SMART MOVES:
TRANSPORTATION STRATEGIES FOR SMART GROWTH

2002 COMPETITION
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2002 COMPETITION

American Association of State Highway and Transportation Officials

Federal Highway Administration

U.S. Environmental Protection Agency
INTRODUCTION

TRANSPORTATION AND SMART GROWTH

SMART MOVES: TRANSPORTATION STRATEGIES FOR SMART GROWTH 2002 HONOREES

CALIFORNIA: TRANSPORTATION FOR LIVABLE COMMUNITIES PROGRAM
Metropolitan Transportation Commission

COLORADO: CITY CENTER ENGLEWOOD
Regional Transportation District

DISTRICT OF COLUMBIA: NEW YORK AVENUE METRORAIL STATION
Mayor’s Office of the District of Columbia

OREGON: OREGON TRANSPORTATION AND GROWTH MANAGEMENT PROGRAM
Oregon Department of Transportation, Oregon Department of Land Conservation

TEXAS: LAND USE/TRANSPORTATION JOINT VENTURE PROGRAM
North Central Texas Council of Governments

VERMONT: WESTERN VERMONT TRANSPORTATION CORRIDOR
Vermont Agency of Transportation

WASHINGTON: I-405 CORRIDOR PROGRAM
Washington State Department of Transportation

WISCONSIN: TRANSPORTATION PLANNING RESOURCE GUIDE
Wisconsin Department of Transportation

SMART MOVES: TRANSPORTATION STRATEGIES FOR SMART GROWTH:

2002 ENTRANTS

POINTS OF CONTACT

PANELISTS
Smart growth can help us meet the challenge of providing mobility, creating vibrant communities and preserving our natural resources. Smart growth includes better coordinating land use and transportation planning; increasing the availability of high-quality transit services; promoting land uses that minimize traffic and congestion; and ensuring better connectivity among pedestrian, bike, transit, and road facilities.

Two federal transportation laws, the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1992 and the Transportation Equity Act for the 21st Century (TEA-21) of 1998 have been important to advancing smart growth principles. Both ISTEA and TEA-21 helped strengthen the connections among transportation, the environment, and quality of life, making these considerations a focus of federal transportation investment.

With this encouragement, leaders around the country are recognizing that smart growth can help create a balanced transportation system while addressing environmental challenges. State-of-the-art smart growth strategies have resulted which can serve as models for other communities.

In 2002, AASHTO joined with the Federal Highway Administration and the U.S. Environmental Protection Agency to conduct the Smart Moves: Transportation Strategies for Smart Growth Competition to identify the very best state and local smart growth efforts. State and local officials and representatives of nonprofit organizations reviewed applications from 32 projects around the nation. Eight exemplary projects were recognized for outstanding qualities and practices. These, and other noteworthy projects, are summarized in this report.

In a competition such as this, there are no losers. Every project is helping to improve the quality of our transportation system, protect the health of our environment, and enhance our quality of life. We hope the projects detailed in this publication will inspire smart growth achievements throughout the nation.

John Horsley
Executive Director
American Association of State Highway and Transportation Officials
Meeting mobility needs, supporting the economy, protecting the environment, and maintaining a sound quality of life — all while managing investment in times of fiscal constraint — are challenges states and localities face as they deal with population increases and economic growth.

In the early 1990s, a set of innovative strategies known as “smart growth” emerged as a way to balance competing demands.

In general, smart growth invests time, attention, and resources in restoring community and vitality to established areas, center cities and older suburbs. In older communities, smart growth looks at ways to optimize the use and reuse of developable land to promote balanced growth and transportation options. Smart growth also strives to preserve open space and maintain the character of smaller and rural communities.

Smart growth in new developments is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial and retail uses. Smart growth encourages location-efficient siting of distribution centers so that freight carriers have delivery routes that reduce overall delivery-miles and encourage multi-modalism where possible.

Smart growth is not opposed to growth; rather, it is focused on how and where growth occurs. Smart growth is growth that makes economic, environmental, and aesthetic sense for each community, and reflects the unique needs of individual localities.

Transportation plays a significant role in determining how communities grow and function, and is an essential part of most smart growth initiatives. Strategies commonly used in smart growth include, coordinating trans-

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**Smart Growth Principles**

1. Mix land uses.
2. Take advantage of compact building design.
3. Create a range of housing opportunities and choices.
4. Create walk-able neighborhoods.
5. Foster distinctive, attractive communities, with a strong sense of place.
6. Preserve open space, farmland, natural beauty, and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide a variety of transportation choices.
9. Make development decisions predictable, fair, and cost-effective.
10. Encourage community and stakeholder collaboration in development decisions.

portation and land use planning; promoting non-auto forms of travel, such as walking, cycling, and transit ridership; and, developing road systems in keeping with their surroundings.

The best examples of smart growth encourage balanced transportation systems that offer people more travel options and that preserve the qualities people value in their communities. These are the kinds of smart growth strategies that are seen again and again among the entrants in the 2002 Smart Moves: Transportation Strategies for Smart Growth Competition.

**Smart Moves: Transportation Strategies for Smart Growth Competition**

AASHTO joined with the Federal Highway Administration and the U.S. Environmental Protection Agency to hold the first Smart Moves: Transportation Strategies for Smart Growth competition to showcase the best practices in state, regional and local smart growth efforts. Highlighting exceptional examples of how states are using smart growth techniques will encourage transportation improvements that enhance communities.

State departments of transportation, metropolitan planning organizations, transit operators, local transportation agencies, and other organizations submitted applications for the competition. Thirty-two applications were submitted by agencies in 21 states, with the winning projects selected by a review panel composed of representatives from state transportation departments, transit agencies, regional and local governments, and nonprofit organizations.

### Smart Moves: Transportation Strategies for Smart Growth

**2002 HONOREES**

**California:** Transportation for Livable Communities Program (Metropolitan Transportation Commission)

**Colorado:** City Center Englewood (Regional Transportation District)

**District of Columbia:** New York Avenue Metrorail Station (Mayor’s Office of the District of Columbia)

**Oregon:** Oregon Transportation and Growth Management Program (Oregon Department of Transportation, Oregon Department of Land Conservation)

**Texas:** Land Use/Transportation Joint Venture Program (North Central Texas Council of Governments)

**Vermont:** Western Vermont Transportation Corridor (Vermont Agency of Transportation)

**Washington:** I-405 Corridor Program (Washington State Department of Transportation)

**Wisconsin:** Transportation Planning Resource Guide (Wisconsin Department of Transportation)
Traffic congestion, air pollution, urban decay, and loss of open space are problems that affect much of the nation. Devising macro-level solutions to these problems is costly. However, at the local level, relatively modest transportation investments can yield disproportionately big benefits. Enhancing streetscapes and making new development friendlier to pedestrians, transit riders, and bicyclists can produce communities that are more vibrant and attractive places in which to live and work.

