an effort was made to choose states that were diverse in size, growth rate, and urban/rural composition.

The six states were selected from among 16 states that responded to the invitation to participate that was sent out to state transportation agency CEOs or directors in all 50 states, the District of Columbia, and Puerto Rico. The states chosen to participate included: California, Idaho, Michigan, New Jersey, Pennsylvania and Tennessee. Three representatives from the Salt Lake City region were also invited to attend to share their experience with the Envision Utah process.

Seminar Structure

The format, agenda and logistics of the Executive Seminar were developed by staff from the following organizations: AASHTO, NCHRP, the California-based nonprofit Local Government Commission and the Florida consulting firm of Glatting Jackson Kercher Anglin Lopez Rinehart. These organizers are referred to in this report as the "Project Partners."

The seminar was structured to encourage interaction between the members of each state team and between participants from different states. Prior to traveling to Irvine, most state teams met in person or via video-conference to discuss how transportation and land use were being coordinated at the local, regional and state levels.

A unique feature of the Seminar was that plenary presentations were kept to a minimum so that a significant amount of time could be devoted to breakout sessions in which delegates from the six states could exchange ideas, experiences and approaches. The format for the Seminar consisted of two thirty-minute presentations of Case Studies by two state teams, followed by three 2-hour small group breakout discussions between two state delegations. The format lent itself to greater participation by members of all the state teams and a more collegial environment in which experiences and views were freely exchanged.

The premise used by the Project Partners at the outset was that no one State has developed a fully integrated land use and transportation program that can be showcased as the single solution, or model for other states to follow. However, many states have developed processes that can provide insight and guidance for other states interested in developing a more integrated approach to transportation and land use. Efforts to coordinate transportation and land use tend to be based on the specific legal, political, fiscal, demographic, and other factors in each state. In spite of this high level of customization, there is a lot that states, regions and local jurisdictions can learn from one another about how to approach this complex topic.

In order to highlight good examples of the three different types of approaches listed above, prior to the Seminar the Project Partners worked with all six delegations to identify a variety of case studies that could serve to frame the discussion. Brief write-ups on each case study along with a summary of the presentations given by the state delegation at the Seminar are included in this report. They are followed by summaries of the smaller breakout sessions in which delegations from two states engaged in a conversation on the issues raised by the case studies.

2. Welcome and Introductions

The Seminar was kicked off with a brief welcome by Pennsylvania's Secretary of Transportation Allen D. Biehler, P.E. Mr. Biehler thanked the attendees and noted the growing importance of this topic, especially in the shadow of the devastation wrought only a few days earlier in the Louisiana and Mississippi region by Hurricane Katrina. Thinking carefully about how and where development takes place and how it ties in with transportation infrastructure can have serious consequences, he noted.

AASHTO's Executive Director John Horsley welcomed attendees and also referenced the impact of Hurricane Katrina to underscore the importance of government making investment decisions based on sound planning and data, and well-measured risk assessment. This approach, he noted, can be far more cost-effective than having to deal with the consequences after the fact. Mr. Horsley followed up by describing the format and structure of the Seminar. Seminar Facilitator Tim Jackson, President of Glatting Jackson, led a round-robin session in which the members of each state team got a chance to introduce themselves and to describe their goals for the Seminar. A common theme during the discussion of goals was the desire to "learn from the best, learn what to take back to our state and our community," in the words of one participant. Other goals and concerns expressed by the participants included:

- "We hope not to have to reinvent the wheel."
- "Need a better vocabulary to talk about land use and transportation with different audiences."
- "How do we do this collaboratively at the regional level."
- "How do we bring infill and density to communities that lack infrastructure."
- "How can growth pay for itself."
- "Need to learn how transportation entities can help land use agencies."
- "What happens when we take the regional vision to the corridor level."
- "The challenge is not just how to maintain highways but how to address broad transportation needs."
- "Glean ideas and learn what we can do."
- "Benchmark ourselves against what other states are doing."
- "How to manage population shifts around the state."

- "How do we provide services people want without raising taxes."
- "Need models for dealing with density."
- "Need good ideas to interject into discussions at 11pm or midnight at local government meetings."
- "How do we revitalize the core of cities and towns."
- "Need to institutionalize coordination between agencies."
- "The challenge is how to provide transit not just as an afterthought."
- "How do we overcome the dearth of expertise at the local level."
- "How do we strike the balance between local, state, federal and the private sector."
- "Help communities implement Smart Growth and get buy-in at local level for change."
- "Get recognition of the importance of good design."

The case study presentations and discussions were supplemented by several plenary presentations which helped frame the issue. Following is a summary of the first plenary presentation by Walter Kulash, P.E. a Principal at Glatting Jackson on "Integrating Transportation and Land Use: State of the Practice."

3. Opening Address:

Coordinating Transportation and Land Use: State of the Practice

Walter Kulash, P.E., Principal, Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Traffic engineer Walter Kulash framed the issue for discussion with a presentation on the "State of the Practice" — both conventional and emerging — in coordinating transportation and land use planning. Mr. Kulash led off with a graphic illustrating how in the conventional process, land uses (taken as given) typically generate travel (projected by models) which results in a demand (which must be met) for increased road capacity (See Figure 1). In an ideal world, the anticipated demand for travel would be met by adding capacity (usually by widening the roadway) in a stepwise function that would solve the problem through at least a distant "design year." However, in reality the simple act of adding capacity triggers land use changes which induce increased travel and overwhelm the ability of the system to meet the demand (see Figure 2). The end result is a vicious cycle in which the apparent "solution" often results in a worsening of the problem.

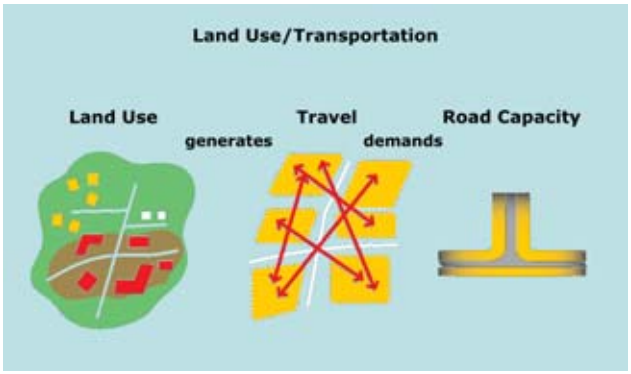

Fig. 1: *Conventional Process of Coordinating Transportation and Land Use.*

Mr. Kulash explained that in the face of this apparent failure of the conventional land use / transportation planning process, land use planners in the past have tried to improve the process, by better anticipating the demand or managing the intensity of development through zoning, growth boundaries or by "getting tough with growth." Transportation planners similarly have tried, with few tools at their disposal,

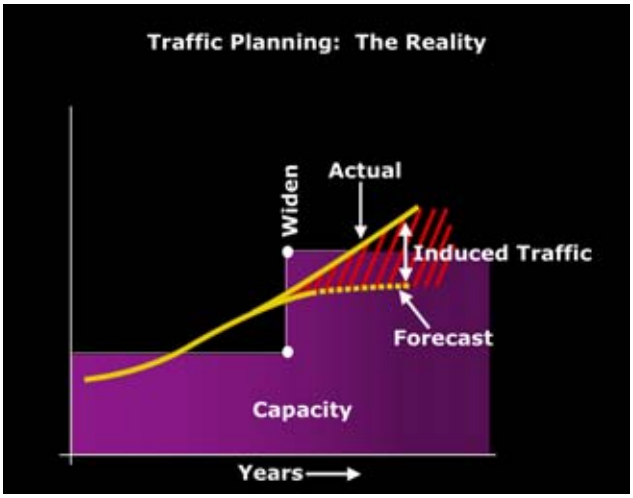

Fig. 2: *The Effects of Adding Road Capacity.*

to improve the conventional approach. Specifically they have tried to refine their travel demand forecasts and make them more user-friendly and to accelerate added road capacity by setting Levels of Service targets, widening the road yet again, managing access or through broader regional traffic management approaches. However, the attempted improvements to the land use or transportation planning process are not successful in stopping the "vicious cycle" of congestion, leading to capacity improvements, which in turn induce land use changes and more travel. In the end, Mr. Kulash pointed out, in the face of the vicious cycle described above, the choice faced by transportation planners is not whether to solve congestion by adding more capacity, but rather what size roads a community or region is willing to build. Mr. Kulash concluded this section of his talk with the following quote from futurist Glen Hiemstra: "Trying to cure traffic congestion with more capacity is like trying to cure obesity by loosening your belt."

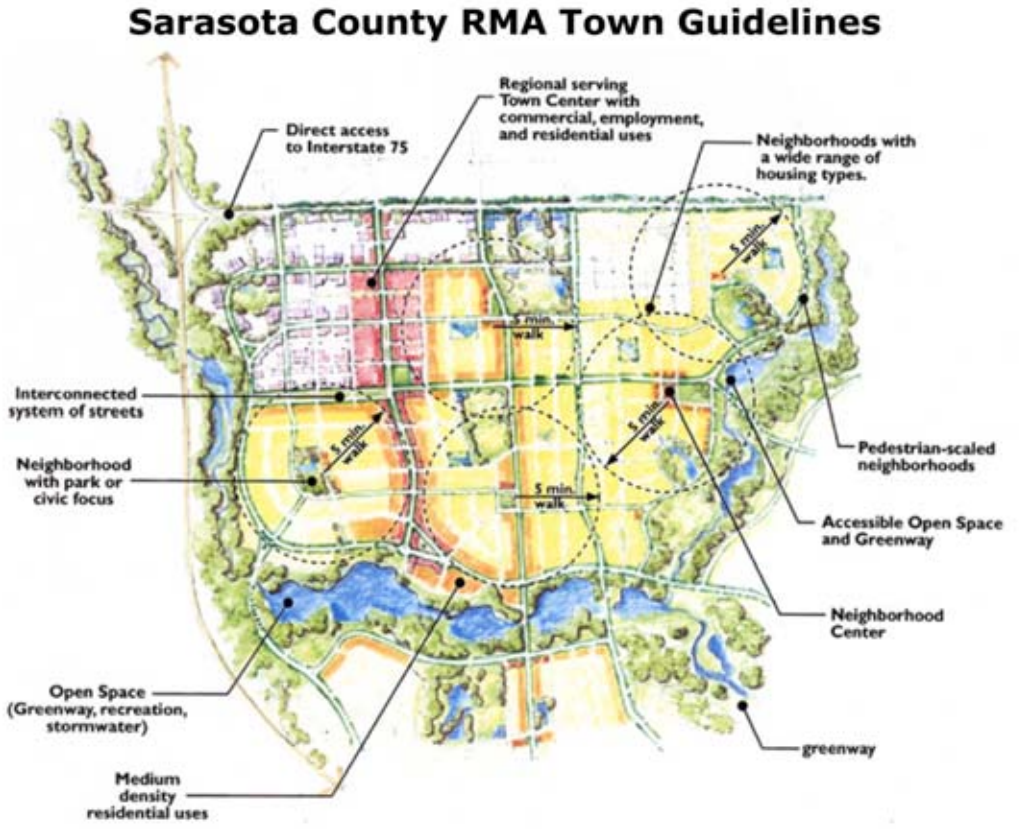

Fig. 3: *Example of New Urbanist Guidelines; Sarasota County, FL.*

In many states and regions, Mr. Kulash went on to point out, the process of expanding capacity is no longer fiscally sustainable in the face of flat revenues and rapidly rising costs to rebuild and maintain the existing transportation infrastructure. As a result, some states like Pennsylvania and New Jersey, have been seeking new ways of dealing with this issue through better integration of transportation and land use. In the case of land development, this has manifested itself in a new focus on managing the intensity of development and influencing the form of development to support more compact, walkable neighborhoods. Some communities have started making greater use of tools such as transfer of development rights that help insure that development takes place in appropriate locations. Similarly, transportation planners are beginning to use forecasting models to more effectively inform policymakers and the public of the consequences of poorly planned growth. And on the transportation project delivery end, traffic engineers are learning the importance of smaller, well-networked road systems that maximize the efficiency of the system.

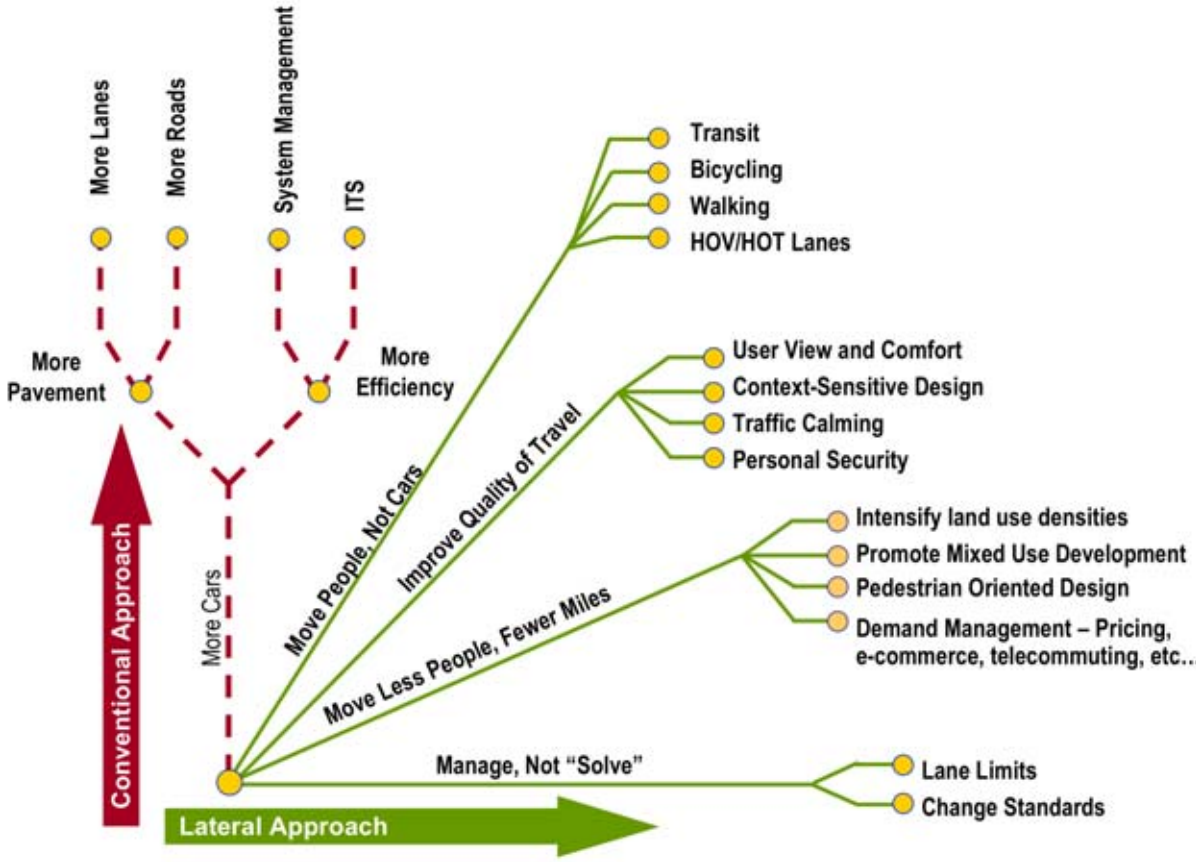

Fig. 4: *Comparison of Conventional and Lateral Approaches.*

In urban areas, Mr. Kulash pointed out, these new approaches are characterized by New Urbanist or Smart Growth plans for development (see Figure 3) that include the following features: Pedestrian-scaled neighborhoods focused around a park or open space, interconnected street systems, higher density residential development and a mix of housing types arranged in close proximity to regional serving town centers with commercial, employment and residential uses. In more rural settings, Mr. Kulash stated, these new approaches now consider a broad evaluation criteria that is no longer driven by achieving a target level of service for vehicles, but rather seeks to provide reasonable, reliable travel while improving a wide range of corridor attributes (such as natural landscape) and aggressively mitigating impacts.

Increasingly, Mr. Kulash emphasized, transportation planners and traffic engineers are recognizing that focusing simply on moving more cars — through more lanes, more roads, system management and intelligent transportation systems — needs to be supplemented by a "Lateral Approach" (see Figure 4) that recognizes the following types of strategies:

- Move people, not cars (through transit, walking, bicycling, HOV/HOT lanes)
- Improve quality of travel (focus more on user view and comfort, Context-Sensitive Design, traffic calming, personal security)
- Move less people fewer miles (by intensifying land use densities, promoting mixed use development, pedestrian-oriented design and demand management through pricing, e-commerce, telecommuting, etc.)
- Manage, not "solve" the problems (by establishing lane limits or changing or eliminating level of service standards)

Mr. Kulash went on to illustrate how some of these approaches can work. In the first example he contrasted conventional suburban development in which different uses are separated and connections are missing, to the traditional pattern of development in which uses are adjacent to one another in a well-connected network. The trip assignment diagram for the conventional pattern of development (see Figures 5 and 6) shows how many routine community-based trips — for example, home to school, home to shopping — are required to use arterial roadways that should be reserved for regional trips. In contrast the trip assignment diagram for the traditional pattern shows how a majority of these trips are handled through local roadways (see Figures 7

and 8). In addition, many of these trips are short enough that they could easily be made by walking or bicycling. Mr. Kulash continued with some case studies from Winter Park, FL, the U.S. 17/92 project and the New Jersey Route 29 Boulevard conversion study in Camden.

