



FRAMEWORK FOR DEVELOPING A COUNTYWIDE LAND USE AND TRANSPORTATION PLAN

FINAL REPORT



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FRAMEWORK FOR DEVELOPING A COUNTYWIDE LAND USE AND TRANSPORTATION GUIDE PLAN

OVERVIEW

Ada County Highway District (“ACHD”) has retained Freilich, Leitner & Carlisle (FLC) to perform consultant services under a two-phased agreement. Phase I involves revisions to the ACHD Policy Manual. Phase II involves the development of a countywide land use and transportation guide plan (“Plan”) with the cooperation of Ada County, the Idaho Transportation Department (“ITD”) and the cities within the County. This Report is submitted in fulfillment of Phase II of the FLC-ACHD agreement.

The Phase II project involves the development of a countywide transportation and land use guide plan by the land use planning and implementing agencies within the county (the county, six cities and ACHD). The objective is to create an intergovernmental coordinated growth strategy that reflects what the citizens of the county and their elected leaders desire for better quality of life. The Guide Plan will address demographic, economic, fiscal, land use and transportation factors. Analysis of alternative development patterns and respective impacts will result in selection of a preferred alternative, to form the backbone pattern of growth for the Guide Plan. The Guide Plan will then be incorporated, with adaptive changes, into the comprehensive plans and land development regulations of the county, the six cities, the ACHD Policy Manual and the long-range transportation plan (LRTP) currently being prepared by the Community Planning Association of Southwest Idaho (“COMPASS”).

The Report recognizes that a significant amount of transportation planning has occurred in the county. The purpose of the Report is not to wholly replace or revisit those plans and policies, but rather to establish a realistic action program to integrate and implement coordinated transportation and land use policies and regulations throughout Ada County. The Plan will utilize base data assembled in existing plans, as well as the long-range transportation planning process currently being undertaken by COMPASS. The policies and implementation strategies that emerge from this process will refine existing transportation and land use planning efforts throughout the County, resulting in better coordination between land use and transportation decision making that will yield:

- Prioritized and fully funded transportation capital improvement programs that promote the preferred land use growth patterns;
- Efficient growth patterns that reduce travel time, air pollution, capital improvement costs, energy costs, and operation and maintenance costs;
- Infill compatibility in existing neighborhoods;
- A range of choice in housing to accommodate market options from traditional subdivisions to walkable pedestrian oriented neighborhoods and centers;
- Feasible transit choices for transit dependent residents and those who chose to walk or bike;
- Feasible transit choices for transit-dependent residents and those who chose to walk or bike;
- Enhanced economic development initiatives and job growth
- Transportation on corridors and centers to reduce strip commercial and sprawl development

PLANNING CONTEXT

Ada County is the largest county in the state of Idaho, and the greatest part of one of the fastest growing regions in the nation. With a 2000 Census population of 300,904, nearly one-quarter (23%) of the state's residents reside in Ada County. According to population projections by COMPASS, total population and households are anticipated to increase by 63% and 61%, respectively, by the year 2025. The share of population included in the cities, if current trends are maintained, is anticipated to decline from 90% to 83%, reflecting decentralization from the region's city centers. As the population has increased and decentralized, traffic congestion has increased. Census statistics reveal that travel time to work increased from 16.9 to 19.3 minutes from years 1990 to 2000. Public transportation, walking, and bicycling remain a relatively small share of home-to-work trips.

This pace of growth has provided numerous opportunities and challenges for the county. While growth has opened economic development opportunities, the decentralization of growth has presented challenges in terms of providing infrastructure and maintaining the unique character and quality of life valued by existing and new residents. Low-density development in the county's rural and suburban areas as well as in the outlying impact areas of cities has increased traffic congestion, while decreasing the ability to restore and enhance the county's city centers, infill in existing neighborhoods and to provide public transportation.

Local jurisdictions exercising police power in the county include Ada County, six (6) cities (Boise, Eagle, Garden City, Kuna, Meridian, Star), and the Ada County Highway District (ACHD). The County and each city have the power to adopt comprehensive plans that establish land use and transportation policies. Each implements land use policies through zoning, subdivision and capital improvement programs. At a countywide level, the ACHD reviews subdivision plats for "continuity of highway pattern, widths, drainage provisions, rights-of-way, construction standards, traffic flow, traffic volume, demand generated by the proposed subdivision (both within and outside the subdivision boundaries), and other matters pertaining to the District's function as a highway district" (ACHD Policy Manual § 7001.1.4).

Transportation planning and improvements within the region are a shared function of the federal, state and local governments. At the local level, ACHD has principal responsibility for providing and maintaining local transportation improvements in Ada County. ACHD was established by referendum on May 25, 1971 as a separate unit of local government to consolidate the street and road functions of Ada County and the cities within the county. ACHD provides planning, design, construction, reconstruction, maintenance and traffic supervision for all urban streets, rural roadways and bridges.

COMPASS is the designated Metropolitan Planning Organization (MPO) for the Boise and Nampa Urbanized Areas encompassing northern Ada County and the expanded urbanized area in Canyon County. COMPASS is designated as a Transportation Management Area (TMA) for the Metropolitan Planning Boundary. COMPASS serves other cities within Canyon County, the Highway Districts in each county -- ValleyRide, the regional public transportation authority -- and the Idaho Transportation Department. COMPASS' separate legal status as a joint-powers entity accords with title 67, chapter 23, Idaho Code. COMPASS currently is initiating the development of a long-range transportation plan (LRTP) for the region.

In developing the LRTP with support from ITD, COMPASS is required to assure "consistency between transportation decision making and the provisions of all applicable short-range and long-range land use development plans". 23 U.S.C. §134(f). It is the cities, the county and ACHD which

have the responsibility to prepare and implement the plans, regulations, CIPS and funding programs that will inform the COMPASS in preparing its LRTP and making transportation policy decisions

Under Idaho law, the authority for linking transportation planning to new growth and development is found in the Local Land Use Planning Act (“LUPA”), title 67, chapter 65, Idaho Code. LUPA requires local governments to prepare a comprehensive plan that addresses property rights, population, economic development, land use, public services/utilities/facilities, transportation, housing, community design, and implementation (Idaho Code § 67-6508). LUPA provides for broad regulatory tools ranging from conventional zoning and subdivision regulations, to more innovative and flexible devices such as transfers of development rights, development agreements, special use permits, planned unit developments, and future right-of-way acquisition maps.

