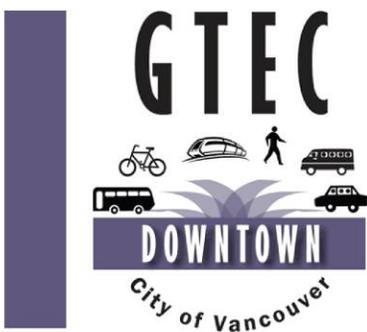




# Downtown Vancouver Growth and Transportation Efficiency Center Plan



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**APPENDIX A**  
LETTERS OF SUPPORT

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In 2006 the Washington State Legislature passed the CTR Efficiency Act to improve the efficiency of the state's transportation system. The legislation is focused on those areas of high employment, housing, and state highway congestion. The Act requires local jurisdictions to develop local and regional CTR plans, and provides them the opportunity to create Growth and Transportation Efficiency Centers (GTEC). GTEC's are intended to be developed in a jurisdiction's densest employment or residential areas. A GTEC can utilize customized transportation demand management programs and efficient land-use policies to improve transportation system performance.

The City of Vancouver GTEC program is a collection of adopted goals and policies, facility and service improvements and marketing strategies to increase progress towards the reduction of drive alone trips and vehicle miles traveled. The program also specifies a financial plan and organizational structure for implementing the program strategies and services. Building upon the success of the existing Commute Trip Reduction (CTR) program, the GTEC partners strive to meet the goals of the plan by working in partnership and coordination with other agencies.

The City of Vancouver GTEC program has been developed through involvement by employers, organizations, and individuals who helped identify strategies and ways for successful achievement of the goals. The program is also based on WSDOT guidance, the lessons learned from TMA's within the Vancouver/ Portland metropolitan area and from recognized experts. This plan helps to support the achievement of the jurisdiction's overall CTR, comprehensive and other plans.

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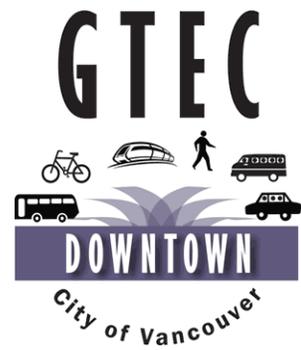
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## **Executive Summary**

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# 1. EXECUTIVE SUMMARY

## 1.1 INTRODUCTION

Westward expansion and European settlement during the nineteenth century enabled the City of Vancouver to become a vital economic and cultural center of activity in the state of Washington. Vancouver is one of the oldest inhabited areas in the Pacific Northwest. The City developed around Fort Vancouver, the first European settlement in the Northwest, and continued to grow throughout the nineteenth and twentieth centuries. Steady population growth occurred in the post-war years, spurred by the construction of Interstate 5 (I-5) in 1965 and Interstate-205 in 1982. During the 1990s, the population nearly tripled from in-migration and the annexation of Cascade Park, the largest annexation in state history. Vancouver is a thriving and diverse community with a 2003 population of 150,700 people, covering approximately 46 square miles.



Rapid growth in Vancouver has brought increased vehicular traffic, which has led to cut-through traffic in downtown neighborhoods, more running of red lights and speeding when traffic finally clears. Safety has become a real concern, especially for pedestrians. The City has made great strides toward developing a balanced, multi-modal transportation system, though needs still exist in areas for better sidewalks, bike lanes, and transit services.



Traffic congestion at the I-5 Bridge has reached a critical state. According to Columbia River Crossing Project, "traffic congestion at the bridge will increase from six hours today to 14 hours in the year 2030. Bus travel times are increasingly impacted by congestion, bridge lifts and crashes on I-5. Crashes will grow with congestion. About one crash occurs every work day, a rate two times higher than similar freeways in Oregon and Washington." These delays in turn create traffic problems on Interstate 205.

As stated in the Vancouver Strategic Plan, the City pledges to develop and support a comprehensive, urban transportation system that provides alternative modes of mobility. The City's growing need for alternatives to drive alone travel necessitates an evaluation of strategies to relieve traffic congestion in Vancouver. However, the immediate need for road improvements and cost of maintaining and expanding the City's transportation system cannot be met with current funding sources. Capacity for future development is limited by lack of funding to rebuild the I-5 Bridge. The establishment of a Downtown GTEC will more efficiently manage automobile traffic in the downtown, while providing continued economic growth and community vitality.



## **1.2 VISION, GOALS AND OBJECTIVES OF THE GTEC**

The vision for downtown Vancouver is one where people from all walks of life come to gather, live, work, shop and enjoy. The City hopes to maintain Vancouver's small-town feel while continuing development by adding future employment and housing. This GTEC will assist the city by removing cars from downtown streets, clearing unnecessary parking, and providing pedestrian, bicycle and transit friendly links to major destinations. It will help provide additional transportation capacity without the need to build more on-street parking and/or parking infrastructure.

The City of Vancouver proposes to implement a series of GTEC programs in partnership and coordination with other agencies and local businesses. The planned local services and strategies for achieving the established goals and targets will be implemented in phases, as described in Chapter 4. The first year will require organizational work necessary to establish and run the GTEC in the short term, and will be managed primarily by the City. Most importantly, the first year will be used to set-up, market and manage several GTEC programs, including the creation of additional vanpools.

The success of this GTEC will depend largely upon the degree of participation and level of support from local businesses and residents. For this reason, the first two years of GTEC programs will center on outreach and awareness efforts. Short term strategies, implemented within the first two years of establishing the GTEC, will heavily focus on gaining support from the participating employers and area residents. These programs would include but are not limited to: area-wide promotions, ride-matching services, car-sharing services, and individualized marketing programs to suit the specific needs of employers and residential areas with a higher density of people. These programs will be implemented by the City and partnering agencies, and are intended to communicate the GTEC Plan, purpose and vision, while generating excitement and interest in the program.

## **1.3 GTEC TARGETS**

Using data from 2005, there were approximately 900 households within the Downtown GTEC. The GTEC area also provides over 11,000 jobs, less than 10% of which are retail. The remaining 10,000 plus jobs are classified as other, but include manufacturing, financial and business services, wholesale, transportation and government offices. Future projections show an additional 4,000 households within the Downtown GTEC by the year 2030, which represents an increase of over 3,000 households from 2005. Total employment within the GTEC area will grow to over 22,000 jobs, with nearly 90% classified as non-retail.

It is anticipated that the GTEC will reach all employers and 11,000 employees currently within the GTEC area. As employment with the GTEC begins to grow, it is anticipated that those new employees and employers will be involved in the GTEC program as well. It is intended that the GTEC will include outreach to residents, with the goal of reaching out to at least 50% of households in the first 5 years.

Overall, the Downtown Vancouver GTEC has established a target to reduce SOV trips by 14% and VMT by 16% by the year 2011. These are more aggressive goals than the 10% SOV and 13% VMT reductions identified for the region in the local CTR plans. The Downtown GTEC is designed to target a broader group of commuters than the CTR program, by including both area residents and small or medium-sized employers.

## **1.4 PROPOSED GTEC PROGRAM STRATEGIES**

Vancouver has made the first steps toward reducing the number of single occupant trips and vehicles miles traveled through its Commute Trip Reduction Plan. This GTEC will take that plan several steps further by specifically targeting a broader group of participants. The City will increase the number of van and carpools, construct additional bicycle and pedestrian facilities, facilitate Vancouver's high-capacity transit connection with the larger region and set an aggressive goal to achieve financial independence for the GTEC. The specific programs this GTEC will implement include the following:

- Increase the number of car or vanpools through improved ride matching services
- Work with employers to provide bicycle amenities such as bike parking and showers
- Develop and implement a plan to provide discounted transit passes to employees or area employers
- Implement program to subsidize carpools by paying the cost of parking
- Work with employers and area businesses to provide preferential parking to car and vanpools
- Work with employers to develop a flexible work schedule plan to reduce peak period trips
- Assist local employers with the development of a telework program

## **1.5 KEY FUNDING AND SERVICE PARTNERSHIPS**

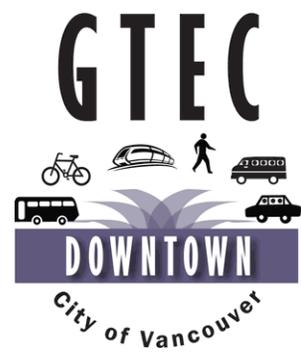
To be successful, the GTEC plan will require on-going and active partnerships between the public and private sectors working together innovatively to design, implement and manage trip reduction programs and services. Many employers are already required to implement internal trip reduction efforts within worksites through the State's CTR Act. However, CTR efforts are limited to employers with 100 or more employees. As illustrated in this report, 87.7% of employers in Clark County employ less than 20 persons. As a result, the City of Vancouver, C-TRAN and private sector employers and associations will need to partner in a range of programs and services that will lead to a significant shift in the status quo for how trip access is managed within the GTEC. Planning and funding for new transit service, bicycle and pedestrian infrastructure (public sector), purchasing transportation demand management products (private sector) and on-going management and coordination of the GTEC (public/private) will require new sources of funding and a willingness of all partners to agree to common goals and objectives related to trip reduction and mode shares.

The City of Vancouver will work with major employers and business organizations to oversee implementation of the GTEC plan, and will provide direct assistance in designing and implementing worksite based employee programs. As GTEC programs expand and TDM activities increase, the responsibilities for funding and managing the GTEC will shift from the City to a Transportation Management Association (TMA). The TMA will develop, promote and manage the implementation of trip reduction programs to help affected employers make progress toward meeting their GTEC goals. The original funding sources, intended to be used to establish the GTEC plan, will be supplemented by private funding after the initial community outreach and organizational work have been completed.

The City will transfer its role and responsibilities to the newly established TMA when financial support from the community has been provided. This TMA would likely be established after the first two years of the GTEC program. The TMA could form a non-profit organization, establishing a Board containing representatives from downtown property owners, business owners and managers, the City of Vancouver, C-TRAN, local neighborhood and business associations and other interested parties. Alternately, the TMA could function as a part of a larger organization such as the Chamber of Commerce or the Vancouver Downtown Association. In the long term, the City will continue to assist local businesses and organizations, but will play a less prominent role in funding and managing the GTEC and/or TMA.

## **1.6 RELATIONSHIP TO THE COMMUTE TRIP REDUCTION PROGRAM**

The purpose of the CTR Act is to reduce single-occupant vehicle trips and vehicle miles traveled. The City of Vancouver has developed a CTR plan to assist employers of 100 employees or more with the implementation of CTR requirements. In addition to serving these major employers, the Downtown Vancouver GTEC will provide assistance to area residents, commuters, and employers of all sizes.



## **Background Information**

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## 2. BACKGROUND INFORMATION

This chapter provides background information for the GTEC and describes how the City envisions the future downtown. The purpose of this section is to describe the background information relevant to the GTEC area, likely future growth and analyze potential gaps. Information for this section was prepared using existing plans and programs including:

### 2.1 SOURCES OF INFORMATION

**Table 2-1. Sources of Information**

Information	Date Published
City of Vancouver Draft Commute Trip Reduction Plan	July 2007
City of Vancouver Ordinance M-3832	June 2007
City of Vancouver Strategic Plan	October 2000
City of Vancouver Transportation Plan	May 2004
City of Vancouver TSP Public Involvement Report	November 2002
Comprehensive Parks, Recreation & Open Space Plan	May 2007
Downtown Transportation System Plan	May 2004
Draft Supplemental Environmental Impact Statement for the Vancouver City Center Vision Subarea Plan Appendices	September 2006
Final Supplemental Environmental Impact Statement for the Vancouver City Center Vision Subarea Plan	November 2006
Transportation Improvement Program: 2007-2012	June 2006
Unincorporated Clark County Draft Commute Trip Reduction Plan	July 2007
Vancouver City Center Vision & Sub-area Plan	August 2006
Vancouver Comprehensive Plan: 2003-2023	May 2004

### 2.2 BACKGROUND INFORMATION

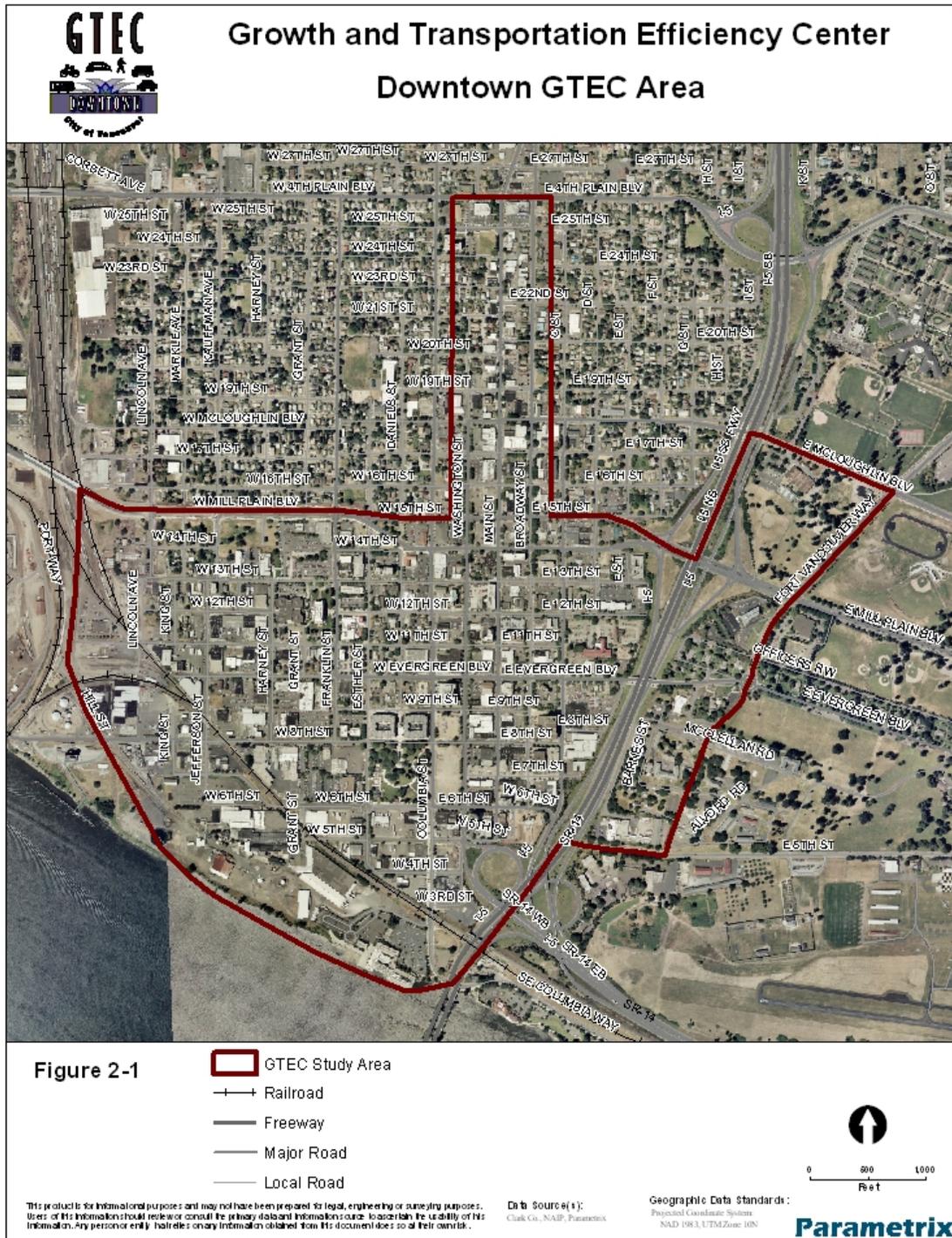
#### 2.2.1 Downtown GTEC Description, Boundaries and Eligibility

The Downtown GTEC encompasses the entire Esther Short Neighborhood, but extends beyond it to include employers just east of I-5 and along the Uptown business district on Main Street between McLoughlin and Fourth Plain Boulevards. As seen in Figure 2-1 the GTEC area includes many major employers in Downtown Vancouver.

Downtown Vancouver is zoned primarily for mixed use development which includes retail, office and residential uses. In downtown, the Mill Plain Boulevard/15<sup>th</sup> Street couplet splits land uses, with most commercial development to the south. There are limited light and heavy industrial uses located in the Westside of downtown Vancouver. Public facilities, parks and open spaces can be found throughout downtown Vancouver.

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Figure 2-1. GTEC Area



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A large number of commute trips within the Downtown GTEC can be attributed to job clustering and mixed use development. Downtown Vancouver is a major destination for employment, shopping, government and community services and recreation. The Historic Reserve and Esther Short Park attract visitors throughout the week, while the Farmer's Market is a major downtown destination on weekends. Downtown is also a trip origin for Vancouver residents who commute across the Columbia River into Oregon.

As seen in Figure 2-2, downtown Vancouver is designated in the Comprehensive Plan as an Urban Center, serving as the cultural and governmental center for the entire City, and perhaps all of southwest Washington. Downtown Vancouver is considered a regional center in Metro's 2040 Plan.

### 2.2.2 Downtown Vancouver's Vision

The vision for Downtown is best described by the *Vancouver Strategic Plan* and the *Vancouver City Center Vision*, which envision Vancouver's downtown as a vibrant area where people throughout the community gather to live, work, shop and enjoy a variety of entertainment options. These plans outline the following vision of downtown Vancouver:

- Downtown Vancouver will have safe neighborhoods that are linked by parks, green-spaces, and an effective transportation network that is supportive of public transit, pedestrian and bicycle use.
- Downtown Vancouver will be a focus of activity, with a mix of land uses that provide a variety of commercial and residential opportunities.
- New uses will complement those that exist and will serve the resident, working and visiting populations in and adjoining the area.
- A vital economic base will create plentiful family-waged jobs.
- Ties between downtown and the waterfront will be strengthened so that views across the Columbia River are opened to most of the downtown.
- Vancouver will at last be perceived as the largest waterfront city on the Columbia River.

The vision for the Downtown GTEC is an organization composed of representatives from area employers, residents, local agencies and outreach associations. This organization will assist the area employers to reach out to their employees and reduce drive alone trips. This organization will reach out to the local community to educate and inform residents about alternative methods of transportation available in the area.

### 2.2.3 Traffic Conditions

The Downtown Vancouver GTEC is intersected by several arterials as well as I-5. Figure 2-3 and Table 2-2 detail the roadway classifications within the GTEC area.