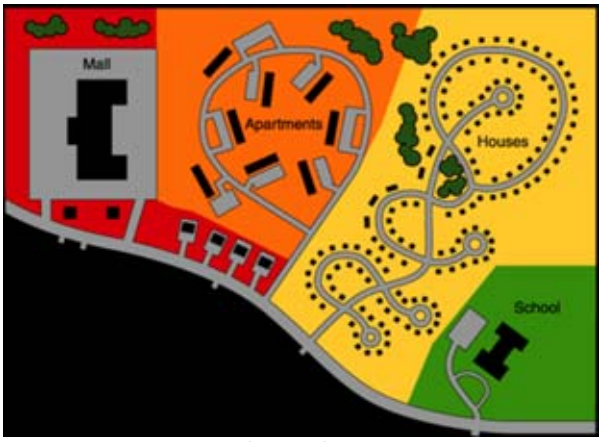

Fig. 5: *Conventional Development Patterns.*

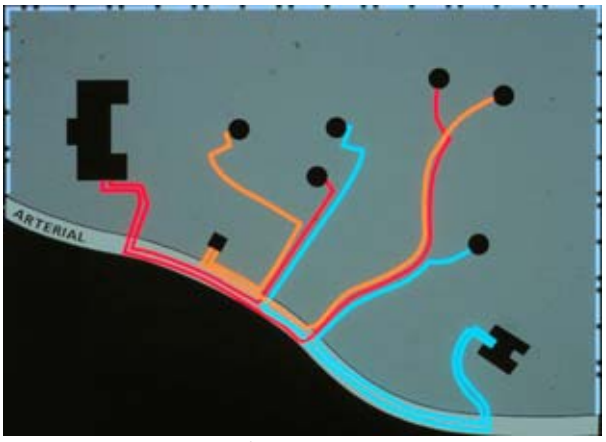

Fig. 6: *Conventional Trip Assignments.*

Fig. 7: *Traditional Development Patterns.*

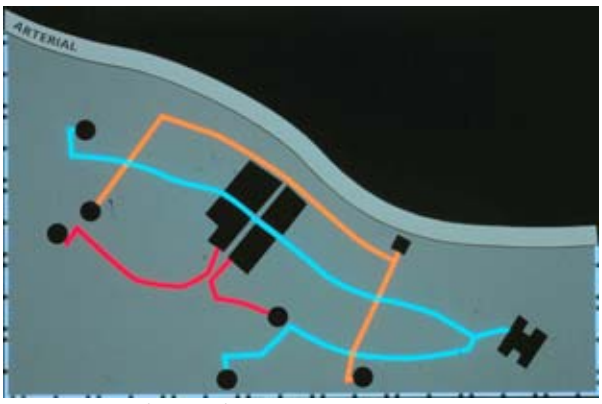

Fig. 8: *Traditional Trip Assignments.*

From a traffic engineering standpoint, Mr. Kulash explained, a network of smaller, well-connected roads will perform better than a system that relies on poorly connected, larger roads. As shown in Figure 9, the system on the right has the same number of lanes as the system on the left but from a capacity standpoint it performs better and results in less vehicle miles traveled, fewer turning movements, and shorter clearance times and signal phases at intersections. Part of the reason for this, Mr. Kulash pointed out, is that the efficiency of a roadway tends to decrease as it gets wider. A study published in the *Institute of Transportation Engineers Journal* in January 2003 showed that a two-lane roadway with turning pockets at intersections could carry up to 850 vehicles per lane-hour. As the roadway was widened to 4 or 6 lanes and as the necessary signal phases were added, the incremental efficiency of each additional lane dropped below 500 vehicles per lane-hour (see Figure 10).

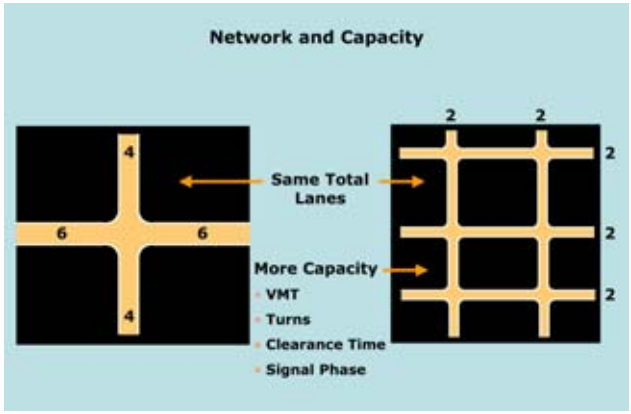

Fig. 9: *Network and Capacity of Roadways.*

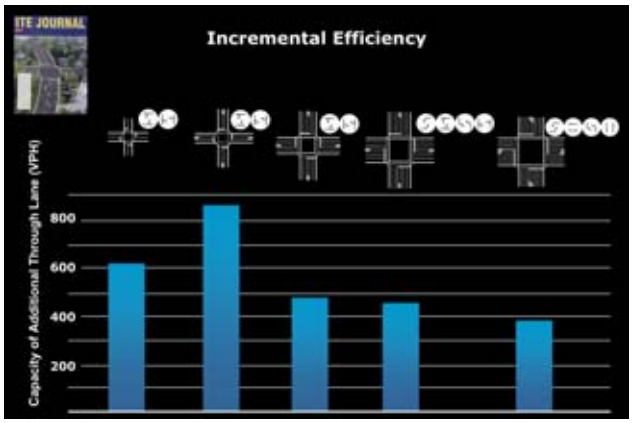

Fig. 10: *The Incremental Efficiency of Additional Lanes.*

Mr. Kulash went on to discuss how mixed use development could also provide greater efficiencies by reducing the amount of land needed for parking. As shown in Figure 11, exclusive, single-use parking, which often requires as many as 6 spaces per 1,000 feet of development, is sized to provide for not only the daily but usually the seasonal peak demand, and is therefore underused for much of the day. But by co-locating complementary uses such as offices, restaurants and entertainment that require parking at different times of the day it's

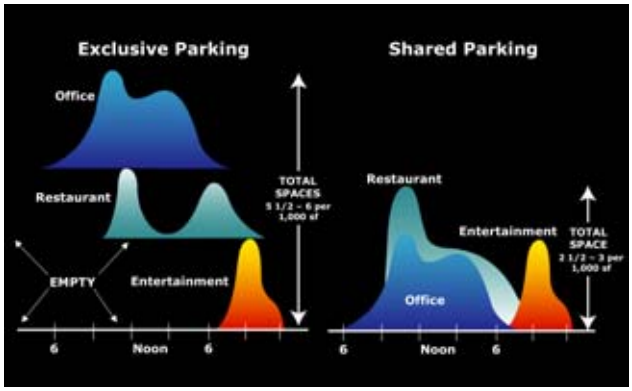

Fig. 11: *Total Parking Spaces Needed, Comparing Exclusive and Shared Use.*

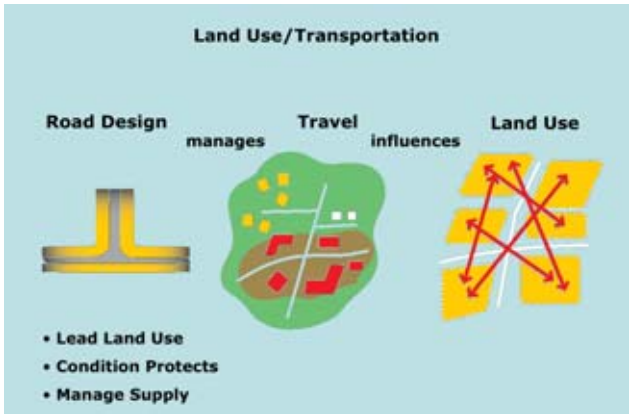

Fig. 12: *Reversing the Conventional Process of Coordinating Transportation and Land Use.*

possible to lower the parking requirement to 2-1/2 to 3 spaces per 1,000 square feet. Mixing uses in a traditional town center pattern not only allows a reduction in parking spaces but also helps to create more walkable environments by placing different uses closer to one another. Mr. Kulash described how some of these locations could be transformed over time into more walkable town centers by taming the traffic, adding streetscape improvements (minimizing driveways, wider sidewalks, shade trees, crosswalks, etc.) and eventually requiring developers to place their buildings along the sidewalk instead of behind a sea of parking.

Transportation design, reflecting the advancing scope of land use and transportation planning, Mr. Kulash noted, is evolving from simply pavement and right-of-way design, to access management of adjacent properties, to corridor management, to ultimately the use of context sensitive solutions that fully integrate these two realms into community design. In the end, the initial process in which land use generates travel, which then demands road capacity (see Figure 1) is turned around so that road design leads land use and helps to manage travel which then influences how land development takes place (See Figure 12). Key to determining the type of road design that is appropriate in different settings, Mr. Kulash added, is to fully understand the context in which the new road and development are located. The rural-to-urban "transect," developed by new urbanist designers, is a simple and useful approach to organizing and understanding a road's context.

The frequently-voiced concern over "where will the traffic go" if not accommodated with more capacity can be addressed, Mr. Kulash explained, by using the laws of supply and demand. The old policy of simply increasing roadway capacity to meet the demand was an attempt to provide "free" travel, and was no longer working. In today's world he pointed out, it is necessary to recognize that drivers will respond to costlier (i.e., slower) travel by accepting other "market price points" which may result in better solutions. For example, as the time and cost of travel has increased in some regions, more people are moving back into older neighborhoods and cities. This has had a positive effect in revitalizing and giving new life to many communities. Walmart has recognized this trend in recent years, he pointed out, by developing a model for smaller 40,000 square foot stores to serve smaller, denser markets with low travel speeds. Higher density, mixed use housing is being built in many cities across the nation, often in response to the increased difficulty of long-distance commuting.

In the end, Mr. Kulash concluded, we are recognizing that even traffic congestion is not always such a terrible thing. In fact, while the first order impacts of solving congestion by widening roads are often viewed as positive — reduce delay, reduce cost — the second and third order impacts are negative — residents move their homes further out, range further for shopping, drive more, own more cars, etc. (See Figure 13). Conversely, while the first order impacts of accepting congestion are negatives — increase delay, increase cost — the second and third order impacts are often positive — residents improve their homes, use alternative transportation modes, drive less, own fewer cars, etc. (See Figure 14).

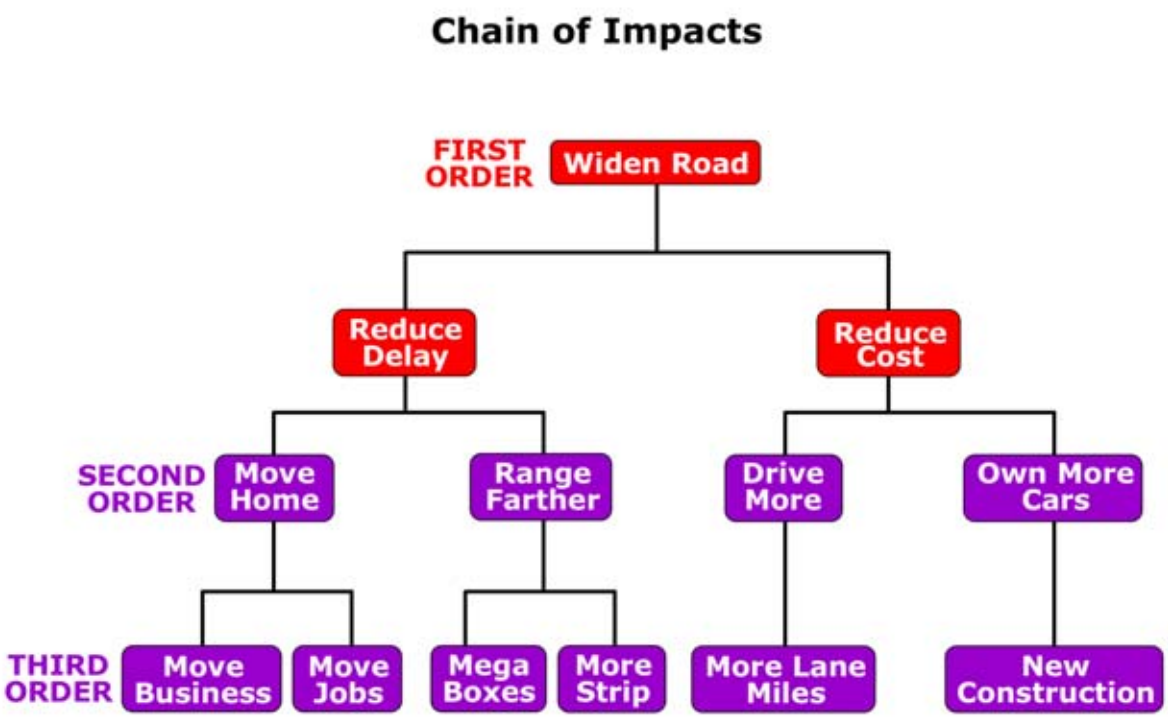

Fig. 13: *Chain of Impacts for Solving Congestions, Widening Roads*

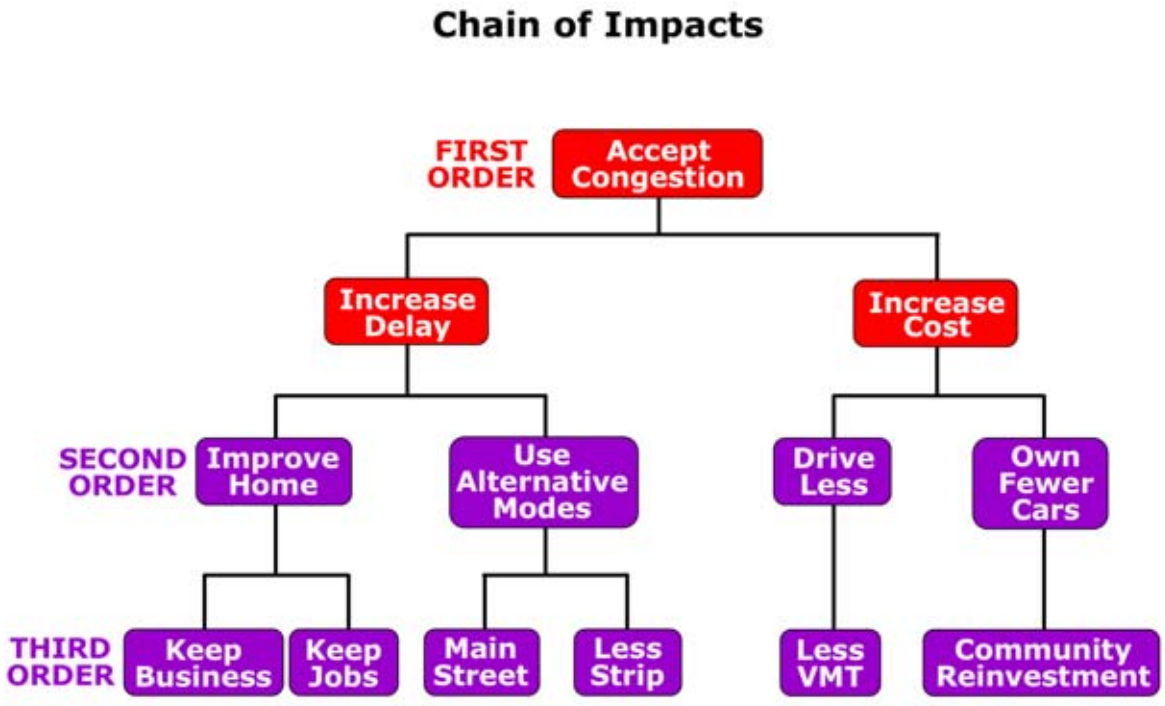

Fig. 14: *Chain of Impacts for Solving Congestions, Accepting Congestion*

4. Statewide Policies and Actions: Case Studies and Discussions

The purpose of this session was to learn from states that are focusing on the following types of statewide policies and actions:

- Better coordination with partnering state land use, housing or economic development agencies
- Efforts to prioritize needs (e.g., intrastate vs. local, mode choices or based on geography)
- Programming and selection of projects
- Training of personnel
- Development and utilization of flexible design manuals.

Case studies were presented by the delegations from Michigan and Pennsylvania. The first part of the case study consists of a brief write-up prepared by the Project Partners in consultation with the delegation from Michigan before the Seminar. The second part consists of additional comments made during the Seminar by the delegation representatives.

Michigan Case Study Write-Up

Michigan has developed a Land Use Leadership Council (MLULC), charged with preparing recommendations to minimize the negative effects of current and projected land use patterns on Michigan's environment and economy. The work of the MLULC was an important milestone in Michigan's efforts to reform land use. As a result of the MLULC process, a report was completed in August 2003, which contains more than 160 recommendations to address the long-term consequences of poorly informed and outdated policies that impact growth in the state.

Leaders from the nonprofit, business, government, and foundation sectors are now working together on many of these recommendations. Although there has been progress in implementing recommendations of the MLULC, much remains to be done. Nonetheless, the momentum generated to date by the MLULC and its recommendations, coupled with the dedication of stakeholders statewide committed to their successful implementation, have laid important groundwork for continuing progress and are testament to what is possible in efforts to reform land use policy in Michigan. The statewide approach to the MLULC has been that with

bipartisan leadership in Lansing and support from residents statewide, Michigan can adopt balanced policy proposals that protect its quality of life and our ability to live in healthy, stable, and pleasing communities — rural, urban, and suburban.