Despite numerous land use planning and implementation programs of each jurisdiction in the County, these policies have not been coordinated on a countywide basis. LUPA has a provision authorizing negotiated areas of city impact within the unincorporated area of the county (Idaho Code § 67-6526). Presently, there is little coordination between policies and standards relating to land uses, densities and intensities, adequate public facilities, funding, prioritized capital improvement programming, community design, and other land use policies among the jurisdictions in the County. Further, there is no active mechanism to address the transportation impacts, particularly cumulative impacts, of land use activities throughout the county. This report establishes a process for developing a coordinated transportation and land use guide plan that will provide more effective land use patterns, stimulate growth in infill areas, and along transportation-transit corridors and centers, reduce sprawl, and provide coordination between the various jurisdictions that control transportation and land use policy in the county. Most importantly the incorporation of the plan through a growth management element into each jurisdiction’s comprehensive plan and the simultaneous preparation and adoption of ordinances and programs to carry out the policies on the ground, will assure that the Countywide Plan is fully implemented.

STRUCTURE

The plan process will be established by a joint powers agreement between all of the participant jurisdictions. The intergovernmental agreement will establish constituent membership, the roles and responsibilities of each member, financial cost, allocation of costs, and the procedures for formal adoption of the countywide transportation and land use plan and implementing comprehensive Plan elements and land development regulations by the county, cities and ACHD.

The participating governmental jurisdictions will appoint a 25- member Steering Committee and an inter-agency Technical Committee to provide policy guidance throughout the project and assist with interagency coordination. A suggested composition of these committees is listed in the Stakeholder Participation section of this report below. Steering Committee members generally will be asked to attend one meeting per month, though additional meetings may be desired for special presentations at key decision points. The Technical Committee will ensure that the Consultant team has access to the most current data, assist in the alternatives analysis and review all documents produced during the process. Periodic meetings will be held with the governing boards of the participating jurisdictions at key decision points.

The project will be closely coordinated with the ongoing transportation planning effort currently being undertaken by COMPASS. The population and employment distributions resulting from each of the growth alternatives discussed in the next section will be forwarded to COMPASS and ACHD for traffic modeling. The traffic models will yield future level of service data and a list of improvements required to serve each alternative. The preferred growth alternative will establish the

future growth pattern that lays the foundation of the Long Range Transportation Plan (LRTP) being developed by COMPASS. In this way, the consortium's project will shape future transportation needs and the LRTP will be consistent with the transportation and land use guide plan ("Plan") pursuant to Section 134 of the federal transportation act (TEA-21).

STAKEHOLDER PARTICIPATION

The intergovernmental agreement will include the participation of the six (6) cities in Ada County (Boise, Eagle, Garden City, Kuna, Meridian, and Star), ACHD, and Ada County. To facilitate the development of the Plan, key stakeholder groups will be represented on the Steering Committee. Other groups should be contacted to participate through community workshops and focus groups described below. The composition will be subject to such arrangements as the governing entities agree upon.

The **Steering Committee** could consist of 23-25 key stakeholders¹ as follows:

- Ada County
- Boise
- Eagle
- Garden City
- Kuna
- Meridian
- Star
- ACHD
- Agricultural interests
- Chamber of Commerce
- Neighborhood Interests
- Idaho Smart Growth
- Environmental Interests
- Treasure Valley Partnership
- Development interests (residential)
- Development interests (commercial)
- Redevelopment Agencies
- Other Public Transportation Agencies
- Canyon County non-voting representative

The **Technical Committee** should include participation as designated by the Steering Committee as well as:

- Idaho Transportation Department;
- COMPASS
- Other state agency representatives such as Idaho Division of Environmental Quality, Division of Natural Resources, Department of Health and Welfare and the Treasure Valley Regional Public Transportation Authority;
- Professionals with expertise in land use and transportation planning; and
- County, City, and ACHD, Department Heads.

In formulating the substantive provisions of the plan described under “General Scope,” below, the consultant will use a number of public participation techniques including workshops, Internet, newspaper fold-outs, surveys, charrettes, and focus group sessions to ensure that the widest range of citizens and groups have a voice in the outcome of this program.

SCOPE

This section discusses the general scope of the planning program. Key outcomes will include: (1) the development and analysis of the impacts of distinct alternative land use and growth patterns; (2) selection of a preferred growth pattern and appropriate growth policies for defined geographical policy areas or tiers; (3) transportation planning coordinated with the preferred land use patterns; (4) suggested state legislation, if needed, to implement the preferred alternative; (5) a framework for joint public-private economic development; (6) coordinated land use, growth and development plans and policies; (7) land use patterns that support bus and multi-modal transit use; (8) intergovernmental agreements and memoranda of understandings for implementation mechanisms; (9) coordinated development and environmental review standards and processes; and (10) preparation of growth management elements (transportation and land use) and land development regulations and programs to be incorporated into comprehensive plans and ordinances of the county and cities and the ACHD Policy Manual

A. ALTERNATIVE LAND USE AND GROWTH PATTERNS / TIER SYSTEM

This stage of the project involves the evaluation of alternative land use and growth patterns and the establishment of a preferred growth system for cities, city-county growth areas and rural-agricultural areas. Analysis of the choices will enable decision makers to understand the impacts of land use and capital investment decisions on local budgets, holding capacity, service capacities, community character and other factors. Alternatives will focus on a system of tiers, which will identify and establish appropriate land use and growth policies for developed, developing, future development and rural agricultural areas within the county. Developed tiers are existing, built-out areas where infill development opportunities will be identified. Developing tiers are areas where new development is occurring, and where specific timing, sequencing and mitigation measures will be required to address environmental and infrastructure constraints. Future development and rural tiers are not anticipated to be developed within the time frame of the Plan, though development in each of these tiers should reflect long range desires for the character and intensity of development. A final, environmental tier can be created to reflect natural conditions or topographical constraints that overlay urban development. While each of these tiers is likely to exist within each alternative, the boundaries of the tiers and the growth policies within each tier will differ between alternatives.

The alternatives analysis process should involve the following tasks:

1. **Definition of Alternatives.** The scenarios will be defined through a hands-on growth allocation exercise to be conducted with the steering committee, the community at large and meetings with the governing boards. Each scenario will be translated into detailed development patterns using existing GIS-based land use, zoning, transportation and other infrastructure data. The model development patterns will be based on the findings of the Treasure Valley Futures Project. The alternative development scenarios may include the following:
 - a. Statements of goals, objectives, policies and strategies
 - b. A scenario involving the continuation of past development trends; and

- c. At least two other scenarios with alternative development patterns. Examples include:
 - i. A compact development scenario involving a shift in the location, timing, and density of new development to focus development in designated nodes, centers, and neighborhoods;
 - ii. A transportation corridor development scenario with transit stations and transportation corridor centers;
 - iii. A center-based scenario in which new growth is restricted primarily to the existing urban centers and newly established centers in outlying areas; or
 - iv. Other growth alternatives recommended by the project's steering committee.
2. **Alternatives Analysis.** A detailed quantitative impact analysis of each growth scenario will provide decision makers with information as to the different outcomes resulting from each growth pattern. Debates over the strengths and weaknesses of each alternative can be focused on specific impacts, thus raising the level of discourse. At least two workshops will be held to enable steering committee members to thoroughly discuss each scenario before recommending a preferred scenario, which is likely to be an amalgam of those analyzed. The GIS-based analysis should, at a minimum, address:
- a. Future population and employment distributions;
 - b. Economic development and job creation
 - c. Development capacity and absorption;
 - d. Housing impacts;
 - e. Environmental impacts;
 - f. Utility systems impacts;
 - g. School impacts;
 - h. Transportation impacts;
 - i. Other infrastructure and service impacts;
 - j. Impacts on community character
 - k. The array of legal implementation tools and programs needed to carry out the scenario; and
 - l. Political feasibility
3. **Scenario Maps.** Preparation of a countywide GIS-based map that identifies future land use patterns and growth tiers for each scenario selected by the committee. This map will serve as the basis for analysis of future development potential within each scenario.