In 1998, the Bay Area’s Metropolitan Transportation Commission (MTC) launched the Transportation for Livable Communities program (TLC). Based on a transportation and land-use policy adopted two years earlier, TLC promotes the integration of transportation and land-use planning. It expands the multi-modal options open to travelers throughout the region while forging partnerships among multiple jurisdictions, community organizations, transportation providers, and developers. This broad-based, inclusive approach has generated support from groups that often have different agendas.

TLC provides financial incentives for cities and counties to support local development and redevelopment projects that encourage bicycle, pedestrian, or transit travel. It also encourages the compact development of housing, downtowns, and regional activity centers as alternatives to suburban sprawl.

To achieve these goals, the TLC program funds inclusive, “bottom-up” community planning, provides capital grants for project construction, and offers incentives for localities to promote transit-accessible housing.

Program funding falls into three categories: community planning efforts — providing up
to $75,000 per project; project construction — providing between $150,000 and $2 million available for each project; and financial incentives for cities to promote compact housing with easy access to public transit lines.

To date, MTC has awarded nearly $60 million to 129 projects and studies: 59 TLC planning grants have been given to local jurisdictions and groups; 59 TLC capital grants have been awarded to fund the design and construction of transit- and pedestrian-oriented improvements; and HIP grants have been awarded to a dozen cities and counties to build high-density housing near transit.

Between 1998 and 2002, the TLC program was funded by a combination of $9.3 million from local contributions, and $54.5 million from federal aid highway funds (Congestion Mitigation and Air Quality, Surface Transportation Program, and Transportation Enhancement Activity funds).

**Achieving Jobs-Housing Balance**

The newest addition to the TLC portfolio is MTC’s Housing Incentive Program (HIP), which was launched in 2001 as a response to the Bay Area’s increasing “spatial mismatch” between jobs and housing. In such situations, affordable housing is located far from job centers, meaning workers have either expensive housing or long commutes — both of which have adverse social impacts. These impacts — in the form of traffic congestion, air pollution, and reduced opportunity for workers who lack transportation to jobs — are well documented by researchers.

Efforts to improve the jobs-housing balance include revising community planning to encourage affordable housing, expanding transit service, and subsidizing housing through grants or lower-cost mortgages. MTC’s Housing Incentive Program is designed to, in the agency’s words, “maximize public investments in transit infrastructure and encourage transit use while also addressing the region’s housing shortage.”

The program offers cities and counties incentives to increase the housing supply in areas where transit infrastructure already exists. In doing so, MTC has put in place one of the nation’s most aggressive and innovative initiatives to bridge the jobs — housing gap.

Eligible projects must be no more than third of a mile from a trunk line transit station — that is, bus, ferry, or rail transit with no more than a 15-minute peak hour headway. Grants are based in part on project densities, with a higher number of units per acre earning more funding, and affordable units earning bonuses. The density thresholds and award amounts are:

- 25 units per acre: $1,000 per bedroom;
- 40 units per acre: $1,500 per bedroom; and
- 60 units per acre: $2,000 per bedroom.

An additional $500 per bedroom is awarded for all affordable units.
Among the success stories are streetscapes and bicycle lanes in Oakland, the repair of a commuter rail station plaza in San Francisco, and a bicycle/pedestrian path linking downtown San Rafael with existing bike and transit facilities.

- A planning grant and two capital grants went to improve streetscape and pedestrian connections along 8th Street in Oakland’s Acorn-Prescott neighborhood. This enables safe and convenient pedestrian access to bus stops, the West Oakland Bay Area Rapid Transit (BART) station and local businesses.

- Nonprofit Eden Housing built 194 units of affordable housing adjacent to the Ohlone-Chynoweth light-rail station. Pedestrian walkways, lighting, and landscaping funded linked the housing to the station and nearby community and retail centers.

- Planning and capital grants provided new pedestrian walkways in downtown Concord for a new BART Station near JFK University. The project has such amenities as a new station plaza and a “kiss-and-ride” commuter drop-off area.

- Vallejo and the nonprofit Citizens Housing Corporation received planning and housing grants for the Sereno Transit Village, that features a bus transfer facility adjacent to a 125-unit affordable housing development.
In partnership with stakeholders, San Rafael planned and constructed a new bike and pedestrian path along a deserted rail line that links its downtown with a transit center.

First Street, in downtown Napa, was crisscrossed with utility lines, but lacked sidewalks, pedestrian-scaled lighting, and crosswalks. With a grant, the city built pedestrian and other streetscape improvements that connected downtown Napa with the newly opened COPIA (American Center for Wine, Food, and the Arts).

The San Francisco Municipal Railway collaborated with the city of San Francisco and the Bayview Hunters Point Project Area Committee for streetscape improvements that will link existing and planned bus and rail services to retail, services, and cultural facilities.

East Palo Alto and the East Palo Alto Community Alliance and Neighborhood Development Organization (EPA CAN DO), a nonprofit housing developer, partnered to develop a medium-density, mixed-used complex, with homes in the town center. A grant will support the planned construction of 32 units of affordable housing near bus lines along University Avenue, a major artery.

Santa Rosa and the nonprofit CityVision have linked the downtown’s east and west sides with pedestrian friendly improvements that link the historic Railroad Square, social service centers, and a future food and wine marketplace.

Nonprofit BRIDGE Housing Corporation has leveraged planning, capital, and housing grant funds for pedestrian and transit improvements around new affordable, transit-oriented housing developments like One Church Street by San Francisco’s MUNI lines, Mandela Gateway Gardens by West Oakland’s BART Station, and Coggins Square adjacent to Pleasant Hill’s BART Station.