**Table 2-2. Downtown Vancouver Roadway Classifications**

Street	From	To	Classification
Mill Plain Boulevard	Interstate 5 SB Ramp	BNSF Railroad Tracks	Principal Arterial
15 <sup>th</sup> Street	Interstate 5 SB Ramp	Franklin Street	Principal Arterial
Washington Street	4 <sup>th</sup> Street	15 <sup>th</sup> Street	Principal Arterial
C Street	6 <sup>th</sup> Street	15 <sup>th</sup> Street	Principal Arterial
Main Street	5 <sup>th</sup> Street	15 <sup>th</sup> Street	Minor Arterial

**Table 2-2. Downtown Vancouver Roadway Classifications**

Street	From	To	Classification
Broadway Street	6 <sup>th</sup> Street	15 <sup>th</sup> Street	Minor Arterial
Evergreen Boulevard	Columbia Street	Interstate 5 overpass	Minor Arterial
8 <sup>th</sup> Street	BNFS Railroad Tracks	C Street	Minor Arterial
Jefferson Street	7 <sup>th</sup> Street	Mill Plain Boulevard	Minor Arterial
6 <sup>th</sup> Street	Esther Street	C St	Minor Arterial
Columbia Street	Interstate 5 underpass	15 <sup>th</sup> Street	Collector
13 <sup>th</sup> Street	Lincoln Avenue	C St	Collector
Lincoln Avenue	13 <sup>th</sup> Street	Mill Plain Boulevard	Collector
Evergreen Boulevard	Jefferson Street	Columbia Street	Collector
Franklin Street	8 <sup>th</sup> Street	15 <sup>th</sup> Street	Collector
Esther Street	4 <sup>th</sup> Street	8 <sup>th</sup> Street	Collector
4 <sup>th</sup> Street	Esther Street	Washington Street	Collector

Source: City of Vancouver Downtown Transportation System Plan (2004).

### 2.2.3.1 Roadway Descriptions

#### Mill Plain Boulevard/15th Street Couplet (SR-501)

The northern GTEC boundary and a major cross downtown route, Mill Plain Boulevard forms an east/west one-way couplet with 15th Street from I-5 through downtown, continuing as a two-way, 5-lane principal arterial roadway west of Franklin Street. West of I-5, Mill Plain Boulevard is a designated truck route, which replaced Fourth Plain Boulevard as the designated route for SR-501 in March 2001 following completion of the Mill Plain Extension. On-street parking is allowed along both sides of the Mill Plain Boulevard/15th Street couplet between downtown Vancouver and Franklin Street. The posted speed is 25 miles per hour (mph) from I-5 through downtown Vancouver, increasing to 35 mph at Columbia Street.

#### Washington Street

Washington Street is a principal arterial south of 15<sup>th</sup> Street and carries one-way traffic south, running parallel and to the west of Main Street. The posted speed is 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

#### C Street

C Street is a principal arterial south of 15<sup>th</sup> Street and carries one-way traffic north, running parallel and to the east of Main Street. The posted speed is 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

#### Main Street

Main Street is a minor arterial south of 15<sup>th</sup> Street and carries one-way traffic northbound between 5<sup>th</sup> and 15<sup>th</sup> Streets. Main Street has a posted speed of 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

#### Broadway Street

Broadway Street is a one-way southbound minor arterial below 15<sup>th</sup> Street, running parallel and east of Main Street. The posted speed is 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

#### Evergreen Boulevard

Evergreen Boulevard is a minor arterial west of the I-5 overpass to Columbia Street, and becomes a collector street between Columbia Street and Jefferson Street. Evergreen Boulevard carries two-

way traffic east-west between Jefferson Street and the I-5 overpass. Evergreen Boulevard has a posted speed of 25 mph and on-street parking is permitted.

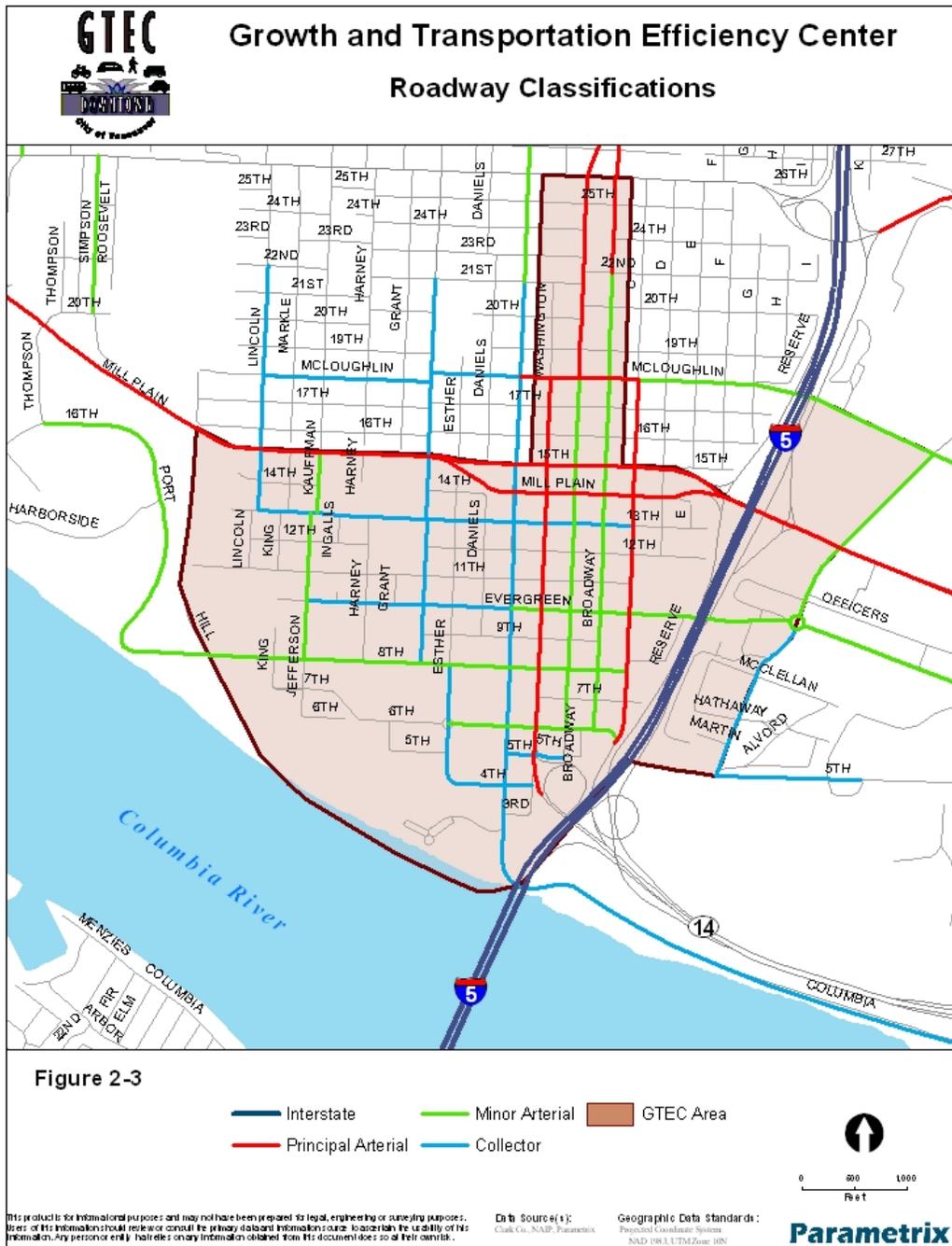
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Figure 2-2. GTEC Eligibility



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Figure 2-3. Roadway Classification



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### **8<sup>th</sup> Street**

8<sup>th</sup> Street is a minor arterial south of 15<sup>th</sup> Street that carries two-way traffic east-west between the BNSF Railroad Tracks and C Street. 8<sup>th</sup> Street has a posted speed of 25 mph and on-street parking is permitted.

### **Jefferson Street**

Jefferson Street is a minor arterial that carries two-way traffic north-south between 7<sup>th</sup> Street and Mill Plain Boulevard. Jefferson Street has a posted speed of 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

### **6<sup>th</sup> Street**

6<sup>th</sup> Street is a minor arterial south of 15<sup>th</sup> Street and carries two-way traffic east-west between the BNSF Railroad Tracks and C Street. 6<sup>th</sup> Street has a posted speed of 25 mph and on-street parking is permitted.

### **Columbia Street**

Columbia Street is a two-lane, north-south collector arterial running parallel to and west of Main Street through downtown Vancouver. Columbia Street continues under I-5 to the east as Columbia Way, serving the mixed-use areas south near SR-14 and east of I-5. On-street parking is allowed on the north-south segment, which has a posted speed of 25 mph.

### **13<sup>th</sup> Street**

13<sup>th</sup> Street is a collector street south of 15<sup>th</sup> Street and carries two-way traffic east-west between Franklin Avenue and C Street. 13<sup>th</sup> Street has a posted speed of 25 mph and on-street parking is permitted.

### **Lincoln Avenue**

Lincoln Avenue is a collector street that carries two-way traffic north-south between 13<sup>th</sup> Street and Mill Plain Boulevard. Lincoln Avenue has a posted speed of 25 mph and on-street parking is permitted south of Mill Plain Boulevard.

### **Franklin Street**

Franklin Street is a collector street that carries two-way traffic north-south between 8<sup>th</sup> and 15<sup>th</sup> Streets. Franklin Street has a posted speed of 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

### **Esther Street**

Esther Street is classified as a collector street between 4<sup>th</sup> and 8<sup>th</sup> Streets that carries two-way traffic north-south. Esther Street has a posted speed of 25 mph and on-street parking is permitted south of 15<sup>th</sup> Street.

### **4<sup>th</sup> Street**

4<sup>th</sup> Street is a collector street south of 15<sup>th</sup> Street and carries two-way traffic east-west between Washington Street and Esther Street. 4<sup>th</sup> Street has a posted speed of 25 mph and on-street parking is permitted.

## **2.2.3.2 Existing Traffic Volumes and Level of Service Analysis**

Intersections are typically the points of greatest delay and congestion in urban transportation systems due to a greater number of potential conflicting movements that require assignment of right-of-way using traffic signals, stop signs and other traffic control devices.

Table 2-3 describes the operational performance of an intersection based on the analysis methodology outlined in the 2000 Highway Capacity Manual (HCM) for signal-controlled intersections. The HCM uses six levels of service to describe the operational performance of an intersection ranging from “A” (free-flowing conditions) to “F” (operational breakdown). Table 2-3 lists intersection level-of-service (LOS) criteria for signalized intersections. LOS criteria are based on the average control delay at signalized intersections.<sup>1</sup>

**Table 2-3. Intersection Level of Service Criteria**

Level of Service	Signalized Intersection Control Delay (seconds per vehicle)
A	< 10
B	> 10 to < 20
C	> 20 to < 35
D	> 35 to < 55
E	> 55 to < 80
F	> 80

Source: Transportation Research Board, 2000 Highway Capacity Manual: Special Report 209.

### 2.2.3.3 Level of Service Standards

Under the State of Washington Growth Management Act (GMA), the City is required to adopt a concurrency ordinance and apply adopted concurrency standards in its development review process. The City’s concurrency ordinance involves a complex set of engineering calculations that evaluate average speed and travel time within given corridor limits. Additional measures of effectiveness (MOEs) in the concurrency ordinance include average intersection delay for specified intersections, and a unique measure called the Critical Signalized Intersection Performance standard (CSIP). Failure of any of the measures used for concurrency evaluations result in an area being off-limits to additional development until improvements that would meet applicable standards are identified and funded. Concurrency standards are reviewed on an annual basis.

The *Downtown Transportation System Plan* encompasses Vancouver’s central business district and has more stringent intersection operational standards than those in the citywide TSP. LOS E (for unsignalized intersection) and LOS D (for signalized intersections) is the maximum allowable intersection operational standard as governed by the recent *City Center Vision Transportation Appendix*.

### 2.2.3.4 Level of Service Results

Table 2-4 summarizes 2005 AM and PM peak hour intersection levels of service. Also shown are intersection volume-to-lane capacity (v/c) ratios, another measure of intersection performance. The v/c ratio is the ratio of conflicting traffic turning movements to the theoretical intersection capacity, which is based on factors including lane geometry, traffic control, and traffic composition.

As Table 2-4 indicates, most area intersections currently function within their allowable LOS standard during the AM and PM peak hours.

<sup>1</sup> Control delay includes the time required for drivers to slow, stop, queue and accelerate through the intersection.

**Table 2-4. 2005 AM and PM Peak Hour Intersection Levels of Service**

	AM Peak Hour			PM Peak Hour		
	Average Delay (sec./veh.)	V/C Ratio	LOS	Average Delay (sec./veh.)	V/C Ratio	LOS
<b>Signalized Intersections</b>						
Mill Plain Blvd. and I-5 NB on/off-ramp	17.0	0.46	B	>80.0	0.76	F
Mill Plain Blvd. and I-5 SB on/off-ramp	52.3	0.76	D	20.8	0.74	C
15 <sup>th</sup> Street and C Street	16.0	0.32	B	18.1	0.29	B
15 <sup>th</sup> Street and Broadway Street	3.8	0.44	A	6.9	0.39	A
15 <sup>th</sup> Street and Main Street	5.5	0.34	A	4.5	0.35	A
15 <sup>th</sup> Street and Washington Street	4.5	0.29	A	5.7	0.23	A
15 <sup>th</sup> Street and Columbia Street	7.6	0.42	A	6.7	0.31	A
Mill Plain Blvd. and Fort Vancouver Way	22.1	0.42	C	22.5	0.45	C
Mill Plain Blvd. and C Street	8.8	0.30	A	15.5	0.66	B
Mill Plain Blvd. and Broadway	11.0	0.48	B	14.2	0.59	B
Mill Plain Blvd. and Main Street	4.8	0.28	A	9.4	0.56	A
Mill Plain Blvd. and Washington Street	11.8	0.25	B	6.4	0.35	A
Mill Plain Blvd. and Columbia Street	16.3	0.46	B	17.0	0.63	B
Mill Plain Blvd. and Franklin Street	14.9	0.44	B	13.0	0.37	B
Mill Plain Blvd. and Kauffman Avenue	11.3	0.25	B	11.3	0.23	B
Evergreen Blvd. and C Street	12.1	0.29	B	12.5	0.31	B
Evergreen Blvd. and Broadway Street	13.6	0.41	B	10.1	0.38	B
Evergreen Blvd. and Main Street	7.8	0.28	A	10.3	0.38	B
Evergreen Blvd. and Washington Street	14.2	0.23	B	13.1	0.33	B
Evergreen Blvd. and Columbia Street	18.1	0.32	B	15.4	0.39	B
8 <sup>th</sup> Street and Columbia Street	10.2	0.24	B	13.0	0.47	B
8 <sup>th</sup> Street and Washington Street	10.1	0.16	B	11.4	0.34	B
8 <sup>th</sup> Street and Main Street	10.4	0.26	B	15.0	0.26	B
8 <sup>th</sup> Street and C Street	8.0	0.30	A	14.6	0.23	B
6 <sup>th</sup> Street and Columbia Street	11.2	0.22	B	12.0	0.28	B
6 <sup>th</sup> Street and Washington Street	8.0	0.19	A	12.6	0.32	B
6 <sup>th</sup> Street and Main Street	9.2	0.15	A	8.8	0.17	A
5 <sup>th</sup> Street and Washington Street	6.3	0.20	A	6.1	0.41	A
<b>Unsignalized Intersections</b>						
11 <sup>th</sup> Street and Jefferson Street (4-way stop)			A			A
11 <sup>th</sup> Street and Columbia Street			A/B			A/C
11 <sup>th</sup> Street and Washington Street			A/B			A/C
11 <sup>th</sup> Street and Main Street			A/B			A/B
11 <sup>th</sup> Street and Broadway Street			A/B			A/B
11 <sup>th</sup> Street and C Street			A/A			A/B
Evergreen Blvd. and Fort Vancouver Way			B			B
9 <sup>th</sup> Street and Columbia Street			A/B			A/B
9 <sup>th</sup> Street and Washington Street			A/B			A/B
9 <sup>th</sup> Street and Main Street			A/A			A/B
9 <sup>th</sup> Street and Broadway Street			A/A			A/A
8 <sup>th</sup> Street and Broadway Street			A/B			A/B

**Table 2-4. 2005 AM and PM Peak Hour Intersection Levels of Service**

	AM Peak Hour			PM Peak Hour		
	Average Delay (sec./veh.)	V/C Ratio	LOS	Average Delay (sec./veh.)	V/C Ratio	LOS
8 <sup>th</sup> Street and King Street			A/A			A/A
4 <sup>th</sup> Street and Washington Street			A/A			A/A
3 <sup>rd</sup> Street and Columbia Street			A/A			A/B

Source: Vancouver City Center Vision Transportation Analysis Appendix  
 LOS = Level of Service, based on Transportation Research Board, *2000 Highway Capacity Manual: Special Report 209*.  
 V/C = volume-to-capacity ratio, also based on the *2000 Highway Capacity Manual: Special Report 209*.  
 Delay = Average intersection delay  
 A/A = major street LOS/minor street LOS  
 Signalized and all-way stop delay = average vehicle delay in seconds for entire intersection

**2.2.4 Existing Mode Share**

It is difficult to obtain accurate and current information regarding travel type and purpose of trips in and around downtown. Typically data is used from the US Census Bureau, which surveys only work trips. According to the most recent survey information (See Table 2-5), drive alone trips are the most common method of commuting to work in the City of Vancouver. Work related trips only account for approximately 25% of all trips people take. In order to gain a better glimpse of how motorists are traveling around the community, beyond work trips, more data will need to be gathered.

**Table 2-5. City of Vancouver Mode Share**

Time Period	SOV Rate	Ride-Sharing	Transit	Bike/Walk
2005	76.9%	12.6%	3.7%	2.4%

Source: US Census Bureau  
 \*Does not add to 100% because of other miscellaneous categories

**2.2.5 Parking Plans and Policies**

Parking in downtown Vancouver is provided both as on-street spaces and off-street lots. On-street parking is spread throughout downtown, while off-street parking is concentrated near retail businesses and offices. The central commercial area in downtown contains short-term, one to two hour metered parking spaces, and current parking policies support this emphasis on short-term use. The edges of downtown are mostly long-term, 10 hour, metered parking spaces. Downtown Vancouver’s existing parking supply is approximately 9,725 with 2,000 of those being on-street spaces<sup>2</sup>. Off-street parking is currently under utilized because many of the off-street lots are privately owned and reserved for employees. With current utilization of private off-street parking facilities around 50%, this abundance of unused off-street parking reinforces the single occupancy vehicle mode. The City passed rigorous new parking standards associated with the Vancouver City Center Vision plan adoption in 2007. It prohibits new surface parking lots. The City is also actively engaged with the provision of new parking structures. The Riverwest development is a public private development at Evergreen and I-5. It will have hundreds of underground spaces

<sup>2</sup> Final Supplemental Environmental Impact Statement for the Vancouver City Center Vision Subarea Plan. P 198. (2006).

servicing the uses above as well as surrounding properties. The addition of new spaces is necessary as new development occurs on surface lots, taking those stalls out of the available inventory.