4. **Policy Alternatives.** The development of coordinated land use, transportation, funding and implementation strategies that will guide the revision of local comprehensive plans and regulatory mechanisms such as zoning; subdivision; CIP; right of way preservation; adequate facilities; financing mechanisms; and environmental, fiscal and monitoring review. Policy alternatives will be designed to ensure that transportation and other infrastructure investments by all entities support the desired countywide growth pattern. This should include the Idaho Transportation Department as well as water and sewer districts and other utility providers. The alternatives will include:
 - a. Policies that require consistency with the Plan and an approval process for prioritized and fully funded new transportation investments; and
 - b. Identification of priority growth areas suitable for new growth-inducing transit, transportation, economic development, mixed use centers and other public facility investments.

5. **Preferred Alternative Selection.** Alternatives analysis is a consensus-building process. The preferred alternative is likely to encourage growth in suitable infill locations, corridors, centers, and nodes; address growth pressures in the external suburbs; include policies to promote orderly, contiguous growth patterns; propose mechanisms to ensure that the growth is coordinated with infrastructure capacity and infrastructure financing capability; provide a suitable range of choices in neighborhoods to accommodate projected needs from all age and income groups; and assure environmental, rural and agricultural land preservation.

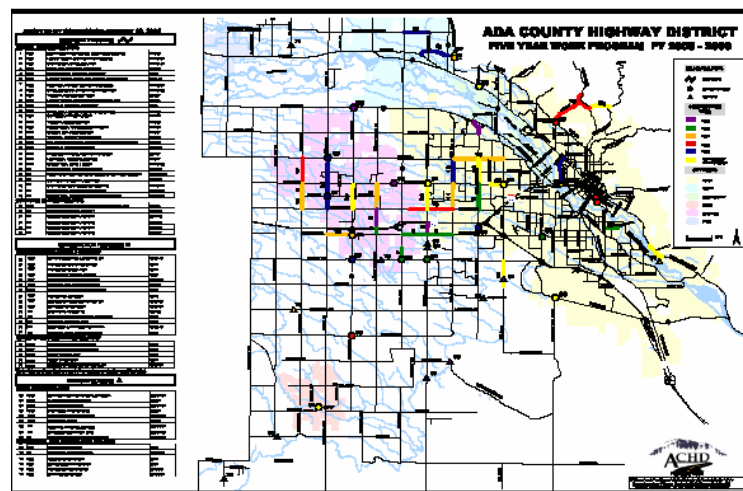


Figure 1 The preferred land use will direct the extension of future infrastructure improvements

The alternatives analysis will be prepared based upon population and employment projections by traffic analysis zone (TAZ). COMPASS's consultant will use the adopted preferred land use pattern of growth to develop TAZ projections to model traffic and develop the LRTP. This approach ensures that transportation modeling in the region is responsive to the preferred land use alternative, rather than existing trends or land use being responsive to transportation improvements. In return

transportation priorities and scheduling will enable ACHD, the county and cities to address the timing and sequencing of growth based upon the availability of transportation improvements.

B. TRANSPORTATION

There is a close nexus between transportation improvement and urban form. Growth adds new demands on transportation facilities, while also providing some new revenue to expand capacity. As the county decentralizes and growth spreads farther from the center, the ability to provide efficient, and self-supporting multi-modal transportation improvements becomes more difficult. Local governments lack sufficient revenue to provide system improvements at a pace commensurate with recent and anticipated growth. To address these issues, the Plan will develop policies that condition development approval to transportation level of service (“adequate public facilities”) standards derived from the adopted land use alternative pattern of growth. Planning policies will ensure that growth occurs more efficiently, through compact land use patterns, corridors, centers, street connectivity, continuous bicycle and pedestrian facilities, and transit supportive development.

Transportation adequate public facilities policies and standards tie the pace and location of new development to the priority, availability and capacity of transportation improvements. Development and implementation of these policies and standards involves: (1) analysis of the inventory of transportation facilities; (2) the capacity of each facility; (3) the remaining capacity of each facility to accommodate projected new development and future transportation demand; (4) the location of each facility in relation to the adopted land use alternative pattern of growth; and (5) the priority of the facility on the capital improvement program. Transportation levels of service will address all forms of transportation infrastructure including streets, transit, pedestrian, and bicycle facilities. The minimum level of service (or maximum amount of congestion) will differ between different areas of the county, with more congestion being acceptable within the urban core and less in rural areas. The Plan will identify the zoning, subdivision, and other land use controls that will implement timing and sequencing policies. The policies will address mitigation techniques for funding transportation capacity. The Plan will establish policies for capital improvements programs identifying priorities, priority growth areas, financing resources, and the timing of the new transportation facilities needed to support existing subdivision approvals and new growth in the region.

The preferred land use alternative will refine the tiers by identifying key transportation corridors, nodes, and centers based on existing, high-capacity transportation improvements, and desired growth patterns. Transportation improvements will be based on existing and anticipated densities and intensities within the adopted pattern of growth land use alternative and define the land use policies that will provide the basis for regulating land use.

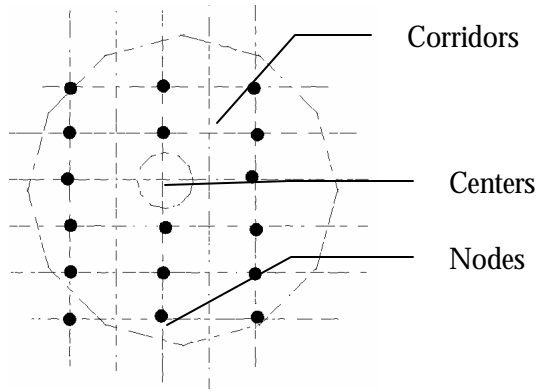


Figure 2 Corridors, Nodes and Centers Conceptual Diagram
(Source: Freilich, Leitner & Carlisle)

The land use pattern of growth can be conceptually described as follows:

- Corridors** – linear land use patterns that form around regional transportation connectors such as highways and public transit routes, which link areas of activity within the region and provide access to surrounding land uses. Corridors can be classified into residential, commercial, industrial, and mixed-use corridors. Mixed-use corridors may include traditional “Main Street” blocks, transit-oriented development, or new “traditional neighborhood developments” with interconnected grids.