By providing multiple success stories, the TLC program encourages other areas to integrate transportation and land-use decision-making, helping to lead the way to smart growth throughout Northern California. The challenges are significant, but so are the rewards: better pedestrian environments, safer bicycle travel, enhanced transit accessibility, more vibrant downtowns, and more livable communities. As MTC officials say, the program acronym “TLC” has a double meaning: It also provides “Tender Loving Care” to the region’s cities.

California’s Tools for Success

After five years, the lessons of California’s Transportation for Livable Communities Program are clear. Successful projects need:

- Local champions to foster enthusiasm for proposals;
- Partnerships between city governments and nontraditional stakeholders;
- Time and commitment to compensate for complexity; and
- Innovation and flexibility in planning, design, and funding.
How do you replace the struggling anchor of a downtown retail district? Englewood, Colorado faced that question during the mid-1990s when a mall that had once generated half the city’s sales tax revenue became a victim of suburban competition and closed.

Proposals for a “big box” retail center were criticized by the public and rejected by the city council. In considering alternatives — and with no easy answers evident, local leaders turned to a new approach — a New Urbanist model with pedestrian friendly streets surrounding transit-oriented, mixed-use development.

Recognizing that such innovation demanded the support of multiple stakeholders, city officials pursued this approach in collaboration with the Center for Regional and Neighborhood Action — a Denver-based nonprofit formed to assist localities with planning and development issues.

To foster this partnership, local leaders brought together a group of volunteers, including developers, landscape architects, bankers, real estate executives, planners, and attorneys. Once the city council decided to proceed, every aspect of the project was described in public forums, and was subject to careful oversight by the city council.

With the city itself acting as the master developer, a public/private financing package was assembled and construction began on CityCenter Englewood — a 55-acre, multipurpose development with housing, retail, restaurants, and offices linked to an intermodal transit station. The development also transformed a former department store into a new civic center that includes city offices, courts, a library, and a cultural arts center.

The civic center’s features — a spacious piazza that serves as a gateway, access by light rail and bus, a large, public amphitheater, and

Greyfields: Victims of the Development Cycle

Just as suburban shopping centers helped speed the decline of many downtown shopping areas during the 1960s and 70s, so today newer, larger malls are crowding out older, smaller competitors. Obsolete malls and shopping centers have become so common in recent years that a term has been coined to describe them “greyfields.” The San Francisco-based nonprofit Congress for the New Urbanism (CNU) estimates that as many as 140 regional shopping centers are no longer economically viable, and another 200 to 250 malls are approaching this level. Together, they represent nearly one in five American malls.

CNU advocates redeveloping greyfield malls as the core of New Urbanist neighborhoods, and has proposed a series of renovation principles:

- Reorient activity to face the street;
- Reestablish a street pattern that connects with the surrounding area;
- Use site planning and architectural elements to integrate the redeveloped mall with its community;
- Integrate multiple uses, including employment, and/or housing;
- Emphasize public space for shared activity; and
- Provide a range of housing types to encourage diversity.
accessible stores and amenities — attract thousands of workers and visitors daily.

In addition to a light rail station, the project’s transit elements include bus service generating 800 trips per day from eight routes, shuttle service to a local hospital that serves as a major employment destination, and bicycle lockers and racks — all linked by pedestrian paths.

The strong transit component meant that RTD — the local transit provider — needed to be fully involved in the project’s development and planning. In addition to providing linkages to its service, RTD worked with the city and developers to ensure the project’s cohesiveness.

CityCenter Englewood was one of the first projects nationally to replace an enclosed, regional shopping mall with an open air, mixed-use development integrated into the existing community. The project has received an overwhelmingly positive response, and has been credited with reviving the city’s downtown, reversing its financial fortunes, providing new housing options, and enhancing transportation choice. Spin-off economic development is already occurring in every direction around the initial project area, strengthening demand for more infill and transit villages.

Ridership on the light-rail line has benefited substantially from CityCenter Englewood, and RTD reports that virtually all the residential units have leased because of their proximity to transit. The project’s developer has already purchased land at other station sites, hoping to replicate CityCenter Englewood’s success.

CityCenter Englewood which opened in 2000, coinciding with the opening of the light rail line, provides a positive role model for linking land use and transportation.

Funding for the project reflects the public-private partnership arrangement for the project. The private sector contributed one-third of the total $36.8 million land development costs. The remaining $24.2 million was provided by the city and the RTD.

**Colorado’s Tools for Success**

Major urban redevelopment projects are controversial by nature, but community leaders can foster cooperation by reaching out to stakeholders throughout the planning and implementation process. In Englewood, city officials did not give up in the face of disagreement, but instead assembled a broad group of public and private stakeholders to explore alternatives.
During the past several years, the District of Columbia has focused on revitalizing its downtown and surrounding neighborhoods. Land along New York Avenue, one of the District’s most visible and congested gateways, has long been underutilized. In fact, the District’s Department of Housing and Community Development identified the New York Avenue Corridor north of Union Station as “one of the greatest development opportunities in the city… where acres of developable land are currently underutilized, vacant, or abandoned.” Yet due to congestion concerns, many observers believed that redevelopment was not feasible because of a lack of road capacity to handle growth. However, planners believed that new transit capacity could begin to reverse this situation. To address this, District and federal government agencies, the Washington Metropolitan Area Transit Authority and private developers formed a partnership to create an infill station on Metrorail’s Red Line where it crosses New York and Florida Avenues between Union Station and Rhode Island Avenue.

By serving as the linchpin of efforts to attract businesses and offices, the project is designed to generate a ripple effect for economic development. Even in advance of completion, the District’s commitment has accelerated the plans of surrounding property owners and spurred new development in the area. For instance, a major internet firm has located in a 100,000-square foot center nearby, and the Federal Bureau of Alcohol, Tobacco, and Firearms is building its new headquarters adjacent to the site. Combined with other nearby transit-induced development, these projects create momentum for the area’s revival.

The District Government has taken care to minimize the impacts of the development on nearby residents. Homestead deductions allow homeowners to deduct $30,000 from their assessments, before tax rates are applied. Homeowners over the age of 65 with adjusted annual household incomes of less than $100,000 have their tax bills reduced by 50%. For other low-income homeowners and renters, property tax payments (which are imputed in the case of renters) receive an income tax credit for property tax payments made in
excess of a percentage of their income which is defined in the DC Code. These and other initiatives (such as tax deferral) encourage existing residents to remain in the neighborhood while attracting new residents. The resurgent commercial development is helping to ensure a vibrant, diverse, mixed-income and mixed-use neighborhood.