The state team's presentation will cover the concerns that led to Governor Granholm's formation of the MLULC in 2003, the recommendations the Council made and the development of action items from those recommendations, and the progress that has been made so far in achieving its goals and implementing action items through legislation and state policy. To date, Michigan is not finished with its efforts in the MLULC and must learn how to maintain bipartisan support for its ideas and recommendations through changing political and fiscal climates. Michigan will discuss the pros and cons to such an approach and the lessons they have learned to taking such a comprehensive look at fragmented state policies and trying sweeping reform.

Michigan Case Study Presentation

The Michigan case study was presented by Department of Transportation Director Gloria Jeff, Heaster Wheeler, Executive Director of the Detroit Office of the NAACP, Dennis Toffollo, Director of Economic Development for Oakland County and Carmine Palombo, Director of Transportation Programs at the Southeast Michigan Council of Governments (SEMCOG). Ms. Jeff led off by describing the political, demographic and economic backdrop to the formation of the MLULC.

Michigan is a state with a complex political environment shaped by 1,800 local governments — including 83 counties, 535 cities and villages, and 1,203 townships — all of which have zoning and planning authority. It is a home-rule state and residents take those rights very seriously. It is the only state in the nation that has County Road Commissions, some of which are elected. In addition, Ms. Jeff noted, the state has another 1,000 local bodies — including transit and airport districts, school districts, drainage, sewer and water districts and park, college and other districts — that have the authority to impose taxes. Metropolitan Planning Organizations are for advisory and transportation planning and programming purposes only.

Michigan's economy is in transition from heavy reliance on older manufacturing and extractive industries — focused around the automobile industry in larger urban centers — to a new model in which old plants are closing, dense central cities are declining in population, manufacturing is becoming more decentralized, agriculture remains strong, and tourism is replacing mining in the northern parts of the state.

The state's population is static with declines in population in central cities and fast growth in outlying suburbs, Ms. Jeff added. The remaining population in urban areas is often economically challenged, and in need of greater options for mobility and housing. The closure of factories in some areas is forcing some long commuter trips to new jobs. At the same time there is a boom in second homes in northern Michigan.

While Ms. Jeff explained that Michigan was not facing any major visible land use crises — middle-income housing is generally affordable, land and resources are widely available and multiple local governments provide lifestyle choice and experimentation — the state is facing growing concerns about loss of open space and farmland, the lack of a higher authority to resolve conflicts and the fiscal weakness of older central cities.

Against this backdrop the governor in February 2003 established the bipartisan Land Use Leadership Council (MLULC) with support from the Senate Majority Leader and the Speaker of the House. Mr. Wheeler, one of the members of the Council, went on to describe the work of the MLULC. The Council was not only bipartisan but included 26 voting members from a broad spectrum of stakeholders including homebuilders, local government officials, business leaders, citizens, environmentalists, land-based industry representatives, social justice advocates, real estate agents, and others. It was charged with: 1) Identifying the trends, causes, and consequences of unmanaged growth and development. 2) Providing recommendations to the governor and the legislature designed to: minimize the negative economic, environmental, and social impacts of current land use trends; promote urban revitalization and reinvestment; foster intergovernmental and public-private land use partnerships; identify new growth and development opportunities; protect Michigan's natural resources, including farmland and open space; and better manage the cost of public investments in infrastructure to support growth.

The Council, Mr. Wheeler explained, met on a tight schedule over a six-month period and held six public hearings. It produced a 100-page report of recommendations many of them based on Smart Growth principles. Recommendations included:

- Provide a range of housing choices
- Encourage community collaboration
- Create walkable neighborhoods
- Foster distinctive, attractive communities
- Make regulation predictable, fair, and cost-effective
- Mix land uses
- Preserve open space, natural beauty, and critical environments
- Provide transportation choices
- Direct development toward existing communities

Mr. Wheeler noted that it had been a significant accomplishment to bring together representatives from sectors that were typically at odds — like developers and environmentalists — and find consensus on these issues. Since preparation of the report, 36 of the recommendations have been implemented.

Dennis Toffolo, Director of Economic Development for Oakland County, went on to describe a wide range of steps taken by the State based on the recommendations of the Council:

- Reorganization by the Governor of several state departments and agencies into the Department of Labor and Economic Growth.
- Legislation to create Land Bank Fast Track Authority and authorizing brownfield development authorities to expedite redevelopment of distressed properties and increase funding through grants and loans.
- Designation of "core communities" to provide greater access to financial tools in distressed urban centers.
- An Executive Order on siting state facilities in urban areas
- Creation of a "one-stop shopping" process for business permits.
- Management assistance for downtowns through a Main Street Program

- Initiation of a "Cool Cities Program" that provides catalyst grants to attract the "creative class"
- Tax-increment Financing and Downtown Development Authorities
- Creation of joint planning commissions that address land uses between cities
- New blight-remediation laws

Carmine Palombo, Director of Transportation Programs for the Southeast Michigan Council of Governments continued by describing action on recommendations from the Council dealing with transportation issues. To help create more walkable communities, the state hired Dan Burden, Director of Walkable Communities, to conduct walkability audits and to train MDOT staff, local officials and transportation providers in several towns and cities. They also initiated a Safe Routes to School Pilot Program that conducted walk-to-school audits and implemented improvements in five pilot communities. A tool kit was developed to help replicate that effort in other communities. A "Training Wheels" program provided an opportunity to get transportation engineers from MDOT and local communities onto bicycles and help them understand first hand the impact of their design decisions on cyclists.

To support recommendations by the Council to foster distinctive, attractive communities with a sense of place, the state DOT adopted a directive on implementing Context Sensitive Solutions and public input sessions were held related to several neighborhood projects.

Efforts to increase transportation options had faltered, Mr. Palombo pointed out, in part due to the downturn in the state's economy which had resulted in funding cuts for transit agencies. Proposals to create a Detroit Transit Authority had also stalled. However, the delegation felt that passage of SAFETEA-LU might help move things forward.

The MLULC's call for directing development to existing communities has resulted in refinement by MDOT of its prioritization of preservation vs. capacity-improvement projects. However, a debate over building expensive new interchanges, at the expense of freeway through-lane operation and relocation of commercial land uses, has become heavily politicized. The state DOT has also initiated an Asset Management initiative to work with counties and cities to

improve partnerships and begin managing the condition of the road network without regard to jurisdiction or ownership.

The Michigan team concluded by discussing the challenges they face. On the transportation side the Detroit region still does not have a transit connection between urban Detroit and suburban jobs. The Detroit-area transit agencies are fragmented and the use of transit by suburban residents is still very low.

The MLULC has had a positive impact, the team members pointed out, but most of the actions taken were on "low-hanging fruit." The Council avoided radical recommendations and divisive issues dealing with state or regional land use planning, impact fees in growing areas, education equity, youth development or school choice. Land use actions remain market driven, and when the economy is in trouble, local officials are often willing to sacrifice good land use practices for some improvement in the tax base or to create some jobs. The team also felt that the ability to move forward with more radical approaches was hampered by partisan political issues and divisions between urban, suburban and rural areas as well as by social issues including marked, persistent racial segregation which often manifest themselves in discussions about transit and utility districts. The existence of a large number of jurisdictions with some authority over land use or taxing decisions was also a big obstacle to less costly regional solutions.

Members of the team hoped that the Hurricane Katrina tragedy might spur some critical thinking about land use, the importance, even to rural residents, of a vital and vibrant central city, and the need for good transit for those central city residents. Lessons learned from that tragedy that can improve land use policy across the country may be one small way to help turn the tragedy into a positive, they noted.

Pennsylvania Case Study Write-Up

Pennsylvania has taken a multifaceted approach to coordinating state initiatives. One could say that the greatest step it took was its first step: acknowledging that the current means of programming and financing projects would not allow the state to keep within its projected budgets. Pennsylvania faces the same issues and concerns as many other states: outward growth

from urban centers, including one not inside Pennsylvania (Baltimore); rapid loss of farmland to development; fragmented local governments making land use decisions; and aging infrastructure. It also realized that its approach to meeting transportation needs was not working correctly and that the state as a whole—the Department of Transportation and partner agencies—needed to rethink their way of assessing transportation need and meeting it through projects.

With that, prompted by Executive Orders that directed the reworking of the state's approach to land use and economic development planning, the Pennsylvania DOT undertook major initiatives to change its approach to meeting its obligations. These include the Right-Sizing program and the deferral of approximately $5 billion in state projects so they could be reassessed. This has involved using planners and designers to reevaluate transportation projects and developing the state's understanding of context-sensitive solutions.

Within a larger state context, Governor Rendell reestablished the Interagency Team on Land Use charged with policy and program recommendations for sound land use management, conservation of natural resources, responsible development, and economic growth. The Council identifies the causes of negative environmental, economic, and social trends caused by existing land use practices that require coordinated responses of state Cabinet members, and it develops policies and strategies for conserving land and open space, reusing previously developed sites, and rehabilitating existing infrastructure.

This has involved the collaboration of state agencies in meeting common goals of community revitalization: the Hometown Streets program of PennDOT, designed to encourage reinvestment in and redevelopment of the state's downtowns, the Department of Community and Economic Development's Community Action Team, established to coordinate state funding for community economic development projects by packaging financial and technical assistance from a variety of sources, and the Brownfield Action Team of the Department of Environmental Protection.

Pennsylvania Case Study Presentation

The Pennsylvania case study was presented by Secretary of the Department of Transportation Allen Biehler, P.E. and by the Deputy Secretary for Community Affairs and Development of the

Department of Community and Economic Development Ken Klothen. Following an overview presentation on the state of Pennsylvania, Mr. Biehler described some of the challenges in coordinating transportation and land use. In addition to an overstretched transportation budget, Pennsylvania, like Michigan, is a home rule state with 2,565 local municipalities that jealously guard their authority over land use decisions. Counties do not have the ability to "approve" municipal comprehensive plans, they only have the authority to review and provide comment.

While the state's population has grown by only 1.4 percent from 1982 to 1997 the amount of land developed during that same period grew at a much higher rate of 41.3 percent. The state's growth patterns are characterized by increased sprawl and out-migration from cities like Philadelphia, Pittsburgh and Erie with some in-migration in the northeast from the state of New York and the south from Baltimore and Washington, D.C.

Mr. Biehler described efforts in the Spring of 2004 to defer or reevaluate 26 projects costing $5 billion that the State simply could not afford. The Department of Transportation adopted a "Maintenance First" policy and initiated a program for "Right-Sizing/Smart Transportation" to evaluate the projects and implement these cuts. The Department created a team of design and planning staff that is working with each of its 11 district offices to make right-sizing happen. Smart Transportation is an outgrowth of the right-sizing activities and has led the DOT to reexamine its policies and change its practices. Smart Transportation includes more of a quality-of-life approach to project development, considers context, community and the realistic limits of the States's wallet.

Mr. Biehler went on to describe how the smart transportation and right-sizing concepts were applied through several pilot projects in different parts of the state. The bottom line, he stated, was that the department was now "looking at a whole range of options rather than just building the biggest facility. We are changing engineering approaches." In all the case studies described, the DOT had worked collaboratively with the community to develop a compromise plan that would keep regional traffic moving while protecting local resources. In one case outside Philadelphia between Montgomeryville and Doylestown, the solution was to replace plans for a 4-lane, limited access bypass at a cost of over $450 million with a smaller, 2-lane facility that

provided more connections to the local road system and costs about $200 million. In another case, in the rich farming areas in Lancaster County, the DOT is partnering with the County and the Department of Agriculture to develop innovative mitigation strategies to deal with increasing traffic.

Deputy Secretary for Community Affairs and Development Ken Klothen followed up by describing efforts at the state level to address planning and economic development issues. One of the first steps taken was to reconstitute the State Planning Board which had been inactive for some years. The top issues the Board has been considering are: 1) Measures to support rural economies, and resolve potential conflicts among development, municipal and conservation interests on infrastructure and open-space issues; 2) Specific policies to achieve smart-growth goals for revitalization of cities, towns and for sustainable economic development in rural communities; and 3) Looking at ways to improve governance in the Commonwealth.

Pennsylvania also organized a conference in 2003 on "Transportation and Land Use for Economic Development" to identify State Actions to link transportation, land use and economic development. Several state agencies hosted the conference in which over 230 economic development professionals, state agency representatives, planners, municipal officials, and business, civic and community leaders participated. Recommendations made by the conference participants were translated to a Statewide Action Plan in February 2004.

The Statewide Action Plan, Mr. Klothen explained, addressed the following areas:

- Agency Coordination: Improve coordination of agencies' policies, funding and actions relating to economic development, transportation, conservation and land use.
- Planning, Program and Project Delivery: Improve the efficiency and effectiveness of transportation and comprehensive planning, programs, project development, review and approval by Commonwealth agencies.
- Investment/Leverage: Provide counties and local governments with funding and incentives to achieve mutual economic development, transportation, conservation and land use goals.
- Intergovernmental Partnerships: Strengthen collaborative processes between and among

counties, local governments, state agencies and private sector organizations in order to achieve a more coordinated approach to economic development, transportation, conservation and land use at all levels of government, more efficient municipal service delivery and maximum use of available resources.

- Education: Provide comprehensive educational and technical assistance programs to various audiences in order to further the Commonwealth's development and conservation goals.

The State followed up with nine regional conferences in May/June 2005 designed to develop more focused regional action plans.

In 2004, Mr. Klothen added, the Governor issued an Executive Order to establish an Economic Development Cabinet and to reestablish the Interagency Team on Land Use which brings together numerous state agencies to address the following topics: 1) programs and policies that impede sound land use management, conservation of natural resources, responsible development, and economic growth; 2) the causes of negative environmental, economic, and social trends caused by existing land use practices that require coordinated responses of Cabinet members; and, 3) policies and strategies for conserving land and open space, reusing previously developed sites, and rehabilitating existing infrastructure. Since then the agencies have signed a letter of understanding that requires them to consider local plans and zoning ordinances "when reviewing applications for the funding or permitting of infrastructure or facilities."

Mr. Klothen explained that the Commonwealth has also adopted a set of ten principles for sustainable development that state agencies will use to set criteria for evaluating economic development funding requests. The Sustainable Development Principles consist of:

1. Redevelop First
2. Provide Efficient Infrastructure
3. Concentrate Development
4. Increase Job Opportunities
5. Foster Sustainable Businesses
6. Restore and Enhance the Environment
7. Enhance Recreational and Heritage Resources

8. Expand Housing Opportunities
9. Plan Regionally; Implement Locally
10. Be Fair

Along with a bipartisan $2.3 billion dollar stimulus package which, Mr. Klothen explained, is expected to leverage over $5 billion in private sector investment, Pennsylvania launched several multiagency initiatives to revitalize core communities. They include:

- "Community Action Teams" through which financial and technical assistance from a variety of Departmental sources is packaged together for projects that will have significant impact in revitalizing communities.
- **"**Hometown Streets/Safe Routes to School," which is being led by PennDOT and which will provide $200 million over four years to revitalize core communities through well-planned, integrated projects.
- Brownfields Action Teams which will expedite the remediation, reclamation, reuse and redevelopment of brownfields and abandoned mine lands and manage and coordinate funding for high priority projects

Mr. Klothen concluded by pointing out that thus far Pennsylvania's efforts to improve coordination between transportation and land use have been based on a "permeable silos" approach in which the traditional silos in state governments are retained but in which holes are punched through to allow the leakage of funds and authority between agencies. What remains to be seen is if this approach can be institutionalized enough to survive changes in state leadership.

Breakout Sessions on Statewide Policies and Actions

Following the case study presentations by Michigan and Pennsylvania, participants reconvened in three smaller breakout sessions with delegates from two states. The breakout sessions were designed to allow participants to discuss in more depth how the approaches discussed in the case studies might be applied in their own states. A facilitator in each session used a set of questions to frame the discussion and keep the discussion moving. Following are summaries of what was discussed in each of the breakout sessions:

Summary of Discussion between Idaho and Michigan Teams

Both states agreed that good things have happened in their states: true transportation needs have been identified, but the reality of available resources has also been accepted. Both states have a good understanding of responsibilities, those of the state *and* of local governments, and they appreciate that an understanding of government and civics leads to a more engaged discussion and understanding of how state, regional, and local governments work together. Perhaps most importantly, both states recognized the effectiveness of focusing on what they *can* do, not what they *can't* do.

Michigan Team Comments:

- The state does not oversee land use planning, which happens at the local level in hundreds of cities, townships, and special taxing districts.
- A statewide Local Planning Act enables local government planning, but does not require or substantially address coordination. Coordination thus far has been on an ad-hoc basis.
- However, as funding declines, the lack of resources places an increasing need on regional solutions: Michigan has thus been "forced" into a regional philosophy.
- Michigan faces problems by pursuing a primarily regional solution, however, since not all regional approaches are appropriate, especially with regard to water issues, schools, and social equity.
- Michigan acknowledges a need for more engagement at a local level so that it may better serve customers *and* proceed to doing larger-scale work.
- This engagement at the local level involves education: both among citizens and elected officials.
- Local leaders have been good about communicating with legislators, although there needs to be a better understanding of everyone's responsibility.

Idaho Team Comments:

- Idaho recognizes at a state level that it will never have enough funding to meet every transportation need.
- The loss of "students of government," as Transportation Director Ekern phrased it, has left the state and individual citizens unprepared to work with local elected officials.