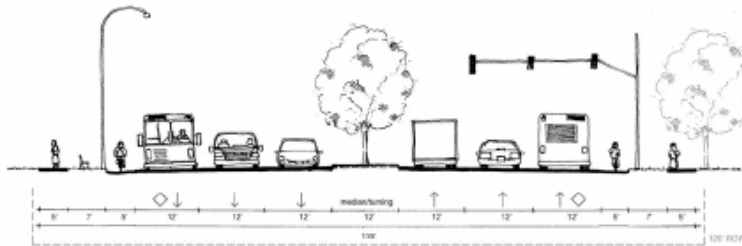


Figure 3 Corridors are framed by buildings and structures centered on linear transportation facilities (Source of graphic: ACHD)

- Nodes** – concentrations of land use activities that form at the intersection of corridors or transit routes. Nodes are typified by land use intensities that exceed those of surrounding areas and relatively compact development patterns.



Figure 4 Nodes are concentrations of activity at the intersection of corridors or transit routes
(Source: Freilich, Leitner & Carlisle)

- Centers** – Centers are the nuclei of the region, with a concentration of land use activity and transportation improvement. Centers provide the commercial, residential, entertainment, and employment hubs for the County. While nodes typically are scaled to a residential neighborhood, centers are larger in scale because they tend to serve as county or regional destinations and joint public-private development of centers is the key to the future economic development of the county.



Figure 5 The downtown areas of Boise and Kuna are example of Centers (Sources: ValleyRide, Downtown Boise Mobility Study Revised Report; COMPASS, Destination 2020)

The desired character of corridors, nodes, and centers will be defined by location within the “Tier” system described in subsection “A” above. Based upon location within each “Tier” (Urbanized, Urbanizing, Future Urbanizing or Rural/Agricultural) the densities, intensities, land uses, design characteristics and transportation improvements will vary.

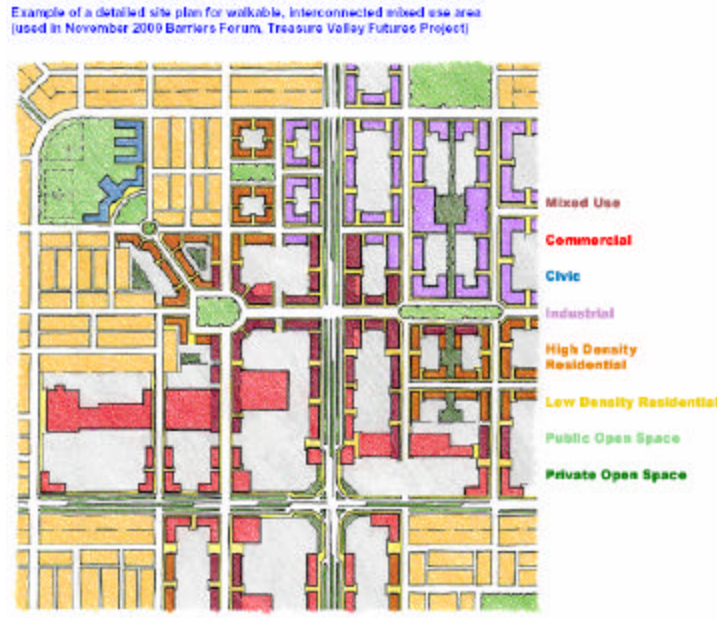


Figure 6 (Source: Idaho Smart Growth,
at <http://www.idahosmartgrowth.org/crossroa.htm>)

The following documents will be considered in establishing goals, objectives, policies and strategies and in defining tiers, corridors and nodes:

- City and County Comprehensive Plans, Area Plans and Zoning Regulations
- ACHD 2005-2009 Five-Year Work Program
- ACHD Impact Fee Program and Capital Improvements Plan (CIP)
- ACHD Policy Manual
- ACHD State Street Corridor Study
- Ada Planning Association and COMPASS, Development Monitoring Reports for Ada County
- Ada Planning Association, Interim Foothills Transportation Plan (July 20, 1998)
- Ada Planning Association, Land Use and Transportation Workshop materials (Model Calibration Report and supporting presentations)
- Center for Public Policy and Administration, Boise State University, Treasure Valley Infrastructure Study Alternative Revenue Sources (June 1999)
- COMPASS, I-84 Corridor Study Final Report (October 15, 2001)
- COMPASS, Ada County Long Range Highway & Street Map 2025 Functional Street Classification System (Adopted July 15, 2002)

- COMPASS, Analysis of Transportation Components in the Comprehensive Plans of Ada County (July 2003)
- COMPASS, FY2004-2008 Boise Urbanized Area Transportation Improvement Program (Approved September 15, 2003)
- COMPASS, Destination 2025: Long Range Transportation Plan for Ada County (Report 12-2002, amended September 16, 2002)
- COMPASS, Draft Treasure Valley Congestion Management System Plan (September 2002)
- COMPASS, FY2003-2007 List of Locally Funded Minor Arterials that add Continuous Through Lane Capacity and are not Regionally Significant (2002)(Provided for Information Only. Not a Part of the Transportation Improvement Program)
- COMPASS, Regional Transportation Summit: Executive Summary, First-Level Overview, And Supporting Materials (November 30, 2001)
- COMPASS, FY2004 Unified Planning Work Program and Budget Final (August 18, 2003)
- COMPASS, Storm Water Management Authorities and Requirements Of Local Governments in Ada and Canyon Counties (January 2003)
- COMPASS, 2002 Treasure Valley Transportation Survey (Final Report, February 2003)
- Idaho Transportation Department (ITD), Idaho Futures documentation (www.idahofuturetravel.info)
- Treasure Valley Futures Project, Treasure Valley Growth Scenario Analysis (November 2002)
- ValleyRide, Downtown Boise Mobility Study
- ValleyRide, Rail Corridor Evaluation
- ValleyRide, Regional Operations and Capital Improvement Plan
- ValleyRide, Transportation Development Plan (TDP)
- VIATrans, Valley InterArea Transportation's Transit Development Plan Technical Memorandum, Development Of Transit Alternatives

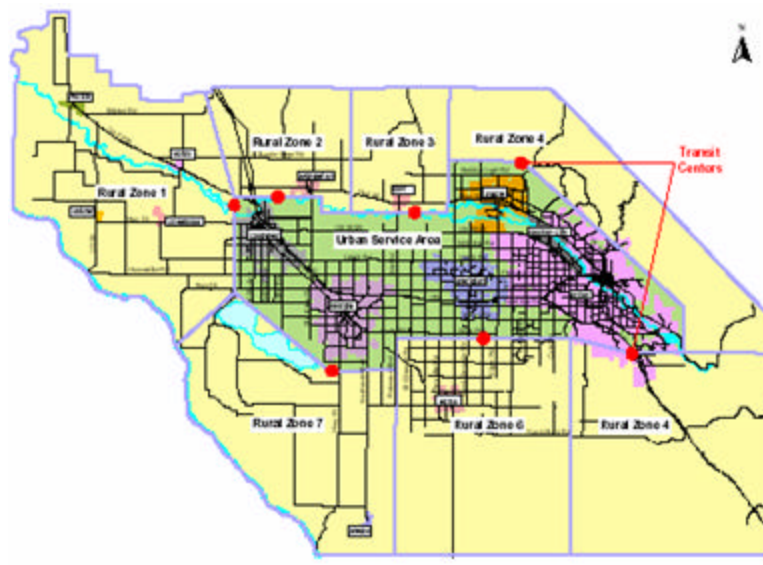


Figure 7 (Source: ValleyRide)