The new station amply meets local transportation needs in several ways. By providing multiple points of access, but no parking on site, the new station will encourage riders to walk, bike, or take carpools or buses to connect with the subway. It also is just a block from the city’s intercity bus terminal, which serves such carriers as Greyhound, Trailways, and Peter Pan.

Another interesting innovation is that the design and construction of an adjacent segment of the Metropolitan Branch Trail — a bicycle/pedestrian path running from Washington’s Union Station to suburban Silver Spring, Maryland — is being integrated into the design and construction of the Metrorail station in a single contract. The enhanced access provided by the Metrorail station is important not only for local businesses, but also for the residents of neighboring Stanton Park, Eckington, and Truxton Circle and for students at nearby Gallaudet University. As a result, the new station is projected to generate about 6,600 daily trips by its opening in 2004, and about 10,000 trips by 2020.

Value capture also ensures that those who benefit the most will contribute the most — a principle that may help future projects become reality even in tight fiscal times. The special assessment district generated $25 million.

The $90 million Metrorail project is well underway, with the necessary local legislation authorizing the “value capture” strategy approved, private financing in place, land acquisition completed, and site preparation and construction underway. The station is slated to open by the end of 2004.

For this public-private venture, the public sector contributed twenty-nine percent of the funding, forty-two percent came from federal transportation funds, and the remaining amount came from the District of Columbia.

**The District of Columbia’s Tools for Success**

The New York and Florida Avenues Metrorail Station project is being financed partly through a special assessment on nearby commercial landowners who will benefit from increased land values created by the station. This concept, known as “value capture,” shows that transportation infrastructure can be self-financing to the degree that landowners who benefit from the infrastructure contribute toward its creation. Congress was sufficiently impressed by this that it provided a grant matching the revenues raised by the special assessment district.

In addition, adjacent landowners donated a strip of land for the station and bike trail that, if acquired through purchase or condemnation, would have cost the District an additional $6 million. Combined with the special assessment district, landowners are contributing about one third of the station’s costs.
One of the bedrock principles of smart growth — that land use decisions are also transportation decisions — underlies Oregon’s Transportation and Growth Management Program. One of the nation’s pioneering efforts to link transportation and land use planning, the program has enhanced livability by supporting compact, pedestrian, bicycle, and transit friendly communities.

The program, created in 1993, originated as a way to provide support for Oregon’s Transportation Planning Rule (adopted 1991) and the Oregon Highway Plan (updated in 1999). The two laws require the integration of land-use and transportation planning, and this program provides non-regulatory assistance to achieve this objective at the local level.

Oregon’s Smart Growth goals include:

- Containing development within urban growth boundaries;
- Reducing the cost of public services;
- Protecting farm and forest land;
- Reducing air, water, and noise pollution;
- Conserving energy; and
- Reducing emissions of greenhouse gases.

The Transportation and Growth Management Program has supported innovative efforts to integrate transportation and land-use planning through grants to local governments and direct community technical and educational assistance programs. More than $31 million in grants have been authorized throughout the state — mostly to support long-term, transportation-efficient planning.

While striking in several ways, Oregon’s Transportation and Growth Management Program is, perhaps, most innovative in its responsiveness to local needs. Recognizing
that it demands a high level of local involvement and commitment, the state also has launched direct community assistance programs such as “Quick Response,” “Code Assistance,” and “Outreach and Education” to assist with the adoption and implementation of plans.

The Quick Response Program helps local communities rethink and revise development proposals rapidly, in order to meet the objectives of both developer and local community. Upon the request of a community, consultant teams assist with urban design, workshop facilitation, and market research to refine existing proposals so they support a transportation-efficient, livable community. The program’s cooperative nature helps prevent differences from becoming confrontations.

Code Assistance services help communities modify their development ordinances, comprehensive plans, and development review procedures to allow and encourage smart growth patterns. The Code Assistance program has developed a series of written handbooks to assist local governments. For instance, the “Model Development Code and User’s Guide for Small Cities” is drawn on by local communities as a base for code rewrites.

Outreach and Education provides the basis for future planning and construction projects. The results include introductory smart development workshops

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**Case Study: The Salem Walkway Safety Project**

A passenger-freight rail line paralleling a major arterial in Salem, the state’s capitol city, has a history of fatal auto-train collisions. A Quick Response project brought together business and neighborhood representatives, city, and state agencies, the adjacent high school and college, AMTRAK, and Union Pacific. The workshop resulted in phased improvements, including a barrier and pedestrian promenade to safely separate pedestrian, rail, and vehicular traffic.

When completed, the eight-block path from the newly renovated historic train depot to the North Salem High School Environmental Center will serve as a safe and attractive transportation amenity. Visitors traveling to Salem on Amtrak, in addition to those walking and bicycling locally, will be able to access many of the city’s key destinations via the walkway.
for local communities and production of written materials, including the 2002 National APA award winner, *Main Street... When A Highway Runs Through It*.

Innovative projects include: the Salem Walkway Safety Project, which improves pedestrian safety along a busy rail line in the state’s capitol; a comprehensive plan for the revitalization of downtown Medford; a community workshop and Quick Response design project that is revitalizing Lebanon’s main street; and a two-phase planning project for a mixed-use, multi-modal development on 90 acres in Glenwood, in the Willamette Valley.

Over the past ten years the Transportation and Growth Management Program received $36.8 million from federal sources (ISTEA and TEA 21 funds), $7.9 million from the state government, $3.1 million in local funds, and $2.1 million in in-kind contributions.

### Growth Management Initiatives: Portland, Oregon, and Washington State

Two of the nation’s highest-profile growth-management initiatives have key factors in common, clear linkages among transportation, land use and economic development; physical limits on sprawl; and a long-term perspective looking out several decades.

Destination 2030, the 30-year transportation plan for Washington’s central Puget Sound region, focuses on addressing traffic congestion through smarter, more strategic transportation investments. It is designed to preserve resource lands and open spaces by focusing transportation investments within existing municipalities and designated urban growth areas.

