



## **Steering/Technical Committee Meeting**

Thursday, February 3, 2011 - 9:00 A.M. to 11:00 A.M.

COMPASS, Conference Room  
800 S. Industry Way, Suite 100  
Meridian, Idaho

**\*\* AGENDA \*\***

- 9:00 page 2      I. **Consent Agenda**  
                         \*A. Approve December 9, 2010, Steering Committee Meeting Minutes
- 9:05 page 8      II. **Information/Discussion Items**  
10:30                \* A. Review of Cumulative Impact Analysis Presentation to Consortium  
                         B. Discuss Next Steps for Steering Committee
- III. **Other**
- 11:00                IV. **Adjournment**

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## **Steering/Technical Committee Meeting**

**Thursday, December 9, 2010 – 9:00 A.M. to 11:00 A.M.**

**COMPASS, Conference Room  
800 S. Industry Way, Suite 100  
Meridian, Idaho**

### **\*\*Minutes\*\***

**Attendees:** Gary Allen, Givens Pursley  
Nichoel Baird Spencer, City of Eagle  
Nancy Brecks, COMPASS  
Anna Canning, City of Meridian  
Sally Goodell, ACHD  
Scott Gurnsey, ITD  
Justin Lucas, ACHD  
Patricia Nilsson, City of Boise  
Amar Pillai, ACHD  
Matt Stoll, COMPASS  
Charles Trainor, COMPASS  
David Turnbull, Brighton Corporation  
MaryAnn Waldinger, COMPASS

### **Consent Agenda**

**A. Approve November 4, 2010, and November 12, 2010, Steering Committee Meeting Minutes**

**Anna Canning moved and Patricia Nilsson seconded approval of the Consent Agenda as presented. Motion passed unanimously.**

### **Information/Discussion Items**

**A. Discuss Joint Mitigation Options**

Patricia Nilsson presented her questions and concerns regarding mitigation without first discussing Variable Level of Service (VLOS). When discussing mitigation, especially with something as quantifiable as transportation, there is an equivalency that you have to have. Patricia is looking at the transportation agencies for the equivalency. Any mitigation or requirements have to be fair, predictable and equitable among the people subject to the process. The discussion has not taken place in terms of transportation. Currently, any mitigation in a development review is about road capacity. We have not ventured into providing capacity in other modes, in terms of transit or alternative transportation.

As discussed in TLIP, cities would accept higher levels of congestion in exchange for getting more livable streets. How much of livable streets, equals how much congestion is acceptable? If you are going to put a condition or require an improvement, first you have to have the nexus and it has to be reasonable. We don't have good quantitative measures

of how much of the other modes equal how much of roadway capacity. With park impact fees, or fire impacts fees, or other mitigations, you have a population based standard. The process is standard in any development review, a public facility is required to serve the development, but transportation is unclear. It is a silo in terms of roadways, transit, and to some degree pedestrian/bike. How can those be pulled together for a mitigation to come up with equivalent units? Where in an ACHD condition, when LOS has been exceeded on a corridor, is there a list of non-roadway improvements that a developer will be required to do? How would we work together to identify that menu, even on a specific geography to make that nexus require that?

Matt said that when the Committee first started identifying mitigation options it was agreed that the land use agencies would come up with the menu of options, not the transportation agencies.

Patricia replied that if the system is going to work, land use and transportation agencies need to work together. But in terms of the quantitative part of it and equivalencies of units, that is fundamentally a transportation issue. In terms of the other modes, how is the capacity on those somehow equivalent to the roadway capacity that you are exceeding?

Nichoel Baird Spencer stated that as a land use jurisdiction, the City of Eagle is looking for standardization. How do we know if we are trading "x" capacity, we are getting "x" mitigation and that it is a commodity that is equally exchanged regardless of location.

Sally said that the statement that VLOS is needed and without that we don't treat the roads and intersections differently is a basic misunderstanding of how the Capital Improvement Plan (CIP) is approached. Decisions are made each time the CIP is updated in conjunction with the cities about which roads and intersection are not going to be made bigger in the CIP. One of the challenges of transportation equivalency is the concept of LOS for pedestrian/bike service is a new concept and is fundamentally different in its characterization than LOS for roads. It will be hard to get an equivalency measure between them. We can collectively do research around the notation of equivalency and what other jurisdictions are doing.