### **2.2.6 Transit Plans, Policies and Characteristics**

Transit services in downtown Vancouver are run by C-TRAN, which provide local and regional bus service throughout Clark County and into Oregon. The 7<sup>th</sup> Street Transit Center, a major transfer point, is located in downtown Vancouver. Plans are being developed for its closure and for the dispersal of the hub into a linear bus mall more similar to the downtown Portland model. See Figure 2-4 for the location of all current transit centers and routes in Downtown Vancouver. The following is a description of existing transit services in downtown Vancouver:

C-TRAN Route 1: This route services Downtown Vancouver. This route operates seven days a week with a headway of 30 minutes during weekday AM (7 AM – 9 AM) and PM (4 PM – 6 PM) peak periods.

C-TRAN Route 2: This route services Downtown Vancouver.. This route operates seven days a week with a headway of 45 minutes during AM and PM peak periods.

C-TRAN Route 3: This route services Downtown Vancouver. This route operates seven days a week with a headway of 45 minutes during AM and PM peak periods.

C-TRAN Route 4: This route services Downtown Vancouver. This route operates seven days a week with a headway of 15 minutes during AM and PM peak periods.

C-TRAN Route 6: This route services Downtown Vancouver. This route operates seven days a week with a headway of 30 minutes during AM and PM peak periods.

C-TRAN Route 25: This route services Downtown Vancouver. This route operates seven days a week with a headway of 30 minutes during AM and PM peak periods.

C-TRAN Route 30: This route services Downtown Vancouver. This route operates seven days a week with a headway of 30 minutes during AM and PM peak periods.

C-TRAN Route 32: This route services Downtown Vancouver. This route operates seven days a week with a headway of 30 minutes during AM and PM peak periods.

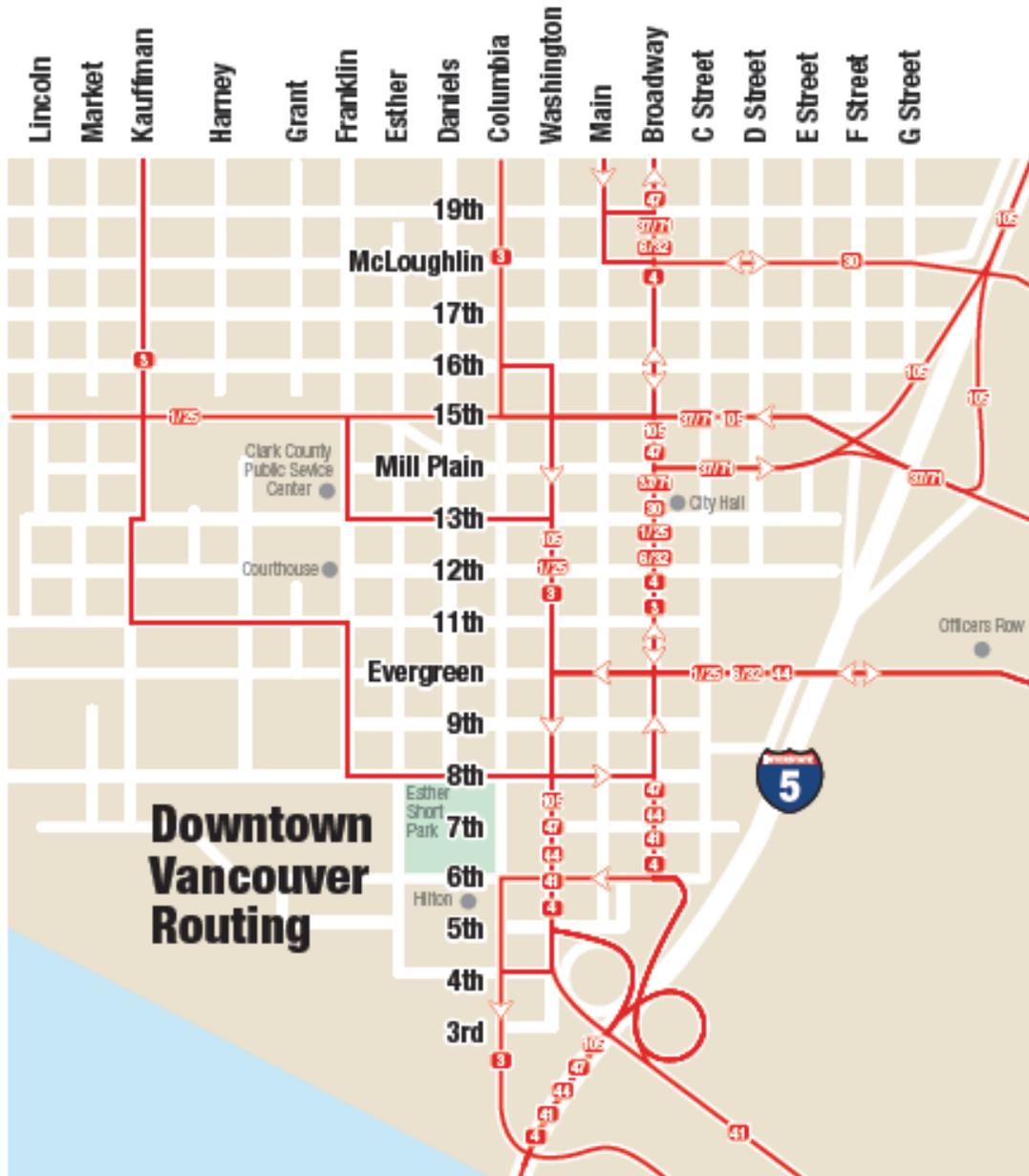
C-TRAN Route 37: This route services Downtown Vancouver. This route operates seven days a week with a headway of 20 minutes during AM and PM peak periods.

C-TRAN Route 39: This route services Downtown Vancouver. This route operates seven days a week with a headway of 60 minutes.

C-TRAN Route 41: This limited route services Downtown Vancouver and connects the Delta Park Max Station with Camas Transfer Center and Washougal Park and Ride. This route operates only on weekdays and makes only one trip in each direction.

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Figure 2-4: C-TRAN Transit Routes



Source: C-TRAN September 2007 Downtown Vancouver Route Plan

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C-TRAN Route 44: This limited route services Downtown Vancouver and connects the Delta Park MAX Station with North Vancouver. In downtown Vancouver this route services Broadway Street, Columbia Street and Evergreen Boulevard. This route operates only on weekdays during AM and PM peak periods and runs every 30 minutes.

C-TRAN Route 47: This limited route services Downtown Vancouver and connects the Delta Park Max Station with Yaclt. In downtown Vancouver this route services Broadway Street, Main Street and 8<sup>th</sup> Street. This route operates on weekdays only and makes only one trip in each direction.

C-TRAN Route 71: This route services Downtown Vancouver. This route operates seven days a week with a headway of 20 minutes during AM and PM peak periods.

C-TRAN Route 105: This express route departs from Downtown Vancouver and connects downtown Vancouver with downtown Portland. In downtown Vancouver this route services the Transit Center only. The cost of a trip is \$3.00, however no transfers are provided with this ticket. Additionally, the typical bus pass is not accepted as fare on the route 105. This route operates on weekdays only and runs on average every 15 minutes during AM and PM peak periods.

Within downtown Vancouver most major employers are well served by transit. All-day service with increases in frequency during peak periods is provided throughout downtown Vancouver. There is also service from the 7<sup>th</sup> Street Transit Center to Portland, Oregon. The 7<sup>th</sup> Street Transit Center, located between Washington and Broadway, is the focal point of transit in downtown Vancouver. It is composed of island boarding areas and has the capacity for 18 buses. Currently, fifteen C-TRAN buses, one Tri-Met bus and the C-VAN service use this facility. This location is used by buses and emergency vehicles only; C-TRAN does not provide parking.

Local bus services generally begin at 6 AM and end around 9 PM. Additionally, commuter services typically operate from 5 AM and make their last return trip starting at 6:30 PM. The C-VAN Paratransit service runs more sporadically and is intended for use by those unable to use regular C-TRAN buses.

Long-term transit development assumes that Light-Rail Transit service (LRT) may be extended from Portland into downtown Vancouver. The VCCV depicts Light Rail Transit as the mode of choice. However, its decision is partly driven by the Columbia River Crossing project, which is considering either bus rapid transit or light rail transit.

### **2.2.7 Pedestrian and Bicycle Facilities**

Downtown Vancouver was originally designed to facilitate streetcar, automobile, and in some places pedestrian travel. In recent years, a growing awareness of the benefits of pedestrian and bicycle travel to vehicle trip reduction and congestion has lead to the development of new and improved pedestrian and bicycle facilities. With increased mixed commercial and residential development in downtown Vancouver, walking and cycling are now becoming a viable alternative to automobiles.

Improved pedestrian and bicycle facilities aid Vancouver's vision of neighborhood links that encourage non-motorized vehicles. These improvements also further the City's goal to reduce

single-occupant vehicle travel. Table 2-6 details existing bicycle counts for several intersections in the Downtown GTEC for both the AM and PM Peak Hour.

Historically, Vancouver's bicycle facilities have not provided continuous routes in the downtown area. Current and future plans seek to improve this problem by providing accessible routes throughout downtown and to nearby attractions. Currently, a small number of separate bicycle lanes exist in downtown Vancouver, but in most places bicycles share the road with motorized vehicles (See Figure 2-5). Downtown Vancouver's street layouts, with narrow travel lanes and on-street parking, make adding bicycle lanes challenging. Additionally, there is a lack of bicycle parking facilities in downtown.

**Table 2-6. Existing AM and PM Peak Highest Hour Bicycle Count Intersections**

Intersection	AM Peak Hour	PM Peak Hour
8 <sup>th</sup> Street and Columbia Street	22	26
6 <sup>th</sup> Street and Washington Street	10	22
6 <sup>th</sup> Street and Columbia Street	9	21
9 <sup>th</sup> Street and Washington Street	12	18
3 <sup>rd</sup> Street and Columbia Street	15	11
6 <sup>th</sup> Street and Main Street	11	8
11 <sup>th</sup> Street and Main Street	11	2

Source: Vancouver City Center Vision Final SEIS Transportation Appendix

As for pedestrian facilities, downtown Vancouver has an extensive pedestrian system of wide (10 feet or more) sidewalks in many areas. Table 2-7 details existing pedestrian counts for several intersections in the Downtown GTEC for both the AM and PM Peak Hour.

**Table 2-7. Existing AM and PM Peak Highest Hour Pedestrian Count Intersections**

Intersection	AM Peak Hour	PM Peak Hour
8 <sup>th</sup> Street and Columbia Street	96	419
8 <sup>th</sup> Street and C Street	119	209
6 <sup>th</sup> Street and Columbia Street	69	169
11 <sup>th</sup> Street and Main Street	90	125
Evergreen Boulevard and Columbia Street	105	85
11 <sup>th</sup> Street and Washington Street	75	92
11 <sup>th</sup> Street and C Street	75	85
8 <sup>th</sup> Street and Broadway Street	43	99

Source: Vancouver City Center Vision Final SEIS Transportation Appendix

While most of the GTEC area has existing sidewalks, there is still a need west of downtown, near the rail yard (See Figure 2-6). Much of the existing sidewalk infrastructure in downtown was built in the mid-1900's, so deterioration and damage caused by trees have created safety hazards for pedestrians. There is also substantial need for ADA accessible curb ramps in downtown.

As traffic and pedestrian volumes have increased so have conflicts between motorists and pedestrians. Pedestrian conflicts have occurred at several intersections in downtown caused by turning vehicles who fail to yield. The City has conducted sidewalk "stings" to improve pedestrian safety and will continue with this and other pedestrian safety efforts.

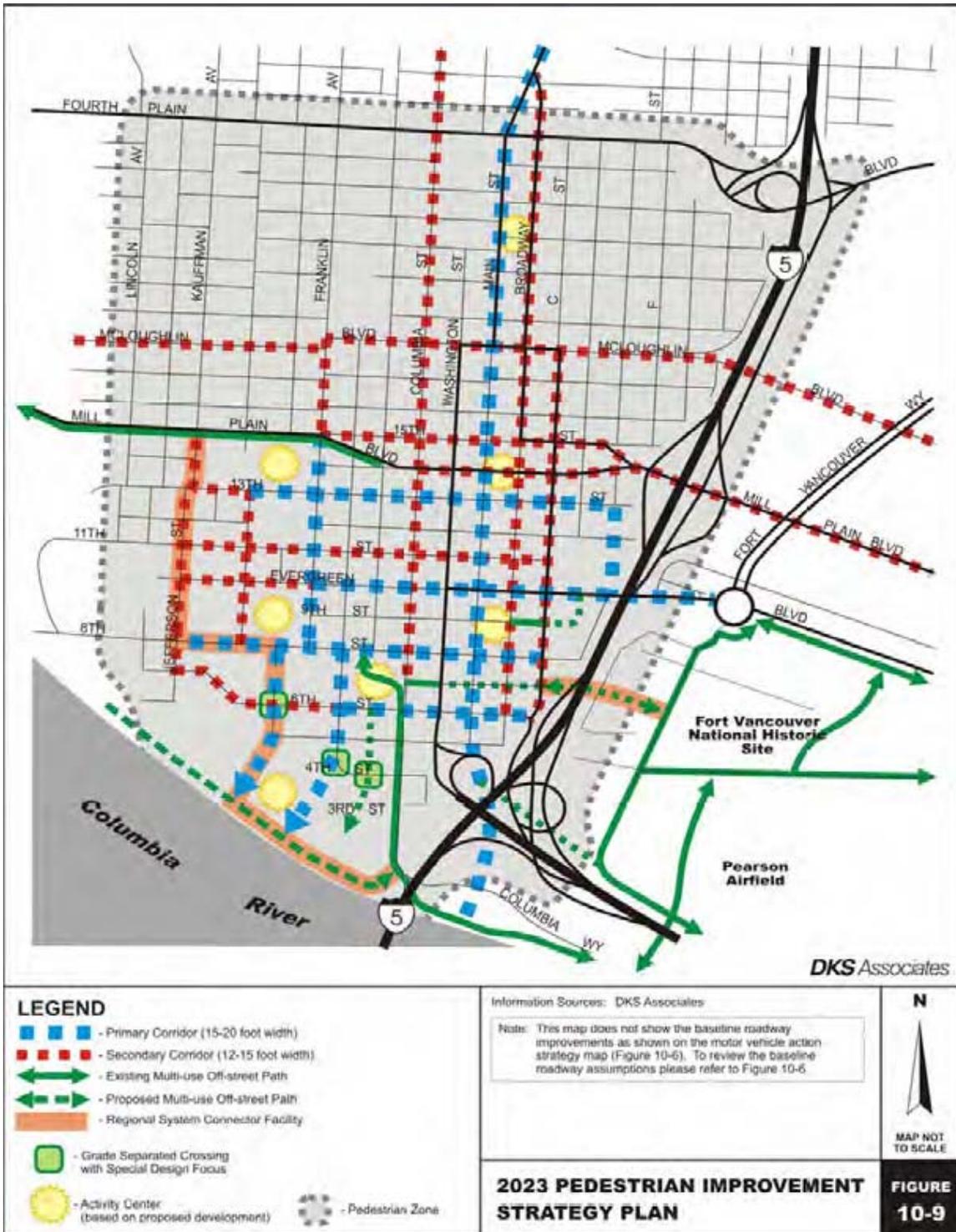
Figure 2-5: Bicycle Facilities & Routes



Source: Vancouver City Center Vision Transportation Analysis Appendix

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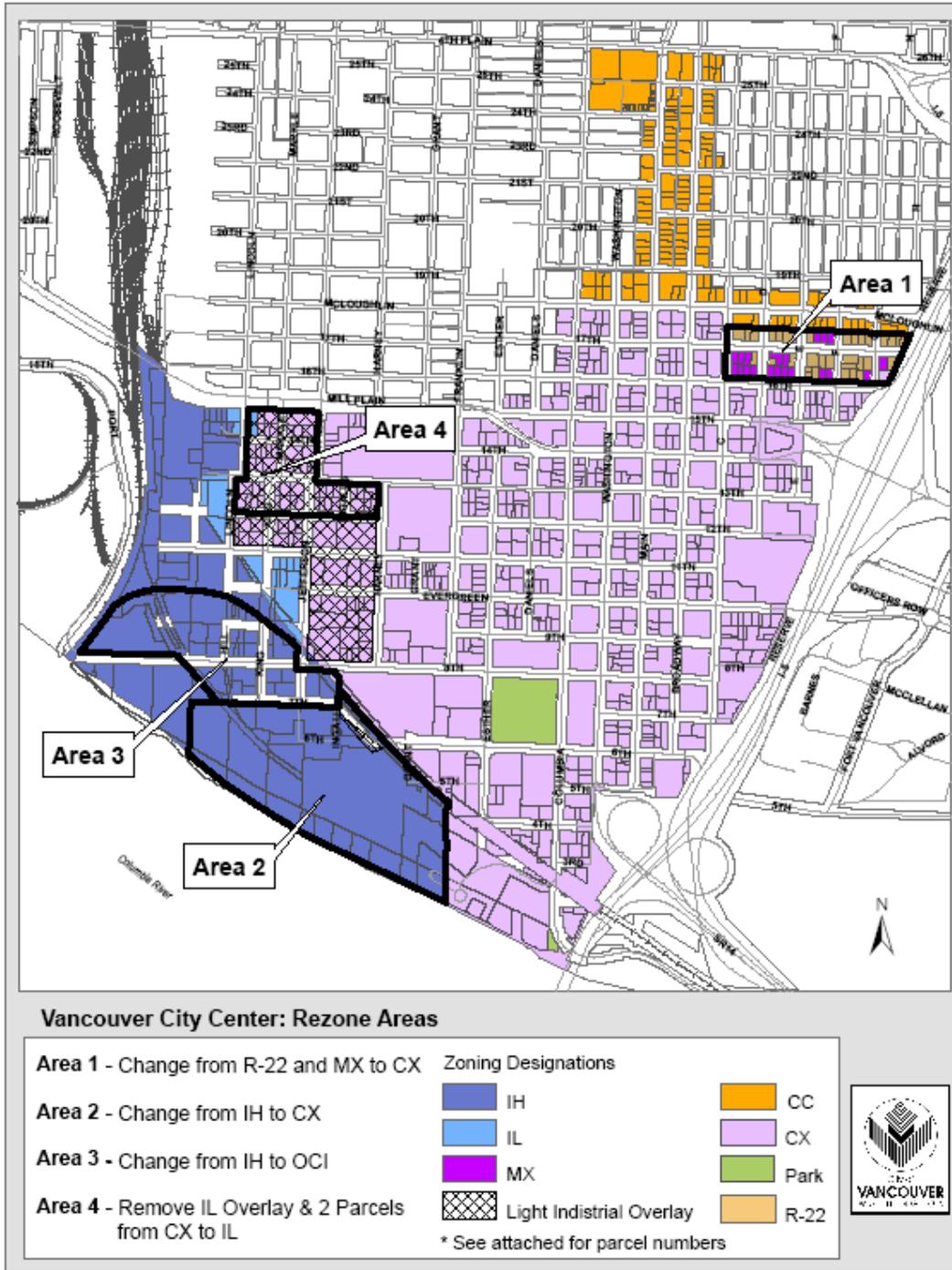
Figure 2-6: Pedestrian Facilities & Routes



