Best Practices for Risk-Based Forecasts of Land Volatility for Corridor Management

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Secretary of Transportation

Brian Smith  
Director, Strategic Planning

NCHRP 20-68A, Scan 10-01  
Sacramento, CA & Olympia, WA  
11/3/11
Welcome to WSDOT
Scheduled Presenters

• Laura Cameron, Transportation Planning Specialist, Strategic Assessment Office, laura.cameron@wsdot.wa.gov
• Keith Cotton, Transportation Planning Supervisor, Public Transportation Division, keith.cotton@wsdot.wa.gov
• Barbara De Ste. Croix, Transportation Supervising Engineer, Highway Access Office, barb.destecroix@wsdot.wa.gov
• Charlene Kay, Planning Engineer, Eastern Region, charlene.kay@wsdot.wa.gov
• Judy Lorenzo, Manager, Transportation Planning Office, judy.lorenzo@wsdot.wa.gov
Welcome to WSDOT
Scheduled Presenters

• Pat Morin, Program Manager-System Analyst, Capital Program Development, pat.morin@wsdot.wa.gov
• Mike Palazzo, HQ Res Manager, Real Estate Services, mike.palazzo@wsdot.wa.gov
• Terry Meara, Acq & Title Section Manager, Real Estate Services, mearaT@wsdot.wa.gov
• Kathy Murray, Transportation Planning Specialist, Transportation Planning Office, murraka@wsdot.wa.gov
• Elizabeth Robbins, Manager, Community Transportation Planning Office, elizabeth.robbins2@wsdot.wa.gov
Welcome to Washington
Summary of Today’s Presentation

• State Policies and Priorities
• Transportation in Washington Overview
• Growth Management Act
• Land Use
• Real Estate Services
• Access & Developer Services
• Asset Performance & Funding
• Performance Measures & Gray Notebook
• Eastern Region Case Study
Governor Gregoire’s Priorities for Washington

- Economic Development
- Education
- Health Care
- Energy
- Environment
- Veterans
- Public Safety
- Social Services
- Transportation
- Diversity
- Government Accountability

State Transportation Policy Goals
Preservation, Safety, Mobility, Environment, Stewardship, and Economic Vitality

- Statewide Transportation Plans
- Regional Transportation Plans
- Strategic Highway Safety Plan
- Congestion Management
The Legal Framework of Transportation Planning in Washington

State (Governor and Legislature)

- Growth Management Act
  Chapter 36.70A RCW
- Transportation System Policy Goals
  For Public Investments in Transportation
  RCW 47.04.280

  Establishes Objectives and Performance
  Measures for WSDOT, Transportation
  Commission, and other state
  transportation agencies:
  OFM RCW 47.04.280

  Plans should be consistent with each other

  Local Governments’ Comprehensive Plans and Transportation Elements
  Chapter 36.70A RCW

  Regional Transportation Planning Organizations’ Regional Transportation Plans
  RCW 47.50.040

  Transit Agencies’ 6-yr Transit Plans
  RCW 55.58.2795

  Transportation Commission’s Statewide Transportation Policy Plan
  RCW 47.01.071

Federal (Congress)

- Federal Planning Factors
  23 USC 134 & 135

  Plans should be consistent with each other

  WSDOT Prepared Statewide Multimodal Transportation Plan
  RCW 47.06.040

  WSDOT Prepared Statewide Long-Range Transportation Plan
  23 USC Sec 135

  Metropolitan Planning Organizations’ Long-Range Transportation Plans
  23 USC Sec 134

  Federally Required

State-Owned Components

- State-Owned Components
  RCW 47.06.050

  Highway System Plan
  - Highways
  - Bridges
  - Rail Areas
  - Weigh Stations
  - Scenic & Recreational Highways

  Washington State Ferries Long Range Strategic Plan
  - State Ferries
  - Terminals
  - Fleet

State-Interest Components

- Public Transportation System Plan
  RCW 47.06.110

- Bicycle Transportation & Pedestrian Walkway Plan
  RCW 47.06.100

- Marine Ports & Navigation Plan
  RCW 47.06.070

- Port Comprehensive Scheme of Harbor Improvements
  RCW 55.20.040

- Washington State Long-term Air Transportation Study
  RCW 47.06.060

- Long-Range Plan for Amtrak
  Cascade
  RCW 47.06.050

- Freight Rail Plan
  RCW 47.06.050

*WSDOT also relies on coordination and other planning processes not specifically named in law
Washington State MPO/RTPO Map
The Difference Between RTPOs and MPOs