Destination 2030’s transportation investments are designed to directly support VISION 2020, the region’s pioneering growth management strategy, which calls for development focused on urban centers linked by multi-modal corridors and high-capacity transit. It includes several notable features:

- Physical design guidelines that encourage a mix of complementary land uses, particularly those uses that generate pedestrian activity and transit use.
- Enhanced planning techniques to better identify the characteristics of successful compact communities.
- The Freight Action Strategy (FAST Corridor) program, including projects to improve port access, reduce rail-highway conflicts, and improve surface street access to multi-modal freight facilities.
- Intelligent Transportation Systems to improve system management and Transportation Demand Management programs to support travel alternatives.
- Regulatory reforms, financial incentives, and innovative development strategies that can better leverage development in target centers and communities. Examples of these tools include streamlined permitting processes, flexible concurrency ordinances, inter-jurisdictional transfer of development rights, and location-efficient mortgages.
Oregon’s decades-old tradition of prudent stewardship of the land reached a turning point in 1992, when Portland region voters directed Metro — the nation’s only elected regional government — to make regional growth management its primary mission. Metro’s Regional Growth Management Strategy helps achieve this goal through a comprehensive set of policies integrating land use, transportation, water, open space, and other concerns.

The Strategy integrates the landmark 2040 Growth Concept (adopted in 1995) and the Regional Transportation Plan (adopted in 1983, amended in 2000). It reflects the growing regional consensus for curbing urban sprawl through more efficient use of land and a safer, more efficient and more cost-effective transportation system.

The plans call for using land more efficiently inside an urban growth boundary, directing new development to mixed-use centers and along existing major transportation corridors and investing in a balanced transportation system. The focus is on altering the way in which development and transportation improvements occur.

- Focusing transportation improvements in areas identified in the regional land use plan and promoting walking, bicycling, carpooling, and transit use.
- Establishing a graduated congestion policy that is tailored to land use and designed to prevent overbuilding of roads.
- Discouraging the oversupply of parking.
- Implementing road designs that encourage more compact residential and mixed-use developments and the use of alternative modes.

Metro's analyses show that these best practices will increase the region’s ability to meet the demands of expected growth without an originally projected 50 percent expansion of the urban growth boundary and with relatively lower infrastructure costs and fewer costly road projects.

The strategies’ relevance lies in their serving as a model for achieving greater local coordination and integrating a land-use vision with transportation infrastructure investments.

Oregon’s Tools for Success

- A “Quick Response” program that helps local communities rethink and revise development proposals rapidly, to meet the objectives of both developer and local community.
- A “Code Assistance” program service to help communities modify their development ordinances, comprehensive plans, and development review procedures to allow and encourage smart growth patterns.
- An “Outreach and Education” program that provides the basis for future planning and construction projects.
The Dallas–Fort Worth Metroplex, one of the nation’s fastest growing regions, faces mobility and air quality challenges similar to those in other southwestern urban areas. Recognizing that increased highway capacity alone cannot meet these challenges; the North Central Texas Council of Governments adopted an innovative sustainable development policy in 2001. Focused on land uses that shorten driving trips and increase transit ridership, walking, and bicycling, this policy is promoting sustainable development throughout the region.

The Land Use/Transportation Joint Venture Program focuses on three key strategies:

- Using existing capacity to its maximum;
Improving mobility by linking potential commuter rail lines identified for development in the 2025 rail plan; and

Promoting mixed-use development.

Using a broad mix of funding — from the federal Congestion Mitigation and Air Quality Improvement Program (CMAQ) and the Surface Transportation Program (STP), municipal governments, the private sector, tax increment financing districts, and land donations — the program has supported both planning studies and land-use projects. A total of 19 land-use projects have been approved to date, each designed to decrease the VMT in the region.

By encouraging land use-transportation projects through grants to cities and transit agencies, the North Central Texas Council of Governments hopes to create more examples of successful and sustainable developments in the Metroplex.

Mobility and access are two main requirements of the program. Projects selected for funding are screened on their ability to improve mobility and expand access for all modes of transportation. One of the most innovative requirements for the program is that each new development seeking funds must plot a pedestrian-oriented street grid and block structure. The project also must demonstrate a positive peak

The Numbers:
Transit’s Impact on Travel in the Dallas Area

Average daily VMT*

- 45: Entire Dallas–Fort Worth region
- 26: Areas developed with transit
- 69: Areas developed without transit

* VMT are average daily home-based vehicle miles traveled per household.

Making the Transportation-Land Use Connection

“Showcase the importance of the connection between transportation and land use by creating a funding process that looked specifically at the land use components which would shorten driving trips and increase transit, walking, and bicycling rates at each project site.”

— North Central Texas Council of Governments Land Use/Transportation Joint Venture Program Statement of Purpose
Rail and Regional Development

Among the early success stories is the Dallas Area Rapid Transit light rail station in the Cedars district, a Dallas warehouse, and commercial district that has fallen on hard times as businesses closed or moved.

The Cedars station is near several historic structures that are in the process of being refurbished for redevelopment as mixed-use office and residential loft buildings. The Cedars station project was awarded more than $4.5 million in CMAQ funds for sidewalk and streetscape improvements to make it more attractive and accessible. This supports the area’s redevelopment and emphasizes the official commitment to its revitalization. The Cedars project is likely to spur development on the south side of Dallas, generate more walking and bicycling opportunities directly into downtown and promote additional redevelopment in the Cedars neighborhood.

Many of the projects lie along a Union Pacific rail corridor that runs from downtown Fort Worth to downtown Dallas. This rail line is identified for commuter rail service by the year 2025 in the North Central Texas Council of Governments Mobility 2025 plan.

The West Seventh project combines office, retail, and residential uses on a pedestrian-oriented grid just west of downtown Fort Worth along the rail corridor. The project mixes the uses, both horizontally and vertically, in close proximity to existing development downtown and in the city’s cultural district. The project capitalizes on the adjacent trail system and has incorporated a new pedestrian bridge into downtown.

Dallas’ Prestonwood project will redevelop a defunct shopping mall into a retail, office, and residential site. Land Use/Transportation Joint Venture Program funding was awarded based on the developer’s willingness to alter existing plans and put into place a grid block structure incorporating various pedestrian connections. Transportation funds were targeted to an existing site, where redevelopment has focused on what is currently a vacant parking lot period transportation impact within five years.
and mall structure. Based on its land use design, this infill development uses existing roadways adjacent to the project site, and minimizes the need to build new roads.