Source: Vancouver City Center Vision Transportation Analysis Appendix

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Figure 2-7: Zoning Map



Source: Vancouver City Center Vision

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### 2.2.8 Existing Land Use

Downtown Vancouver is zoned primarily as mixed use, allowing for commercial and retail on the ground floor and residential or offices above (See Figure 2-7). The large mix of land uses permitted within the Downtown GTEC enables government services, housing, and businesses to locate in close proximity to one another. The GTEC includes some Light Industrial areas to the west along with Esther Short Park in its center. Along the northern boundary of the GTEC both low and high density residential development can be found. Commercial and retail developments along Main Street are designed to serve the surrounding neighborhoods. The downtown GTEC contains the following zones:

- *City Center (CX)* - The CX zoning district is designed to provide for a concentrated mix of retail, office, civic and housing uses in downtown Vancouver. The broad range of allowed uses is intended to promote Vancouver as the commercial, cultural, financial and municipal center of Clark County. Typical uses include, but are not limited to retail sales; hotels/motels; restaurants; professional offices; educational, cultural and civic institutions; public buildings; commercial parking; and above-grade housing. This zone encompasses most of the area west of I-5 between McLoughlin Blvd and the Columbia River.
- *Community Commercial (CC)* – This designation is intended for retail development to be used by residents of nearby neighborhoods. This designation allows for some office, institution and upper floor housing but cannot exceed 50 feet in height. Development is intended to be pedestrian-friendly and promote bicycle and transit travel.
- *Light Industrial (IL)* – This designation provides locations for combined light and clean industrial uses with office and retail businesses. These uses would not require marine or rail access and contain limited outdoor storage.
- *Heavy Industrial (IH)* – The IH zoning district provides appropriate location for intensive industrial uses including industrial service, manufacturing and production, research and development, warehousing and freight movement, railroad yards, waste-related and wholesale sales activities. Activities in the IH zone include those that involve the use of raw materials, require significant outdoor storage and generate heavy truck and/or rail traffic. Because of these characteristics, IH-zoned property has been carefully located to minimize impacts on established residential, commercial and light industrial areas.
- *Office Commercial Industrial (OCI)* – This designation provides office, light industrial and small scale commercial development with no off-site impacts. Site plans review along with design and development standards are required in this zone to ensure that development integrates into its surroundings.
- *Parks District* – Consisting of neighborhood, community and regional parks, this designation provides for the environmental preservation, conservation and enhancement of park districts. These parks will be provided for passive, low, medium and high-intensity recreational activities.
- *Noise Impact Overlay District* - The Noise Impact Overlay District is in place to inform the public and private property owners within the district of "unusually high" noise levels from nearby airports, railroads, and interstates/highways. The overlay also requires that any new residential construction within the district employ construction techniques that insulate residents from this high noise level.

- *Airport Height Overlay District* - The Airport Height Overlay District has been established in order to protect the health, welfare, safety and quality of life of the general public, property owners and aircraft operators and to protect the long-term viability of Pearson Field Airport as an essential public facility.
- *Heritage Overlay District* - The Heritage Overlay District preserves the unique architectural character and historic or cultural significance of specific areas within the City. This overlay ensures that all new development is compatible in "scale, character, and design" with existing structures, and that older buildings are preserved and their original character restored. One overlay applies to the House of Providence Academy on East Evergreen Boulevard, and the other applies to the most southern blocks of Main Street. A third, new overlay passed with the VCCV and covers the Uptown Business District.
- *Transit Overlay District* - The Transit Overlay District provides financial incentives to promote high-density residential and commercial development that is both pedestrian and transit-friendly, along main traffic corridors. This overlay provides specific guidelines for desired uses, orientation, setback, and floor-area ratios for non-residential structures, as well as the desired densities of non-residential and residential structures. The transit overlay is broken into two Tiers. The stricter, Tier 1 zoning is located in patches along Main Street and Fourth Plain Blvd, often at major intersections or interchanges. Tier 2 zoning applies to a much larger area along Main Street from Mill Plan Blvd to 159<sup>th</sup> Street, and along Fourth Plain Blvd.
- *Columbia River Shoreline Enhancement Plan District* - The Columbia River Shoreline Enhancement Plan District is in place to guide development in a way that maintains the community's physical and visual access to the waterfront, while supporting reasonable and appropriate activities on the shoreline. This overlay applies to all land and shoreline located south of the Burlingame Northern main line, from Wintler Park at S Andresen Road downstream to the Red Lion Inn at the Quay.

### **2.2.9 Existing Population and Employment**

According to the *Vancouver Comprehensive Plan (2003)* the population of Vancouver in 2003 was 150,700 within the city limits. It is now near 160,000. During this same time, the total employment of Vancouver was 81,900. Vancouver is the fourth largest city in Washington. However, the municipal boundaries do not include much of the urbanized Urban Growth Area. If the urban area were to be entirely annexed into the city, Vancouver would be second in size to only Seattle. The VCCV projects the addition of nearly 6,000 new residents in the downtown core over the planning period. It also projects, and sets the foundation for, continued job growth in downtown.

Using 2005 Transportation Analysis Zone (TAZ) data, there were approximately 900 households within the Downtown GTEC. The GTEC area also provides over 11,000 jobs, less than 10% of which are retail. The remaining 10,000 plus jobs are classified as other, but include manufacturing, financial and business services, wholesale, transportation and government offices.

### **2.2.10 Existing Economic Development Plans**

Vancouver is the largest city in Clark County and accounts for a large portion of the county's economic activity. Vancouver's riverfront location and proximity to Portland have largely shaped its economic history. Industrial and marine commerce in Vancouver is facilitated by the Port of Vancouver west of the city along the Columbia River.

The City of Vancouver supports the Columbia River Economic Development Council (CREDC), the Greater Vancouver Chamber of Commerce, and other groups in their efforts to recruit and retain businesses. Vancouver is also a member of the Regional Economic Development Partners with other jurisdictions from the Portland metropolitan area. While there is no transportation management association in downtown Vancouver, businesses are served by Vancouver's Downtown Association who offers assistance with the development of local transportation demand management strategies.

The City has made substantial public investment and partnered with private developers to provide housing, retail commercial and office space to support the downtown as a live/work center of financial, government and professional offices, community and entertainment facilities. A healthy downtown that provides a setting for community events is essential to a livable community.

### 2.2.10.1 Economic Policy

The City has an Economic Development element in its Comprehensive Plan. This plan is intended to increase jobs, particularly family-wage jobs, for local residents, and to reduce the number of residents who commute to Oregon for work, shopping, and entertainment. These policies are consistent with and implement regional growth and investment plans including the *Community Framework Plan*, adopted by Clark County and local jurisdictions, and planning policy 36.70.A.020(5) of the Washington Growth Management Act.

### Vancouver Economic Development Policies

- Jobs-housing balance
- Family-wage employment
- Public revenue enhancement
- Industrial and business park sanctuaries
- No net loss of employment capacity
- Efficient use of employment land

### 2.2.10.2 Employer Profile

The region's economy is broadly diversified and is strong in high-technology manufacturing, financial and business services and international trade. Vancouver participates in all these sectors. Of the ten largest employers in Clark County in 2002, half were public agencies. However, the growth of small- and medium-sized firms at new locations, not the growth of existing large businesses, has largely driven the economic expansion in the region (See Table 2-8).

**Table 2-8. 2001 Clark County Employment by firm size**

Firm Size (Number of Employees)	Percentage of Total Employment
0-19	87.7%
20-49	7.7%
50-99	2.7%
100-499	1.7%
500-999	0.1%
1,000 or more	0.1%

Source: US Census, 2001 County Business Patterns.

Several large employers are located within the GTEC area including: the City of Vancouver, Clark County, First Independent Bank, the Columbian, Clark College, US Federal Highway Administration and Clark Public Utilities. These employers are also part of the City's Commute Trip Reduction program (See Table 2-9). The table below provides the total number of employees at each downtown CTR affected worksite.

**Table 2-9. Size of Downtown CTR Affected Worksites**

Firm Name	File Size (Total Number of Employees)
City of Vancouver – City Hall	*
City of Vancouver – Esther Short Building	311
Clark County Public Services Center	650
First Independent Bank	172
The Columbian	328
WS-DSHS-DCFS	113
Clark College	1,648
Clark Public Utilities	163
US Federal Highway Administration	200

Source: City of Vancouver Local CTR Plan 2007

\*number of employees not provided

### 2.2.11 Employer Requirements

In 2006, the Washington State Legislature passed the Commute Trip Reduction Efficiency Act, which amended the requirements for local governments in those counties experiencing the greatest automobile-related air pollution and traffic congestion to develop and implement plans to reduce single-occupant vehicle trips. The purpose of which was to require employers with 100 or more employees, who arrive between 6 and 9 a.m. on two or more days per week, to develop and implement a program encouraging the reduction of vehicle miles traveled and single occupant vehicle trips.

The City of Vancouver has developed a program to encourage and assist major employers with the implementation of CTR requirements. The City of Vancouver adopted a draft CTR plan in June of 2007. The goal of the Vancouver CTR Plan is to reduce drive alone trips by 10% and vehicle miles traveled by 13%.

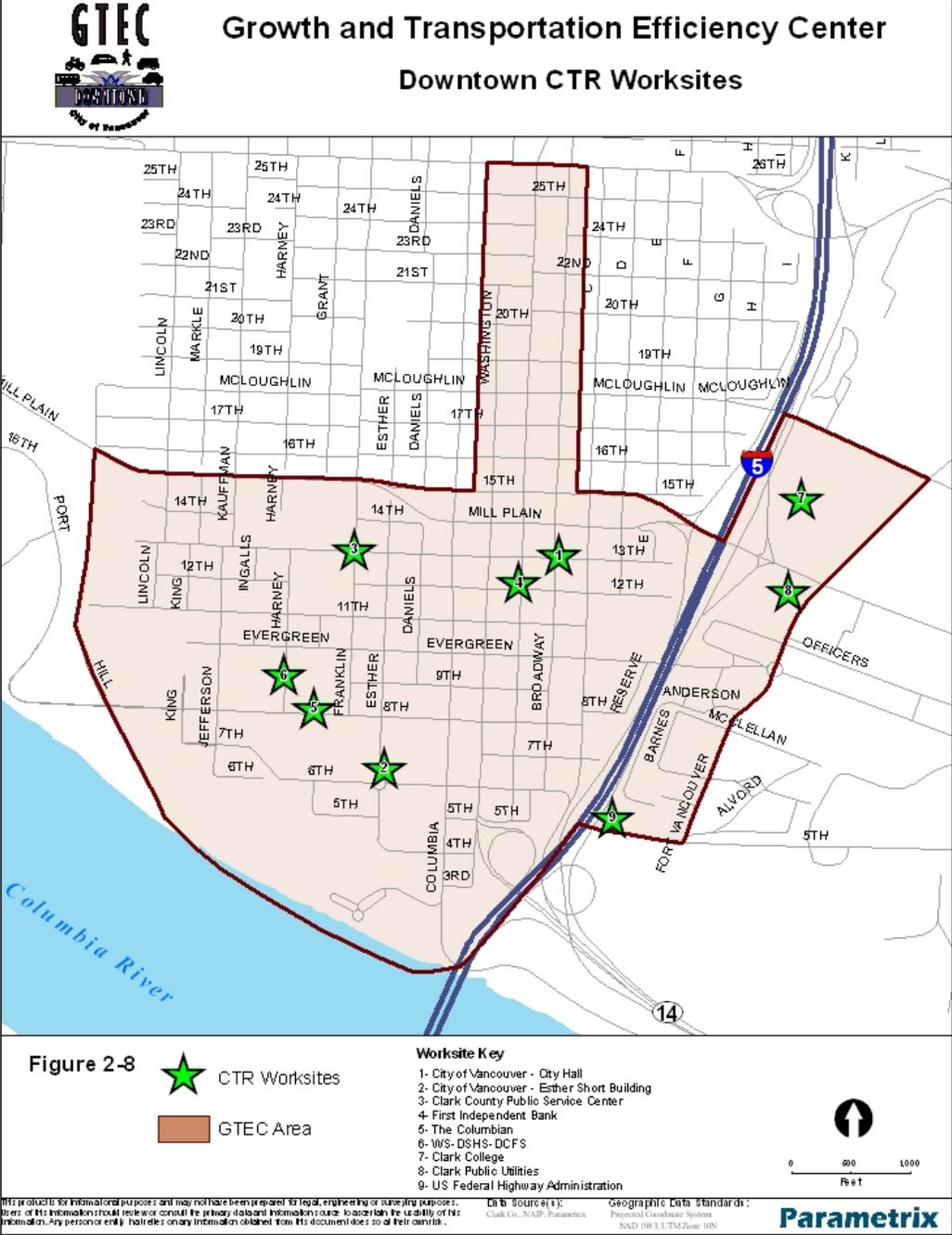
Affected employers will be responsible for designating a transportation coordinator, posting information, developing a program to meet certain trip reduction targets, conducting surveys, and reporting annually on progress (See Figure 2-8). Employers are required to make an effort to meet the targets, including modifying their program if targets are not being met.

## 2.3 PROJECTED FUTURE CONDITIONS AND CHARACTERISTICS

### 2.3.1 Projected Future Population and Employment Growth

According to the *Vancouver Comprehensive Plan (2003)* the population of Vancouver is expected to increase to 176,630 by the year 2023. Total employment in 2023 is projected to reach 111,800. Given Vancouver's population boom in recent decades (See Table 2-10 and Table 2-11) it's possible these projections are low.

Figure 2-8: CTR-affected Employers



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**Table 2-10. Population of Vancouver, 1980 to 2023**

1980	1990	2000	2003	2023 (projected)
42,834	46,380	143,560	150,700	176,630

Source: US Census, 2001 County Business Patterns.

The TAZ projections show an additional 4,000 households within the Downtown GTEC by the year 2030, which represents an increase of over 3,000 households from 2005. Total employment within the GTEC area will grow to over 22,000 jobs, with nearly 90% classified as non-retail. This indicates a slight percent increase in the number of retail jobs.

### **2.3.2 Projected Changes in Land Uses, Transit, Mode Share and Parking**

The City of Vancouver recently adopted its *City Center Vision* which seeks to build a downtown that thousands of people will call home. This Vision will also serve even more people who will travel to downtown Vancouver every day for work, shopping, business, recreational and cultural opportunities, and to access government services. The population within the Downtown GTEC is expected to increase by over 3,000 households by the year 2030, while total employment is projected to nearly double. Growth will increase demands on the City's existing transportation system. The success of downtown will depend on a complete and complex transportation system which focuses on moving people in addition to vehicles.

Vehicle access, circulation and parking are fundamental components of the City's vision, but the continued success of downtown depends on the development of a multi-modal transportation system. Transit is an efficient mode of transportation, especially in peak periods. Changes to the current transit system could include the addition of high capacity transit serving both the local and regional markets. Additions to the bicycle and pedestrian systems can capture shorter trips within downtown and nearby neighborhoods. Any forecasts for traffic, delay, mode sharing and parking require first looking at the variety of transportation modes available within downtown Vancouver.

Current land uses in downtown Vancouver are primarily government, light industrial, retail, office, and residential uses. Future land uses in downtown Vancouver envision higher density mixed use commercial and residential developments, along with revitalization of downtown uses along Main Street from 8<sup>th</sup> Street to Fourth Plan Boulevard. Growth from future developments can also be estimated using modeling inputs from the Southwest Regional Transportation Council (RTC).

The *City Center Vision* also mentions focused redevelopment along the Waterfront for residential uses supported by significant public access, recreation, cultural, hospitality, entertainment and limited commercial uses. Historic structures and established neighborhoods are to be protected. Additionally, arts, cultural and institutional uses are to be encouraged given their critical role in economic development of the city center. Table 2-11 details the projected short and long-term growth totals in downtown Vancouver, according to the *Vancouver City Center Vision Final Supplemental Environmental Impact Statement*.

Projected traffic changes include several revisions and expansions of the Transportation System. The redesign and improvement of Main Street is a priority project. Improving street connections to

the waterfront and reducing the barrier feeling caused by the BNSF railroad between downtown and the waterfront are also planned. Interior walkways for pedestrians and bicyclists will be encouraged where the roadway grid is interrupted by large multi-block developments. Increased sidewalk width and the removal of pedestrian impediments are being considered along 6<sup>th</sup> Street, 8<sup>th</sup> Street, Evergreen Boulevard, 13<sup>th</sup> Street, and the Mill Plain Boulevard/15<sup>th</sup> Street couplet.