The Plan will: (1) evaluate existing road and sidewalk improvements to identify deficiencies and facilities with surplus capacity (incorporating ACHD studies that identify areas with high and low street connectivity); (2) the availability of pedestrian and bicycle facilities; (3) establish policies to resolve existing deficiencies and prevent new deficiencies from occurring; and (4) identify mitigation measures that do not rely exclusively on automobile and roadway capacity, such as better connectivity, transit and pedestrian facilities, and transportation demand management techniques such as voluntary business rotation of work hours to relieve peak hour congestion, car pooling and parking strategies.

C. LEGISLATION

The team will work with the Legislature with regard to suggested and recommended state legislation. This will involve an analysis of existing constitutional provisions, statutes, and case law in order to identify gaps in legislative authority, needed to support Plan strategies.

D. JOINT PUBLIC-PRIVATE ECONOMIC DEVELOPMENT AND FISCAL CONSIDERATIONS

The Plan will identify joint development strategies and land use policies to encourage a partnership between the public and private sectors in providing economic development, new infrastructure and resolving existing deficiencies. A toolbox of land use and transportation techniques will be established to highlight where and how each technique can be applied to best support local and countywide economic development objectives. The techniques will include development agreements, tax exempt financing, tax increment financing, public guarantees, public donation of land, provision of infrastructure and related incentives. The Plan will explore the feasibility of joint public-private development strategies along state and interstate highways, transit facilities, and other multimodal connection points within transportation corridors where development becomes attractive due to the presence of transportation facilities. Due to limited venture capital funding, businesses, especially research, technology and start up firms, prefer to locate at transportation or transit corridor centers where land assembly and infrastructure provision reduce equity capital needs, and long-term revenue leasing repays the private land assembly and the public infrastructure. The Plan will explore the potential for revenues, such as lease revenues, connection fees, concession fees, and negotiated private sector investment. Planning policies that encourage joint public-private development will be prepared and discussed with the committee.

The following tasks will be performed:

- (a) Identify potential joint public-private corridor interchanges or nodes
- (b) Map transportation corridor and interchanges and identify ownerships
- (c) Develop transportation corridor/interchange overlay policies
- (d) Prepare a joint public-private development strategy for key private or public land assembly at interchanges
- (e) Identify needed capital improvement projects for sewer, water and roads at corridor interchanges
- (f) Outline revenue projections for public participation in joint public- private developments



Figure 8 Transportation interchanges can form the basis for public-private partnerships (Source of graphic: ACHD State Street Corridor Study)

E. ENVIRONMENTAL REVIEW PROCESSES

The transportation and land use plan will establish policies for reviewing new transportation improvements and land use activities for their impact on the environment. Policies will establish guidance for mitigating the impact of new transportation improvements and land use activities on environmental resources such as air quality, water quality, storm water management, wetlands, floodplains, steep slopes, environmentally sensitive lands, aquifer recharge areas, water rights availability and allocation, and preservation of agricultural lands. The Plan will address the viability of instituting programmatic environmental impact statements that address environmental impacts on an areawide basis, without requiring additional environmental impact statements for individual projects or private development proposals especially for anticipated economic development corridor centers.

F. BUS AND MULTI-MODEL TRANSIT

The Plan will address the relationship between new development and transit usage, and will identify policies to achieve intensive development in areas where public transportation improvements exist or can be feasibly placed. The plan will quantify minimum densities needed to support types of transit improvements that exist or are planned in the county, and will include policies that prioritize the location of new private development near public transit access.

G. AGRICULTURAL PRESERVATION

The Plan will develop strategies to provide farmers with economic alternatives for holding land for agriculture in lieu of selling to development that will provide equal or higher return. Techniques to be explored will include: conservation easements, federal tax deductions, preferential taxation, cluster development (conservation subdivision); exclusive agricultural districts; transfers and purchase of development rights; land trusts; mitigation fees and open space bonding.

H. INTERGOVERNMENTAL JOINT POWERS AGREEMENTS FOR IMPLEMENTATION MECHANISMS

The Plan will identify strategies needed, particularly cooperation between different levels of government in implementing the transportation and land use plan. Legal tools such as development agreements and joint public service districts will be discussed. The plan will identify responsibilities between different levels of government for implementation of the transportation and land use plan, including establishment of city subdivision standards and capital improvement levels of service in county impact areas..

SCHEDULE

The project will occur in two phases. Phase 1 will include the development of the Plan. Phase 2 will involve preparation of transportation – land use elements to be inserted in the city and county comprehensive plans and ACHD’s Policy Manual, and implementing land development regulations for the county, cities and ACHD. A summary of the 18-month process is provided below:

PHASE I

Intergovernmental Agreement –The cities, county and ACHD will execute an inter-governmental joint powers agreement that defines the schedule, scope and cost of the project and each entity’s allocated financial responsibility. A separate Memorandum of Understanding will be prepared for cooperation with COMPASS

Interim Development Ordinance: (months 1-2) - Policies will be established to handle development approvals and conditions during the preparation of the Plan and implementing regulations.

Initial review and analysis (months 1-2) – Collection of basic data needed to support the planning effort, and review of existing reports, comprehensive plans and development codes that affect the land use planning process. The consultant team will conduct an initial meeting with the steering committee. An analysis of strengths, weaknesses, opportunities, and problems will be conducted with both the steering and technical committee to assess key issues and to identify opportunities related to land use and transportation planning in the county; goals and objectives for the Plan will be defined.

Initial alternatives map (months 3-4) –Work with the steering and technical committees and the public to develop maps of alternatives.

Refine alternatives map (month 5) –presentation of the refined alternatives maps to the governing entities for their review to ensure that full range of growth alternatives is considered.

Alternatives impact analyses (months 6-7) –analysis of each land use alternative with regard to regional infrastructure, fiscal costs and benefits, urban form, urban design, environmental issues and the feasibility of legal implementation.

Select preferred alternative (months 8) –discussion of impact analyses with the steering committee and the governing entities to reach consensus on the preferred alternative and related policies.

Preferred Alternative implementation strategy (months 9) –preparation of strategies to implement the preferred alternative through coordinated city, county comprehensive plans, and Manual, land use regulations, capital improvement programming and fiscal management. The process of updating local plans and regulations to incorporate key growth management objectives will begin at this point in the process and continue through the remainder of the project.