- The state understands that the public it serves simply wants everything to "work right."
- Social equity is often opposed to business.
- Idaho sees its most effective approach as a voluntary state/local and regional/local partnership. Idaho is not comfortable with the idea of legislating how local governments must plan their communities.
- Idaho has a Local Highway Technical Assistance Council (LHTAC), through which it distributes funds for projects to local governments. LHTAC is working closely with local governments to encourage comprehensive plans to be in place as a prerequisite prior to funding. At present, there is no such requirement.
- Idaho, much like Michigan, faces a rural/urban divide situation. Idaho recognizes that a *voluntary* cooperative process will be necessary to move past the challenges to regional solutions and to enabling legislation that this divide poses.
- Idaho Transportation Department's system has been focused on functional classification and safety, but it has been missing land use as a criterion.
- Idaho discussed an approach of leveraging local funding through impact fees to work with state funding to build the state's transportation system.

Summary of Discussion between Pennsylvania and Tennessee Teams

Since the Pennsylvania team had presented its efforts to change state approaches in the session immediately preceding this discussion, much of the discussion was focused on Tennessee inquiring about how Pennsylvania's statewide policies were developed. Pennsylvania, first and foremost, has adopted a "fix it first" approach that involves investing in roads and transportation in a way that fully utilizes the state's past investments. At the same time, the Pennsylvania Department of Transportation (PennDOT) admitted that it could simply no longer afford to commit to the program it had developed and promised to local communities in the past. As a result, it assessed its existing program, identified $5 billion worth of projects that could not be realized with the Department's budget projections, and delayed them indefinitely. The Pennsylvania team noted that cost overruns and legislative capital project identification that lacks funding are a major reason that programmed projects cannot be accommodated within the PennDOT budget and have instead moved toward flexible design standards and "self-control" in spending and project development.

Tennessee, by contrast, has taken a "strong state agency" approach to transportation planning. Historically, they have not worked closely with MPOs, and project decisions are ultimately made by the state legislature. While Tennessee has moved in the same direction as Pennsylvania in terms of recognizing prohibitive costs and addressing them through project delays — plans for the northern section of the 840 loop around the Nashville region have been indefinitely delayed, for example — it has not yet achieved a greater mutual sense of developing alternative priorities with its MPOs.

Both states agreed on the need to better inform local elected officials, especially on the structure of state agencies, their procedures, and the opportunity to leverage resources. Both identified a persistent problem. On the one hand local officials distrust state agencies that typically make decisions on projects. On the other hand, state agencies fail to involve local governments in a way that would raise their awareness.

Pennsylvania Team Comments:

- Willing to admit: "we can't afford it anymore."
- Pennsylvania is seeking "self-control" in defining projects and new investment, and it recognizes that flexibility in highway design guidelines is essential to achieve this.
- If Pennsylvania as a state has a predominant concern, it is economic development. This intersects with transportation and transit in many ways: If the transit systems in Philadelphia and Pittsburgh have to scale back operations, their cities' economies suffer. Likewise, the state needs a working system of roads, bridges, aviation, and other transportation to support its economy.
- Pennsylvania recommends a healthy partnership between the state and MPOs. PennDOT has moved away from its "engineering" mentality. The strong relationship with MPOs such as the Delaware Valley Regional Planning Commission — that engage in other planning activities and don't just focus on the Transportation Improvement Plan — has helped PennDOT's approach to evolve and consider other factors beyond transportation.

Tennessee Team Comments:

- Tennessee has no roads, bridges, or other transportation infrastructure with tolls levied, yet it is aware of limitations in its near-future budgets and knows that it cannot afford to remain committed to its conventional approach.
- Tennessee has made great advances in working with local governments, and local governments still express a need for more education on state and federal transportation planning processes. The current state government believes in strong communication between state and local levels, and this is working well for both.
- Tennessee is beginning to investigate building transit, but expects to focus primarily on bus rapid transit technology due to the high costs of rail and the relatively high job/residential densities required for a successful rail corridor.
- The local governments in the state face a common problem of a public demanding improved services without raising taxes. The lack of a personal income tax in Tennessee has transferred the tax revenue dependence of local governments to sales and property taxes, and increases in these are increasingly difficult to engineer politically.

Summary of Discussion between California and New Jersey Teams

California provides regional and local agencies with most of the control over transportation and land use decisions. As a result of Senate Bill 45 which was adopted in 1997, California distributes 75% of the state's transportation funding to MPOs, providing them with more control in transportation decisions. This has resulted in increased coordination and cooperation between the state and local agencies in order to ensure that the state's interregional transportation planning priorities are successfully leveraged among all of the transportation planning and project delivery priorities.

In contrast, New Jersey has taken a stronger centralized role in coordinating development within the state through a comprehensive state plan. In the past they allowed local entities to have more flexibility in planning issues, but found that that approach was not very successful. Their Office of Smart Growth works closely with people at the local level to further state policies by tying the allocation of funds to state priorities, and educating people at the local level. New Jersey has relied on using rule changes to guide the types of development in their state instead of relying on

legislation.

During the discussion, California highlighted how agencies at the state level are taking mores strides in guiding planning decisions. It is providing incentives for more compact development as seen in the development of "Blueprint" comprehensive plans throughout the state. Also California's governor is now looking at developing a forum on "Anti-Dumb Growth" policies for the state.

California Team Comments:

- Passage of SB45 puts most of California's transportation powers in the hands of the regional transportation planning agencies.
- Passage of Proposition 13 in the late 1970s, which limited property tax increases, has forced transportation and land use planning efforts to rely on county sales tax instead of property taxes.
- Impact fees drive housing prices up.
- California relies on a gas tax and sales tax to pay for transportation needs, with only sales taxes going towards increased capacity. Some regions have also started using bond measures to pay for transportation. Regions' ability to tax or not tax themselves has created an imbalance in planning and economic development efforts, especially in more agricultural regions.
- Under the California Environmental Quality Act land use projects must mitigate the effects on air quality. However, this may delay the process and increase the costs of development.
- Schools have a big impact in planning decisions and new development, but are not discussed enough at the state level.
- Some developers don't like to use public money. Developers tend to like density (if it can sell), and want more certainty in the permit process.
- At the state level, California is promoting the use of models and other visual tools by regions to engage the public.

New Jersey Team Comments:

- After previous efforts that gave more control over development to local entities were not successful, New Jersey developed a comprehensive state plan and created some regional authorities for land use planning.
- New Jersey developed its Office of Smart Growth to coordinate development with locals based on state priorities. They re-wrote rules and didn't try to legislate like Maryland. Reimbursements are based on state priorities for other state agencies.
- Cheaper housing and immigration are fueling the growth in New Jersey.
- Developers don't want sprawl, but are forced into it by locals when they put limits on units per acre, and by segregated zoning. Some locals also assess developer fees.
- New Jersey has many school systems like California, and that drives housing and land use decisions.
- New Jersey assesses a gas tax to fund transportation needs.
- Operational costs for transit systems in New Jersey have increased after 9/11.
- A new law requires educating locals on land use planning, providing 5 hours training in planning for locals (boards, etc.)
- The key to success for coordinated development is a multi-agency approach, otherwise developers will have to do the coordination which could lead to problems if agencies are not all on the same page.
- State makes available $15 million in planning grants, but recipients must work with the Office of Smart Growth if funds are accepted.
- "Transit Villages" are good attractors for development, at least in older cities, but people needed to be educated about this so they can develop Transit Programs.

5. Luncheon Panel:

The Fiscal Unsustainability of Sprawl

Anne Canby, President, Surface Transportation Policy Project

Ms. Canby started her presentation by pointing out that we have been talking about linking transportation and land use for a long time but that not enough thought is given to what this means. It is useful to step back and recognize the symptoms of the problem. There is a growing sense, she added, that what we have been doing isn't working very well as evidenced by the strong public dissatisfaction with the results that our current approach to development and transportation is producing.

To illustrate the dissatisfaction Ms. Canby cited the annual Texas Transportation Institute report on congestion "which just keeps getting worse." Even the automotive pages of *The Washington Post* recently ran an article describing "The American Wasteland" as "a place of superhighways, tract housing developments and shopping malls. It was a disappointment. There was nothing to see. A motorized curse in which the freedom to drive has become a punitive sentence in which the convicts must remain in their cars and trucks running from one drab scene to another for the rest of their lives."

Ms. Canby went on to point out that there is something amiss in our transportation world that has to do with more than just money. The perception that there is a lack of money to deal with these problems is only part of the reason to pursue new approaches. It is time for a new investment strategy for transportation and land use that has at its heart the creation of real choices in terms of housing and transportation. Ms. Canby pointed out that this is a good time to be coming together to think about how we can create the link between land use and transportation in ways that have some lasting impact. One of the key steps that should be considered is how to reduce the cost of transportation for families and make it easier to purchase a home. The events in New Orleans are but one example of just how blind we are to the inequities in our transportation system. In today's economy, the cost of transportation, especially with rising gas prices, is denying other necessary purchases and most likely the ability to buy a home for many low-income families.

Ms. Canby also noted that in order to get better residential and commercial development — at the proper densities and in the right locations — we need to improve the bottom line for developers. Providing good affordable housing in locations that can be served well by transit can revitalize communities and strengthen their tax base by attracting new jobs and residents.

We also need to consider ways to reduce our energy consumption, Ms. Canby added. A recent cover story in *The Economist* on the U.S. and China highlighted how fragile our system is in today's climate of uncertain energy supply and growing world demand. Some steps that we can take to deal with this uncertainty are to

- Improve our health (and reduce health care costs),
- Reduce air and water pollution (and improve our health),
- Make the transportation system work better, and
- Provide a much wider variety of housing products

If we can get these things right, she noted, we can reduce our costs and hence the need for as much new revenue over the long haul.

There are some other externalities that we should be paying attention to as well, Ms. Canby emphasized. Among them are our changing demographics. Our population is aging and by 2025 almost 20% of our population will be over 65 years of age. Surveys show that 71% of households with older occupants want to live within walking range of transit. In addition, the Echo Boomer generation will represent 34 percent of our population in ten years. We also should be aware that the growing immigrant population in many states often has a preference for housing products that favor urban, transit-oriented environments. By 2010 the "typical" family — 2 parents with children — will only represent 20 percent of new households formed.

We are also witnessing significant changes in market trends, Ms. Canby added. Households entering the housing market prefer urban environments near transit. The document *Emerging Real Estate Trends 2005* published by Price Waterhouse Coopers states that "Areas near transit services have the highest level of development and investment potential, reflecting the appeal of infill development and frustration with traffic." Another trend is the growing concern about the health consequences of an increasingly sedentary population that drives everywhere and doesn't

get sufficient physical activity to stay healthy.

These are just some of the huge issues that we are facing, Ms. Canby noted. On the positive side, they provide a rich menu around which to catalyze communities into action. For example, Seattle Mayor Greg Nichols has joined 165 other signers on a resolution regarding global warming. We are also seeing other leaders emerge to call for a better way of doing things. Honolulu Mayor Jeremy Harris, for example, makes the point that "We have built cities around roads, not roads around people. We have let transportation plans drive land use decisions…. We're doomed for failure if we just build more roads for more cars. We'll never catch up. We need to change our lifestyle." The solutions that are being proposed are to provide more transportation choices and reduced need for car travel with compact, mixed use community design.

However, Canby noted, if the challenges seem huge we shouldn't despair. We are in a period of transition, of flux. The success of programs in different parts of the nation — like the Housing Incentive Program and Transportation for Livable Communities in California's San Francisco Bay Area — is evidence that we are on the right track. Those leaders in both the public and private sector that figure this out will be big winners in the long run. Ultimately, Ms. Canby noted, this is about protecting your self interest, whether you are a transportation leader or a local elected official or whether you're involved in real estate development, land use decisions, economic development, or community redevelopment. Taking a holistic approach to transportation and land use, Ms. Canby pointed out, is ultimately the fiscally sustainable thing to do.

Shaping new approaches around a larger set of issues, Canby noted, can galvanize a community, thus bringing new support for larger endeavors from a much broader set of constituencies. Today the problems we face are not well understood by many outside of our disciplines. "To accomplish these challenges," Ms. Canby stated, "requires that we rethink the transportation and land use relationship, that we rebalance the transportation and housing choices in our communities; that we make it easy to build mixed use developments, and urban and suburban infill, that we design our transportation systems with choices and redundancy and respect for our communities and the people who live and work in them."

Ms. Canby concluded by reminding attendees that next year we will celebrate the 50th anniversary of the Interstate System in the U.S. "Let's remember that we have built the greatest highway system in the world. But let's not rest on our laurels — the next challenge of integrating transportation and land use awaits our ingenuity, our energy, and our partnership."

John Horsley, Executive Director, AASHTO

Mr. Horsley led off by emphasizing that if we look back 40 years, and look forward 40 years and look at the development pattern prevalent in the country, one thing becomes clear to State DOTs. "We can't afford what we are building." If we continue to sprawl, we can't even print enough money to build the road systems that continued sprawl will require.

Hurricane Katrina was a tragedy in many ways, he added. But one of the lessons learned was the cost tradeoff of investments not made. Congress last year cut $72 million from the request for levee repairs by the Army Corps of Engineers. Following Katrina, the cost of rebuilding New Orleans will exceed $70 billion.

That example, Mr. Horsley noted, should cause us to reassess our national policies on infrastructure development and land use. What do we need? What are we willing to pay for?

It is useful to contrast the U.S. situation with that of Western Europe, he added. Both are advanced industrialized, information-age, affluent societies. One difference is that over the next 40 years because of declining birth rates, Western Europe is expected to lose population. The U.S., on the other hand, is still growing. Over the last 40 years we grew by 100 million. Over the next 40 years our population is expected to grow by 110 million. "The challenge for us in the DOT world," he noted, "is to catch up in trying to build the capacity needed to serve the 100 million from the past four decades, as well as anticipate what will be needed to serve the next 110 million."

It is interesting to note, Mr. Horsley added, that over the last 40 years while population grew by 56 percent, vehicle miles traveled increased by 266 percent. Because of the difficulty of catching up with this incredible increase in travel demand, we face increasing congestion.

Mr. Horsley went on to give two examples of what is taking place at the regional level. Over the next 20 years his home region of Seattle expects its population to grow by 1.5 million or 50 percent. Vehicle trips in the region are expected to go up by 6 million, an increase of 60 percent. So even in a state that passed a Growth Management Act which requires cities and counties to restrict most development inside of growth management areas, trips are growing even faster than population. “We have got to do better,” he emphasized.

In 2003 the Washington State Legislature increased its gas tax by 5 cents and in 2005 by another 9.5 cents. Ten years ago voters authorized $4 billion in transit taxes to improve regional services including light rail. The state is about to complete a new $850 million Tacoma Narrows Bridge between the city of Tacoma and the Kitsap Peninsula.

The MPO for the region, he added, brags that through these authorized taxes and investments they have reduced the shortfall in needed transportation improvements by 50 percent. They plan to invest $27 billion in transportation over the next ten years, but this will still fall $16 billion short of what is needed.

There are two solutions to closing this shortfall and both will probably be required, Horsley added. One is to raise taxes and charge tolls to generate more revenues. The other is to change land use to require less infrastructure investment.

Here in California, he noted, another situation is illustrated by the Bay Area. In the San Francisco region, the Metropolitan Transportation Commission describes a housing mismatch which will compound their already astronomical housing prices and terrible commutes. Over the next twenty years the Bay area’s population is expected to grow by one million and the region will add approximately one million jobs. However, while the region will need 650,000 new housing units, the best estimates are that only 400,000 will be built in the Bay Area. If not built within the region, workers will have to commute long distances to find shelter. The shortage of housing will compound already high prices, and the addition of more commuters will further clog the highways. Mr. Horsley noted that California’s choice is to build more housing and especially more affordable housing closer to where jobs are being created and build more

transportation capacity to move commuters, or sit back and watch congestion turn into gridlock.

"It is time for us in the transportation world," Mr. Horsley concluded "to start a dialogue with those in the land use and community development world to see if, together, we can chart a future with more affordable options."

6. Regional Coordination: Case Studies and Discussions

The purpose of this session was to learn from states that are focusing on the following types of regional coordination efforts:

- Working with regional Metropolitan Planning Organizations (MPOs) and local jurisdictions to set up minimum standards and expectations for selecting and prioritizing projects
- Working with local jurisdictions to develop regional growth scenarios based on closer coordination between transportation and land use
- Prioritization of funding at the regional level based on Smart Growth criteria

Case studies were presented by the delegations from California, Idaho, Utah and Tennessee. The first part of the case study consists of a brief write-up prepared by the Project Partners in consultation with the four delegations before the Seminar. The second part consists of additional comments made during the Seminar by the delegation representatives.

California Case Study Write-Up

California will discuss the Regional Comprehensive Plan (RCP) developed by the San Diego Association of Governments (SANDAG). The Plan is based on a framework that parallels the general plans of area local governments and a policy approach that focuses on connecting local and regional transportation and land use plans. The SANDAG RCP seeks to improve connections between land use and transportation planning and is supported in this effort by Senate Bill 45, which gives direct control of 75 percent of state transportation funds to regional transportation planning agencies. This allows state money to be allocated based on sound land use planning, as SANDAG has greater control over directing funds to local governments that cooperate with the regionwide plan.