**Table 2-11. Proposed Short and Long-Term Development by Sub-District**

Scenario/ Sub-District	Retail/ Service <sup>1</sup>	Office <sup>1</sup>	Institutional <sup>1</sup>	Restaurant <sup>1</sup>	Dwellings <sup>2</sup>	Light Industrial <sup>1</sup>	Hotels <sup>3</sup>
<i>Short-Term</i>							
Central	39,000	154,000	0	6,000	183	0	0
Downtown							
Esther Short	30,000	350,000	81,500	0	293	0	0
Mill Plain	30,000	80,000	0	0	56	0	0
North Main	5,000	10,000	0	0	44	0	0
Renaissance	60,000	0	10,000	20,000	825	0	200
West	0	110,000	0	0	115	0	0
Government							
<i>Sub-Total</i>	164,000	704,000	91,500	26,000	1,516	0	200
<i>Long-Term</i>							
Central	41,000	406,000	0	0	312	0	0
Downtown							
Esther Short	26,000	485,000	0	0	57	0	0
Mill Plain	78,000	120,000	0	0	116	0	0
North Main	15,000	10,000	0	0	211	0	0
Renaissance	65,000	450,000	0	0	2189	0	0
West	12,000	250,000	500,000	0	153	0	0
Government							
<i>Sub-Total</i>	237,000	1,721,000	500,000	0	3038	100,000	0
<b>TOTAL</b>	<b>401,000</b>	<b>2,425,00</b>	<b>591,500</b>	<b>26,000</b>	<b>4,554</b>	<b>100,000</b>	<b>0</b>

Source: Vancouver City Center Vision Final SEIS (2006)

- Notes:
1. Based on total square feet.
  2. Dwelling unit land use is indicated by the number of housing units (either rental or owned).
  3. Hotel land use is shown in number of rooms.

Public transit options currently under consideration include High Capacity Transit and a Trolley Circulator. High Capacity transit would connect downtown Vancouver with Oregon, and is being considered as a part of the Columbia River Crossing Project. The Regional Transportation Council is also studying high capacity transit systems for the entire County. A Trolley Circulator with headways of 10 minutes or less is being considered to link major destinations and transit stops in the Downtown area.

In the case of transit routes, route frequency is a measure of quality of service and mode attractiveness. The existing transit routes in the Downtown GTEC generally operate with an acceptable headway during peak hours. In addition to improving route frequency, transit stop

amenities can be implemented to improve the transit system. Potential improvements would include the following:

- Develop and Implement a Transit Tracking system so riders can track the location of buses via phone and internet.
- Construct additional bus shelter to provide a comfortable place to wait for the bus.
- Improve transit/pedestrian interface with the construction of curb extensions or bus pullouts.
- Install street light near bus stops to improve visibility and safety.

Single-occupant vehicle (SOV) trips continue to be very common in Vancouver. In 2005, Vancouver's SOV rate was 80.9%. The City's recent CTR Plan is projected to reduce this rate to 72.8% by 2011. Vehicle miles traveled (VMT) is also an important indicator of commute trip reductions, and as of 2005 the average VMT was 9.3 miles. The recent CTR Plan projects that this number will be reduced to 8.1 by 2011. As the cost of housing in Oregon continues to increase and residential developments in Vancouver continue to be constructed meeting the projected goal for VMT will become increasingly difficult. Rising housing costs, especially close to city centers, are forcing many people to commute longer distances.

Parking within the Downtown Vancouver GTEC has not reached capacity. The large number of current off-street parking places that are being inefficiently used is an issue currently being studied as a part of the Columbia River Crossing Project. The goal is to continue to project enough parking for visitors and shoppers while also encouraging other modes of transportation.

Many changes for parking in downtown Vancouver have been proposed. The creation of a pedestrian-friendly commercial core would be facilitated by the elimination of parking minimums. Parking minimums are currently determined by the type of development and are listed in the city's code. Additionally, changes in parking maximums for commercial and residential development are being considered to increase use of alternative modes of transportation. New surface parking facilities will be limited given their inefficient use of land, and incentives will be provided to encourage structural parking that preserves the continuation of retail frontage properties. As seen in Table 2-12, the *City Center Vision* seeks to coordinate parking policies, plans, programs and strategies to facilitate the transition of a greater percentage of users to alternative transportation modes.

**Table 2-12. Summary of Existing and Additional Proposed Off-Street Parking**

Sub-District	Existing	Short-Term Period	Long-Term Period
Central Downtown	2,996	1,070	1,710
Esther Short	2,593	1,840	1,830
Mill Plain	1,094	460	850
North Main	1,515	0	0
Renaissance	1,427	1,460	3,150
West Government	1,332	610	1,040
<b>TOTAL</b>	<b>10,957</b>	<b>5,440</b>	<b>8,580</b>

Source: Vancouver City Center Vision Final SEIS

Additional off-street parking would be a part of proposed future development within the Downtown GTEC.

### 2.3.3 Forecasts of Traffic and Delay

The recent *City Center Vision* analyzed future conditions at most downtown intersections on a 20 year planning horizon. The delay and LOS for these intersections is summarized in Table 2-13. The intersection LOS is a means for assessing the performance of an intersection. The LOS measures the time a driver spends waiting before proceeding through an intersection. During peak hours drivers may be forced to wait through several signal cycles before the intersection clears. These unmitigated findings assume the completion of several roadway network and connectivity projects, specifically those listed in Table 2-14.

**Table 2-13. 2023 PM Peak Hour Intersection Levels of Service**

Signalized Intersections	PM Peak Hour		
	Average Delay (sec./veh.)	V/C Ratio	LOS
Mill Plain Blvd. and I-5 NB on/off-ramp	24.9	0.86	C
Mill Plain Blvd. and I-5 SB on/off-ramp	47.5	0.99	D
15 <sup>th</sup> Street and Columbia Street	16.4	0.59	B
15 <sup>th</sup> Street and Washington Street	13.0	0.44	B
15 <sup>th</sup> Street and C Street	13.9	0.68	B
15 <sup>th</sup> Street and Broadway Street	9.4	0.54	A
15 <sup>th</sup> Street and Main Street	8.0	0.55	A
Mill Plain Blvd. and Fort Vancouver Way	29.4	0.68	C
Mill Plain Blvd. and C Street	83.2	>1.0	F
Mill Plain Blvd. and Broadway	61.1	>1.0	E
Mill Plain Blvd. and Main Street	27.5	0.82	C
Mill Plain Blvd. and Washington Street	20.6	0.55	C
Mill Plain Blvd. and Columbia Street	>80.0	>1.0	F
Mill Plain Blvd. and Franklin Street	17.2	0.63	B
Mill Plain Blvd. and Kauffman Avenue	14.2	0.52	B
Mill Plain Blvd. and Lincoln Avenue	8.2	0.35	A
Evergreen Blvd. and C Street	60.1	0.86	E
Evergreen Blvd. and Broadway Street	10.2	0.44	B
Evergreen Blvd. and Main Street	34.4	0.78	C
Evergreen Blvd. and Washington Street	46.9	0.68	D
Evergreen Blvd. and Columbia Street	19.8	0.56	B
8 <sup>th</sup> Street and Columbia Street	18.0	0.56	B
8 <sup>th</sup> Street and Washington Street	26.7	0.64	C
8 <sup>th</sup> Street and Main Street	16.4	0.40	B
8 <sup>th</sup> Street and C Street	16.4	0.69	B
6 <sup>th</sup> Street and Columbia Street	14.6	0.50	B
6 <sup>th</sup> Street and Washington Street	30.9	0.55	C
6 <sup>th</sup> Street and Main Street	7.9	0.26	A
5 <sup>th</sup> Street and Washington Street	19.8	0.46	B
<b>Unsignalized Intersections</b>			

**Table 2-13. 2023 PM Peak Hour Intersection Levels of Service**

Signalized Intersections	PM Peak Hour		
	Average Delay (sec./veh.)	V/C Ratio	LOS
11 <sup>th</sup> Street and Jefferson Street (4-way stop)		A	
11 <sup>th</sup> Street and Columbia Street		A/F	
11 <sup>th</sup> Street and Washington Street		A/B	
11 <sup>th</sup> Street and Main Street		A/C	
11 <sup>th</sup> Street and Broadway Street		A/C	
11 <sup>th</sup> Street and C Street		A/F	
Evergreen Blvd. and Fort Vancouver Way		D	
9 <sup>th</sup> Street and Columbia Street		A/F	
9 <sup>th</sup> Street and Washington Street		A/B	
9 <sup>th</sup> Street and Main Street		A/B	
9 <sup>th</sup> Street and Broadway Street		A/A	
8 <sup>th</sup> Street and Broadway Street		A/D	
8 <sup>th</sup> Street and King Street		A/B	
4 <sup>th</sup> Street and Washington Street		A/C	
3 <sup>rd</sup> Street and Columbia Street		A/C	

Source: Vancouver City Center Vision Transportation Analysis Appendix

LOS = Level of Service, based on Transportation Research Board, *2000 Highway Capacity Manual: Special Report 209*.

V/C = volume-to-capacity ratio, also based on the *2000 Highway Capacity Manual: Special Report 209*.

Delay = Average intersection delay

A/A = major street LOS/minor street LOS

Signalized and all-way stop delay = average vehicle delay in seconds for entire intersection

**Table 2-14. Future Assumed Roadway Network and Connectivity Projects**

Projects	Location
SR 14 Eastbound/Westbound Connection	Columbia Street to I-5
C Street Two-way	Mill Plain Boulevard to 6 <sup>th</sup> Street
C Street Southbound Connection to I-5 southbound	6 <sup>th</sup> Street to I-5
Main Street Connection to South Waterfront Arterial	5 <sup>th</sup> Street to Columbia Way
Washington Street Two-way High Capacity Transit	McLoughlin to Columbia Way
6 <sup>th</sup> Street Two-way	Main Street to C Street
Washington Street Two-way Motor Vehicles	McLoughlin Boulevard to 4 <sup>th</sup> Street
Straighten Columbia Way	Columbia Street to C Street alignment
South Waterfront Arterial Roadway	Approximately Grant Street alignment east to Columbia Street
SR14 – 3 <sup>rd</sup> /4 <sup>th</sup> Street Connection	Esther Street to Columbia Street
Esther Street extension	4 <sup>th</sup> Street to South Waterfront Arterial
Westside Connector Arterial	Jefferson Street just north of 8 <sup>th</sup> Street connecting southeast to 6 <sup>th</sup> Street
Lincoln Street – Jefferson/Kauffman Street Couplet	Between approximately 9 <sup>th</sup> Street and Mill Plain Blvd.
Main Street Reconstruction & Two-way	Mill Plain Boulevard to 5 <sup>th</sup> Street
Broadway Two-way	Mill Plain Boulevard to 5 <sup>th</sup> Street
9 <sup>th</sup> Street Two-way	Washington Street to Broadway
11 <sup>th</sup> Street Two-way	Washington Street to C Street
Vacate/Realign 4 <sup>th</sup> Street	Esther Street to Columbia Street
West Port Access Road	6 <sup>th</sup> Street/Grant Street intersection to the west
South Waterfront Arterial Roadway Connection	8 <sup>th</sup> Street/Grant Street intersection south along Grant Street to

**Table 2-14. Future Assumed Roadway Network and Connectivity Projects**

Projects	Location
(Vancouver and Port Vancouver)	new South Waterfront Arterial Roadway

Source: Vancouver City Center Vision Final SEIS Transportation Appendix

**2.3.4 Supporting City Plans, Policies and Capital Projects**

The following section discusses in detail those existing plans, policies and proposed capital projects that support the development of a GTEC in the City of Vancouver Downtown area.

**2.3.4.1 Supporting Projects identified in City Plans**

Table 2-15 summarizes the proposed capital improvements currently being considered by the City of Vancouver within the GTEC area. These projects are currently unfunded and need to be addressed in order to ensure the future success of the downtown GTEC:

**Table 2-15. Proposed Improvements within Downtown GTEC**

Project Route	Type of Improvement	Sponsoring Agency
Jefferson and Kauffman Streets	<ul style="list-style-type: none"> <li>Re-designate streets as truck routes</li> </ul>	City of Vancouver
Ft. Vancouver Way Reconstruction (south of Evergreen Boulevard)	<ul style="list-style-type: none"> <li>Full construction improvements to safely accommodate a mix of auto, bicycle and pedestrian traffic</li> </ul>	City of Vancouver
Reserve Street (between Evergreen Boulevard and Mill Plain Boulevard)	<ul style="list-style-type: none"> <li>Full construction of street to safely accommodate auto, bicycle and pedestrian traffic</li> </ul>	City of Vancouver
Conversion of Main and Broadway to Two-Way Operations	<ul style="list-style-type: none"> <li>Consolidation of transit operations onto Main Street to facilitate primarily local access</li> </ul>	City of Vancouver
4 <sup>th</sup> Street Relocation	<ul style="list-style-type: none"> <li>Relocate 4th Street to be adjacent to the BNSF railroad berm.</li> </ul>	City of Vancouver
6 <sup>th</sup> Street I-5 Off-ramp	<ul style="list-style-type: none"> <li>Construct a southbound I-5 off-ramp to 6<sup>th</sup> Street</li> </ul>	City of Vancouver
Esther Street Extension	<ul style="list-style-type: none"> <li>Construction of street extension under BNSF railroad and multi-use facilities for bicycles and pedestrians to connect Esther Short Park with the waterfront</li> </ul>	City of Vancouver
New Arterial Route Construction	<ul style="list-style-type: none"> <li>Construct a new arterial route south of the railroad berm and approximately parallel to it, extending from I-5 to Jefferson, and connecting with Columbia, Esther and Jefferson Streets</li> </ul>	City of Vancouver
Franklin Street Improvements	<ul style="list-style-type: none"> <li>Improve and preserve Franklin as an arterial Street</li> </ul>	City of Vancouver
Grant Street Improvements	<ul style="list-style-type: none"> <li>Consider Grant Street for improvement and extension to South Waterfront</li> </ul>	City of Vancouver
System-wide Signal Upgrades	<ul style="list-style-type: none"> <li>Update downtown signals to include vehicle detection systems and signal coordination on the major east/west and north/south arterials.</li> <li>Provide protective phasing for critical movements.</li> <li>Advanced Traffic Controllers capable of implementing several traffic control device strategies.</li> <li>Communication system to interconnect existing and future signal systems to a central control center.</li> <li>Switch signal display system to LED.</li> </ul>	City of Vancouver
I-5/Washington Street Ramp Metering	<ul style="list-style-type: none"> <li>Modify ramp meter at Washington Street to provide better</li> </ul>	City of Vancouver

**Table 2-15. Proposed Improvements within Downtown GTEC**

Project Route	Type of Improvement	Sponsoring Agency
Event Management Plan	<p>vehicle processing from the surface street system to the interstate.</p> <ul style="list-style-type: none"> <li>Develop an Event Management Plan to identify and mitigate transportation issues for event access and organize an Event Management Committee to consider design, implement, and monitoring of the plan.</li> </ul>	City of Vancouver
Variable Message Signs	<ul style="list-style-type: none"> <li>Install static and variable message signs to provide system-wide parking guidance and management including parking locations and the remaining capacity of locations.</li> </ul>	City of Vancouver
Pedestrian Signals	<ul style="list-style-type: none"> <li>Install pedestrian signals near the proposed Events Center.</li> </ul>	City of Vancouver
I-5 Bridge Bicycle Improvements	<ul style="list-style-type: none"> <li>Improve the northbound and southbound access to the I-5 bridge on the Vancouver side and develop a signage system for bridge users</li> <li>Develop and distribute a bicycle route map for the I-5 bridge Jantzen Beach crossings</li> </ul>	City of Vancouver
Mill Plain Boulevard Bike Lanes	<ul style="list-style-type: none"> <li>Re-stripe Mill Plain Boulevard (five-foot minimum) east of F Street to Reserve Street with bicycle lanes at the completion of the Mill Plain Extension project.</li> </ul>	City of Vancouver
Columbia Street Bike Lanes	<ul style="list-style-type: none"> <li>Re-stripe Columbia Street with (five-foot minimum) bicycle lanes from 8th Street to Fourth Plain Boulevard.</li> </ul>	City of Vancouver
Broadway Street Bike Lanes	<ul style="list-style-type: none"> <li>In coordination with the Main and Broadway two-way conversion Broadway Street should be re-stripped with five-foot bike lanes.</li> </ul>	City of Vancouver
Downtown Bicycle Rack Installation	<ul style="list-style-type: none"> <li>Install bicycle racks throughout the downtown in the public right-of-way</li> </ul>	City of Vancouver
Downtown Bicycle Parking Facility	<ul style="list-style-type: none"> <li>Encourage and support investment in the location of bicycle parking and storage facility, preferably near the planned Special Events Center.</li> </ul>	City of Vancouver
Bicycle Parking Standards	<ul style="list-style-type: none"> <li>Develop and implement a downtown (and city-wide) bicycle parking ordinance complete with standards for all developments and a bicycle rack purchasing program.</li> </ul>	City of Vancouver
Daniels Street Bicycle	<ul style="list-style-type: none"> <li>Work with the U.S. Post Office to determine their long-term siting needs, and then identify an appropriate street, sidewalk and bicycle plan for Daniels Street.</li> </ul>	City of Vancouver
I-5 Corridor/Columbia Crossing Bicycle and Pedestrian Facilities	<ul style="list-style-type: none"> <li>Work with the Washington and Oregon Departments of Transportation to identify improved bicycle and pedestrian connections and crossing of the Columbia River.</li> </ul>	City of Vancouver
8 <sup>th</sup> Street Pedestrian	<ul style="list-style-type: none"> <li>Install ADA pedestrian ramps at intersections from Esther Street to Jefferson Street.</li> <li>Construct a 12-foot promenade to from Esther Street to Hill Street on the south side.</li> </ul>	City of Vancouver
Jefferson Street Pedestrian	<ul style="list-style-type: none"> <li>Construct a pedestrian plaza at Jefferson Street</li> <li>Install ADA pedestrian ramps from 13th Street to 8th Street.</li> <li>Add street trees where possible.</li> </ul>	City of Vancouver

**Table 2-15. Proposed Improvements within Downtown GTEC**

Project Route	Type of Improvement	Sponsoring Agency
Kauffman Street Pedestrian	<ul style="list-style-type: none"> <li>• New railroad pedestrian crossing improvements – estimated at about 100 feet of new sidewalk</li> <li>• Install ADA pedestrian ramps where needed at intersections from 15<sup>th</sup> to 13<sup>th</sup> Street.</li> </ul>	City of Vancouver
Franklin Street Pedestrian	<ul style="list-style-type: none"> <li>• Install ADA pedestrian ramps where needed at intersections from 15<sup>th</sup> to 8<sup>th</sup> Street.</li> </ul>	City of Vancouver
Columbia Street Pedestrian	<ul style="list-style-type: none"> <li>• Install street trees from Evergreen Boulevard to 8<sup>th</sup> Street.</li> <li>• Install ADA pedestrian ramps where needed at intersections from 9<sup>th</sup> Street to 15<sup>th</sup> Street.</li> <li>• Add pedestrian scale lighting and hanging flower baskets on one side of the street.</li> <li>• Widen street to 10 feet on east and west sides from 11<sup>th</sup> to 15<sup>th</sup> Street and construct a pedestrian plaza at 15<sup>th</sup> street.</li> </ul>	City of Vancouver
Washington Street Pedestrian	<ul style="list-style-type: none"> <li>• Install ADA pedestrian ramps where needed at intersections from 9<sup>th</sup> Street to 15<sup>th</sup> Street.</li> <li>• Add landscaping, benches and other pedestrian amenities.</li> </ul>	City of Vancouver
Main Street Pedestrian	<ul style="list-style-type: none"> <li>• Install ADA pedestrian ramps from 5<sup>th</sup> to 15<sup>th</sup> Street.</li> <li>• Add pedestrian scale lighting at all blocks.</li> </ul>	City of Vancouver
Broadway Street Pedestrian	<ul style="list-style-type: none"> <li>• Install ADA pedestrian ramps where needed at intersections from 6<sup>th</sup> to 15<sup>th</sup> Street.</li> <li>• Add street trees where possible.</li> <li>• Reconstruct and replace sidewalk pavers near City Hall/13<sup>th</sup> Street.</li> </ul>	City of Vancouver
13 <sup>th</sup> Street Pedestrian	<ul style="list-style-type: none"> <li>• Install ADA pedestrian ramps from Franklin Street to C Street.</li> <li>• Redo the sidewalk from C Street to D Street.</li> </ul>	City of Vancouver

**2.3.4.2 Supporting City Policies**

Relevant policies in the *City of Vancouver's Comprehensive Plan, Downtown Transportation System Plan*, and Concurrency standards within the GTEC area include the following:

**City of Vancouver Downtown Transportation System Plan**

- Policy 1.6: Encourage the expansion of transit services within and beyond the downtown area.
- Policy 1.8: The transportation system facilities and services will service both motorized and non-motorized travel modes.
- Policy 1.11: Implement a transportation system and transportation demand management measure that will enhance transit service, and bicycle and pedestrian facilities in downtown Vancouver as a first choice project for reducing travel demand and relieving congestion.