Initial plan draft (months 10-12) –preparation of the initial draft of the Plan.

Stakeholder and public review (months 12-15) –facilitated discussion of the draft plan at public workshops, workshops with the steering committee, and with the governing entities to analyze the draft Plan.

Refine plan draft (months 16) – the draft plan will be revised to incorporate the findings and recommendations of the steering committee and governing entities, which will constitute the Final Plan.

Plan adoption (months 17-18) – the Final Plan will be presented to the county, cities and ACHD for consideration, review and approval. The Intergovernmental Agreement will be revised with the approved Final Plan attached as an appendix, adopting the plan as the Countywide Land Use Transportation Guide Plan and recommending that the County, ACHD, COMPASS and the cities incorporate the final plans, goals, objectives, policies and strategies into each entity's Comprehensive Plan, ACHD's Policy Manual and COMPASS Long Range Transportation Plan.

PHASE II: Plan Implementation

1. Preparation of amendments to the county and cities comprehensive plans, ACHD's Policy Manual adding new transportation and land use elements (Months 13-18)

Preparation of amendments to the county, cities and ACHD's land development regulations including zoning, subdivision, CIP, annexation, utility service, urban impact areas, infrastructure finance, adequate public facilities and other related measures. (Months – 13-18).

Task II	Month																															
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Preparation of County Plan																																
Preparation of City Plan Elements																																
Preparation of ACHD Policy Manual																																

FINANCING

The Plan will identify comprehensive land use/transportation financing techniques available under Idaho law. It also will recommend statutory revisions to existing legislation as needed to implement or further the land use and transportation plan. Examples may, if needed, include but not be limited to the following: exactions/mitigation fees, impact fees, school fees, dedication, special assessments; creation of a transportation utility within ACHD, community infrastructure districts for improvements, operation and maintenance, tax-increment financing, general and special revenue financing, bonding, and revenue sharing; land banking; joint development, and agricultural preservation techniques. The plan will identify expected revenue based on the preferred land use pattern, ancillary impacts on development patterns, and political feasibility. The plan also will identify revenue sources that require voter approval.

The plan will include an analysis of existing subsidies or hidden incentives that encourage growth outside of urbanized areas, along with mechanisms to recover the cost of infrastructure improvement, operation and maintenance. This may include revisions to impact fees ordinances to encourage redevelopment at designated nodes and centers, as well as in downtowns. Impact fees should be coordinated with the effort described in subsection A, above. If the LOS is coordinated with comprehensive policies to encourage growth in downtowns and corridor centers and to link land use with anticipated increases in infrastructure capacity, the impact fees should decline in built-up areas with existing infrastructure. This will create an incentive for development to occur in locations that have historically been bypassed in favor of remote or “greenfield” locations.

The plan may include policies for the revision of local improvement district (LID) statutes in order to ensure that the formation of districts complies with the county-wide land use policies developed in the Plan. This procedure may include revisions to the ACHD Policy Manual (Section 3200) and state legislation (Idaho Code Chapter 17, Title 50) governing the applicability of LID formation, initiation requirements, and district financing tools. Special district and transportation legislation may be addressed as well.

REGULATORY TOOLS

The plan will identify growth-management tools available under Idaho law and any legislative changes needed to enable other growth management tools recommended for use by the steering committee and governing entities. Examples include concurrency management (adequate public facilities); impact fees; community design; building design; transportation demand management; connectivity; and similar measures. Land development regulation will be prepared that implement Plan policies regarding:

- adequate public facilities standards and ordinances;
- prioritized and funded capital improvements programs;
- agricultural and environmental preservation strategies;

- joint public-private and economic development strategies;
- traditional neighborhood development;
- transit oriented development;
- right-of-way preservation; and
- consistency of city, county, ACHD, service districts, school district and public or private utility plans, regulations and extension policies with the Plan
- cooperation with state agencies to direct funding to priority growth areas designated in the Plan
- infill incentives and compatibility standards.

A limited interim development ordinance (“IDO”) will be prepared during Phase 1 to address development that would impair the effectiveness of future growth management transportation and land use patterns of growth. The IDO will be designed to ensure that plan policies and implementation are not prematurely defeated. A properly drafted IDO will avoid the need for and replace moratoria and other stop-gap measures.

COSTS OF GROWTH

The plan will identify capital and service costs and revenues associated with different types of development. This analysis will identify the financial costs and benefits of new development in each tier, by development type. Revenue sources accruing directly or indirectly from development will be addressed, including sales taxes, impact fees, exactions, assessment district, and utility rates and charges, and property taxes. The cost-benefit analysis will address both the type and location of development. The following matrix is a preliminary assessment of how the analysis will be structured. This will be based in part on information received during the stakeholder analysis:

Development Type	Tier Location		
	Urbanized	Planned Urbanizing	Future Urbanizing
Conventional residential subdivision	<p style="text-align: center;">THIS TABLE WILL DISCUSS COMPARATIVE IMPACTS OF TIMING, PHASING, ADEQUATE PUBLIC FACILITIES; CAPITAL FACILITY FINANCING, AND FISCAL IMPACTS FOR EACH ALTERNATIVE</p>		
Infill residential			
Infill commercial			
Infill office			
Infill mixed use			
Traditional neighborhood development (TND)			
Industrial			
Big box			
Strip commercial			
Commercial (grayfield) redevelopment			
Transit-Oriented Development			
Office/Institutional Campus			

The Plan will identify mechanisms to preserve agricultural environmental and natural resource lands. This may include revenue sharing, open space bond issues, transfers of development rights (TDRs), mitigation fees and infrastructure investment and reinvestment policies for centers and nodes to accommodate TDR's.



Figure 9 Purchase of development rights (PDRs) and transfers of development rights can preserve agricultural land by assisting in sending growth into designated nodes and centers (Source of graphic: ACHD)

CONSULTANTS

A multidisciplinary team will implement this project:

(a) Freilich, Leitner & Carlisle (FLC) spearheaded by Dr. Robert H. Freilich will be in charge of the entire project, FLC will formulate goals, objectives, policies and strategies; identify and draft implementing land development regulations and statutory changes recommended in this process. Freilich, Leitner & Carlisle one of the nation's leading land use and planning law firms has created and implemented over 200 growth management and transportation land use plans across the nation and in the Rocky Mountain West.

(b) (b) Planning Works, Inc. specializes in preparing growth management and transportation/land use plans, and analysis of population and employment growth trends, infrastructure and service demands, public revenues and alternative financing mechanisms. This will be needed to quantify the demographic, infrastructure, service and financial impacts of each alternative land use pattern. Planning Works will coordinate with ACHD and COMPASS transportation planners during the analysis of each alternative and the development of the plan implementation program and preparation of county, city and ACHD comprehensive plan elements to incorporate the Countywide Plan.