The presentation will focus on four main points in the RCP:

- Institutional framework including background and history of SANDAG, funding authority, voting structure and representation of membership, and relationships with both the State and local agencies;

- Smart growth policies and programs established by the plan, connections to infill and affordable housing, how they work and preliminary impacts on land use;
- Innovative outreach efforts conducted to achieve extensive support and acceptability by a wide range of stakeholders;
- Implementation of these incentive-based programs so far, and links made to performance measures as well as benchmarking with other regions.

California Case Study Presentation

The California case study was presented by Gary Gallegos, Executive Director of the San Diego Association of Governments (SANDAG) and Tom Larwin, Retired General Manager of the San Diego Metropolitan Transit Development Board. Mr. Gallegos led off by describing the fast-growing San Diego region — which is expected to grow in population by 37 percent in the next 25 years — and the role that SANDAG, the region's Metropolitan Planning Organization, plays in helping to coordinate that growth. In recent years SANDAG's mission has expanded beyond that of most MPOs to:

- Provide a forum for regional decision-making
- Build consensus
- Make strategic plans
- Obtain and allocate resources
- Plan, engineer, and build public transit, and
- Provide information and technical assistance

Its Board of Directors has 20 voting members representing the 18 cities and the County of San Diego and meets every two weeks. Appointed advisory members cover a wide range of topics and issues, and include representatives from: Imperial County, Caltrans, the U.S. Department of Defense, San Diego Unified Port District, San Diego County Water Authority, Metropolitan Transit System (MTS), North County Transit District (NCTD), and Baja California, Mexico. In addition to its traditional transportation roles as the MPO, regional transportation planning agency and congestion management agency, SANDAG also does work on criminal justice research, ridesharing, housing allocation, freeway service patrols, and census data.

In July 2004, the SANDAG Board of Directors unanimously adopted a Regional Comprehensive Plan (RCP) for the San Diego region that establishes a long-term Smart Growth planning framework based on more compact development and an ambitious expansion of the transit system. Support for the RCP was due to an extensive planning effort conducted by SANDAG in which policymakers and residents were given graphic representations that contrasted the "business as usual" growth scenario to alternative development patterns based on Smart Growth principles. Mr. Gallegos explained that the recently adopted RCP better integrated San Diego's local land use and transportation decisions, and focused attention on "where and how we want to grow." The second major theme of the RCP is to use land use and transportation plans to guide other plans and investments. The RCP calls for service providers — including those dealing with energy, water, education, solid waste, wastewater, and open space — local governments, and property owners to prioritize their investments in areas where the region wants to encourage smart growth.

The RCP provides incentives for local jurisdictions and service providers to implement the plan. Incentives include a $19 million pilot program to support the integration of smart growth development and transportation projects; a program to promote smart growth development and private investment that supports 3,800 new housing units and, beginning in 2008, a $280 million smart growth incentive funding program that will be funded through the local *TransNet* half-cent sales tax program.

SANDAG has also made a significant commitment to involving the public in the planning process. During development of the RCP it awarded grants to community-based organizations to contribute to the process and engaged several thousand residents.

The region has ambitious plans to expand transit and improve regional roadways along four major transportation corridors in the region. Mr. Gallegos concluded by describing efforts currently underway to expedite project delivery by establishing centralized, coordinated control together with Caltrans, SANDAG and project consultants to improve accountability and coordination on projects.

Idaho Case Study Write-Up

The Idaho Transportation Department, along with its partners at this meeting which include, COMPASS, Ada County Highway District (ACHD), the City of Meridian and ValleyRide will present its case study on transportation and land use planning via video and PowerPoint. The presentation will focus on the regional planning process that has become a cornerstone for planning in Idaho, *Communities in Motion* and *Blue Print for Good Growth.*

Some of the positive outcomes and challenges thus far in the process of developing *Communities in Motion* and *Blue Print for Good Growth* include:

- Expanding the plan area to include the additional counties provides for a more realistic view of the transportation shed than we have by only having a two county plan.
- The planning process is changing the way we look at the cost of our community decisions on how we grow our communities and the transportation system.
- The organizational structure of both efforts creates opportunities for all the parties to share ideas, issues, and concerns that affect the region.
- Developing a complete and integrated vision for the transportation system. We are looking at a multi-modal system. We are looking at how the state system impacts the local system and vice-versa. Such comprehensive analyses have not been done in the past.
- Actively engaging the citizens, elected officials, and staff of a six county region on the integration of transportation and land use planning. The result is a discussion of the overall vision for growth in the Treasure Valley.
- Development of a prioritization process for transportation investments in the region for the entire system.
- Development of the necessary tools to link transportation and land use in Ada County through the *Blueprint for Good Growth* project, which can serve as an example to the other counties if successful.

Challenges in the process include:

- There is a tendency to avoid talking about politically sensitive issues (the proverbial elephants in the room).

- It is easy to talk about land use integration and connecting transportation systems and services through voluntary regional initiatives, but it is difficult to get all the parties to act in a collective way that will benefit the whole.
- Change takes time and the length of the planning horizon makes it difficult for people to envision an alternative future.
- Each partnering entity has varying reasons for supporting the two planning efforts. In some cases, the reasons are not compatible with the reasons of other entities (i.e., different visions of growth for the valley).
- Linking the two planning processes: *Communities in Motion* and *Blueprint for Good Growth* has not been easy since there was significant conflict initially between the two efforts. Eventually the conflict was resolved so that the two processes are complimentary. However, minor conflict arises on an occasional basis.
- Current growth patterns are not supportive of the alternative growth scenario "community choice vision." The lack of collaboration between some of the entities has led interested parties to question whether the political willpower is present to implement an alternative growth pattern and integrate transportation and land use.
- Taking the results of *Blue Print for Good Growth* and selling these to all the elected representatives of the respective local governments so that ordinances that support the results can be enacted.
- Engaging and making needed changes at the state legislative level.
- The common desire for each local government to not want to make changes, but to also want all the other local governments to change.
- Ramp-up of outside development interest in Treasure Valley is accelerating as we speak and is anticipated more than ever.

Idaho Case Study Presentation

The Idaho case study presentation was given by Idaho Transportation Department (ITD) Director David Ekern, ITD Deputy Director Charlie Rountree, ITD Board Member Monte McClure, City of Meridian Mayor Tammy DeWeerd, Ada County Commissioner Rick Yzaguirre, COMPASS Director Matt Stoll, Ada County Highway District Director J.Schweitzer, ValleyRide Director Kelli Fairless and ITD Intermodal Manager Patti Raino.

ITD Deputy Director Rountree started out by discussing the outcomes of a 2002 visioning effort called "Getting There Together" that included surveys, workshops, polling, and scenario planning to gather input from the state's residents. The vision that emerged for transportation was to move people, goods and services and share information while providing accessibility, convenience and choices, affordability, flexibility, safety and security, predictability and connectivity. To achieve that vision the stakeholders agreed on a set of principles including mobility for all users, compatibility with the environment, preservation of community assets and flexibility and responsiveness.

The vision and principles have since been used to develop the following set of priorities:

- Integrate the transportation system
- Support quality of life through endorsement and acceptance
- Provide flexible funding
- Integrate transportation and land use planning at state and local levels, and
- Support choices for all individuals.

At the regional level, the Idaho delegates focused on the process that cities and counties in and around Boise have gone through during the last few years. The first effort is being led by the Ada County Consortium and includes the County, six cities (including Boise, Eagle, Garden City, Meridian, Kuna and Star), the Ada County Highway District, the Idaho Transportation Department and COMPASS, the MPO for northern Ada County and Canyon County. The objective of the Consortium was to better coordinate land use and transportation planning to ensure that growth is orderly and beneficial for the community's continued prosperity and quality of life.

The Consortium is working on a countywide transportation and land use plan called the *Blue Print for Good Growth*. It includes alternative land use scenarios and analysis of their impact on public services and facilities such as water, open space, parks and housing. The products of this process are a guide for future growth as well as amendments to local growth elements and development regulations.

The *Blue Print for Good Growth* effort is being coordinated with *Communities in Motion*, the regional long-range transportation plan project which covers the Treasure Valley including Ada and five other counties. The long-range plan includes alternative land use scenarios and analysis of their impact on transportation needs. Of the land use scenarios presented, two were found to be most useful to examine: "trend" and "community choice." The planning process is expected to compare the "trend" scenario with a "community choice" scenario which encourages infill, preserves more open space, provides diverse housing choices, locates jobs and services closer to neighborhoods and reduces dependence on automobile travel.

These two complementary efforts are expected to have several positive results. The first is to expand the planning area to include additional counties. The biggest challenge, the delegates felt, would be to get buy in from local elected officials and adoption of ordinances that support the vision. A second positive result is the development of a complete and integrated vision for the transportation system, something that the state has not done in the past. The challenge will be to translate discussion about integrating land use and transportation into actions. A third positive result is that the organizational structure of both efforts helps to create opportunities for all the parties to share ideas, issues and concerns that affect the region. The challenge will be to get the parties to tackle politically sensitive issues.

Other positive outcomes that the delegates expect will result from these processes include the development of the necessary tools to link transportation and land use in Ada County which, in turn, can serve as an example to other counties. Another positive result is the development of a prioritization process for transportation investments in the region. These efforts have also helped to change the way that the different cities and agencies involved look at the cost of their decisions on how they grow and on the transportation system. The process has also helped to engage citizens, elected officials and staff in the six counties in a discussion of the overall vision for growth in the Treasure Valley region.

Tennessee Case Study Write-Up

Tennessee's presentation will describe three major initiatives to integrate land use and transportation planning at the regional level:

(1) Improvements to planning within Metropolitan Planning Organization (MPO) areas to consider how land use patterns impact travel demand.

Case A: The Tennessee Department of Transportation (TDOT) is sponsoring a research project to help the Nashville Area MPO pilot the use of land use "allocation" modeling software. The particular application was developed in Florida and is used by their MPOs; it is now being transferred to other interested states, including Tennessee. The software does not project the amount of population or employment growth — rather, it takes those specified amounts and allocates them to the parts of the region where growth is most likely to occur, based on availability of land, zoning, water and sewer, school quality, etc. After the growth data has been assigned to the appropriate traffic analysis zones, the MPO can then run its traditional 4-step travel demand model.

The Nashville Area MPO used this software this year for the development of its new Long Range Transportation Plan. Two alternative land use scenarios were tested. The presentation will briefly describe lessons learned, and the potential for transferability of this software to other small and medium-size MPOs.

Case B: TDOT is also testing the use of partnering agreements with local governments to plan development for specific areas. The Department has signed one such agreement with developers and one local government for an interchange on Interstate 65 south of Nashville. Proposed improvements to the interchange were based on a commitment by the local government to a particular density of development, and developers' site plans are being reviewed by TDOT to better manage access in the vicinity of the interchange.

(2) Development of a Quality Growth Toolbox specific to the needs of Tennessee's local officials. The project was initiated by Cumberland Region Tomorrow, a 10-county nonprofit

organization in Middle Tennessee which advocates for quality growth. Earlier work by this group, supported financially by TDOT, estimated the public would pay much more for infrastructure if regional development continues under the "base case," as opposed to a future growth pattern which clusters development, mixes land uses and is designed with transit and pedestrians in mind.

Cumberland Region Tomorrow is now developing a Toolbox manual targeted at local elected officials, planning commissioners, builders and developers. The manual will highlight existing examples of "quality growth" in Tennessee, including a chapter on development policies that support an efficient transportation system with multiple choices for users. TDOT is participating as a major sponsor of this manual, with the intent of distributing it statewide.

(3) Creation of rural planning organizations (RPOs) to address the areas of the state not already covered by a Metropolitan Planning Organization. Tennessee now has eleven MPOs, and is in the process of establishing 12 regional RPOs. The rural organizations have an Executive Board made up of local elected officials from a multi-county area. They also include a Technical Committee which meets more regularly, comprised of local planners, local public works officials, economic development officials, transit directors, and representatives from rail, aviation and waterways where applicable.

Tennessee will describe how it is using the RPO process to bring together multiple state and local agencies that oversee infrastructure, planning and zoning, industrial grant programs, etc. In particular, the RPOs have formal representation from state agencies who provide local assistance in land use planning.

RPOs will also play a key role in helping the Tennessee Department of Transportation develop plans, projects, and priorities for funding in these 12 regions. The presentation will outline how these organizations are similar to MPOs, as well as some key differences.

Tennessee Case Study Presentation

The Tennessee case study was presented by Jeanne Stevens, Director of the Planning Division at the Department of Transportation. Ms. Stevens prefaced her remarks by pointing out that Tennessee has not had a particularly strong land use planning tradition. While jurisdictions have been required to have some sort of growth plan, and cities are required to have urban growth boundaries, comprehensive plans are not mandatory for local governments in the state.

Nonetheless, in recent years there has been a lot of work on creating a better framework for regional planning. This effort — particularly with regard to the links between transportation and land use planning — was spurred by a statewide push for more public involvement and "transparency" in TDOT's decision-making; the development of the State's Long Range Plan which generated local demand for ongoing contact; unmet local need for assistance with economic/community development; and, Federal requirements for TDOT "consultation" with rural local officials.

In response Tennessee has established Regional Planning Organizations (RPOs) to address the needs of areas not covered by the state's eleven existing MPOs. Stevens explained that the RPO membership was similar to that of the MPOs with a two-tier structure including an executive board and technical staff committee. The executive boards are made up of local elected officials, plus a state senator and representative. The RPOs are being staffed jointly by TDOT and each regional economic development district and tend to be more multimodal than some MPOs since they include shortline rail, rural public transportation (vans), regional and community airports and barge transportation, where applicable.

Next steps for the RPOs will consist of closer work between state agencies to develop coordinated delivery of economic and community development projects. Tennessee is recognizing the significant role that transportation projects and their design can play in leveraging (or unintentionally redirecting) economic and community development efforts. State agencies are specifically discussing the following types of approaches:

- Bonus points for transportation projects that complement local plans such as water/sewer

extension, school sites, etc.

- Flexible design by TDOT for road projects in communities with Main Street programs.
- Designing of road projects in a way that complements future land use (assumes that community has an adopted land use plan)
- Help rural areas develop a well-rounded picture of "economic development" — not just roads, but complementary investments in workforce training, cluster identification, etc.

Stevens concluded her presentation by describing the regional planning process the 10-county Nashville region has gone through during the past few years. The Cumberland Region Tomorrow effort grew out of a report prepared for the region in the late 1990s by Washington Post columnist Neal Peirce and sponsored by the *Nashville Tennessean* newspaper and Vanderbilt University. As with the Envision Utah process, Cumberland Region Tomorrow developed future growth scenarios that contrast the "base case" to a "quality growth" alternative that emphasizes infill development, strong downtowns and developing along transit corridors. The report published by Cumberland Region Tomorrow showed that under the "quality growth" plan development would occur closer to existing population centers, would use less land and preserve more open space, would reduce traffic, and would allow cities to maintain their unique characteristics with growth occurring in existing population centers and downtowns. It also made a compelling case by demonstrating that the "quality growth" alternative would save tax dollars and land. The analysis showed the following impacts for the base case versus the alternative growth scenario:

- Land consumed: 365,000 acres vs. 91,000 acres
- Infrastructure costs: $6.96 billion vs. $3,41 billion
- New road miles built: 4,544 miles vs. 2,225 miles
- Acres of new impervious surface paved: 62,444 acres vs. 35,033 acres
- Vehicle Miles Traveled per day: 39 miles vs. 35.9 miles

The regional visioning process, Stevens explained, is currently moving forward with the preparation of a toolbox to help communities implement the vision. The toolbox is being put together by developers, engineering consulting firms, architects, public planners, citizens, business and industry and local elected officials. It will include local success stories, example

ordinances from peer communities in Tennessee, illustrations, and other tools that can be used by the various public and private players involved in shaping a community. The expectation is that it will be a product that will continue to evolve as the process moves forward.

Utah Case Study Write-Up

Utah will be presenting briefly on the development of, and lessons learned, from its Envision Utah process. In January 1997, the Envision Utah Public/Private Partnership was formed to guide the development of a broadly and publicly supported Quality Growth Strategy, a vision to protect Utah's environment, economic strength, and quality of life for generations to come. Five years of scenarios analysis, research and public involvement have helped Envision Utah bring the topic of planning and preparing for growth to the forefront of the public mind. With the help of thousands of Utah residents, Envision Utah has developed a Quality Growth Strategy to preserve critical lands, promote water conservation and clean air, improve its region-wide transportation systems, and provide housing options for all residents.

Envision Utah's goal throughout the process has been to involve key decision-makers and the community to gain support at the ground level. Building grass-roots support for the project is seen as a means to successful implementation. The Envision Utah effort has included research concerning core values of Utah residents, workshops with key stakeholders to address where and how to grow, and extensive public awareness and education efforts asking Utah residents to express their preferences for their communities' future. The Governor's Office of Planning and Budget coordinates a technical committee, Quality Growth Efficiency Tools (QGET), that provides critical technical information to help analyze the impacts of growth on transportation, air quality, land use, water supply/demand, and infrastructure costs.