**City of Vancouver Comprehensive Plan Transportation Element**

- Policy 5.1: Reduce reliance on single occupancy vehicle transportation through the development of a balanced transportation system that emphasizes transit, high capacity transit, bicycle and pedestrian improvement and transportation demand management.

## **City of Vancouver Concurrency Standards**

- The City has set its concurrency standards in the downtown to promote alternative modes by setting LOS standards that allow for high levels of congestion. LOS E (for unsignalized intersection) and LOS D (for signalized intersections) is the maximum allowable intersection operational standard.

## **2.4 GAP ANALYSIS**

The City of Vancouver has made a significant investment in its downtown. However, some gaps continue to exist that may prevent the City from successfully reducing the number of drive alone trips in downtown. The following are descriptions of current gaps:

### **2.4.1 Services**

#### **2.4.1.1 Pedestrian Infrastructure**

- Expected residential growth, especially of the senior population in downtown Vancouver, increases the need to further improve pedestrian access at intersections by installing ADA curb ramps and ensuring the existing sidewalk system meets ADA standards
- Likely increased vehicular and pedestrian traffic in downtown will continue to cause conflicts. Improvements need to be made at signalized intersections including Lead Pedestrian Intervals (LPI), pedestrian countdown timers and in some locations, all-red phases for motorists.
- Additional development to the west of downtown facilitates the need to construct sidewalks along with bicycle facilities near the BNSF railroad.

#### **2.4.1.2 Transit Services**

- As more housing is built in downtown Vancouver there will be an increased in demand for transit service, especially by those people who will rely on the bus for primary transportation.
- Other new housing that is currently being built will also contribute to the traffic on Vancouver streets in the short term, and may require additional transit to supplement the transportation system in future.

#### **2.4.1.3 Bicycling Infrastructure**

- Additional bicycle facilities are needed in downtown including bike lanes, bicycle route markers and bicycle parking.

#### **2.4.1.4 Parking Infrastructure**

- There is currently more off-street parking than needed in downtown Vancouver, which encourages single occupant vehicle trips. To lessen the number of single occupant trips, the total of number of single level off-street parking spaces should be reduced.

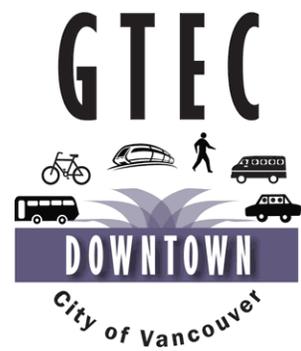
### **2.4.2 Policies**

- Policies and codes have allowed an excess of parking to be developed at certain locations.
- Policies and codes should be amended to require better bicycle facilities at sites and to separate pedestrian traffic from cars in parking lots.

- Traffic impact fees and concurrency testing should be an incentive for transit oriented development.
- Maximum targets should be assigned to parking structures for new developments.
- All free off-street parking should be changed to pay parking. In addition, those off-street parking sites that do have fees will increase their rates.
- On-street parking rates should be increased, and parking meter zones should be extended.

### **2.4.3 Programs**

- Currently, the City of Vancouver focuses its resources to reduce home-work-home trips of employees from large companies (more than 100 employees). As a part of the CTR program, little or no attention is being paid, as part of the CTR program, to smaller employers or to other non-work commuters. Improving the distribution of information regarding ridesharing and commuting alternatives to downtown Vancouver users (such as small business employees, shoppers and residents) would decrease traffic congestion. The GTEC would also focus on the other purposes of travel including shopping, recreation and daycare to reduce the number of drive alone trips in, to and from downtown.



## **Goal Setting and Performance Measures**

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### 3. GOAL SETTING AND PERFORMANCE MEASURES

Part of the GTEC Plan is to establish targets for the reduction of single-occupant vehicle trips to, from and within the Downtown GTEC area. The target established for the Downtown GTEC is to reduce SOV trips by 14% by the year 2011.

State law requires that the GTEC targets be more aggressive than those established by the city's CTR program. The City of Vancouver's CTR percent reduction for the same period of time is 10%, so this GTEC's SOV target is more aggressive than the CTR. Additionally, this SOV target will apply to all employers within the GTEC area, not just CTR employers, and provide a means for reaching a larger audience.

The VMT target for the Downtown GTEC is higher than the proposed target of the CTR program. Based on the average VMT of Downtown Vancouver's CTR-affected employers, the 10.1 mile average is higher than the city-wide average of 9.3 miles. The target VMT reduction percent for this GTEC is 16% which exceeds the CTR target.

#### 3.1 BASELINE MEASUREMENTS

The existing CTR Program 2005 rates and 2011 goals are being used as baseline measurements for the purpose of this GTEC, as they are the most recent source of information.

**Table 3-1. CTR Program Existing Rates and Future Goals**

Area	2005 SOV Rate	2011 SOV Target Rate	Percent Reduced	2005 VMT	2011 Target VMT
City of Vancouver – City Hall <sup>1</sup>	76.5%	68.9%	7.6%	8.8	7.7
City of Vancouver – Esther Short Building <sup>1</sup>	80.0%	72.0%	8.0%	9.6	8.4
Clark County Public Service Center <sup>1</sup>	93.0%	83.7%	9.3%	8.6	7.5
First Independent Bank <sup>1</sup>	95.2%	85.7%	9.5%	12.6	10.9
The Columbian <sup>1</sup>	87.4%	78.7%	8.7%	11.0	9.6
WS-DSHS-DCFS <sup>1</sup>	78.0%	70.2%	7.8%	9.8	8.5
Clark College <sup>1</sup>	89.3%	77.7%	11.6%	9.7	8.5
Clark Public Utilities <sup>1</sup>	88.0%	80.3%	7.7%	10.2	8.9
US Federal Highway Administration <sup>1</sup>	76.7%	69.0%	7.7%	10.4	9.0
<b>City of Vancouver</b>	<b>80.9%</b>	<b>72.8%</b>	<b>Reduce by 10%</b>	<b>9.3</b>	<b>8.1</b>

Source: City of Vancouver Draft Commute Trip Reduction Plan

1 – CTR Major Employers within GTEC Area

SOV = Single occupied vehicle

VMT = vehicle miles travels

#### 3.2 PROPOSED GOALS AND TARGETS

It is anticipated that the GTEC will reach all employers and 11, 000 employees currently within the GTEC area. As employment with the GTEC begins to grow, it is anticipated that those new employees and employers will be involved in the GTEC program as well. It is intended that the GTEC will include outreach to residents, with the goal of reaching out to at least 50% of households in the first 5 years.

The goal of the Downtown Vancouver GTEC is to reduce SOV rates among CTR and additional employers as well as residents. This plan seeks to reduce SOV rates in Downtown by 14% along with reducing VMT to 9 miles.

**Table 3-2. Existing Rates and Future Targets**

Area	Base Drive Alone Rate	2011 Target Drive Alone Rate	Base VMT	2011 Target VMT Rate
GTEC	83.8% <sup>1</sup>	70%	10.1 <sup>1</sup>	8.5
City of Vancouver	80.9%	70%	9.3	7.8

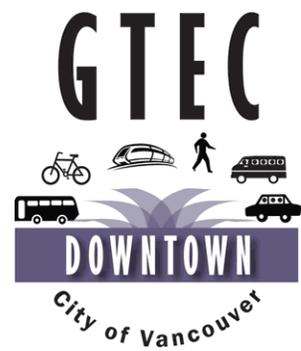
<sup>1</sup> – Based on the average of CTR affected worksites within the GTEC area

### 3.3 PROPOSED PERFORMANCE MEASURES

The City proposes to measure progress by preparing annual reports and conducting biennial surveys of the GTEC target population. CTR survey results will also be used as an indicator of progress.

**Table 3-3. Performance Measures**

Target Population	Proposed Performance Measure	Proposed Schedule for Reporting Progress
Commuters	SOV reduction by 14% VMT reduction by 16%	The City will prepare an annual report detailing progress towards meeting the targets. Every two years the City will conduct a survey of the target population to collect information on drive alone rates and VMT.
Residents	SOV reduction by 14% VMT reduction by 16%	The City will prepare an annual report detailing progress towards meeting the targets. Every two years the City will conduct a survey of the target population to collect information on drive alone rates and VMT.



## **Program Strategies**

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## 4. PROGRAM STRATEGIES

The City of Vancouver proposes to implement the following elements as part of its GTEC program. Implementation of the elements will be done in partnership and coordination with other agencies. Listed below are the planned local services and strategies for achieving the established goals and targets.

### 4.1 PROPOSED TARGET POPULATION

The Downtown Vancouver GTEC is designed to target a broader group of commuters than the CTR program in addition to area residents. This GTEC would include people who live or work within and adjacent to the GTEC area, including small and medium-sized commuters who work during non-peak hours. Table 4-1 below indicates the breakdown of employment sectors in Clark County.

**Table 4-1. Breakdown of Clark County Employment by sector**

Employment by Type	Number	Percent
Services	48,800	36.6%
Government	23,300	17.4%
Retail Trade	15,800	11.8%
Manufacturing	13,900	10.4%
Construction & Mining	12,700	9.5%
Finance, Insurance, Real Estate	6,800	5.1%
Wholesale	5,400	4.0%
Transportation & Utilities	4,000	3.0%
Agriculture	541	0.5%

Source: Columbia River EDC

\*Does not add to 100% because of other miscellaneous categories

Within the downtown, in 2005 it was reported that there were 11,000 jobs, less than 10% of which are retail. The remaining 10,000 plus jobs are classified as other, but include manufacturing, financial and business services, wholesale, transportation and government offices. There were approximately 900 households within the Downtown GTEC in 2005 with future projections showing an additional 4,000 households by the year 2030, which represents an increase of over 3,000 households from 2005. Total employment within the GTEC area will grow to over 22,000 jobs, with nearly 90% classified as non-retail. This indicates a slight percent increase in the number of retail jobs.

It is anticipated that the GTEC will reach all employers and 11,000 employees currently within the GTEC area. As employment with the GTEC begins to grow, it is anticipated that those new employees and employers will be involved in the GTEC program as well. It is intended that the GTEC will include outreach to residents, with the goal of reaching out to at least 50% of households in the first 5 years

## **4.2 NEW STRATEGIES AND PROGRAMS**

### **4.2.1 Plans, Policies and Regulation Improvements**

The City of Vancouver has identified the following policies and regulations that will be updated and will help reduce drive alone trips and vehicles miles traveled within the GTEC area. The proposed changes and their scheduled adoption dates are listed below.

#### **4.2.1.1 Comprehensive plan policies**

In addition to the existing Comprehensive Plan policies, the jurisdiction is considering revising and/or adding the following policies that will strengthen the jurisdiction's policies for supporting the GTEC:

- Adopt GTEC vision as a part of the Comprehensive Plan
- Eliminate or reduce certain parking space minimum requirements for future developments
- Establish parking space maximums for future developments
- Add policy supporting future High Capacity Transit options
- Require CTR and GTEC participation for new and future developments
- Eliminate current free short-term on-street parking and install on-street pay parking

#### **4.2.1.2 Land use regulations**

- Eliminate or reduce certain parking space minimum requirements for future developments
- Establish parking space maximum requirements for future developments
- Establish GTEC Plan Overlay zone

#### **4.2.1.3 Zoning code regulations**

- Establish GTEC Plan Overlay zone
- Eliminate or reduce certain parking space minimum requirements for future developments
- Lower parking space maximum requirements for future developments
- Require CTR and GTEC participation for new and future developments

#### **4.2.1.4 Street design standards**

- Improve implementation of bike lane requirements

#### **4.2.1.5 Concurrency regulations**

- Adopt method to reduce trips when GTEC participation is required

#### **4.2.1.6 Establishment of Transportation Management Association**

- The City of Vancouver with assistance of downtown employers, business associations, and government agencies will work to develop a Transportation Management Association for downtown. This will require the development of a governing body, the creation of an executive director position, and a funding mechanism for the TMA. This is a short term program that will need to be implemented by the third year of the GTEC program.

### **4.2.2 Services and Facilities**

As part of its capital improvement program, the City is planning the following improvements that will help reduce drive alone trips and vehicle miles traveled. In addition to the City's investments, the

City is working with C-TRAN to improve transit services and facilities. Elements that are being planned and/or being implemented include:

#### **4.2.2.1 Transit services**

C-TRAN has been providing transit services for the residents of Clark County for over 25 years. C-TRAN currently provides 27 bus routes, C-VAN paratransit service for people who cannot access regular route service, along with a Bike & Bus program. C-TRAN currently offers limited destination routes (such as the Clark County Fair) and will develop an event management plan for transit service at other entertainment events. The City and C-TRAN will also explore the development of a fareless zone downtown.

The City is reviewing plans for a trolley circulator, with headways of 10 minutes or less, that would connect major transit stops with downtown destinations. Main Street is under consideration for local transit service, while Washington Street has been identified as a potential corridor for regional transit. The City is also pursuing high capacity transit across I-5 into Oregon.

#### **4.2.2.2 Vanpool services**

Employers have found that vanpooling is a popular commute option for employees who are located at worksites with limited or no transit service. Most Vancouver vanpool services will be managed through existing ride match programs, but future expansion of vanpools is expected. Additionally, Metro Vanpool plans to add new vans between 2007 and 2011.

#### **4.2.2.3 Ride matching services**

Ride matching services allow commuters to find other commuters who want to start or join a carpool or vanpool. Many CTR worksites have initiated ride match programs for their employees. The City will continue to encourage carpooling and vanpooling through the use of ride match programs (such as [www.rideshareonline.com](http://www.rideshareonline.com) and [www.carpoolmatchnw.org](http://www.carpoolmatchnw.org)) that offer commuters an easy and convenient way to find someone to share a ride in southwest Washington. The City will also assist GTEC employers in implementing their own ride match programs.

#### **4.2.2.4 Car sharing services**

The City will explore the expansion of its existing car share services.

#### **4.2.2.5 Transit facilities**

C-TRAN will be relocating the 7<sup>th</sup> Street Transit Center.

#### **4.2.2.6 Bicycle and sidewalk facilities**

The City of Vancouver will improve pedestrian and bicycle connections and safety throughout the City by addressing gaps in the existing pedestrian and bicycle systems. Bicycle lane striping will be provided on major bike corridors. The City will work with GTEC employers to encourage the provision of amenities such as bike lockers and shower facilities.

The Columbia River Renaissance Trail will be extended to the west and there are plans to construct a new Heritage Way pedestrian bridge across I-5, as a continuation of 7<sup>th</sup> Street. The City will provide primary pedestrian connections between Esther Short Park and new waterfront development. Improvements along designated pedestrian streets include: increased sidewalk width, installation of pedestrian lights at key locations, way-finding signage, and ADA curb ramps.

#### **4.2.3 Marketing and Incentives**

The Downtown Vancouver GTEC participants will implement a series of marketing and incentive programs in order to reduce drive alone trips and vehicles miles traveled. The programs listed below are intended to be implemented by the City with assistance from C-TRAN and WSDOT and managed by the GTEC Board and Staff once the positions are filled. These programs are defined by their speed of implementation. Short-term programs will be implemented within the first 2 years of establishing the GTEC. Mid-term programs will occur in the 2-5 year range, while long term programs will be implemented within 5-10 years following the formation of the GTEC. The City of Vancouver plans to implement the following marketing and incentive programs:

Employer outreach

The City of Vancouver will provide employers with assistance and incentives to coordinate carpools and initiate flexible work schedules and potential telecommuting opportunities. Outreach and education efforts will go beyond those offered through CTR, and will extend to smaller employers and those who work non-peak hours. This is a short term program, intended to be implemented within 2 years of establishing the GTEC. This program will be managed by C-TRAN and the GTEC Board and Staff.

Area wide promotions

The City of Vancouver will coordinate public education and marketing campaigns and will provide incentives within the Downtown GTEC for carpool, vanpool, bike, walk and transit usage. This is a short term program and is intended to be implemented within 2 years of establishing the GTEC. This program will be managed by the GTEC Board and Staff.

Transit pass discounts

The City of Vancouver with the assistance of C-TRAN, will develop and implement a program to provide discounted transit passes to employees or area employers. Major employers and C-TRAN will subsidize the cost of these discounts. This is a long term program that will be implemented and managed by C-TRAN.

Carpool subsidies

The City of Vancouver with the assistance of downtown employers will coordinate carpool outreach. This City will manage creation and implementation of subsidies for carpool groups. These subsidies from the City and major employers will cover the cost of parking for carpool groups. This is a long term program that will be implemented by the City of Vancouver. This program will be managed by the GTEC Board and Staff.