(c) County and City planning, public works, utility and engineering support needed to identify additional infrastructure needs and costs associated with each growth alternative will be provided by each service provider and is not included in the project costs.

(d) COMPASS's LRTP consultant and staff and ACHD staff will collect and quantify transportation data such as traffic volumes, roadway capacities. Transportation engineers will also assist in developing policies for new transportation improvements that are tied to land use and development, such as recommendations for street right of way and pavement widths, utility locations, and other street design criteria. Interfacing with these agencies is included within the project costs below, but no cost is included for actual modeling and cost estimates to be performed by these agencies.

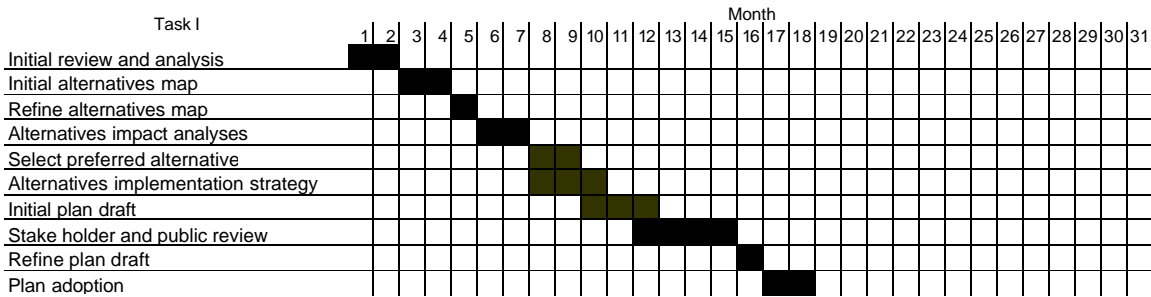
PROJECT SCOPE, SCHEDULE AND COSTS

Phase I – Scope of Services

- Task 1 – Initial Review and Analysis
- Task 2 – Initial Alternatives
- Task 3 – Refine Alternative
- Task 4 – Alternatives Impact analysis
- Task 5 – Select Preferred Alternative
- Task 6 – Preferred Alternative Implementation Strategies
- Task 7 – Initial Plan Draft
- Task 8 – Public Review
- Task 9 – Refine Plan Draft
- Task 10 – Plan Adoption

Phase I- Schedule

Phase I & II



Phase I – Project Cost Components

- Countywide Transportation and Land Use Guide Plan (\$450,000)
 - Intergovernmental Agreement
 - Interim Development Regulations
 - Data Analysis
 - Community Issues Identification
 - Alternatives Selection and Impact Analysis
 - Selection of Preferred alternative
 - Plan Adoption

Phase II Scope of Services

- Incorporation of the Transportation and Land Use Plan into city and county comprehensive plan growth management elements and the ACHD Policy Manual
- Zoning (corridor center TOD and TND overlay zones), infill-compatibility and design standards
- Subdivision and Site Plan Adequate Public Facility Requirements
- Right-of-Way and Future Acquisition Maps
- County Impact Areas Boundaries/Tiers
- Capital Improvement and O/M Financing Techniques

- Prioritized and Funded Capital Improvement Programs
- Affordable Housing Programs
- Environmental Resource Protection
- Revision of city, county and ACHD land development regulations to implement the comprehensive plan elements
- Orderly Annexation
- Programmatic Environmental Review
- Rural and Agricultural Preservation
- Cooperation with COMPASS to Integrate the Plan into the Long Range Transportation Plan
- Intergovernmental Agreements on common standards in county impact areas.
- Exploration of extension of the Plan to Canyon County.

Phase II

Task II	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Preparation of County Plan																																
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Preparation of County LDRs																																
Preparation of City LDRs																																
Preparation of ACHD Policy Manual																																

CONCLUSION

This report is the initial step toward achieving the objective of developing a unified countywide transportation and land use guide plan. The Plan will then be integrated into city and county comprehensive plans and ACHD’s Policy Manual, and implemented by city, county and ACHD land development regulations. All of Ada County’s governmental entities will work individually and with each other through intergovernmental agreements and with the private sector in a true public-private partnership. The development of the countywide Plan will call for both the public and private sector to participate and fund the Plan process to assure its success and approval of the citizens of the county.

Appendix A establishes the scope of services that addresses each of the recommendations in this report.

APPENDIX A: DRAFT SCOPE OF SERVICES

Phase I

Task 1: Intergovernmental Agreement. Preparation of an Intergovernmental Agreement that will establish and control the planning process for Phases I and II.

Task 2: Initial Review and Analysis

2.1 Data Assembly. Obtaining supplemental reports, plans, ordinances, files, maps “windshield” surveys and other data required to supplement existing information. In addition to providing available data, the governing entities will supplement the existing list of key contacts to identify resources and stakeholders to be consulted during the project.

2.2 Physical Assessment. Evaluation of all resource materials necessary to complete the physical planning portion of the plan. Materials will include maps or diagrams depicting physical features, existing land uses, transportation, existing utilities and services, service areas and environmental characteristics (e.g. slopes, floodplain, and other constraints), platted and unbuilt subdivisions, locations of all building permits (commercial and residential).

2.3 Planning Assessment. Review of local comprehensive plans and policy materials; capital improvements programs and plans, specific area plans, redevelopment plans and planning studies and reports. The objective of this task is to assess planning constraints/opportunities, and to identify adopted goals, objectives, policies and strategies .

2.4 Regulatory Assessment. Review and analysis of constitutional provisions, state statutes, judicial cases, local land development regulations and manuals to identify gaps in authority.

2.5 Growth Assessment. Review available demographic information to identify growth trends throughout the county; subdivision and building permit activity data and adopted population and employment projections provided by local governments will help to identify growth areas. The growth assessment will enable decision-makers to understand past growth trends, the factors promoting these trends and the long-term impacts of continuing recent trends.

2.6 Community Issues Identification

2.6.1 Focus Groups with Stakeholders

Conduct focus groups with stakeholders involved in growth and service provision issues. Up to eight focus groups are anticipated. Input will be summarized in the Needs, Issues and Opportunities Report described in task 1.7.

2.6.2 Community Workshop

Conduct three community-wide workshops, two at appropriate City locations to be determined and one in the unincorporated area of the County, to identify issues vital to quality of life. These workshops will

identify shared values and desires for the county's future and consensus for specific community policies and actions.

2.6.3 Steering Committee Workshop 1

Facilitation of a steering committee workshop to orient participants to the planning process, provide background information and discuss the primary concerns and objectives of committee members.

- 2.7 Needs, Issues and Opportunities Report.** Preparation of a "Needs, Issues and Opportunities" report summarizing the findings in Tasks 1.1-1.6; identifying planning and regulatory needs; suggesting opportunities for improving substantive and procedural requirements; and, where applicable, recommending coordination of local planning and regulatory efforts.
- 2.8 Steering Committee Workshop.** A Steering Committee Workshop will review the findings from tasks 1.1-1.7 to develop a common understanding of growth related strengths, weaknesses, opportunities and threats and discuss issues that must be addressed through the alternatives process.
- 2.9 Interim Development Regulations.** Drafting an interim development ordinance to be adopted by the participating government entities that will preclude establishment of uses not already in the pipeline that will become non-conforming to the future Transportation and Land Use Plan including but not limited to corridor right-of-way; corridor centers; and agricultural and environmentally sensitive lands.