Through the exhaustive involvement of the public, local and state elected officials, the business, civic, and religious communities, and other key stakeholders, Envision Utah has gathered information about what Greater Wasatch Area residents value and how they think growth should be accommodated. Based on this information, Envision Utah identified six primary goals that need to be addressed in the Greater Wasatch Area if we are to protect our environment and maintain our economic vitality and quality of life as we accommodate anticipated growth:

- enhance air quality;
- increase mobility and transportation choices;
- preserve critical lands, including agricultural, sensitive and strategic open lands;
- conserve and maintain availability of water resources;
- provide housing opportunities for a range of family and income types; and
- maximize efficiency in public and infrastructure investments to promote other goals.

These goals can be realized over time by the careful and deliberate pursuit of the thirty-two individual strategies identified by Envision Utah in the Quality Growth Strategy. These strategies rely on citizen involvement with local officials, local land use decision making and more awareness of free market needs in housing choices. Cooperation at the regional level, state incentives to local governments and local government incentives to developers will also be necessary to address issues such as air quality, water conservation, housing opportunities, transportation, and critical lands.

Utah Case Study Presentation

A brief presentation on the Utah Case Study was made by Ted Knowlton, Assistant Executive Director of Envision Utah. In his comments Knowlton explained that 80% of population in Utah is in urban areas and there is a great deal of concern with quality of life in the region. In the last year, Envision Utah has started working with two of the MPOs in the region on "Wasatch Choices 2040" as a precursor to the development of the long-range Regional Transportation Plan.

Knowlton emphasized that Envision Utah is a process and that its success has been due, in large part, to the fact that it has:

- Involved a broad cross section of the public to develop ideas from the grassroots level
- Looked at the region and considered the long view
- Given good information on the pluses and minuses of different potential solutions
- Trusted the public

Breakout Sessions on Regional Coordination

Following the case study presentations by California, Idaho, Tennessee and Utah participants reconvened in three smaller breakout sessions with delegates from two states. Following are summaries of what was discussed in each of the breakout sessions:

Summary of Discussion between California and Tennessee Teams

California places much more transportation planning and project programming responsibility on its MPOs, while Tennessee has historically been much more centralized. California state legislation several years ago distributed a large portion of state transportation funds to MPOs and authorized them to establish investment criteria, which include cost/benefit and land use analyses, and to define projects. Additionally, some MPOs in California, such as the San Diego Association of Governments (SANDAG) perform planning functions outside of the MPO dealing with land use, resource, and environmental planning.

Tennessee is defining a system of rural planning organizations (RPOs) that will complement the existing MPOs; the entire state will be exhaustively divided into regional planning areas. One concern of this, though, is that even some existing MPOs do not closely reflect their economic regions, and the relationship between economic and transportation needs has meant that the state is responsible for transportation planning in places that are economically linked to an urban area but not within its MPO.

Overall, both agreed that regional visions should be developed from a local vision. The state and regional planning processes should be reviewed regularly with local governments to make sure that the local vision is being represented. This also means that the local government is responsible for defining a vision if it wants the state and the region to understand and respect it in their priorities.

Tennessee Team Comments:

- Tennessee has historically been very centralized with respect to transportation decision-making and has not communicated effectively with its MPOs.
- Financing for state programs comes from dedicated tax sources: transportation is funded

by a state gas tax.

- Regions have to help themselves in creating a vision and tying economic development to planning.
- One problem with MPO coordination has been the definition of MPO boundaries themselves: MPOs represent an urbanized area and not necessarily an economic region. If Tennessee focuses on this they can better coordinate the true need for roads and other transportation investment with the regional economies of the state.

California Team Comments:

- California's State Transportation Improvement Program guidelines stipulate that funds must be spent or they will be diverted to other regions or projects. The state distributes 75 percent of its transportation funding to MPOs.
- Accordingly, the MPO is charged with greater responsibilities: not only does it identify projects, it also establishes the criteria for investment and project development. In the case of SANDAG, coordination with a regional land use plan has allowed these transportation investment criteria to be aligned with land use concerns.

Summary of Discussion between Idaho and New Jersey Teams

New Jersey and Idaho have a vastly different approach to regional coordination, and a large part of this difference is due to the role of state agencies in planning and transportation. The New Jersey Office of Smart Growth coordinates the activities of state agencies and allows for greater direct interaction of state transportation projects with the local level. The three MPOs in New Jersey have not had the same amount or scale of interaction with the state level, but due to the small size of the state the New Jersey DOT has been able to maintain a more direct relationship with the local level in defining projects. One MPO is particularly strong and engages in a wide range of planning functions, where another is relatively limited in the roles it plays. However, the state has been consistently present in project development and prioritization efforts.

Idaho has strong state agencies, such as its Transportation Department (ITD), but these agencies have historically not had strong control over local planning endeavors. Indeed, local planning is enabled by state legislation but not strictly required. As a result, coordination of state

transportation planning with local land use planning has not been historically strong.

In the discussion, New Jersey described its approach, which, while not official and codified in legislature, is nonetheless a DOT policy: the DOT will seek cooperation from the local level on land use planning when deciding how to define and prioritize projects.

New Jersey Team Comments:

- The Office of Smart Growth and the New Jersey State Development and Redevelopment Plan have enforcement power with other state agencies and allow the state to work more immediately at the local level; in New Jersey, state-local communication has historically been stronger than consistent work between the state and MPOs.
- The New Jersey approach has been "carrot-based," in that the state offers to pay for local government planning studies if the local government is willing to work within the guidelines of the state plan. One of the greatest challenges in this approach is convincing local governments to be proactive and *work with* developers, not against them. New Jersey DOT has had a hard time getting local governments to understand that the correlation between congestion management and a good land use plan is very strong.

Idaho Team Comments:

- ITD recognizes a need for reform of its investment and prioritization process. As with virtually all of the other states participating in the seminar, it has confronted the problem that there are huge transportation needs but limited resources. The state will not be able to fund all of the projects that it is funding today.
- Adopting a policy in Idaho of transportation investment in cooperative communities will require political willpower and may be contentious given Idaho's traditionally decentralized approach to land use planning.
- One problem that Idaho recognizes is the authority of its municipalities to annex beyond their area of impact. This gives them an opportunity to plan over an expanded area, and the Idaho team recognizes that planning for compact growth is ultimately the sustainable direction to take.
- Idaho is interested in changing the focus of its functional classification system from

"responsive to demand" to "how it impacts its environment." In this regard, the Idaho team took interest in New Jersey's evaluation of land use on a project-by-project basis. The projects may all be for state roads, but the way these roads are linked to their context varies from case to case.

- Idaho also learned from New Jersey's multi-agency approach about alternative definitions of the distribution of financing.
- A persistent issue with Idaho in this discussion, though, is doubt over an increased regulatory role of the state. Its citizens are not accustomed to increased regulation and bureaucracy, nor are they favorable to increased taxes to support more public initiatives.

Both teams agree that to engage in these types of programs — that is, to link transportation and land use — it is necessary to have education and communication with the public, the private sector, citizen groups, and stakeholders.

Summary of Discussion between Michigan and Pennsylvania Teams

Michigan is still looking at ways to better coordinate transportation and land use planning between the regional and local levels. They have attempted working group sessions in the past but discovered a disconnect between regional officials and municipalities when they tried comprehensive planning. The local control municipalities currently enjoy over transportation and land use decisions is a strong barrier to overcome in doing good transportation and land use planning at a regional level.

Pennsylvania has had somewhat better success in coordinating planning efforts at the regional level than Michigan. Pennsylvania encourages MPOs and counties to act as consultants to municipalities and provides funding to improve their abilities. Where smaller MPOs lack the technical ability to provide planning services, the state has stepped in. By law, every county is required to have a comprehensive plan, but the state lacks the ability to enforce the creation of these plans. Pennsylvania provides one million dollars in grants to counties strictly for land use planning, and counties like Lancaster are tying acceptance of grant awards to adoption of plans supporting Smart Growth. Both states pointed out that market factors are a large driving force for development, and that developers are often out in front of the policymakers, so there need to be

better efforts to engage businesses as well as the public.

Neither state felt they had a proper tax-base for revenue sharing. Pennsylvania has been trying to develop a tax structure for all levels of government that could support proper development. An example highlighted during the discussion was that of York County, Pennsylvania which has developed a system driven by the business community which collects commercial taxes and then redistributes those fund to its municipalities based on a formula.

Michigan Team Comments:

- Michigan has experienced strong resistance in the past from local jurisdictions when it tried to conduct regional planning efforts, and as a result non-MPO entities are making MPO decisions.
- Local jurisdictions have responsibility for 92% of roads in Michigan.
- Watershed planning could provide an opportunity for more regional coordination, and should be pursued.
- Michigan has noticed that planning is coming after private development. In Grand Rapids, the business community drove development, and then a comprehensive plan followed.
- Developers will build whatever the market wants, even if they want to do the right thing.
- Unless there is a concerted effort to address education, safety, taxes, and basic services in communities, people will continue to move out to the suburbs.
- Michigan DOT held a transportation summit to engage communities but discovered that efforts made by MPOs at the regional level did not engage the public, while more neighborhood-to-neighborhood approaches, as done in Grand Rapids, had more success.
- Maybe more visual technology will help spur public involvement.

Pennsylvania Team Comments:

- Pennsylvania DOT spends $150,000 every year on upgrading planning models, and another $1 million every six years on upgrades.
- MPOs need the technical credibility to create good land use plans. While larger MPOs in Pennsylvania, such as the Delaware MPO, have the technical ability to do good planning,

smaller MPOs do not and get help from the state.

- Every county is required to have a comprehensive plan, but there has been no enforcement of the law. As a result, the two most populous counties in Pennsylvania have no plan for the future.
- More training needs to be provided to municipalities on how to use plans and implement them.
- A court ruling can allow comprehensive plans to be invalidated if it conflicts with current zoning ordinances, making them a major driving force of land use decisions in the state.
- Linking planning funds to training requirements hasn't worked in Pennsylvania for creating comprehensive plans. Penn DOT has had better success providing $1 million in grants to counties strictly for land use planning.
- Pennsylvania likes what The New Jersey Alliance for Action does to promote transportation issues because funding comes from a diverse membership (corporations, unions, etc.) and it is able to organize at the county level.
- Pennsylvania is looking at ways to create a tax structure to support all levels of government that benefit from a proposed development.

7. Dinner Address:

Transportation Challenges in Rapidly Growing States like California

Will Kempton, Director, California Department of Transportation (Caltrans)

Mr. Kempton thanked AASHTO for organizing this Seminar and welcomed all the attendees to California. He sent greetings from Secretary of Business, Transportation and Housing Sunne Wright McPeak.

In recent years, investment in transportation in California has not kept pace with population increases and economic growth, Kempton explained. State gasoline tax revenues and the number of miles in the State Highway System have remained static yet Californians travel nearly twice as many miles as they did in 1971, and the population has increased by more than 75 percent.

Most areas of the state are forecast to experience a significant increase in highway congestion over the next two decades. The number of hours of delay on the state's highways is expected to rise by 43 percent in Southern California, 106 percent in San Diego, and 77 percent in the Bay Area.

Regional congestion around California's seaports already has forced numerous national and international companies to identify other points-of-entry for cargo bound elsewhere in the U.S., and as a result, he noted, direct containers away from California ports. And yet shipments of cargo containers are poised to double over the next 15 years to serve California's own needs and to support activities for the rest of the nation.

During the same period, Kempton added, diesel emissions and regional air quality impacts from goods movement activity are expected to double unless concerted actions are taken at the federal, state, and local levels to turn that trend around.

Soaring housing prices have driven Californians further inland, but not out of state. Four of California's interior metropolitan areas are among the 10 fastest growing in the nation. Riverside and San Bernardino counties are the nation's second fastest growing spot with an increase of

15.7% from 2000 to last year, according to the Brookings Institution, while the nation's fourth fastest population growth was in Stockton. The Sacramento area ranked ninth and Bakersfield tenth.

Unfortunately, Mr. Kempton added, the growth doesn't always bring an equivalent number of jobs. People can't afford the coast or locations close to job centers, so they elect to move inland for more affordable housing, trading off the long commute. It is those longer commute trips that "strain our transportation system, diminish our quality of life, and plunder our public treasuries as we try to keep up with the ever increasing demands for more infrastructure."

Kempton pointed out that funding for transportation is expected to rise in the next few years as a result of efforts by the Governor and legislature to reinstate $1.3 billion in Proposition 42 funds to this year's budget. Proposition 42, approved by the voters in March of 2002, dedicated the sales tax on gasoline for transportation purposes instead of letting it go into the General Fund. With the passage of the new Federal transportation bill, funding in California will more than quadruple for fiscal year 2005-06, with over $4 billion in construction work available for bid, the highest in many years.

In addition to an influx of revenue, new strategies are being developed, Kempton added, to stimulate the economy and protect the livability of communities affected by California's burgeoning growth. Efforts are also underway to try to deal with that age-old problem of the impact of land use on transportation. While Kempton acknowledged that there is a debate about which comes first "my experience is that land use generally drives transportation decisions and not the other way around."

Kempton went on to outline some of the strategies that are being pursued to deal with the state's transportation problems:

Goods Movement Action Plan

A week earlier the Business, Transportation and Housing Agency and CalEPA released Phase I and the first steps of Phase II of a Goods Movement Action Plan. Kempton explained that this is

a collective effort to come up with a "business plan" that details high priority infrastructure projects, a comprehensive environmental mitigation strategy for improving air quality and the livability of communities adjacent to major goods movement facilities and corridors, and a finance plan. The plan is the result of discussions with stakeholders, members from the transportation industry, local and regional governments, impacted communities and business, labor, and environmental groups.

Phase I focuses on the "why" and "what" of California's goods movement needs. Phase II work groups will address infrastructure, environmental impact mitigation, innovative and alternative financing, homeland security and public safety, and community impact mitigation and workforce development.

"GoCalifornia"

Kempton noted that the Administration is developing a major transportation initiative called "GoCalifornia" that has the potential to reduce congestion by 2025 to a level less than it is today. The initiative will be unveiled in the next few weeks and months followed by several regional workshops.

Blueprint Planning Grants

Caltrans also offers local jurisdictions planning grants to address future growth on a 20-year horizon through the integration of transportation, housing, land use, environmental resources, and other infrastructure, and services, Kempton added. The California Regional Blueprint Planning Program makes available $5 million in grants per year, for two years, to Metropolitan Planning Organizations and Councils of Government to initiate or augment existing efforts to conduct comprehensive scenario planning that results in consensus by regional leaders, local governments and stakeholders on a preferred growth scenario.

Caltrans believes that this integration results in a more efficient and effective transportation system and land use pattern to achieve three outcomes:

- A prosperous economy
- Quality environment

- And social equity – or more equal opportunity for all Californians.

The blueprint program incorporates the goal that the region as a whole and each jurisdiction, to the extent possible, should be prepared to provide sufficient housing to accommodate growth in the region.

Finally, Kempton pointed out, California is trying to instill consideration of the impact of land use on transportation in its programming and funding processes. In California, regional agencies decide how to spend 75% of the discretionary funding pie. However, the State Transportation Commission must approve Regional Five-Year Plans every two years. The state is requesting that the Commission include specific performance criteria and other measures to insure that these plans will encourage local land use decisions that support smart transportation projects and "anti-dumb growth" policies.

For the first time, Kempton concluded, California will be tying statewide transportation decisions to land use patterns and choices that minimize the impact on transportation facilities, that encourage infill development where appropriate, and that begin to look at density along major transit corridors in a positive light.

8. Project Delivery and Implementation: Case Study and Discussions

The purpose of this session was to learn from states that are focusing on the following types of project delivery and implementation efforts:

- Project definition
- Coordination with local jurisdictions
- Communication and interaction with the public, and
- Alternatives development and evaluation criteria.

A case study with multiple examples was presented by the delegation from New Jersey. The first part of the case study consists of a brief write-up prepared by the Project Partners in consultation with the New Jersey delegation before the Seminar. The second part consists of additional comments made during the Seminar by the delegation representatives.

New Jersey Case Study Write-Up

New Jersey's direction in land use and transportation integration has been focused on projects because of the opportunities they offer to work with local governments on land use studies that allow a better understanding of the interests of both the Department of Transportation and local communities.

In particular, their presentation focuses on two projects: Route 31 in Hunterdon County and the Hunterdon County land use plan amendments that supported the project, and the US 1 Bus Rapid Transit land use study in the Trenton area. In Route 31, NJDOT considered an alternative to a bypass and series of intersection improvements around the town of Flemington when the DOT concluded that the bypass would not sufficiently alleviate problems on key intersections and that the total cost of intersection improvements, grade separation, and the bypass construction would be prohibitive. Using a public involvement process driven by stakeholder interviews and direct participation with local governments, the DOT identified an alternative to the construction and intersection improvements that was consistent with the principles of New Jersey's Office of Smart Growth. Instead of focusing on a bypass, the alternative emphasizes enhancement of the local street network and compatible land uses.

The US 1 BRT land use/transit study involved local communities along the US 1 corridor to jointly identify stakeholders and their interests, to establish a framework for route alignment and transit mode, and to develop land use principles that were transit supportive. Local jurisdictions must agree to make these changes in their comprehensive plans, but the DOT provides funding and support for land use changes (including the initial studies and analysis of policies, codes, and regulations and staff time and resources needed for the plan amendments).