- State legislation created RTPOs
- Federal legislation created MPOs
- An RTPO covers both urban and rural areas and receives state funding in support of its planning efforts
- An MPO covers an urbanized area and receives federal funding in support of its planning efforts
Moving Washington

2007 Transportation Planning Studies Guidelines
Washington State Department of Commerce

Integrated SEPA/GMA:
Up-front SEPA: Defined Mitigation

House Environment Committee
October 20, 2011
Eight Subareas’ Development Goals

Industrial or Employment Center:

• Everett
• Redmond

Stimulate Downtown Development:

• Colville
• Mill Creek
Eight Subareas’ Development Goals

Expand Downtown Urban Re-Development:

- Kent
- Vancouver
- Spokane
- Wenatchee
Predefined Mitigation

As predefined mitigation conditions increase and extensive project-level SEPA review declines; time-to-permit, cost, and risk for developers were reported to decrease.

Level 1: Zoning Regulations
Level 2: Development Regulations, Including Critical Areas Mitigation
Level 3: City-Wide Impact Mitigation Like Transportation and Stormwater Programs
Level 4: Subarea and Citywide Plan-Level Mitigation
Level 5: Umbrella Development Agreements

More to Less:

- Project-Level SEPA Review
- Pre-Defined Mitigation

Washington State Department of Transportation
For more information on SEPA Case Studies, go to: www.commerce.wa.gov/growth and click on “What’s New”

Or contact:
leonard.bauer@commerce.wa.gov
(360) 725-3055
heather.ballash@commerce.wa.gov
(360) 725-3044
Land Use and Transportation Integration

The Growth Management Act and Transportation Planning  
(Leonard Bauer, Commerce Growth Management Services)

WSDOT’s Work to Integrate Transportation and Local Land Use  
(Elizabeth Robbins, WSDOT Community Transportation Planning)

“It is in everybody’s best interest to direct future urban growth to walkable, attractive, and affordable urban areas where citizens can live, work, and play. It is the best use of our transportation infrastructure dollars, and it helps Washingtonians.”

Governor Chris Gregoire  
April 30, 2008  
Urban Land Institute Reality Check Event
The Transportation Goal:
Encourage efficient multimodal transportation systems based on regional priorities and coordinated with county and city comprehensive plans.
The GMA and Transportation Planning

Plan Elements Must Be Consistent…

Land Use
Housing
Capital Facilities Planning
Utilities
Rural Areas

Transportation

…and Development Regulations must Be Consistent with the Plan.
The GMA and the State Transportation System

Local Governments are Required to:

• Inventory the state-owned transportation facilities within their boundaries.
• Estimate the traffic impacts to state-owned facilities resulting from their land use assumptions.
• List the state transportation system improvements needed to meet demand.
• Identify the adopted LOS standards for state-owned highways and ferry routes.

Local Governments are NOT Required to:

• Apply concurrency to state transportation facilities and services (except in Island and San Juan counties).
The GMA Coordinates Land Use and Transportation Planning

State Transportation Plans.
Regional Transportation Plans.
Multicounty Planning Policies.
Countywide Planning Policies.
County Transportation Plans.
City Transportation Plans.
Integrating Land Use and Transportation is Part of Our Effort to Provide a 21st Century Sustainable Transportation System
WSDOT Community Transportation Planning Office

Created in January, 2010 to better integrate land use and transportation planning by:

- Identifying and sharing new planning techniques and technologies.
- Increasing the knowledge and effectiveness of WSDOT staff in sustainable land use and transportation planning.
- Integrating sustainable land use and transportation principles in agency policies and practices.
- Developing effective working relationships between local, regional, state, and federal agencies.
- Identifying national, state, and private funding opportunities.
CTPO’s Projects Make Progress on Integrating Transportation and Land Use

- Participating in a National Governors Association Policy Academy on shaping a new approach to transportation and land use planning.
- Securing FHWA sponsorship of a one-day workshop in Clark County featuring nationally known scenario planning experts.
- Providing training to WSDOT staff on:
  - Effectively participating in local planning.
  - Reviewing a transportation element.
  - Effectively participating in planned actions under SEPA
- Developing resources for WSDOT staff including:
  - A plan review checklist.
  - A repository for agency comment letters.
  - A regular forum for discussing issues.
- Distributing a quarterly electronic newsletter.
- Developing guidance for local governments
Real Estate Services

Highway Location and Design – Early Right-of-Way Involvement

• Provide and evaluate ownership information
• Title work
• Estimate costs of acquisition, relocation assistance, and other costs
• Identify:
  – Needs for, and feasibility of, functional replacement of publicly-owned real property
  – Evaluate social, economic, and aesthetic impacts of the proposed project upon adjacent property, the community
  – Displacements of people, businesses, farms, and nonprofit organizations
Real Estate Services