Parking charges and discounts

Downtown Vancouver has an abundance of parking. The City of Vancouver will adopt new plans to manage the construction of additional parking in the future. The City will also work with area employers and residents to implement new parking charges while at the same time providing subsidies to carpool and vanpool groups. This is a long term program

that will be implemented by the City of Vancouver. This program will be managed by the GTEC Board and Staff.

Preferential parking

The City of Vancouver and major employers will implement a plan to provide preferential parking for those that participate in a carpool or vanpool. This is a short term program that will be implemented by the City of Vancouver. This program will be managed by the GTEC Board and Staff.

Flexible work schedules

The City of Vancouver will work with local employers to develop a flexible work schedule program. This program would assist GTEC employers with the development of a flexible work schedule plan and with the assistance of C-TRAN would ensure that transit or ride-sharing services are available to employees working outside of the peak period. This is a long term program that will be implemented by employers within the GTEC. This program will be managed by the GTEC Board and Staff.

Program to allow employees to work at home or a closer worksite

The City of Vancouver will work with local employers to develop a telework program. This program will assist employer with the development of their own telecommuting program. This program would be funded by the City and is a long-term program that will be implemented by employers within the GTEC. This program will be managed by the GTEC Board and Staff.

Individualized marketing programs

The City of Vancouver will offer customized marketing resources and incentives to GTEC employers and to commuters into the City. This is a short term program, meant to be implemented within the first 2 years of the Plan. This program will be managed by the GTEC Board and Staff.

### 4.3 SCHEDULE FOR IMPLEMENTING PROGRAM STRATEGIES AND SERVICES

The City has identified the following schedule for implementing the GTEC program strategies and services. The agency responsible for implementing the strategy or service is also listed.

**Table 4-2. Schedule for Implementing Strategies**

Program Strategy or Service	Agency Responsible	Scheduled Date for Implementation
<i>Plans, Policies and Regulations</i>		
Adopt GTEC vision as a part of the Comprehensive Plan	City of Vancouver	Short-term
Develop a TMA for the downtown area	City of Vancouver and downtown employers	Short-term
Eliminate parking space minimum requirements for future developments	City of Vancouver	Mid-term
Establish parking space maximums for future developments	City of Vancouver	Mid-term
Add policy supporting future High Capacity Transit options	City of Vancouver	Short-term

**Table 4-2. Schedule for Implementing Strategies**

Program Strategy or Service	Agency Responsible	Scheduled Date for Implementation
Require CTR and GTEC participation for new and future developments	City of Vancouver	Short-term
Eliminate current free short-term on-street parking and install on-street pay parking	City of Vancouver	Long-term
<i>Services and Facilities</i>		
Enhanced Transit Services	C-TRAN	Long-term
Van and bus-pool services and vehicles	C-TRAN	Short-term
Ride matching services	City of Vancouver & C-TRAN	Short-term
Car-sharing services	City of Vancouver	Short-term
Bicycle and sidewalk facilities	City of Vancouver & C-TRAN	Long-term
<i>Marketing and Incentive Programs</i>		
Consider TMA for Downtown Vancouver	GTEC Board and Staff	Short-term
Employer outreach	GTEC Board and Staff & C-TRAN	Short-term
Area wide promotions	GTEC Board and Staff	Short-term
Transit Pass	C-TRAN	Long-term
Carpool subsidies	GTEC Board and Staff	Long-term
Parking charges and discounts	GTEC Board and Staff	Long-term
Preferential parking	GTEC Board and Staff	Mid-term
Flexible work schedules	GTEC Board and Staff	Long-term
Program to allow employees to work at home or a closer worksite	GTEC Board and Staff	Long-term
Individualized marketing programs	GTEC Board and Staff	Short-term

**4.4 PROPOSED SYSTEM FOR MEASUREMENT AND REPORTING**

The City proposes the following system for measuring and reporting progress of the GTEC program for meeting its goals.

**Table 4-3. System for Measuring and Reporting Progress**

Performance Measure	Agency Responsible	Scheduled Date
Drive Alone and Vehicle Miles Traveled Rates for employee and residents	City of Vancouver, GTEC & WSDOT	Biennial
Transit Ridership	C-TRAN	Yearly
Vanpool Participation	C-TRAN & GTEC	Yearly
Number of Employers and Employees participating in transit and ridesharing programs	City of Vancouver, GTEC & WSDOT	Yearly
Number of Residents participating in transit and ridesharing programs	City of Vancouver, GTEC & WSDOT	Yearly
Survey employees at CTR-affected and unaffected work sites	City of Vancouver & WSDOT	Biennial
Survey area residents	City of Vancouver, GTEC & WSDOT	Biennial
Utilization rates for bicycle facilities	City of Vancouver	Yearly

## **4.5 SIMILAR LOCAL AND REGIONAL PROGRAMS**

Transportation Management Associations (TMAs) in the Portland/Vancouver Area are involved in many of the same activities as GTECs. They procure funding, coordinate, promote, market and manage the implementation of a wide variety of travel demand programs. They have been proven to be particularly well-suited for putting together packages of TDM actions that can serve many different traveler markets. In recent years, many TDM activities at the sub-regional level have been conducted under the auspices of TMAs.

There are various ways in which a TMA can be managed. Whether managed by a municipal or transit agency, a chamber of commerce or a non-profit agency, TMAs all have the same purpose: Reduce the number of people who commute to work by alternate modes. These local examples also show that there are many customizable boundary structures a TMA can implement, and a host of TDM/TSM tools they can use to achieve their goals.

In the United States, there are approximately 175 TMAs operating including several in the Portland/Vancouver area. Below are brief descriptions of existing local TMAs:

### **4.5.1 Greater Redmond TMA**

The Greater Redmond Transportation Management Association (GRTMA) is a non-profit that brings together corporations, small and medium-sized businesses, property owners, and city, county, and state representatives to meet commuting challenges and devise successful strategies and solutions. The GRTMA is approximately 283 employers strong, representing over 58,000 commuters. GRTMA supports its members with assistance in complying with city, state, and federal requirements. This assistance can take the form of incentives to employees, promotions/marketing, surveying, plan writing, grant development, program development, needs analysis, parking management studies, and effectiveness evaluation, measurement and tracking.

### **4.5.2 Lloyd District TMA**

Located across the Willamette River from Downtown Portland, the Lloyd District is home to a large retail mall, numerous street-oriented retail and service businesses, several office towers and government buildings. The Lloyd District has recently been included in an expanded 'fareless square' where transit use is free. There are a dozen bus lines and light rail service that transport shoppers and employees in and out of the Lloyd District TMA service area daily. There are currently discussions of connecting the Portland Streetcar to the Lloyd District in the near future.

The Lloyd District TMA is a nonprofit organization, whose goal is to promote economic vitality through business supported efficient transportation and land use patterns. The Lloyd TMA is comprised of both voting and nonvoting members from within and adjacent to the TMA area. TMA programs include improved public transit; ridesharing; alternative work hour programs; parking management; bike and pedestrian measures; and other transportation demand management (TDM) actions for employers and employees. The Lloyd District TMA counts 50 businesses and over 8,000 employees as members. Some of the benefits to members include discounted transit passes, carpooling resources, a guaranteed ride home in case of emergency, and bicycle program coordination.

### **4.5.3 Swan Island TMA**

The Swan Island TMA (SITMA) is home to many service businesses, warehouses, office space, and, predominantly, Port of Portland activity. There are three bus lines and an evening shuttle that transport employees in and out of the SITMA service area daily. The SITMA is managed by the Swan Island Business Association and is designed to improve access and safety for all modes of travel along N. Going Street, Swan Island's only access route. The SITMA's mission is to improve movement by increasing the area's transportation options. The SITMA expects to count 50 employers and as many as 10,000 employees as members. Some of the benefits to members include education and awareness classes and an evening shuttle for swing shift and graveyard shift employees. The SITMA is also implementing TSM practices such as sidewalk improvements and having new crosswalks installed on Going Street.

### **4.5.4 Westside Transportation Alliance**

The Westside Transportation Alliance (WTA) is located on the west side of the Portland metropolitan area and serves Tigard, Hillsboro and Beaverton businesses. Inside the WTA boundary are many commercial, retail and service-oriented businesses, warehouses, office space, high-tech industries and governmental offices. Some of the largest employers are Intel, Nike, Timberline Software, Cascade Microtech and Portland Community College. There are 33 bus lines, light rail and shuttle services that transport employees in and out of the WTA service area daily. There is current planning of a commuter rail connecting Wilsonville to the WTA area in the future. The WTA is a non-profit association and provides Westside employers with a forum to share transportation issues and resources. Their goal is to work with public entities to implement transportation strategies that create a viable and vital business environment. The WTA's mission is to reduce SOV commute traffic. The WTA counts 30 employers and as many as 32,000 employees as members. Some of the benefits to members include education and awareness programs, an area specific shuttle and advocacy.

### **4.5.5 Clackamas Regional Center TMA**

Located along Interstate 205, in the east Portland metro area, the Clackamas Regional Center TMA (CRC-TMA) extends from approximately Johnson Creek Boulevard in the north to the Clackamas River and the City of Gladstone in the south. The CRC-TMA is home to Clackamas Town Center and many other street-oriented retail and service businesses, several office parks, a hospital and medical buildings and a community college. There are 11 bus lines that transport shoppers and employees in and out of the CRC-TMA service area daily. The CRC-TMA is operated by the North Clackamas County Chamber of Commerce to address traffic congestion and driving conditions along the main thoroughfares within the Clackamas Regional Center. The CRC-TMA's mission is to promote alternative forms of transportation, reduce congestion, and improve internal mobility within the CRC business area. The CRC-TMA counts over 15 businesses and over 3,000 employees as members. Some of the benefits to members include, carpooling resources, a guaranteed ride home in case of emergency, shuttle services and telecommuting information.

### **4.5.6 Gresham Regional Center TMA**

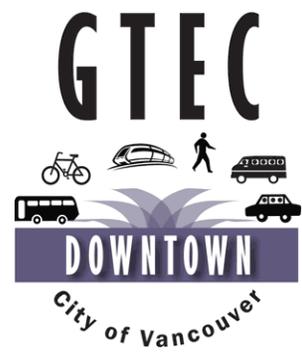
Located around Downtown Gresham, the Gresham Regional Center TMA (GRCTMA) extends from approximately Burnside Street in the north to Powell Boulevard in the south, Eastman Parkway in the west and Hogan Road in the east. The GRCTMA is home to many street-oriented retail and service businesses, office parks, and government offices. There are eight bus lines and light rail that transport shoppers and employees in and out of the GRCTMA service area daily. The

GRCTMA is managed by the Gresham Downtown Development Association and is designed to provide safe and convenient access to the Gresham Regional Center. The GRCTMA's mission is to "To bring together a coalition of local businesses, public agencies and citizens dedicated to improving access options for employees and customers of the Gresham Regional Center (GRC) and enhancing the GRC as the economic engine of East Multnomah County". The GRCTMA expects to count 30-50 employers and 5,000 employees as members. Some of the benefits to members include education and awareness classes and other TDM programs. The GRCTMA is also implementing TSM practices such as gateway and directional sign treatments and establishing a way finding system.

#### **4.5.7 TransManage**

TransManage is a non-profit entity that has developed transportation programs to encourage employees to bus, bike, carpool, vanpool, or walk in Downtown Bellevue. TransManage creates a partnership between downtown property managers, employers, employees, and residents to reduce SOV rate through programs such as discounted transit passes or reduced cost parking for carpoolers. In cooperation with many of the Downtown Bellevue property managers, TransManage provides free park days to some employees who regularly travel to work using the bus, carpool, vanpool, bike or walk. This, along with supporting Bike to Work Day, providing transit pass sales and offering tailored transportation assistance result in a comprehensive commuter program.

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## **Financial Plan**

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## 5. FINANCIAL PLAN

The City of Vancouver has prepared a financial analysis to identify revenues and expenses that are associated with the Downtown GTEC Plan. The following is a description of the funding sources that intended to be use to establish and run the GTEC program. After identifying the available funding sources, the City has identified the expenses which include program administration, employer assistance, policy and regulation development, promotional activities, transit and ridesharing services, and implementation of supporting facilities. The amounts listed here are not committed fund, but planned sources to establish and run the GTEC in the short term.

### 5.1 GTEC FUNDING SOURCES

To assist in implementing and sustaining the GTEC a list of recommended funding sources was created. The funding outline summarized in Table 1 is based upon several key assumptions. These assumptions include:

- Initial support for the GTEC and the partnerships necessary to initiate and sustain it will be the responsibility of the public sector.
- Local jurisdictions recognize that the success of the GTEC plan in reducing drive alone trips fully and directly supports publicly adopted plans for growth, development, transportation efficiency and livability.
- Local jurisdictions and transit agencies need to become on-going and sustaining members of a future GTEC organization that is a true public/private partnership given the policy goals and objectives supported above.
- The private sector needs to begin providing a meaningful and equitable source of funding necessary to sustain the GTEC organization by 2010. Preferably, this would result in the formation of a TMA or some other organization that represents all participating members of the GTEC plan and effort.
- Over time the GTEC organization could be a free standing non-profit business association contracted to manage the GTEC through partnership service agreements among the participating members.

To this end, the funding plan in Table 1 is presented as an outline for the formation and establishment of an on-going GTEC. The table includes operating expenses for the GTEC and programs, services, and projects that will be implemented to support the development of the GTEC. These include increased transit service to the downtown area and the completion of several Transportation Improvement Program (TIP) projects that have been moved up in order to better support the GTEC.

The funding plan assumes that the GTEC would initially be managed by a public sector staff of 1.0 FTE. The work plan and scope for the staff person would be to eventually move the GTEC organization to a more sustainable entity that operates as an association of members, providing a forum for transportation demand management, program service delivery, outreach and assistance to employers throughout the GTEC.

FY 2008 is assumed at a staff of 1.0 FTE, moving to an organization of 3.0 FTE in FY 2012.

## **5.1.1 Partners for Funding**

### **5.1.1.1 Washington State Department of Transportation (WSDOT)**

Through a GTEC grant program available through WSDOT, it is anticipated that the City will receive enough funds for the initial start up of the GTEC. It is also assumed that funds will be available to continue funding the GTEC through 2012. The amounts anticipated are funds of \$50,000 in FY 2008, increasing to \$130,000 in FY 2010 and 2011 and decreasing to \$115,000 in FY 2012. It is assumed that WSDOT funding would continue to be reduced over time as the GTEC organization and member growth results in a more stable funding base at the local jurisdictional level.

### **5.1.1.2 Congestion Mitigation and Air Quality (CMAQ) Improvement Program**

It is assumed that CMAQ will provide three years of stable operational funding to assist the GTEC organization in its formation and initial outreach. This may change given that the region has been identified as being in attainment, so the region may no longer receive CMAQ funding.

### **5.1.1.3 City of Vancouver**

The City will provide an on-going commitment to the GTEC organization. That commitment would ultimately be stabilized once private sector sources for funding are identified and implemented. It is recommended that the City of Vancouver consider net parking revenues and/or parking taxes as a source of on-going funding for the GTEC partnership. The City's commitment would be \$181,000 over five years.

### **5.1.1.4 C-TRAN**

Like the City, C-TRAN should provide an on-going and stable commitment to the GTEC partnership and plan. C-TRAN's commitment under this plan is stabilized at \$50,000 in FY 2012. In the Lloyd District of Portland, the transit agency provides funding to the TMA through commissions on transit pass sales made by the TMA to its member businesses. The commitment may also come through increased transit service to the downtown as well as outreach materials and staff time.

### **5.1.1.5 Employers and Building Owners**

Within two years of implementation, employers and/or building owners should participate meaningfully in the effort to fund the GTEC plan. Many options are available and in place in other jurisdictions including Business Improvement Districts/Areas (BID/BIA) and employee head fees/taxes.

**Table 5-1. GTEC Funding Sources**

Source of Funding	Responsible Agency	Estimated Amount FY 2008	Estimated Amount FY 2009	Estimated Amount FY 2010	Estimated Amount FY 2011	Estimated Amount FY 2012	Estimated Total Amount
<b>Operating Budget</b>							
GTEC Grants	WSDOT	\$ 115,000	\$ 130,000	\$ 130,000	\$ 130,000	\$ 125,000	\$ 630,000
CMAQ Funds <sup>3</sup>	RTPO	\$ 35,000	\$ 35,000	\$ 35,000	\$ 35,000	\$ 0	\$ 140,000
Employer Contributions	TMA or Local Jurisdiction	\$ 0	\$ 0	\$ 55,000	\$ 55,000	\$ 100,000	\$ 210,000
<b>Total</b>		<b>\$ 150,000</b>	<b>\$ 165,000</b>	<b>\$ 220,000</b>	<b>\$ 220,000</b>	<b>\$ 225,000</b>	<b>\$ 980,000</b>
<b>Capital Improvements, Services, and Staff Time</b>							
Staff Time	City of Vancouver	\$ 25,000	\$ 30,000	\$ 35,000	\$ 40,000	\$ 55,000	\$ 185,000
Transit Service	C-TRAN	\$ 581,000	\$ 581,000	\$ 581,000	\$ 581,000	\$ 581,000	\$ 2,905,000
Capital Improvements	City of Vancouver	\$ 20,000	\$ 110,000	\$ 0	\$ 0	\$ 0	\$ 130,000
<b>Total</b>		<b>\$ 626,000</b>	<b>\$ 721,000</b>	<b>\$ 616,000</b>	<b>\$ 621,000</b>	<b>\$ 636,000</b>	<b>\$ 3,220,000</b>
<b>Program Total</b>		<b>\$ 776,000</b>	<b>\$ 886,000</b>	<b>\$ 836,000</b>	<b>\$ 841,000</b>	<b>\$ 861,000</b>	<b>\$ 4,200,000</b>

## 5.2 GTEC OPERATING BUDGET

The program funding plan contained in Table 5-2 is based on the GTEC operating budget and does not include those program, services and projects that will be implemented to support the development of the GTEC which were included in Table 5-1 above. Issues related to costs of new supporting transit services and facilities, as well as vanpool, car-sharing and bike/pedestrian facilities are envisioned as a byproduct of the employer outreach program that would be a key element of the GTEC Manager/Coordinator's work plan and job description. Estimating facility costs for expanded transit service/facilities would also come through the formation of the GTEC organization, requiring negotiations between GTEC members and affected agencies. As a result, estimating costs for alternative mode services and infrastructure is premature.