New Jersey Case Study Presentation

The New Jersey case study was presented by Dennis Keck, Assistant Commissioner for Planning and Development at the New Jersey Department of Transportation (NJDOT), Gary Toth, State Transportation Engineer at NJDOT and Shing-Fu Hsieh, Mayor of West Windsor Township. Mr. Keck led off by highlighting the planning approach that has emerged during the last few years as a result of FHWA and NJDOT initiatives such as "Thinking Beyond the Pavement" and "Context Sensitive Solutions." Specifically he emphasized that in order to get good plans the DOT must abide by the following principles in its project development process:

- Communication with all stakeholders is open, honest, early, and continuous.
- A multidisciplinary team is established early, with disciplines based on the needs of the specific project, and with the inclusion of the public.
- A full range of stakeholders is involved with transportation officials in the scoping phase. The purposes of the project are clearly defined, and consensus on the scope is forged before proceeding.
- The highway development process is tailored to meet the circumstances. This process should examine multiple alternatives that will result in a consensus of approach methods.
- A commitment to the process from top agency officials and local leaders is secured.
- The public involvement process, which includes informal meetings, is tailored to the project.
- The landscape, the community, and valued resources are understood before engineering design is started. A full range of tools for communication about project alternatives is used (e.g., visualization).

In order to insure that the purpose of projects is clearly defined before proceeding, the state relies on informal interviews, advisory groups and conducts an analysis of the development context, the physical context, the planning context, the land use context, the environmental context and the political context.

Only once the DOT and other stakeholders have gone through this analysis, Mr. Keck explained, does engineering design get started. The design process itself starts with public involvement through workshops. Careful attention is paid to the context through which the project is going through. Instead of focusing solely on designs which serve traditional state DOT needs, the effort is to prepare designs that also serve stakeholder needs. Mr. Keck concluded this section of the presentation by emphasizing the importance of using the latest tools to communicate to stakeholders and the public what the alternative project concepts will look like.

Gary Toth went on to describe the Smart Transportation Principles that NJDOT employs in the project delivery process:

- Condition DOT investment on the host communities preparing a land use plan that protects the state's investment in capacity
- Downsize state highway to be affordable
- Network Connectivity: Work with communities to connect local streets, to create a network of choices
- Help Communities With Land Use Design
- Context Sensitive Street Design

Fig. 15: *Map of Original Bypass Proposal, Route 31 and Flemington, NJ.*

He went on to illustrate how these principles are being put into practice through several case studies. The first case study illustrated how the state highway is being downsized to be

affordable at the same time that network connectivity is enhanced. It dealt with a bypass proposal off Route 31 around the town of Flemington that had been under discussion for over 20 years and was estimated to cost $150 million. By discussing the plan with the stakeholders and analyzing the context, NJDOT was able to downsize the roadway and use a phased approach to spread the needed investment over 15 years. The agency also worked with developers who will be building in areas adjacent to the project to develop a networked system of well-linked roadways that can take much of the pressure off of the state highways. The new plan will cost $90 million and $20 million of that cost will be borne by developers as they build out their projects. (Figures 15 and 16 illustrate the bypass proposal and the proposed plan. The shaded areas represent properties that will be developed in a coordinated fashion.)

Fig. 16: *Proposed Bypass Plan, Route 31 and Flemington, NJ.*

Mr. Toth described several other projects in which the DOT had identified ways to improve the system by improving network connectivity. In the case of NJ Route 29 through Trenton, the DOT has looked at several options for reconnecting the roadway to the city and creating a waterfront boulevard along the river. In the case of Route 33 through Hamilton, they had identified missing connections on the local network. And in the case of Route 17, the DOT recognized that a parallel access road could be created by connecting some missing segments.

NJDOT is also helping communities with land use design. In the Flemington example described above, changes to the land use plan are also being proposed, Mr. Toth added. At the point where

Routes 202, 31 and 12 merge in what's known as the Flemington Circle, a plan has been prepared that separates movements of the three routes, transforms the circle into a square, continues development of a parallel street south of 202 and establishes new site development standards that focus on the street and pedestrian environment. In addition, out of this effort has emerged an integrated transportation/land use plan between Flemington and the neighboring town of Raritan that calls for both towns to rewrite their Master Plans, Building Codes and Zoning Ordinances to match the plan. Due to value added to their projects, developers have voluntarily agreed to revise their site plans and an Access Management Plan will be prepared to lend teeth to original developer agreements. And, finally, the New Jersey Office of Smart Growth will fund local plan rewrites.

Fig. 17: *Intersection on Route 29, Trenton NJ – Before.*

Fig. 18: *Intersection on Route 29, Trenton NJ – After.*

Another example of how land use and transportation plans are being altered to revitalize a community, Mr. Toth pointed out, could be seen in the discussions that have taken place to reconfigure Route 29 through Trenton from a limited access freeway into a boulevard-type roadway. The new roadway would open up underutilized land taken up by a Route 29 interchange for higher density, mixed use development as shown in Figures 17 and 18. Figures 19 and 20 show how another parcel of land currently being used for at-grade parking could be transformed into a higher value use by building structured parking and adding new residential and commercial development.

Fig. 19: *Justice Center on Route 29, Trenton NJ – Before.*

Fig. 20: *Justice Center on Route 29, Trenton NJ – After.*

In implementing Context Sensitive Design, Mr. Toth explained, it is critical to understand the context in which a project is located. He pointed out that in the rural context the best approach is often to preserve and protect, while in the suburban it might be to focus and re-orient and in the urban the emphasis might be on enhancing and infill. He described efforts underway in New Jersey to develop different cross-sections for roadways in these different contexts and used some simulations to show how specific roadways might look after these modifications. (See Figures 21 and 22 for a before-and-after view of a suburban roadway, Figures 23 and 24 for a before-and-after view of an urban/village roadway, and Figures 25 and 26 for a before-and-after view of a roadway in a transition to a village area.)

Mr. Toth concluded his presentation by reminding attendees of a quote from General Omar Bradley, United States Army: "If we are not careful we shall leave our children a legacy of billion dollar roads leading nowhere except to other congested places like those they left behind."

Fig. 21: *Suburban Cross Section – Before.*

Fig. 22: *Suburban Cross Section – After.*

Fig. 23: *Urban/Village Cross Section – Before.*

Fig. 24: *Urban/Village Cross Section – After.*

Fig 25: *Transition to Village Cross Section – Before.*

Fig 26: *Transition to Village Cross Section – After.*

In the final section of the New Jersey presentation Mayor Shing-Fu Hsueh of West Windsor Township, which encompasses Princeton University and is adjacent to Princeton Borough, described how some of the new approaches to land use and transportation planning are resulting in better transit planning. In the face of new growth in the region and increasing congestion along the Route 1 corridor, the Township is working with New Jersey Transit and NJDOT to develop a plan for a bus rapid transit system in the area that would link up to existing and new development as well as to other important transportation systems. The BRT system would provide a transit alternative to travel on the congested road system in the Route 1 corridor and also has the potential to support smart growth development oriented to BRT station stops.

Breakout Sessions on Project Delivery and Implementation

Following the case study presentation by New Jersey participants reconvened in three smaller breakout sessions with delegates from two states. Following are summaries of what was discussed in each of the breakout sessions:

Summary of Discussion between New Jersey and Michigan Teams

In terms of projects, Michigan has been moving forward with a context-sensitive approach after an executive order from the Governor. This executive order also decentralized the Department. In general, Michigan has had greater success at fostering an emphasis on context-sensitive solutions at a sub-state level, as extensive outreach is much more practicable.

New Jersey noted that a holistic approach to transportation planning has been successful: It raises awareness to how transportation and land use work together, and amplifies the benefits of mutual investment (that is, of the state in participating with local communities and of these communities in permitting development that preserves the state investment). However, it is important to involve all stakeholders and actors early in the process.

New Jersey Team Comments:

- The local reaction to statewide guidelines and influence over local land use was initially doubtful and skeptical. However, they are finding that this skepticism is being quickly replaced with a strong welcoming of the planning assistance provided to local

jurisdictions that are overwhelmed and short on resources.

- The challenge has been how to maintain the process and successfully deliver projects.
- Timing, of course, is critical to tie private and public investment, or land development and state transportation project development, but New Jersey sees this link as essential to actually getting needed infrastructure built.

Michigan Team Comments:

- Michigan has had problems narrowing streets and roads to fit different context areas.
- Working from a state level on defining and managing projects has been difficult.
- Transit Centers at regional and sub-regional levels have been more effective in this regard.
- Michigan still lacks a formalized context-sensitive approach, so its current focus is on developing a protocol to use in projects. Governor Granholm's executive order required this, although CSS had been in ad-hoc, informal use previously.

Summary of Discussion between California and Pennsylvania Teams

Unlike New Jersey's example in the focus session, both states have a de-centralized approach to dealing with project implementation. While Pennsylvania is looking at ways in which it can further state objectives while leaving control in the hands of counties and other local entities, California feels that it has had success with its approach. Caltrans is the major funder in the state for planning projects, and has tied acceptance of funds on the condition that projects implement broader state goals while providing the flexibility for local jurisdictions to develop and implement their projects. California promotes examples of "best practices" to influence projects.

Public involvement was a big issue during the discussion and both states identified barriers they faced in getting communities involved in the planning process. A barrier that exists is with getting minority communities more involved in the process. While it was mentioned that this was difficult in Pennsylvania, Caltrans has made this an objective of grants, and communities have made efforts to get associations and community leaders more active in helping to increase minority involvement. Preparing clear, understandable and accessible materials prior to meetings was important for getting more public involvement.

California Team Comments:

- Caltrans looks for the best way to leverage state dollars. It has found that providing competitive grants with planning and environmental justice goals has worked well. This provides communities with more flexibility to develop plans as long as it incorporates broader state goals.
- The Smart Growth movement has been the most active at the grass-roots level for several years in California.
- Caltrans has been more involved in collecting the "best practices" in the state and educating communities about them, rather than getting involved in design at the local level.
- California has had success in getting public involvement by requiring grantees to get the different communities involved in their projects as part of their environmental justice and community-based planning grants.
- In order to get minority groups involved, it is important to approach them at the local level because of distrust of government. Recruiting leaders within the community to involve the public has also helped.
- Caltrans has contracted with consultants to assist district staff on doing better system planning and engagement of the public.
- Neighborhood associations in California have had success in getting public participation, since they are not perceived as being a part of government.
- The Internet is a strong vehicle for getting public involvement on projects.

Pennsylvania Team Comments:

- Planning Boards in Pennsylvania have been asked to provide a series of recommendations to educate the public about planning issues, and exposing the public to different concepts when it comes to planning. They feel that being more upfront with what does and doesn't work helps to paint a better picture for the public, and can be easier down the road.
- During its corridor studies PennDOT often found that local elected officials weren't enlightened on land use issues which prevents them from looking at new approaches to land use planning, and can result in "push-back" from the community.

- Successful planning requires getting elected officials together to prepare a course of action for projects, define the scope of the project and then go after funding.
- PennDOT realizes that there are limited staff resources so they have to pick and choose which projects to focus on.
- Before holding public meetings, participants need to be provided with clear and understandable information, there needs to be a clear goal and timeline, and there need to be formal surveys to get participation.
- Planners and engineers should keep in mind that they may not always get the answers they were looking for from the public.

Summary of Discussion between Idaho and Tennessee Teams

Idaho and Tennessee currently lack adequate funding mechanisms to assist local jurisdictions with implementing projects, but are looking into ways to get that funding. Both states felt there needed to be more focus on changing attitudes at the state and local level towards how transportation and land use decisions are made, and that there needs to be more discussion on the links between transportation and land use issues. They also thought it would be useful to incorporate context-sensitive solutions into the planning processes in their state.

Idaho Team Comments:

- Currently provides STP funds for local development functions, but would like funds to address land use issues.
- Smaller communities in Idaho do not have enough planning staff so partnerships with the state would be helpful and are needed.
- Idaho liked Tennessee's RPO organizations because while they were created for transportation, they discuss other issues.
- Idaho is still developing a primary transportation system for the state.
- Going back to developers to work with them on making development fit with plans was an idea they liked, but it was recognized that an organization would need to be created to perform this function.
- Idaho DOT is looking into having district staff work with locals on projects.
- Projects should be phased so as to show the public specific actions that can be

accomplished and to help build the public's tolerance for projects.

- They can no longer use traditional methods of public involvement, but need to combine education, focus groups, and visual tools to maintain public involvement.

Tennessee Team Comments:

- Tennessee offers local planning assistance by hiring planning consultants at reduced rates through their Economic Development Office. This is an unrealized opportunity to coordinate planning efforts among state agencies.
- A state law allowed municipalities to establish growth boundaries, which permits annexation to occur in the future without legal opposition. Although the required growth plan was not necessarily executed by all communities in a thorough manner, some communities did take the opportunity to develop true land use plans for the areas in their growth boundaries.
- In the past, the appointed commissioner for the Tennessee DOT was chosen from the state's road builders. Their administrations emphasized traffic flow and did not view local land use issues as a consideration in approving projects. With the new governor, there is a possibility for change.
- Rural communities view road projects as economic development tools.
- Developers are far more sensitive to the marketplace and to what the public wants, so greater efforts should be made to bring them into the planning process.
- Tennessee DOT is considering devising state policies and development standards which can be implemented at the local level.

9. Lunch Developer Panel Discussion:

Why Infill Development is a Winning Proposition

John Reekstin, Senior Vice President, The Olson Company, Seal Beach, California

John Reekstin of The Olson Company led off the discussion by noting that while a lot of folks still prefer suburban housing, surveys show that about 30 percent of the public wants something different. The Olson Company has specialized in infill development and sees this type of housing filling a large need. Because infill housing tends to be built at higher densities, he pointed out, it can also help meet the need for more affordable housing.

His firm has found, Reekstin added, that infill housing appeals both to baby boomers going through the "empty nest" syndrome as well as to Gen Xers and Yers who are not ready to start families and want to be where the action is. It appears that after living or growing up in the suburbs people are craving interaction with the community and other people. Reekstin noted that the increase in solitary work at computers might also be spurring a greater need for social interaction.

While developers can make money with infill projects, he added, there are many challenges that still get in the way. These include:

- Recent eminent domain decision legal decisions that make it more difficult for redevelopment agencies to assemble parcels suitable for development
- Prevailing wage laws which in California kick in with any project that is receiving government funding. This has basically killed redevelopment-backed projects in the state.
- The "not in my backyard" (NIMBY) phenomenon
- Inflated parking standards
- Challenging sites
- Cities and counties that don't have staff to update their planning documents
- Inadequate transit
- Rising interest rates
- Rising home prices

Ultimately, he pointed out, infill development is not easy to do. Based on its many years of working in this area The Olson Company has found that it is a market that is built on relationships and that it is critical to do extensive community outreach early in the process.

Jim McAleer, Director of Operations, Westrum Development Corporation, Burlington, New Jersey

Mr. McAleer pointed out that in order for these projects to succeed there has to be mutual trust.

Henry Turley, CEO, Henry Turley Company, Memphis, Tennessee

Mr. Turley pointed out that the playing field at present strongly favors sprawl development on the edge. Whereas infill sites are often small parcels in brownfields, developers on the edge can work with greenfields. On the edge of urban areas there are good schools and parks, low taxes and less government. While urban cores have a long history of deterioration, on the edge housing values are often stable. Within cities, Mr. Turley noted, the zoning often gets in the way of infill development while on the edge it often conforms to what developers want to build. Cities have gone through neglect and abandonment while on the edge there's an environment of growth and prosperity. Within cities people have been left behind while on the edge there is mobility. All these factors, Turley emphasized, provide huge incentives for sprawl development.

Mark Schneider, President, The Rubinoff Company, Pittsburgh, Pennsylvania

Mr. Schneider pointed out that his firm has done several infill projects in Pittsburgh on brownfield sites. One 250-acre project was built on an abandoned slag heap. One of the factors they have found is that 25 percent of the market will only buy a new house. If new houses aren't built within urbanized areas people will continue moving out to the suburbs. However, 50 percent of the residents in the project his firm developed in Washington's Landing in Pittsburgh are families with children. This, in spite of the fact that the housing was built at 10 units to the acre.

Monte McClure, Owyhee Construction Inc., Boise, Idaho and Board Member, Idaho Transportation Board

Mr. McClure explained that in Idaho there is still a strong demand for 2-acre and 5-acre homesteads.

Henry Turley

From his experience developing Harbor Town, an infill project in Memphis, TN, Mr. Turley pointed out that transportation departments have to understand that what works in rural or suburban areas in terms of roadway width and design does not work in cities.

Jim McAleer

When asked about incentives to make infill projects easier to do, Jim McAleer from New Jersey explained that the program Philadelphia initiated to provide tax abatements for ten years had made these projects doable.

Henry Turley

Mr. Turley added that a 25 year tax abatement program in Memphis had helped to prime the pump for infill development. It was also easy for the City to do and was a good tool in the long term.

Mark Schneider

Mr. Schneider pointed out that one of the obstacles to infill is that a lot of the infrastructure in in-city locations is obsolete. In their project in Pittsburgh his firm found that it had to rebuild the infrastructure. They also reconnected the street grid and provided new infrastructure while the City invested in parks and lighting.

John Reekstin

Badly designed and built density, especially during the 1960s and 1970s, Mr. Reekstin pointed out, had also contributed to the NIMBY phenomenon. The response in some communities is to insist on lower densities and downzoning which makes it impossible for some of these projects to pencil out.

Jim McAleer

Mr. McAleer emphasized that if local governments and the community wanted good design they needed to work with the developer.