Highway Location and Design – Early Right-of-Way Involvement

Tools

• Scoping estimates
  – Analyses of various routes and/or alternatives
  – Level of detail

• Project Funding Estimates
  – Detailed parcel-by-parcel estimate of total expected right-of-way acquisition costs
  – Hazardous material issues
  – Project data package (sales, sales map, neighborhood & project description, damage studies, cost to cure documentation)
Real Estate Services
Advance Right-of-Way Revolving Fund (Fund 880)

• Definition – Revised Code of Washington (RCW) 47.12.242

• RCW 47.12.244
  • 1991 Legislature transferred initial $10 Million from Motor Vehicle Fund
  • All moneys received from rental income (not subject to federal aid reimbursement)
  • Amendments (2007-2009, 2009-2011 biennia): Legislature may transfer excess fund balance to motor vehicle account

• RCW 47.12.246
  • Funds received from interim management of the properties
  • Reimbursement
Real Estate Services
Advance Right-of-Way Revolving Fund (Fund 880)

• Key Fund Requirements

  • Must be in a highway transportation corridor

  • Included in the state’s ten year capital improvement and preservation program

  • High degree of certainty that the right-of-way will be needed

  • High degree of certainty that the right-of-way will increase in cost
Real Estate Services
Discussion of North South Corridor – Spokane WA

- Advance Acquisition
Access & Development Services

WSDOT Uses:

• Modal Plans
• Corridor Plans
• Comprehensive Plans

To assist in determining the future deficiencies and proposed solutions
Access & Development Services
Working together with local agencies turns roadways . . .

FROM THIS:                      TO THIS:

BEFORE                          AFTER
When Does ROW Involvement Begin?

EARLY!!!

WSDOT tools are available online and provide guidance and step-by-step directions

- WSDOT Design Manual
- WSDOT Right-of-Way Manual
- Project Management Online Guide
- Master Deliverables List
Access & Development Services

Design Manual
Volume 1 – Procedures
M 22-01.08
July 2011

Right of Way Manual
M 28-01.08
August 2011
Access & Development Services
## WSDOT Master Deliverable List (MDL)

### Preliminary Engineering

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### Project Management and Overhead

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### Project Management Plan Development & Maintenance

### Other Work for Management and Overhead
Transportation System Policy Goals
RCW 47.04.280

The Washington State Legislature established these policy goals for the planning, operation, performance of, and investment in the state’s transportation system:

- Economic vitality
- Preservation
- Safety
- Mobility
- Environment
- Stewardship
Highways
• Carry 86 million vehicle miles/day (on 18,500 state highway lane miles)
• 309 lane miles of a planned 320-mile HOV freeway system (Including transit and HOV treatments on arterials and ramps)
• More than 3,600 bridges and structures

Ferries
• Carry 22.3 million passengers/year (on 22 ferry vessels, 20 terminals, and 505 daily sailings)

Passenger rail
• Carries over 800,000 passengers/year (Partner in Amtrak Cascades state passenger rail)

Aviation
• 17 WSDOT-managed airports, (statewide 138 public-use airports)

Freight rail
• Grain Train delivers over 1.2 million tons of grain, 100 tons per car in 2010. (Since 1994, grain train runs 118 cars, including 29 added in 2010)
• WSDOT owns 296 miles of short-line railroad (Shipping during 2010 on the Palouse-Coulee City rail system increased 20% over 2009 to 8,000 carloads.)
• 3,600 miles of public and private freight railroad move 116 million tons of freight. (2008 data)

Transit support
• Employer commute programs support more than 810,000 commuters statewide (170 million vehicle miles traveled reduced annually)
• Vanpool program includes more than 2,400 vans (Washington has the largest public vanpool fleet in the nation)
Public Transportation in Washington state

• Public Transportation Providers
  • 31 public transit authorities
  • Social service agencies, non-profit organizations, and tribal governments also provide transportation services

• Grant Programs

• Travel Washington Intercity Bus Program
Highway Construction Program

Preservation (P)

Roadway (P1) Structures (P2) Other Facilities (P3) Program Support (P4)

Paving Preservation Rest Areas Unstable Slopes

Basic Safety Restoration Scour Risk Weigh Stations Major Drainage & Electrical

Seismic Risk Improvement (I)

Mobility (I1) Safety (I2) Economic Initiatives (I3) Environmental Retrofit (I4) Program Support (I5)