These projects have been funded by a combination of federal, local, private and in-kind sources. A total of $40.8 million was allocated from federal transportation funds (Congestion Mitigation and Air Quality and Surface Transportation Program funds), $3.5 million from local governments. Private sources of funding amounted to $3.1 million and in-kind contributions totaled $3.6 million.

Transit-oriented developments also are supported by Land Use/Transportation Joint Venture Program funding. Among the projects is Plano’s Transit Village, which includes streetscape improvements, trails, and light rail.

At this project site, streets are being rebuilt, sidewalks are being updated, and trail connections to the regional “Veloweb” bicycle trail network are being put in place. The project provides for a variety of uses in close proximity to a light rail link to downtown Dallas. This project’s strong land-use components work well with the wide variety of transportation options being promoted there.

Texas’ Tools for Success

Three Key Innovations to Produce Real Results:

- Require the involvement of private sector developers in order to link local land-use decisions with regional expectations;
- Require each project to have within five years a pedestrian grid block structure suitable to easy mobility and access; and
- Require positive peak period transportation impacts within five years.
Transportation projects in a single corridor sometimes are developed in isolation, with little thought given to how they relate or could be integrated. Moreover, transportation investment that has been devoted to corridors often has been focused on Interstate highways, neglecting areas without such roads.

TEA-21’s National Highway System (NHS)-Railway Corridor program was created to address both of these shortcomings. It ties together planning for corridors with both highways and railroads. And it includes important non-interstate highways, virtually ensuring that any economically significant road will be eligible for federal aid.

The Western Vermont Transportation Corridor Project is a working model of the NHS-Railway Corridor that will help define the concept for communities around the country. The project originated when state and local officials planning highway and rail projects along the state’s western spine recognized the importance of considering them as part of a single, multi-modal corridor.

**Case Study: Rutland Switching Yard Relocation**

The key purpose of NHS-Railway Corridors is to enhance existing highways and rail lines to stimulate redevelopment. Rutland is an outstanding example of how this can work in practice. When a revival of rail freight traffic in downtown Rutland during the 1990s created congestion and conflicts with local businesses, the Vermont Agency of Transportation assessed solutions. The key was relocation of the rail-switching yard, which — having mostly been converted to a shopping center years earlier — was no longer adequate.

Officials quickly identified a suitable site, and are moving ahead with design and environmental assessments using both state funding and a $1.5 million TEA-21 Transportation and Community and System Preservation Program grant. When completed, the new switching yard’s increased capacity will enable it to better handle growing demand while reducing traffic and freeing up prime downtown land for redevelopment.

Although projects will be developed individually based on priorities and resources, considering each as part of a corridor enables planners to maximize opportunities for intermodalism and smart growth and to ensure that projects serve complementary, and not competitive, purposes. This has greatly expanded cooperation not only between the modes, but also between the state’s communities, which understand more than ever that their success is interlinked.

Corridor planning also enables planners to consider a variety of commercial land uses from a regional perspective by relating them to the transportation infrastructure that will support them.

Several major projects have been completed, including the Champlain Flyer commuter train between Charlotte and Burlington, running as the result of a $16.8 million investment in equipment and track upgrades; and a new, $700,000 passenger station and $17.5 million intermodal transit center in Rutland.
A number of additional projects are under way.

- A $9 million TEA-21 High Priority Project appropriation is funding track upgrades to support future Amtrak passenger-rail service as well as freight movements between Bennington and Burlington.
- A public/private partnership has invested $200,000 in preliminary assessments for an intermodal rail spur into the southern Middlebury industrial area to support growth while removing trucks from local streets in Brandon.
- Highway improvements on U.S. Route 7 have been designed for Rutland and for the corridor connecting Pittsford and Brandon to the north.
- A rail spur connecting a quarry in Middlebury near U.S. Route 7 will enable the quarry to increase production while removing 30,000 trucks annually from local streets.

Together, these initiatives comprise a comprehensive approach to transportation planning and a case study of regional cooperation.

The objective of the NHS-Rail Corridor initiative is to serve established land uses and promote redevelopment. The corridor improvements will allow communities to reuse these existing areas, minimizing the pressure for the development of open space. The Western Vermont Transportation Corridor Project is showing how states and communities can use these principles to revitalize themselves in ways that are environmentally and economically sound.

“Maximizing the capacity of both passenger and freight rail can make a significant contribution to more compact and energy efficient development patterns.”

— Leo Penne, *Rail Matters*, 2003

Vermont’s Tools for Success

Key principles of Vermont’s highway-rail corridors:

- Shift freight from highway to rail;
- Provide passenger rail as an alternative for intercity transport; and
- Use light rail and mass transit for local travel.
In recent decades, some of the nation’s fastest-growing communities have been located along I-405, a 30-mile long Interstate highway east of Seattle. Between 1970 and 1990 alone, jobs grew by 200 percent and population by 66 percent. Growth has accelerated during the past dozen years, as Microsoft and other technology firms have expanded their operations. The challenges this growth has posed illustrate the challenges of development along a single corridor. I-405 already is the second most traveled freeway in the state of Washington and planned growth will increase trips by 56 percent and rush hour delays by 250 percent within two decades.

With 600,000 people living in 15 cities and two counties, and land-use decisions made locally, defining a common vision for a transportation future that makes sense seemed to be an insurmountable challenge.

The I-405 Corridor Program was created to meet this challenge through a community-based planning partnership among all the communities, elected officials, agencies, and advocacy groups in the I-405 corridor.

An innovative, two-year process involving elected officials, public policy professionals, and citizens ended with consensus on an ambitious $10-billion, 20-year package of transportation strategies to enhance mobility for the I-405 corridor. The I-405 program includes a package of infrastructure investments focused within the region’s urban growth boundary, expanded and improved transportation
options, and a series of land-use strategies intended to make transportation more efficient. The investments include:

- A 70-percent increase in transit service;
- 5,000 new park-and-ride lot spaces;
- A new, 30-mile bus rapid transit system and 11 new bus rapid transit stations
- Freeway and arterial road expansion;
- Direct-access ramps to I-405 High-Occupancy Vehicle lanes;
- Eight new pedestrian/bicycle crossings over I-405;
- Ten connections between existing trails;
- 1,700 new vanpools; and
- A $452-million transportation demand management program, including a $95-million smart growth initiative.