Task 3: Alternatives

- 3.1 Steering Committee Workshop.** Hold a workshop with the steering and technical committees to identify preferred growth patterns that should be considered through the alternatives analysis process. Participants will work in small groups with maps to identify projected residential and commercial growth throughout the County.
- 3.2 Community Workshops.** Conduct three community workshops (two within cities and one in the unincorporated area of the County) during which participants will present their views for identifying projected growth throughout the County. This information will be used to supplement the steering committee's work in task 2.1.
- 3.3 Alternatives Mapping.** Consolidation of the information from the workshops in task 2.1 and 2.2 to generate 4 growth alternatives (including a trend alternative) for comparison. Each alternative will be mapped (in GIS format) and defined in terms of population and employment distribution, as well as key growth policies required to affect each alternative.
- 3.4 Technical Committee and Governing Entity Work Sessions.** Meet with the technical committee and the governing boards of the cities, county and ACHD to discuss the implications of the alternatives and identify key policy implications associated with each alternative.

Task 4: Refine Alternatives Map

- 4.1 Steering Committee Workshop.** The Steering Committee will solicit recommendations for adjustments prior to beginning the analysis in Task 5.
- 4.2 Technical Committee Work Session.** Conduct a workshop with the technical committee to refine growth tier, land use, employment and population assumptions. Additionally the committee will assign responsibilities for different elements of the analysis (e.g., traffic modeling, infrastructure improvement identification, etc.).

Task 5: Alternatives Impact Analysis

- 5.5 Initial Analysis.** Meet with the staffs of the governing entities and COMPASS to refine population and employment allocations by traffic analysis zone and prepare demand data for further analysis. Population and employment data will be delivered in digital form to COMPASS for traffic modeling. Holding capacity and numbers of dwellings will be summarized by service area for analysis of the demand/capacity implications for other public facilities and services, including: water, wastewater, schools, parks, transit and public safety. Issues of community character and form will be addressed in a qualitative manner.
- 5.5 Technical Committee Work Session.** Conduct a work session with technical committee members to discuss suitable approaches to developing cost and revenue estimates for each public facility and service.
- 5.4 Implementation Strategy Development.** As part of the alternatives analysis, identify the roles of agencies in implementing each alternative, including changes to existing plans, policies, regulations and intergovernmental service arrangements. Following the definition of a preferred alternative, outline the implications of the preferred alternative for each member jurisdiction.

5.4 Steering Committee Workshop. Conduct a workshop to report initial findings and implications associated with each alternative, to describe data that will be provided for each alternative and the approach used to analyze the impacts.

5.5 Alternatives Analysis Report. Assemble a report contrasting the impacts of each growth alternative after 5, 10 and 20 years. The report will identify longer range ramifications. Prior to delivering the report to the steering committee, a copy will be provided for review by technical committee members.

Task 6: Select Preferred Alternative

6.1 Steering Committee Workshops. Facilitate three workshops to discuss the alternatives analysis and to forge consensus for a preferred alternative.

6.2 Community Workshops. Conduct three community workshops prior to the final steering committee workshop in task 6.1 to discuss the implications of the preferred alternative and solicit recommendations for the preferred alternative.

6.3 Governing Entity Workshop. Review and adopt the preferred alternative.

Task 7: Preferred Alternative Implementation Strategy

7.1 Draft Implementation Strategy. Prepare detailed outlines of planning and regulatory amendments required to implement the preferred alternative.

7.2 Steering Committee Workshop. Present the implementation recommendations to the steering committee for review, comment and recommendations.

Task 8: Initial Plan Draft

8.1 Draft Plan. Prepare a county-wide transportation and land use guide plan based on the preferred alternative.

8.2 Steering Committee Workshop. Consultant will conduct two workshops with the steering committee to review and refine the draft plan recommendations.

Task 9: Stakeholder and Public Review

9.1 Community Workshops. Conduct three workshops to gather public input on the draft plan.

9.2 Focus Groups. Conduct up to 5 focus groups to discuss the implications of the plan and to gather comments from stakeholders.

9.3 Decision-Maker Workshops. Conduct a workshop with the elected leaders of each participating agency to discuss the implications of the plan and to present detailed outlines of the recommended plan and regulatory amendments required for the agency to implement the plan.

9.4 Optional Survey. At the discretion of the governing entities and subject to provision of additional funding, a local firm will be retained to oversee the preparation and conduct of a statistically valid survey focused on plan issues. The local firm will conduct a workshop with the steering committee to solicit input on the draft survey instrument.

Task 10: Refine Plan Draft

10.1 Steering Committee Workshop. Report on the findings from task 8 to the steering committee and solicit final recommendations.

10.2 Plan Refinement. Revise the plan to incorporate final recommendations of the steering committee. The County, ACHD and the six cities will approve the Final Plan as the Countywide Transportation and Land Use Guide Plan.

Task 11: Plan Regulation Adoption

11.1 Plan Adoption. The Intergovernmental Agreement will be revised to attach the approved Final Plan as an Appendix to the Intergovernmental Agreement. The IGA will authorize (a) preparation of three new elements in each entity's comprehensive plan: growth management, land use and transportation elements; and (b) plan implementation through land development regulations.

Task 12: Local Plan and Code Revisions. Prepare for Ada County, the six cities (Boise, Eagle, Garden City, Kuna, Meridian and Star) and ACHD, (a) amendments to their comprehensive plans and ACHD Policy Manual to incorporate the Final Countywide Plan as growth management, land use and transportation elements; and (b) amendments to the county, cities and ACHD land development regulations, implementing the adopted growth management, transportation and land use elements and the Countywide Plan's goals, objectives, policies and strategies. The land development regulation amendments will include:

- 12.1 Right-of-way preservation ordinances
- 12.2 Transportation Corridor Overlay Districts including joint public-private development techniques
- 12.3 Prioritized Capital Improvement Program Ordinances
- 12.4 Adequate Public Facility Ordinances
- 12.5 Impact Fee Ordinance Standards and Procedures
- 12.6 Transit Oriented Zoning Districts
- 12.7 Traditional Neighborhood Zoning Districts
- 12.8 Agricultural preservation techniques
- 12.9 Common Subdivision standards to be used in county impact areas
- 12.10 Infill and Compatibility Standards
- 12.11 Extra-territorial improvement and levels of service for consistency between the County and each City's impact area
- 12.12 Extraterritorial utility service area standards and regulations
- 12.13 Establishment of zoning and subdivision regulations to implement transportation corridor and centers boundaries and standards