Urban Collision Reduction Collision Prevention All Weather Trunk System Stormwater

Rural 1995 2007 Rest Areas (new) Restricted Bridges Fish Barriers Chronic Env Deficiency

Urban Bicycle Scenic Byways Bicycle Touring Noise Reduction Wildlife Connectivity

Bicycle Core HOV Air Quality Mgmt of Environmental Mitigation Sites

Strategy no longer active Approved Scoping Process Scoping Process Under Development 3/28/07
WSDOT Funding Sources

Local Funds to WSDOT
$72 m 1%

Federal Funds to WSDOT
$1,573 m 22%

State Revenues
$1,783 m 25%

Ferry Fares
$313 m 5%

Bond Sales
$3,058 m 44%

Toll Revenue
$230 m 3%
Washington’s primary transportation revenue source is limited, committed, and doesn’t keep up with inflation and growing demand. 76% of all state transportation investments are financed by the gas tax.

- **37½¢**: Per gallon Washington state gas tax rate as of July 1, 2008
- **-9½¢**: Supports **cities and counties** for local roads
- **-5¢**: Supports debt service to reduce **bond debt** that funded past highway and ferry projects
- **23¢**: **Base Gas Tax**
- **-11¢**: Remains for **maintenance and operations** as well as **preservation, safety improvements**, and **congestion relief** projects for state highways and ferries
- **-4¢**: Funded **421 projects**

---

*Of the 9½ cents, 8½ cents is used by the state for highway projects, 1 cent goes to cities and counties for improvements to streets and roads.*
WSDOT Highway Construction Program

All funds from the 2003 and 2005 gas tax increases are committed.

2011 Governor proposed budget request - program total with select mega-projects highlighted

74% of highway program dollars are contracted to the private sector.

$6 B of the $15.5 B in Nickel and TPA will be delivered through our design-build program.

54% of the design effort for Nickel and TPA was delivered by consultants.

Documented basic preservation, safety, and environmental needs for next 10 years, $5.5 billion ($1.5 B is unfunded)

Note: Image contains a graph showing the distribution of funding over different bienniums.
Building the Lists: Aligning with the Budget Proposal

[Diagram showing budget allocation over time with categories like '2-Year Budget', '10-Year CIPP', 'Potential Increase in Revenue', 'Possible Tolling Elements', 'Years 1-6 Approved Solutions', 'Years 7-12 Mid-Term Concepts', 'Years 13-20 Future Concepts', 'Unfunded Needs (State and Regional Long-Range Plans)', and 'Financially Constrained'].

Washington State Department of Transportation
Performance Reporting

• The *Gray Notebook* is the Washington State Department of Transportation's quarterly accountability report.

• Starting with the first report in May 2001, the agency has used the quarterly document to provide the latest information on system performance and project delivery.
Eastern Region Planning Case Study

• Planning at Eastern Region is a continuous, evolving, and flexible process.

• The region develops and implements sound and innovative strategies.

• We also addresses dynamic issues and needs that face our transportation system.
How Does Eastern Region Identify Corridors to Focus On?

• Review comprehensive plans
• Participate in MPO modeling coordination
• Increase WSDOT Development Services Activities
• Continue networking with local agencies, tribes, communities, & developers
How Does Eastern Region Respond to Unexpected Land Development?

• Research studies for identified improvements
• Immediately coordinate with respective jurisdictions
• Respond quickly to secure appropriate mitigation
• Pull together internal decision-makers
Facilitating Interaction with Developers and Local Agencies for Land Use Decisions through:

- Local governments’ development review processes
- State Environmental Policy Act
- State Growth Management Act
- Ongoing coordination and participation with Metropolitan Planning Organizations (MPO) and Region Transportation Planning Organizations (RTPO)
Interact with Developers, Local Agencies, and Eastern Region on Land Use Decisions by:

- Developing and updating MPO Transportation Model
- Using Traffic/Level of Service/Collision Data
- Participating in:
  - Highway System Planning
  - Statewide Transportation Improvement Program (STIP) and local Transportation Improvement Programs (TIPs)
  - Local agency transportation-related studies/policy development (Transit, Complete Streets, Gateway Development, Main Streets, Corridor Plans, Neighborhood Planning)
Prepare for Land Development by:

• Coordinating with Local Jurisdictions
• Conducting Corridor Studies
• Reviewing Local Government Comprehensive Plans
• Tracking and Commenting on Zoning Ordinances
• Coordinating Mitigation Fees
• Keeping Current and Engaged
• Participating in Local Land Use Policy Revisions
Who is Involved From Planning to Project?