Patricia replied it may be different for each land use jurisdiction, but it has to be predictable, reasonable, and with a nexus to the decision by the respective bodies.

Sally added that the other challenge is the transit piece. We don't have the capacity and VRT needs to be in the discussion.

David Turnbull said he thought the previous conversations were that any mitigation strategies are only applicable for unplanned development.

Patricia replied that outside of the BGG Steering Committee meetings, as in the TLIP discussions, it has always been a discussion married with VLOS. Land use agencies would accept a lower LOS in certain geographies in exchange for more livable streets. If the developer exceeded that, they would not just get a denial because of lack of capacity planned or unplanned, it would be mitigated because you have to have some transportation service.

Anna Canning stated she agrees that land use agencies should work with transportation agencies to try and address mitigation, and it does not need to be the same between communities. It just needs to be fair and predictable within each community. A system should be set up so when a developer is not forward thinking like Brighton Corporation, we have tools to make the system better even if it is going to cost the developer money up front. Anna would like to see transit alternatives available for those areas where we don't plan to widen, i.e., downtown Meridian.

Gary Allen said when you tie adequate public facilities mitigation down too much and you get too far down into the accounting, developers look for free capacity and that encourages sprawl, which is an unintended consequence if you don't deal with what to do on a congested corridor.

Patricia replied that is the fundamental question, do we really want to mitigate?

Gary noted that in Oregon mitigation isn't required on congested corridors to encourage the right kind of development. And that may make sense from a policy standpoint. There are a couple basic options, do an impact fee type of structure or use exactions. ITD facilities are a special case and not in that game, but probably should be at some point. With impact fees it is easy to spread the costs. Pedestrian/bike facilities are not that expensive, but it may be too complicated to figure that out because developers are so use to doing the street front improvements. The comprehensive plans should not give the impression that developers can go out into an area that is planned for 20 years from now and do anything they want without any mitigation.

Patricia said it has been discussed that in urban areas when development occurs in congested areas maybe we are past the point of putting the burden on the developer. The local government has to make the improvements for the benefit of everybody in that urban area. We should be doing those streets or areas the way we have planned them and put the projects in for funding like a roadway project. We have looked at road capacity and congestion, but we haven't done the other modes on the street as a project beyond a sidewalk block by block, not as an area. We have to think bigger than just block by block, in the downtown areas we have to do the compete street.

Gary said broader level planning on alternate transportation is cheap and has big benefits.

Nichoel said there is a difference in project advancement and infill development especially out in the nether regions. Eagle has discussed looking at options for creating exempt areas or alternative funding areas, which is where the pedestrian/bike programs come in. Instead of putting parks and open space requirements on a property, can an alternative list of projects be developed that a developer can do to accommodate pedestrian/bike ramps, etc.? We have to talk about congested areas in downtowns. You are not going to get a project advanced or built because there are too many owners, too many other things going on. What projects can be done that we can begin collecting for in a smaller pool that does not go through the normal process of prioritization, or in an earmarked fund so the smaller projects can move forward faster specific to geography?

Charles said other states mandate that all agencies cooperate, that they participate in some sort of adequate public facilities process. Comprehensive plans should to be financially constrained as much as transportation plans. We don't have that and are not likely to. We are trading off congestion to achieve a certain growth pattern.

Sally noted ACHD did an assessment in 2004 dollars of what was needed for just the pedestrian facilities and it was \$360 million to get up to ADA standards. The resources are just not available. What we have heard is that the public doesn't want us to ignore congestion.

David stated the real issue is if the public is not willing to pay for adequate facilities, they will live with substandard facilities. That's the truth and they need to be told that.

Sally stated ACHD has increased its commitment to pedestrian/bike facilities by about 8 to 9 fold in the last two years. ACHD is working towards a comprehensive game plan, the missing piece is funding and the balance of what portion of those investments should go to pedestrian/bike facilities as opposed to congestion.

Patricia added what has not been talked about is a policy decision from the COMPASS Board on how we want to direct our federal dollars. Something similar to maintenance or off-the-top could be another way to get funding.

Anna said ACHD and/or COMPASS and ITD should think about what mitigation they want. Then have the cities look at their comp plans and decide what mitigation will work for each area.

Sally recapped that there is a consensus from the group in the sense of LOS on a road degrading by 10% is not equivalent to a certain amount of sidewalk. We are looking at community by community identifying important, doable, practical, pedestrian/bicycle, and maybe transit projects that could be funded as alternatives when it is accepted that there is going to be an impact that is not practical to mitigate, and jurisdictionally who has the authority to make requests.