Outreach efforts are a key to the funding plan and would include:

- One on one contact with key businesses to communicate the GTEC plan and vision.
- Outreach to business executives (public and private) as a means to establish a senior level oversight group (Board of Directors) to oversee and advise the GTEC plan and process.
- Identification and formation of stakeholder work groups (committees) to direct GTEC area efforts related to transit, biking, walking and rideshare.

<sup>3</sup> CMAQ funding will be based on regional eligibility

- Direct assistance to employers/businesses in designing and implementing work site based employee transportation programs.
- Coordinating and conducting GTEC area events to communicate programs and raise awareness of alternative mode options.
- Developing incentive programs (using incentive budget) to facilitate use of alternative mode options.
- Liaison with public agencies in negotiations to enhance alternative mode services/products and infrastructure necessary to accommodate GTEC mode split targets.

**Table 5-1. GTEC Operating Budget**

Expense	Responsible Party	Estimated Amount FY 2008	Estimated Amount FY 2009	Estimated Amount FY 2010	Estimated Amount FY 2011	Estimated Amount FY 2012	Estimated Total Cost
Prepare local GTEC plan and ordinance	GTEC Manager Coordinator	\$ 25,000	\$ 37,000	\$ 37,000	\$ 0	\$ 0	\$ 99,000
Administer GTEC program (contract management, program measurement, annual reporting, coordination meetings)	GTEC Manager/Coordinator and GTEC staff.	\$ 79,000	\$ 79,000	\$ 90,000	\$ 94,000	\$ 94,000	\$ 436,000
Conduct employer outreach: • Supporting transit services • Supporting transit facilities • Supporting vanpool services • Supporting bike and pedestrian facilities • Supporting car sharing services	GTEC Manager/Coordinator and GTEC staff.	\$ 59,000	\$ 62,000	\$ 104,000	\$ 140,000	\$ 160,000	\$ 525,000
Offer program incentives	GTEC Organization Marketing budget	\$ 12,000	\$ 12,000	\$ 12,000	\$ 14,000	\$ 14,000	\$ 64,000
Conduct special area wide promotions	GTEC Organization Marketing/Promotion Budget.	\$ 0	\$ 5,000	\$ 12,000	\$ 12,000	\$ 12,000	\$ 41,000
<i>Estimated Budget Needed</i>		<i>\$ 175,000</i>	<i>\$ 195,000</i>	<i>\$255,000</i>	<i>\$ 260,000</i>	<i>\$ 280,000</i>	<i>\$1,165,000</i>

### 5.3 GTEC FUNDING NEEDS

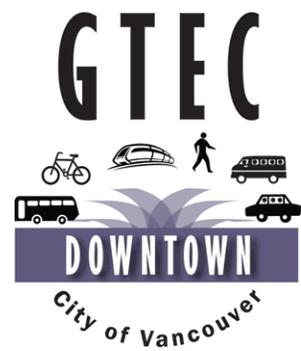
Table 5-1 provided an overview of all the funding needs to support the development of a GTEC in downtown Vancouver. In order to fulfill those needs, it is assumed that several funding sources will be available for the Vancouver GTEC. When comparing the funding sources listed in Table 5-1 and then the operating needs listed in Table 5-2, there is a gap in funding that needs to be addressed. Many of the funding sources listed in Table 5-1 are capital projects, service being provided by C-TRAN, or in kind staff time. Table 5-3 outlines the funding needs or gaps and those grant sources that the City is looking at to fill in the missing funds.

**Table 5-3. GTEC Operating Budget Needs**

Source of Funding	Responsible Agency	Estimated Amount FY 2008	Estimated Amount FY 2009	Estimated Amount FY 2010	Estimated Amount FY 2011	Estimated Amount FY 2012	Estimated Total Amount
<b>Grants</b>							
GTEC Grants	WSDOT	\$ 115,000	\$ 130,000	\$ 130,000	\$ 130,000	\$ 125,000	\$ 630,000
CMAQ Funds <sup>4</sup>	RTPO	\$ 35,000	\$ 35,000	\$ 35,000	\$ 35,000	\$ 0	\$ 140,000
<b>Total</b>		<b>\$ 150,000</b>	<b>\$ 165,000</b>	<b>\$ 165,000</b>	<b>\$ 165,000</b>	<b>\$ 125,000</b>	<b>\$ 770,000</b>
<b>Employer Contributions and Soft Match (Capital Improvements, Services, and Staff Time)</b>							
Employer Contributions	TMA or Local Jurisdiction	\$ 0	\$ 0	\$ 55,000	\$ 55,000	\$ 100,000	\$ 210,000
Staff Time	City of Vancouver	\$ 25,000	\$ 30,000	\$ 35,000	\$ 40,000	\$ 55,000	\$ 185,000
Transit Service	C-TRAN	\$ 581,000	\$ 581,000	\$ 581,000	\$ 581,000	\$ 581,000	\$ 2,905,000
Capital Improvements	City of Vancouver	\$ 20,000	\$ 110,000	\$ 0	\$ 0	\$ 0	\$ 130,000
<b>Total</b>		<b>\$ 626,000</b>	<b>\$ 721,000</b>	<b>\$ 671,000</b>	<b>\$ 676,000</b>	<b>\$ 736,000</b>	<b>\$ 3,430,000</b>
<b>Match Ratio (Non-grant funds/total cost)</b>		<b>81%</b>	<b>81%</b>	<b>80%</b>	<b>80%</b>	<b>85%</b>	<b>82%</b>

<sup>4</sup> CMAQ funding will be based on regional eligibility

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## **Organization Structure**

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## **6. ORGANIZATION STRUCTURE**

For implementing and administering the Downtown Vancouver GTEC Plan, the City of Vancouver will work in partnership with C-TRAN, major employers, neighborhood and business associations, other interested parties, and if available, a local transportation management association.

Listed below are the organizations that will be involved with the implementation of the City's GTEC. Their roles and responsibilities are described as follows:

### **6.1 CITY OF VANCOUVER**

The City of Vancouver will initially coordinate the GTEC Program and will serve as lead agency for the implementation of the GTEC Plan. The City will adopt the GTEC Vision into its Comprehensive Plan. The City will adopt policy and regulation changes mentioned in the GTEC Plan for new developments and City-owned facilities. The City will also manage and set regulations for on-street parking supplies. Finally, the City will be responsible for measuring and reporting progress to the RTPO through the GTEC partnership, led by the GTEC Manager/Coordinator. Over time, these roles and responsibilities of the City of Vancouver could be transferred to a partnership embodied in Transportation Management Association (see below). Given that many GTEC program and services are targeted toward businesses, the role of a TMA could be beneficial as regards management of the GTEC effort.

### **6.2 TRANSIT AGENCY**

C-TRAN will be responsible for providing transit services within the GTEC, the maintenance and administration of transit facilities and the administration ridesharing services. C-TRAN will help support activities to increase awareness of transit options to commuters, employers, and residents. These roles and responsibilities of C-TRAN are expected to be on-going over the life of the GTEC program.

### **6.3 GTEC BOARD & STAFF**

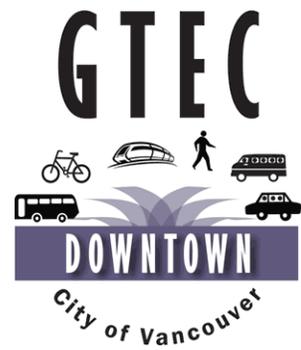
The Transportation Management Association (TMA) will provide direct interface with property managers, employers and residents to implement GTEC programs. The TMA will be responsible for conducting employer outreach activities, promoting and educating employees about drive alone options and administering special programs that will help affected employers make progress toward meeting their goals. The TMA will be comprised of downtown property managers, major employers, the City of Vancouver, C-TRAN, local neighborhood and business associations, and other interested parties. These partners will meet regularly to develop and implement trip reduction programs. As seen in the previous local examples of TMAs, there are various ways in which a TMA can be managed. Whether managed by the City of Vancouver, C-TRAN, or a non-profit agency, TMAs all have the same purpose: Reduce the number of people who commute to work by driving alone and increase the number of people who commute to work by alternate modes. There are a host of TDM/TSM tools the TMA can use to achieve their goals. The majority of these strategies are discussed in Chapter 4. These roles and responsibilities of the TMA are expected to be on-going over the life of the GTEC program; however, the TMA would likely be established with the first two years of the GTEC program.

#### **6.4 MAJOR EMPLOYERS**

Major employers within and adjacent to the GTEC areas, including the City of Vancouver, Clark County Public Services Center, First Independent Bank, the Columbian, the State of Washington's Department of Social & Health Services, Clark College, Clark Public Utilities and US Federal Highway Administration will be responsible for complying with the requirements of the State CTR Law. These requirements include designating an employee transportation coordinator, regular distribution of information to employees, regular review of employee commuting and reporting of progress to the local jurisdiction, and implementing trip reduction programs to reduce drive alone trips and VMT among their employees. These roles and responsibilities of major employers are expected to be on-going over the life of the GTEC program and can be folded into the efforts of the TMA.

#### **6.5 RESIDENTIAL GROUPS**

If the program is targeted towards Esther Short, Hough and Arnada neighborhood associations, they will be responsible for implementing measures that will help reduce drive alone trips and VMT among residents. These roles and responsibilities of residential groups are expected to be on-going over the life of the GTEC program.



## **Public Outreach**

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## 7. PUBLIC OUTREACH

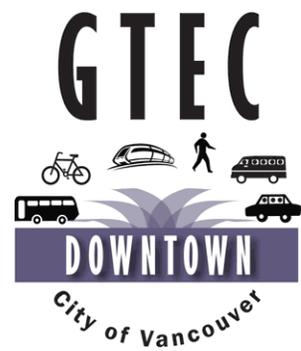
This section describes the consultation process that was used to develop the local jurisdiction's GTEC program. The plan was developed in consultation with the following organizations:

**Table 7-1. Public Outreach for GTEC Plan**

Organization/Party	Issues Discussed
<p>GTEC Stakeholder Meeting</p> <ul style="list-style-type: none"> <li>● City of Vancouver (Jennifer Campos)</li> <li>● C-TRAN (Debbie Elven-Snyder)</li> <li>● Swan Island TMA (Lenny Anderson)</li> <li>● Vancouver Downtown Association (Celinda Rupert)</li> <li>● Regional Transportation Council (Lynda David)</li> <li>● Clark County Public Services Center (Pete DuBois)</li> <li>● WS-DSHS-DCFC (Salena McAlister)</li> <li>● Esther Short Neighborhood Association (Ron Mah)</li> </ul>	<p>Staff and consultants met on July 18, 2007 with various local agencies, CTR-affect major employers, business associations, regional area transportation management associations and neighborhood associations to discuss area transportation problems, goals and future transportation dreams. The assistance from these participants helped with the development of the plans goals and targets along with the structure of the plans program strategies. The group was receptive to staying informed in future.</p>
<p>Port of Vancouver</p>	<p>Consultants met with Katy Brooks to discuss possible inclusion of the Port of Vancouver in the Downtown GTEC. Katy provided information about the Port's current plans for the reduction of single occupant commute trips and vehicle miles traveled. Katy was receptive to staying informed in future.</p>
<p>Regional Transportation Advisory Committee (RTAC)</p>	<p>Staff brought information regarding the CTR Efficiency Act and the new GTEC program to RTAC on March 17, 2006, April 14, 2006, August 18, 2006, and March 16, 2007. Staff provided the GTEC plan to RTAC members on August 17, 2007 and September 21, 2007. Staff provided an introduction to the GTEC program and discussed this plans area, goals, strategies and funding sources.</p>
<p>RTC Board</p>	<p>Staff brought information regarding the CTR Efficiency Act and the new GTEC program to the RTC Board on March 7, 2006, May 2, 2006, January 2, 2007, and August 7, 2007. Staff brought the GTEC plan to the RTC Board for review on September 4, 2007 and October 2, 2007.</p>
<p>Vancouver City Council</p>	<p>Staff brought the GTEC plan to Vancouver City Council during two different workshops, one on August 27, 2007 and on September 10, 2007. The GTEC plan was approved and supported by the City Council and asked staff to move the plan forward.</p>
<p>Vancouver Planning Commission</p>	<p>Staff brought the GTEC plan to the Vancouver Planning Commission on August 28, 2007 where they approved the proposed GTEC plan and asked staff to move the plan forward.</p>

The City of Vancouver is required to submit the following additional information as part of their application for GTEC certification:

1. Copy of the City's resolution to designate the GTEC and adopt the program plan.
2. Letter from C-TRAN endorsing the designation of the area as a GTEC.
3. Letters of support from partners that are expected to contribute resources.



## **Relationship to Local CTR Plan**

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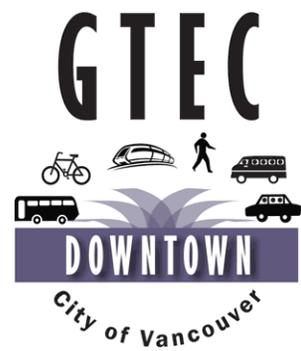
## 8. RELATIONSHIP TO LOCAL CTR PLAN

The City of Vancouver’s plan will be voluntary but seeks to increase benefits from the CTR Plan by also working with, and targeting businesses and employers currently unaffected by the CTR law. This GTEC will build onto the CTR Plan by reaching out to more employers and by encouraging residents to use alternative modes of transportation.

**Table 8-1. Relationship to CTR Plan**

Base CTR Program	GTEC Plan	Expected Benefits
The CTR Program will continue to focus solely on major employers when reducing SOV and VMT rates.	The Downtown GTEC expands the number of affect employers to cover the entire Downtown area and seeks to reduce SOV rates by 14% and VMT rates by 16%.	The higher goals set by this GTEC will reduce the number of drive alone trips and help reduce congestion in the downtown area. There will also be added environmental benefits to air quality and noise levels.

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## **Appendix A: Letters of Support**



47110/JH/jeb

September 25, 2007

The Honorable Royce Pollard  
City of Vancouver  
PO Box 1995  
Vancouver, WA 98668-1995

Dear Mayor Pollard:

C-TRAN strongly endorses the City of Vancouver's application for funds to develop and implement a Growth and Transportation Efficiency Center (GTEC) in downtown Vancouver. Downtown Vancouver displays all the characteristics of a growing employment center that needs and will benefit from the emphasis on commute trip reduction (CTR) and the application of CTR program elements that a GTEC will bring. C-TRAN currently transports a modest proportion of commuters to downtown Vancouver and believes, under the right conditions, we can significantly increase this mode split. To underscore this, C-TRAN plans to increase fixed route transit service to the downtown area by approximately 25 revenue hours per weekday, or \$581,000 annually. The prospect of a Downtown Vancouver GTEC is factoring into this decision.

We believe the development of a GTEC will help further drive economic growth in Downtown Vancouver by more efficiently managing vehicular traffic and parking. C-TRAN is committed to reexamining service levels and products (e.g., subsidized vanpools) throughout Vancouver's GTEC demonstration project, adjusting service levels to maximize ridership, and take advantage of new opportunities.

Sincerely,

C-TRAN

A handwritten signature in blue ink that reads "Jeff Hamm".

Jeff Hamm  
Executive Director/CEO



October 8, 2007

Royce Pollard  
Mayor  
City of Vancouver  
PO Box 1995  
Vancouver, WA 98668-1995

Dear Mr. Pollard:

Vancouver's Downtown Association (VDA) would like to show our support for the development of a Growth and Transportation Efficiency Center (GTEC) in downtown Vancouver. Establishing a GTEC in downtown Vancouver will provide benefits to employers, employees, as well as residents. The development of a GTEC will help further drive economic development in the downtown by more efficiently managing vehicular traffic and parking to allow continued growth into the future. The VAD is excited about the opportunity to develop a GTEC and we look forward to working with the City on this project.

Sincerely,

Celinda Rupert  
President  
Vancouver's Downtown Association



**Washington State  
Department of Transportation**  
**Douglas B. MacDonald**  
Secretary of Transportation

**Southwest Region**  
11018 Northeast 51st Circle  
P.O. Box 1709  
Vancouver, WA 98668-1709  
360-905-2000  
Fax 360-905-2222  
TTY: 1-800-833-6388  
[www.wsdot.wa.gov](http://www.wsdot.wa.gov)

September 25, 2007

Mayor Royce Pollard  
City of Vancouver  
PO Box 1995  
Vancouver, WA 98668-1995

Dear Mayor Pollard:

The Southwest Washington Region of the Washington State Department of Transportation would like to show our support for the development of a Growth and Transportation Efficiency Center (GTEC) in downtown Vancouver. Establishing a GTEC in downtown Vancouver will provide benefits to employers, employees, as well as residents. The development of a GTEC will better manage vehicular traffic and parking in the downtown area, ultimately moving more people, more efficiently and improving the efficiency of the state's transportation system. WSDOT is excited about the City's opportunity to develop a GTEC and we look forward to working with the City on this project.

Sincerely,

A handwritten signature in cursive script that reads "Jack Burkman".

Jack Burkman  
Planning Manager  
WSDOT Southwest Region

ESTHER SHORT NEIGHBORHOOD ASSOCIATION

*Vancouver, Washington*

September 18, 2007

Royce Pollard  
Mayor  
City of Vancouver  
PO Box 1995  
Vancouver, WA 98668-1995

Dear Mr. Pollard:

The Esther Short Neighborhood Association would like to show our support for the development of a Growth and Transportation Efficiency Center (GTEC) in downtown Vancouver. Establishing a GTEC in downtown Vancouver will provide benefits to employers, employees, as well as residents. The development of a GTEC will help further drive economic development in our downtown area by more efficiently managing vehicular traffic and parking to allow continued growth into the future. The Esther Short Neighborhood Association is excited about the opportunity to develop a GTEC and we look forward to working with the City on this project.

Sincerely,



Ron Mah  
President  
Esther Short Neighborhood Association



CITY OF VANCOUVER

SEP 25 2007

TRANS. SERVICES

September 20, 2007

Royce Pollard  
Mayor  
City of Vancouver  
PO Box 1995  
Vancouver, WA 98668-1995

Dear Mr. Pollard:

The Arnada Neighborhood Association would like to show our support for the development of a Growth and Transportation Efficiency Center (GTEC) in downtown Vancouver. Establishing a GTEC in downtown Vancouver will provide benefits to employers, employees, as well as residents. The development of a GTEC will help further drive economic development in the downtown by more efficiently managing vehicular traffic and parking to allow continued growth into the future. Arnada is excited about the opportunity to develop a GTEC and we look forward to working with the City on this project.

Sincerely,

Seanette Corkill  
Chair  
Arnada Neighborhood Association