- Local Governments (counties, cities, and towns)
- Tribal Governments
- Federal Agencies
- State Agencies
- Military
- Public Use Airports
- MPOs/RTPOs
- Economic Development Councils
- Public
Exceptions

• Adjacent out-of-state development
Corridor Management Plans*

- Comprehensive roadway improvement strategy to address future and existing safety and capacity problems on a section of state highway
- Assesses current and projected (20 years) functions
- Evaluates public input, safety, mobility, land use, and environmental concerns
- Are developed using a *four-phased* process

* Formerly Route Development Plans
Corridor Management Plans Provide:

- Guidance for region decision-makers
- Potential mitigation for proposed developments
- Solutions from the Highway System Plan
- Guidance for interim projects to ensure long-range objectives
- Opportunity to coordinate with stakeholders on future development of corridor
Corridor Management Plans
Phase 1

• Initiate and Document Stakeholder and Public Involvement

• Collect Data:
  • Inventory existing conditions
  • Identify deficiencies, future needs, existing/ projected levels of service (LOS)
  • Examine corridor continuity
Corridor Management Plans
Phase 2

• Form Stakeholder Advisory Committee

• Form Eastern Region Steering Committee involving:
  • Planning
  • Program Management
  • Environmental
  • Construction
  • Maintenance
  • Traffic
  • Local Programs
  • Project Development
Corridor Management Plans
Phase 3

• Develop and evaluate alternative design concepts
• Present findings to Steering Committee, stakeholders, and public
Corridor Management Plans
Phase 4

• Revise concepts as needed
• Finalize the draft
• Present conceptual alternatives to stakeholders
• Ensure consistency with the statewide, tribal, metropolitan, regional, and local transportation plans
Corridor Plans Provide

- Guidance for decision makers
- Direction for mitigation measures for proposed developments
- Guidance for interim projects ensuring long-range objectives
- Coordination with stakeholders on the future development of route
- Adoption into regional comprehensive plans
Process Phases

- Identify study area
- Establish goals and objectives
- Collect data
- Conduct public meetings
- Consult with tribes & agencies
- Analyze traffic
- Review proposed alternatives
- Review comments
- Document PI & EJ & Title VI
- Implement
- Evaluate
Significant Trip Generators

**WEEKDAY TRIPS**

1. Spokane Tribe - 34,500
2. Kalispel Tribe - 107,000
3. Walmart - 8,900
4. NW Tech Park - 17,000
Land Use Transportation Modeling

### TAZ 459 – 2015

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US 2 Lincoln County line to I-90
Alternative Concepts
Proposed 21st Avenue Corridor
US 2 & I 90 Vicinity
21st Avenue

Map courtesy of WSDOT Eastern Region Planning 9/2011
Targeted Area Development (TAD)

- Development strategy of City of Spokane Business & Development Services department
- Location-based strategy that maximizes resources for effective implementation and growth
- New and innovative approach to aligning infrastructure with economic opportunities to maximize capital investment.
- Promotes private investment, which helps to create and retain jobs.
- Focuses the use of incentives to align with long-term community priorities
• North-East Development Advisory Board & Stakeholders
• Greater Hillyard Neighborhood Planning Alliance
• Greater Hillyard Business Association
• Hillyard Neighborhood Council
• Bemis Neighborhood Council
• Whitman Neighborhood Council
• Greater Spokane Incorporated
• Avista Utilities
• WSDOT
• Washington State University’s Design Institute
• Eastern Washington University Business & Public Administration
• City Council Resolution 2010-0049 Adopted the TAD Strategies
SR 276 Corridor Study
SR 276 Pullman Airport Expansion

Proposed Easement (Jade, Typ.)
Building Restriction Line (BRL) (Red Dash, Typ.)
Obstacle Free Zone (Yellow, Typ.)
Runway Safety Area (Red, Typ.)
Runway Object Free Area (Green, Typ.)
Runway Protection Zone (Purple, Typ.)

Proposed State Route 276 Right of Way
(Tan, Typ.)
Conceptual State Route 276 Right of Way
(Brown, Typ.)

New Runway (3100)

Existing Property Boundary
Proposed Property Boundary Scenario B
Proposed Land Acquisition (Teal, Typ.)

Exhibit 4-8
PUW Proposed Land Acquisition and Easement Scenario B

Legend:
- 0 Feet
- 1000 Feet
- 2000 Feet

Washington State Department of Transportation
US 195 - Hatch Rd to Interstate 90
Thank You

Further Questions?

Please contact Charlene Kay, Planning Engineer, Eastern Region, charlene.kay@wsdot.wa.gov