This balanced and comprehensive package of investments helps support transportation-efficient land use by providing infrastructure needed to make alternatives such as transit, vanpooling, walking, and bicycling more feasible and more attractive.
The program will be implemented in three phases. Phase 1, which is underway, provides $485 million funded through a five-cent per gallon motor fuel tax increase. The balance of the funding will be voted on by the four-county Puget Sound residents in two subsequent phases. In addition to making transit, ridesharing, and non-motorized trail more attractive in the I-405 Corridor, the program encourages smart growth land-use practices through the $95-million smart growth program.

A subset of the larger $452-million series of transportation demand management strategies, the smart growth program has ambitious goals of reducing per capita growth in daily vehicle miles traveled by 3–6 percent overall and by 10–15 percent during the morning peak period.

To achieve its goals, the program seeks to promote transit-oriented and mixed-use development, encourage infill and redevelopment around the I-405 corridor and encourage inter-modal connectivity. Providing significant funding for these smart growth goals ensures that they will be at the program’s core.

The Smart Growth initiative funds three key tools to reduce trips:

- A program that provides $6.5 million to assist local jurisdictions in developing land-use codes, regulations, zoning, design standards, and development review processes to support transit-oriented, compact, and mixed-use development.
- A $64-million program that encourages developers to build infill or redevelopment that is more community-centered.

Land Use as a TDM Strategy

The function of land use as a TDM strategy is to support patterns of growth that reduce demand on the transportation system through compact, mixed-use, transit friendly development, and redevelopment. Although they likely will take a long time to show results, land-use strategies are expected to be among the most effective TDM activities over the long-term.

Washington State provides jurisdictions and developers with staff support, incentives to implement TDM-supportive land uses and funding for important connectivity projects within the I-405 corridor:

- Support Programs: Help local jurisdictions with land-use codes, regulations, zoning, design standards, and development review processes that support compact development.
- Developer/Business Incentives: Develop mechanisms to promote desired land uses through tax incentives, impact fees, permitting and review processes, and Floor Area Ratio (FAR) bonuses that allow developers to exceed limits in return for providing public benefits.
- Local Connectivity Projects: Remove barriers and establish new links for bike, pedestrian, and vehicle links in target areas. Fund smaller “retrofitting” projects such as bike paths, flashing crosswalks, and fencing.

“Congestion cannot be treated effectively by isolated spot improvements…the most effective mix of strategies considering all transportation modes in a corridor will yield the best results.” — Destination 2030

Source: Puget Sound Regional Council Metropolitan Transportation Plan.
A $25-million program that removes barriers to alternative forms of travel, (i.e., fences between residential and retail land sites) and establishes new links for pedestrians, bicyclists, transit users, and vehicles.

Local jurisdictions and service providers are developing an agreement to ensure implementation of the full TDM program. The agreement also establishes an oversight structure with partnership participation for continued involvement of decision-makers over the full 20 years of the plan and beyond.

Washington’s innovative, holistic corridor planning process is a template for how other regions can build consensus among people living in multiple jurisdictions. It shares a growth management plan with Portland, Oregon. (See page 14.)

**Washington’s Tools for Success**

- **Resources for Jurisdictions:** Provides technical assistance for local governments.
- **Developer and Business Incentives:** Encourages developers to build infill or redevelopment.
- **Local Connectivity Projects:** Removes barriers to non-motorized travel and establishes new linkages.
The best smart growth strategy is useless unless its prospective users have the knowledge, skills, and ability to implement it. In 1999, Wisconsin adopted its Comprehensive Planning Law, which requires that communities have an adopted, inclusive plan if they wish to make decisions affecting land use after January 1, 2010. The state quickly recognized that local officials, especially in rural and small urban areas, needed guidance and technical support to comply with the law.

The Comprehensive Planning Law identified nine elements that each plan must address, issues and opportunities; intergovernmental; land use; utilities and community facilities; economic development; housing; agricultural, natural and cultural resources; implementation; and transportation. To assist local governments in preparing comprehensive plans, the state is producing guides for each of the nine elements.

In response to the Comprehensive Planning Law, the Wisconsin Department of Transportation drafted the *Transportation Planning Resource Guide* that walks communities through the transportation planning process. The guide emphasizes the transportation-land use connection, the role of multimodalism and the importance of coordinating planning activities with other communities and regional entities, such as metropolitan planning organizations and tribal governments. The guide’s primary audience is rural and small urban communities with little or no transportation planning experience or resources.

The guide illustrates how transportation decisions can directly and indirectly affect land-use decisions and vice versa. For example, the guide discusses how transportation decisions regarding location, capacity, access, traffic control devices, and travel patterns can influence future and current land use.
Wisconsin has drafted the Transportation Planning Resource Guide to walk communities through the key requirements of Wisconsin’s Comprehensive Planning Law:

- Local governments are required to review their plans at least every 10 years, to help ensure communities continue to balance land-use decisions.

- Local governments are required to follow their comprehensive plan by implementing actions and decisions that are consistent with the provisions of the comprehensive plan.

- State agencies are encouraged to design programs, policies, and administrative rules so they "reflect a balance between the mission of the agency and the local comprehensive planning goals."

Distributed to more than 1,800 local governments throughout Wisconsin and supported by presentations and a web site, the guide offers elected officials and other local leaders a broader perspective on the impacts of their choices and the tools they need to make sound decisions about their futures.

Since the guide was released in 2001, it has generated an enormously positive response among the many local governments that are using it to help direct their planning process. Its contact and resource information has helped improve communications between local governments and the state. It enables local officials to identify the relevant person or area of the department and obtain necessary information more quickly. By giving local officials the tools they need for effective planning, the Transportation Planning Resource Guide helps further the goals of the Comprehensive Planning Laws.