Henry Turley

Mr. Turley added that if developers and communities wanted higher density they needed to get better design. His project in Memphis was built with a variety of housing types and was a "drastically mixed income neighborhood."

Jim McAleer

Mr. McAleer pointed out that a lot of the way development looks is dictated by the City or its codes. To get better development, cities needed to revise their codes.

When the developers were asked how much housing growth they felt infill could absorb, they agreed that it was in the 25 to 30 percent range. However, they concurred, as people see how good it looks that percentage could go higher.

10. Closing Session: Coordinating Transportation and Land Use

Seminar facilitator Tim Jackson opened the closing session by presenting a summary of the key strategies that had emerged during discussions for each of the three overall approaches to improving coordination between transportation and land use. That was followed by brief comments by each state delegation about what they had learned during the Seminar and what they would try to work on once they returned home.

Summary of State Initiatives

Statewide Coordination, Communication, and Education

- Joint planning commissions
- Interagency land use team
- State planning board
- Forum on transportation investments
- Policies: CSS Directive, "Fix-it-first," update design manual

Support/Fund Regional Vision Plans, Local Initiatives

- Regional Blueprint Planning Program
- Cool Cities
- Walkability audits

Direct Where State Funds are Spent

- Policy to direct State facilities into urban areas
- Safe routes to school
- "Cool Cities"

Direct What State Funds are Spent on

- "Fix-it-first"
- "Right-sizing" ; "Giving Communities What They Want"
- Practice Context Sensitive Design
- Update design manual, staff training
- Invest in local road network, connectivity
- Accept that we can't/shouldn't always build our way out of congestion

Summary of Regional Initiatives

Financial Incentives

- Matching grant programs for smart growth projects: public and private investments

Education

- Forums, symposium, workshops
- Toolbox
- Communicate options: transportation, land use, form, design
- Credible, understandable analysis

Provide Forum for Regional Communication

- Stakeholder working group
- Convene leaders to discuss land use / transportation
- Build relationships
- Land use decision-makers on transportation planning boards

Create / Sustain a Shared Regional Vision

- Very long range, 40-50 years
- Process: Inclusive, broad based, high-level community ownership, elected leaders, options reflect community values
- Prioritized projects based on vision
- Design projects based on vision

Summary of Project Delivery and Implementation Initiatives

Tailor Process for Each Unique Community/Corridor

- Inclusive
- Stakeholder interviews, listen
- Time/$ to fully understand community before starting design
- Community design workshops –hands-on, visual
- "Giving Communities What They Want"; early victories

Communities Create and Codify Land Use Design Plan

- State provide funding, staffing, expertise
- Develop community alternatives not just project alternatives

- Communicate – visual tools
- Create land use design plan to guide public and private investment
- Condition State investment on community implementing the design plan (true partnership)

Use Context Sensitive Design

- Design facilities to reflect community land use design plan
- Allow context to determine facility design
- Update state design manual; institutionalize process

Invest In Network Connectivity

- Leverage private investment in site roadways to create network
- Build network that reflects community land use design plan
- Fund local road network

Final State Comments

Prior to the closing session participants were given time to meet with the rest of their state team to discuss "lessons learned" and ideas that they would take back to their state. The issues discussed were summarized and presented by a member of the team. Following is a summary of those comments in the order in which they were presented.

Michigan Team Closing Comments

- Context-sensitive solutions can be helpful, but they need to be used early in the transportation development processes *and* in land use. People need to be educated on CSS, and the process by which it is employed must be inclusive of government, private sector, and the general public.
- Some MPOs are more sophisticated than others. A state planning board could be a good complement to the Michigan Land Use Leadership Council to work with MPOs, the rural task force, and private developers.
- Partnerships need to be established between agencies responsible for transportation and land use at *all* levels of government.
- Communication is absolutely essential.

- Processes need to be codified into law to have longevity beyond the life of an administration (or a bureaucrat).
- Housing and home development are often mentioned, but what about commercial and industrial development? As a "mature" state concerned with economic development and jobs for residents, Michigan would like to see more of it in the future. Being "inclusive," as expressed in the first conclusion, means involving business, trade associations, etc.
- Transit agencies are an underutilized resource: they "cross lines" and forge relationships in different ways than roadbuilding agencies do.

Idaho Team Closing Comments

- As Idaho approached the seminar, they heard transportation and land use as a "chicken and egg" situation, but they feel that a more accurate analogy is a "high school dance": Who asks first for the other to join in?
- AASHTO's "one size doesn't fit all" approach is relevant to Idaho.
- The principles of leadership, rapid engagement, willingness to leave agendas behind, and organizational structure are essential.
- There is room at the table for everyone: it is not a choice between infill and expansion, but rather how both will be accommodated.
- Idaho needs an incentive program for desirable behavior. Regulation is seen as a negative incentive.
- However you work with your partners, the system needs to be transparent. The process needs to be "invisible." What is of interest is how to make the ideas work.
- The goal to be reached is coordination by communicating with each other, not *controlling* each other.
- In this activity, assertiveness is rewarded.

Suggestions:

- The transportation community needs to get away from level of service, and get back to design, look, feel, and context.
- An agenda for legislative and policy reform is needed.
- Common planning and prioritizing processes for investments among different levels of government.

- The development community has set the bar for how quickly projects can be delivered. Government has an opportunity to respond to that.

Pennsylvania Team Closing Comments

- Education is important. This includes providing tools, information, guidebooks, and materials that would incentivize people to care.
- Education can be done at state level and at PennDOT district level. Municipal associations provide a good opportunity outside of state government.
- State planning board to come up with recommendations to revitalize Pennsylvania, this can be used again for transportation
- Provide useful tools. Can these reach an audience through good communication?
- PennDOT can be a "benevolent partner" and not a "supreme being."
- PennDOT needs to discuss sustainability and walkability, not rely on advocacy groups to advance these ideas.
- Transportation Improvement Program: change the approach so that any capacity-adding project requires demonstration of right-sizing, community vision enhancement, provision of community planning resources to offer solutions to the community.
- PennDOT has to reach all audiences: urban, suburban, rural; this needs to be done in a helping way (not a forceful one).

Tennessee Team Closing Comments

- State Representative Pinion has asked TDOT to organize a staff presentation for the House Transportation Committee, centered on the information presented at this seminar. He is particularly interested in communicating the ideas about developing local transportation networks that are interconnected, allowing multiple alternative routes rather than focusing all traffic onto a state route that is already congested.
- The Tennessee team is organizing a field visit to Memphis to see Henry Turley's infill developments.
- TDOT will develop a competitive grant program for local communities that wish to develop a comprehensive plan that includes a land use and transportation vision.

California Team Closing Comments

- The state has to play a more indirect role in dealing with local land use. In California, MPOs are more powerful and have control over more money.
- It is hard to create a regional planning structure that everyone at the local level can buy into.
- Full partnerships and open dialogue with key stakeholders are far more beneficial in the transportation planning process.
- Visualization and communication are key: stakeholders must see the difference between alternatives.
- California would like to improve and refine its use of grant programs.
- California appreciated Pennsylvania's right-sizing program and New Jersey's interaction with land use.
- The state will focus on policies on sustainable development and smart growth principles.

New Jersey Team Closing Comments

- John Horsley's comments were striking: underfinanced plans for New Orleans led to an ultimately far greater cost than suggested infrastructure management.
- Diverse states have had much to offer New Jersey in terms of lessons and innovation.
- Community involvement starts with grassroots effort. Everyone should be brought together so that they are "our" projects.
- Context-sensitive solutions should be context-sensitive *planning* and solutions.
- New Jersey feels they don't do a good job of public relations. Promotion of projects and transportation work could be more effective, and should be enhanced by graphics, pictures and visualization.
- The team is interested in exploring alternative scenario planning: involve citizens and ask "what if?"
- There is a void at the regional level in terms of planning.
- Federal buy-in but more importantly funding support is necessary in solving congestion/capacity projects through local network.
- Guidelines, after years and years of being the authority, become ingrained as such. It is

necessary to keep them flexible so they can respond correctly to the specifics of a particular project.

- We learned that cul de sacs are dead ends!

Closing Comments by AASHTO Executive Director

John Horsley closed the Seminar by thanking the participants for attending and working hard during the event. He expressed the hope that the Seminar would help the state teams to work together to implement these important efforts to improve coordination between transportation and land use. He also urged each state team to expand the dialogue to other state and local officials, developers, community activists, transit agency representatives and other stakeholders when they returned home.

Appendix A: Agenda

Tuesday, September 6, 2005

3:30 pm **Registration**

4:00 pm **Welcome**
- Allen Biehler, Secretary, Pennsylvania DOT

4:15 pm **Overview of the Workshop**
- Workshop Agenda – John Horsley, Executive Director, AASHTO
- Workshop Logistics – Crawford Jencks, Manager, NCHRP

4:30 pm **Introductions and Discussion of Workshop Goals** – Tim Jackson, President, Glatting Jackson Kercher Anglin Lopez Rinehart, Inc., Seminar Facilitator
- Each Team's Goals for the Workshop

5:30 pm **Introduction of the Issues/Relevancy to Participants**
- Relevancy of Workshop Elements (State Policies, Regional Coordination, and Project Implementation) – Tim Jackson
- Coordinating Transportation and Land Use: State of the Practice – Walter Kulash, P.E., Principal, Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

6:30 pm **Reception**

7:30 pm Adjourn

Wednesday, September 7, 2005

7:30 am Breakfast

Statewide Policies

8:30 am **Focus Session on Statewide Policies**
- Michigan Case Study: Gloria Jeff, Director, Michigan DOT
- Pennsylvania Case Study: Allen D. Biehler, P.E., Secretary, Pennsylvania DOT, and Ken Klothen, Pennsylvania Department of Community and Economic Development

9:30 am Break

9:45 am **Breakout Sessions on Statewide Policies:** 2 State Teams per room
- Idaho and Michigan
- Pennsylvania and Tennessee
- California and New Jersey

12:00 pm Lunch

12:45 pm **Lunch Speakers**

The Fiscal Unsustainability of Sprawl
- Anne Canby, President, Surface Transportation Policy Project
- John Horsley, Executive Director, AASHTO

Regional Coordination

1:30 pm **Focus Session on Regional Coordination**,
- California Case Study: Gary Gallegos, Executive Director, San Diego Association of Governments, and Tom Larwin, Retired General Manager, San Diego Metropolitan Transit Development Board
- Idaho Case Study: Rick Yzaguirre, Commissioner, Ada County Commission
- Utah Case Study: Ted Knowlton, Assistant Executive Director, Envision Utah

2:30 pm Break

2:45 pm **Breakout Sessions on Regional Coordination:** 2 State Teams per room
- California and Tennessee
- Idaho and New Jersey
- Michigan and Pennsylvania

5:30 pm **Reception**

6:30 pm Dinner

7:15 pm **Dinner Speaker**

Transportation Challenges in Rapidly Growing States Like California
- Will Kempton, Director, Caltrans

Thursday, September 8, 2005

7:30 am Breakfast at Beckman Center

Project Implementation

8:30 am **Focus Session on Project Delivery and Implementation**

- New Jersey Case Study: Gary Toth, State Transportation Engineer, New Jersey DOT, and Shing-Fu Hsueh, Mayor of West Windsor Township
- Tennessee Case Study: Jeanne Stevens, Director, Planning Division, Tennessee DOT

9:30 am Break

9:45 am **Breakout Sessions on Project Delivery and Implementation:** 2 State Teams per room

- New Jersey and Michigan
- California and Pennsylvania
- Idaho and Tennessee

12:00 pm Lunch

12:45 pm **Lunch Panel Discussion with Developers**

Why Infill Development is a Winning Proposition

- John Reekstin, Senior Vice President, The Olson Company
- Jim McAleer, Director of Operations, Westrum Development Corporation, Burlington, New Jersey
- Henry Turley, CEO, Henry Turley Company, Memphis, Tennessee
- Mark Schneider, President, The Rubinoff Company, Pittsburgh, Pennsylvania
- Monte McClure, Owyhee Construction Inc., Boise, Idaho and Board Member, Idaho Transportation Board

Coordinating Transportation and Land Use — Wrap Up and Next Steps

1:30 pm **Discussion by State Teams on Lessons Learned and Next Steps**

2:30 pm **Closing Session: Reports back from State Teams**

4:00 pm Adjourn

Appendix B: Roster of Participants

CALIFORNIA TEAM

Cathy Creswell
Deputy Director, Housing Policy Development
California Department of Housing and Community Development

Bill Fulton
Councilmember
City of Ventura

Gary Gallegos
Executive Director
San Diego Association of Governments (SANDAG)

Tom Larwin
Retired General Manager
San Diego Metropolitan Transit Development Board

Tony Pauker
Regional President
The Olson Company

Katherine Perez
Executive Director
Transportation & Land Use Collaborative of Southern California

Chris Ratekin
Chief, Community Planning Branch
California Department of Transportation

John Reekstin
Senior Vice President
The Olson Company

Janet Ruggiero
Community Development Director
City of Citrus Heights

Joan Sollenberger
Chief, Division of Transportation Planning
California Department of Transportation

IDAHO TEAM

Tammy DeWeerd
Mayor
City of Meridian

David Ekern
Director
Idaho Transportation Department

Kelli Fairless
Executive Director
Valley Regional Transit

Sonna Fernandez
Senior Transportation Planner
Idaho Transportation Department, Transportation Planning

Monte McClure
Board Member
Idaho Transportation Board

Patti Raino
Intermodal Manager
Idaho Transportation Department, Transportation Planning

Charles Rountree
Deputy Director
Idaho Transportation Department

J. Schweitzer
Director
Ada County Highway District (ACHD)

Matthew Stoll
Executive Director
Community Planning Association of Southwest Idaho (COMPASS)

Rick Yzaguirre
Commissioner
Ada County, District 2

MICHIGAN TEAM

Tim Hoeffner
Administrator, Intermodal Policy Division
Michigan Department of Transportation

Gloria Jeff
Director
Michigan Department of Transportation

Carmine Palombo
Director, Transportation Programs
Southeast Michigan Council of Governments (SEMCOG)

Dennis Toffolo
Director, Economic Development
Oakland County

Peter Varga
Executive Director/CEO
The Rapid

Hester Wheeler
Executive Director, Detroit Office
National Association for the Advancement of Colored People (NAACP)

NEW JERSEY TEAM

Caroline Armstrong
Special Program Planner
Municipal Land Use Center at the College of New Jersey

Shing-Fu Hsueh
Mayor
West Windsor Township

Dennis Keck
Assistant Commissioner, Planning and Development
New Jersey Department of Transportation

Jim McAleer
Director of Operations
Westrum Development Corporation

Richard Roberts
Chief Planner
New Jersey Transit

Gary Toth
State Transportation Engineer
New Jersey Department of Transportation

Adam Zellner
Executive Director
New Jersey Highlands Commission

PENNSYLVANIA TEAM

Ron Bailey
Executive Director
The Campaign to Renew Pennsylvania

Allen Biehler, PE
Secretary
Pennsylvania Department of Transportation

Lynn Bush
Executive Director
Bucks County Planning Commission

John Coscia
Executive Director
Delaware Valley Regional Planning Commission (DVRPC)

Ken Klothen
Deputy Secretary for Community Affairs and Development
Department of Community and Economic Development

Mary Jo Morandini
General Manager
Beaver County Transit Authority

Mark Schneider
President
Rubinoff Company

Dick Shellenberger
Chairman
Lancaster County Commissioners' Office

TENNESSEE TEAM

Nancy R. Allen
Mayor
Rutherford County

Mark Donaldson
Executive Director
Knoxville/Knox County Metropolitan Planning Commission

Mark Hairr
Director
Knoxville Area Transit

Martha Lott
MPO Director
Memphis Area Metropolitan Planning Organization

Phillip Pinion
Representative/Chairman, House Transportation Committee
Tennessee General Assembly

Jeanne Stevens, AICP
Director, Planning Division
Tennessee Department of Transportation

Bill Terry, AICP
Planning Consultant
Bill Terry & Associates

Henry Turley
CEO
Henry Turley Company

UTAH TEAM

Chuck Chappell
Executive Director
Wasatch Front Regional Council (WFRC)

Ahmad Jaber
Systems Planning and Programming Director
Utah Department of Transportation

Ted Knowlton
Assistant Executive Director
Envision Utah

OTHERS

David Burwell
Director of Transportation Programs and Strategic Management
Project for Public Spaces

Anne Canby
President
Surface Transportation Policy Project

David Clawson
Program Director, Policy and Planning
American Association of State Highway and Transportation Officials

Judy Corbett
Executive Director
Local Government Commission

James Healy
County Board Member
Du Page County

John Horsley
Executive Director
American Association of State Highway and Transportation Officials

Tim Jackson, AICP, P.E.
President
Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Crawford Jencks, P.E.
Manager, NCHRP
Transportation Research Board, The National Academies

Will Kempton
Director
California Department of Transportation

Walter Kulash
Principal, Transportation Engineer
Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Anthony Leonard
Project Manager
Local Government Commission

Joel Mann
Planner
Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Jody McCullough
Community Planner, Office of Planning
Federal Highway Administration

Troy Russ, AICP
Principal, Senior Urban Designer
Glatting Jackson Kercher Anglin Lopez Rinehart, Inc.

Javier Silva
Project Assistant
Transportation Research Board, The National Academies

Paul Zykofsky, AICP
Director, Land Use & Transportation Programs
Local Government Commission