The Wisconsin Department of Transportation used $30,000 in State Planning and Research funds for development of the resource guide.
<table>
<thead>
<tr>
<th>Name of Project</th>
<th>Project Location</th>
<th>Scope of Project</th>
<th>State</th>
<th>Project Started</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ship Creek Multimodal Transportation Plan</td>
<td>Ship Creek Basin, Anchorage, Alaska</td>
<td>Metropolitan</td>
<td>Alaska</td>
<td>Fall, 1999</td>
</tr>
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<td>PAG Regional Digital Orthophoto Project</td>
<td>Tucson metropolitan area, Pima County</td>
<td>Metropolitan</td>
<td>Arizona</td>
<td>1998</td>
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<td>Metropolitan Transportation Commission’s Transportation for Livable</td>
<td>San Francisco Bay Area (includes counties of Alameda, Contra Costa, Marin, Napa,</td>
<td>Metropolitan</td>
<td>California</td>
<td>1998</td>
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<td>Communities Program</td>
<td>San Francisco, San Mateo, Santa Clara, Solano, and Sonoma)</td>
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<td></td>
<td></td>
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<td>Sustainable Communities Initiative</td>
<td>State of California, Department of Transportation</td>
<td>Statewide</td>
<td>California</td>
<td>2000</td>
</tr>
<tr>
<td>CityCenter Englewood</td>
<td>Englewood, Colorado</td>
<td>Metropolitan</td>
<td>Colorado</td>
<td>1997</td>
</tr>
<tr>
<td>Mason Street Transportation Corridor</td>
<td>Fort Collins</td>
<td>Local</td>
<td>Colorado</td>
<td>1999</td>
</tr>
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<td>New York Avenue Metrorail Station</td>
<td>South of the intersection of New York Avenue &amp; Florida Avenue, NE, Washington,</td>
<td>Metropolitan</td>
<td>District of Columbia</td>
<td>March 22, 1999 (Initial Private Sector Funding Proposal) April 1999 (Station Feasibility Study) December 16, 2000 (Station groundbreaking)</td>
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<tr>
<td>Fair Share Transportation Improvements Program</td>
<td>City-wide</td>
<td>Local</td>
<td>Florida</td>
<td>1998</td>
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<td>Project Location</td>
<td>Scope of Project</td>
<td>State</td>
<td>Project Started</td>
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<td>Gaines Street Corridor</td>
<td>Gaines Street (SR 371), Tallahassee, Florida</td>
<td>Rural/Local/Metropolitan/Statewide</td>
<td>Florida</td>
<td>1996</td>
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<tr>
<td>Illinois Tomorrow Corridor Planning Grants</td>
<td>Metropolitan Areas throughout the State of Illinois</td>
<td>Statewide</td>
<td>Illinois</td>
<td>2000</td>
</tr>
<tr>
<td>KY 234 Cemetery Road Reconstruction</td>
<td>Bowling Green, Warren County, Kentucky</td>
<td>Local</td>
<td>Kentucky</td>
<td>1995</td>
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<tr>
<td>Renaissance Kentucky</td>
<td>Kentucky</td>
<td>Statewide</td>
<td>Kentucky</td>
<td>Renaissance Kentucky Committee appointed in August 1996. Early in 1997, the committee presented its findings and recommendations the following September 1997, the Renaissance Kentucky Program was launched.</td>
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<td>Mt. Rainier Neighborhood Conservation Project</td>
<td>U.S. 1, 34th Street, and Perry Street in Mt. Rainier, Maryland</td>
<td>Local</td>
<td>Maryland</td>
<td>1997</td>
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<td>Maryland Smart Growth Initiative</td>
<td>State of Maryland</td>
<td>Statewide</td>
<td>Maryland</td>
<td>1997</td>
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Name of Project: Transportation and Smart Growth — Making the Link
Project Location: Le Sueur, Blue Earth, Nicollet, Sibley, Scott and Hennepin Counties
Scope of Project: Rural
State: Minnesota
Project Started: 2001

Name of Project: Creating Quality Places
Project Location: Kansas City, MO-KS Metropolitan area
Scope of Project: Metropolitan
State: Missouri
Project Started: 1999

Name of Project: New Jersey Department of Transportation’s Context Sensitive Design Implementation Team and Policy
Project Location: Statewide
Scope of Project: Statewide
State: New Jersey
Project Started: 1999

Name of Project: Transit Village Initiative
Project Location: New Jersey
Scope of Project: Statewide
State: New Jersey
Project Started: 1999

Name of Project: Metro Regional Growth Management Strategy:
Linking land use and transportation at the regional level
Project Location: Portland Metropolitan Region
Scope of Project: Metropolitan
State: Oregon
Project Started: 1992

Name of Project: Oregon’s Transportation and Growth Management (TGM) Program
Project Location: Local jurisdictions throughout Oregon
Scope of Project: Statewide
State: Oregon
Project Started: 1993 (first year of legislative appropriations to joint agency effort)

Name of Project: Pittsburgh Bike-Blade Transit Station
Project Location: Pittsburgh, Pennsylvania
Scope of Project: Metropolitan
State: Pennsylvania
Project Started: April 1999

Name of Project: Pennsylvania Greenways: An Action Plan for Creating Connections
Project Location: PennDOT Central Office in Harrisburg, Pennsylvania, with a component in PennDOT District 1, Erie County, Pennsylvania
Scope of Project: Statewide
State: Pennsylvania
Gateways and Greenways in Erie, Pennsylvania: 2001
<table>
<thead>
<tr>
<th>Name of Project</th>
<th>Project Location</th>
<th>Scope of Project</th>
<th>State</th>
<th>Project Started</th>
</tr>
</thead>
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<td>Land Use / Transportation Joint Venture Program</td>
<td>Dallas – Fort Worth Metropolitan Planning Area</td>
<td>Metropolitan</td>
<td>Texas</td>
<td>2001</td>
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<tr>
<td>Vermont Downtown Program</td>
<td>Designated Downtown Development Districts</td>
<td>Statewide</td>
<td>Vermont</td>
<td>1994</td>
</tr>
<tr>
<td>Western Vermont Transportation Corridor: A National Highway System (NHS)/ Railway Corridor Prototype</td>
<td>Western Vermont between Bennington and Burlington</td>
<td>Statewide</td>
<td>Vermont</td>
<td>1997</td>
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<td>Destination 2030</td>
<td>Central Puget Sound Region</td>
<td>Rural Local Metropolitan Statewide</td>
<td>Washington</td>
<td>2001</td>
</tr>
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<td>I-405 Corridor Program</td>
<td>Seattle Metropolitan Area</td>
<td>Metropolitan</td>
<td>Washington</td>
<td>1999</td>
</tr>
<tr>
<td>Transportation Planning Resource Guide</td>
<td>Statewide</td>
<td>Statewide</td>
<td>Wisconsin</td>
<td>2000</td>
</tr>
</tbody>
</table>
SMART MOVES: TRANSPORTATION STRATEGIES FOR SMART GROWTH

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SMART MOVES: TRANSPORTATION STRATEGIES FOR SMART GROWTH

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