Anna replied that was correct.

Patricia added that we will know more when CIP starts revealing the areas that don't have projects and what their existing and future LOS are. Those are the areas that we are talking about and the need to look at other modes in more detail planning.

Sally said there are two kinds of areas, one is where it is accepted that we won't be widening and the other is where development is not anticipated in the near term. They call for different thinking.

Patricia stated that there are things beyond developer's ability, such as ITS projects, which are bigger projects that improve efficiency or capacity on the network. That is the type of thinking we have to do beyond the site at a system level.

Nichoel asked for clarification on mitigation, is it in lieu of impact fees, or is it a redirection of impact fees, or a supplemental requirement?

Patricia replied that impact fees are an implementation tool to a system plan.

Gary said there are issues with impact fees, and off-site improvements as exactions. Maybe it will take a statutory amendment to create a fair, predictable system, which would probably be an impact fee. There is no way to pay for transit using an impact fee except maybe for bus stops, without massive changes.

One way or another you have to eliminate the uncertainty for developers. Trying to put something together that acts like an impact fee but isn't, is a difficult thing or impossible.

Sally asked since the basic capacity impact fee tool is not going away, if an impact fee concept is appealing.

David responded that developers get the exaction now. Gary added it may be simpler to say there is an enhanced frontage requirement of improvements that have to be done, which may include a bus stop, etc. But it is unclear how existing efficiencies would be dealt with.

Patricia said the Steering Committee could recommend some changes to the Regional Technical Advisory Committee on the way these modes are looked at or issues that should be looked at in the update to CIM so that the discussion doesn't die.

David stated that as long as the impact fees are indexed but none of the other fees are, that is a collision course for disaster. And nobody is talking about that or the long term solutions. Sally replied that outside this room, we are not hearing that there is room for impact fees to increase. We are hearing either reduce or defer them so we can build.

Patricia said there is still the decision point of developer mitigation and segregating that in certain areas where it is just not going to happen. There are certain things that need to be watched for in the future, the CIP, advancing and promoting more of the local area transportation plans to include all the modes. The policy question regarding the lack of enhancement monies, how do we want to promote better funding of those types of improvements?

David complimented ACHD in adjusting their thinking over the past decade in recognizing where the choke points are, the intersections. ACHD has advanced those projects to improve the intersections because that was fiscally doable, and it has had a very significant impact on the transportation system. They have worked well with the developers.

Gary added that the new TIS model looks promising. The ability to off-set impact fees against improvements for projects has been handled well and is a good developer tool. These are the details that need to be outlined if we are going to convince the legislature that we are ready to responsibly accept more funding capacity.

Matt recapped what the Steering Committee wants to discuss with the Consortium: there is not an appetite for doing something beyond the existing impact fees or what ACHD and the various committees are going to be coming up with. In the existing structure, ACHD already asks developers to mitigate their projects and developers have the option of providing input as the development applications are being reviewed.

Anna added that the Consortium needs to hear that land use agencies need to coordinate more effectively with ACHD on the development review process. The Steering Committee would like to work on more discussion about constrained areas and a regional approach to constrained areas in general. Each community needs to work with ACHD and with their development community to come up with what proffers might be acceptable and desired in their community so it is predictable and fair based on areas impacted by the TIS.

David said the Consortium should be thinking about getting a message to the legislature and Governor about what the real problem is. We need a cross section of the community, elected officials and the development community, to address the issue with the legislature and Governor. Matt said that he will work with David on coordinating with existing groups.

## **B. Discuss Cumulative Development and Planning Level Options for Recommendation to Consortium**

As discussed at the November 12, 2010, Steering Committee meeting, it was agreed to present Planning Level Options A (Planning Level Lite), C (Planning Level Super Lite); and Development Level Option 2 (New TIS Plus Demographics) to the Consortium at the February 10, 2011, meeting.

Justin Lucas and MaryAnn Waldinger will provide the Steering Committee with a matrix of all the options, what each of them includes and the final recommendations by January 17, 2011, so that Committee members can talk to their elected officials before the February 10, 2011, Consortium meeting.

### **Action Items**

#### **A. Establish 2011 BGG Consortium and Steering Committee Meeting Dates/Times/Locations**

After discussion, **Anna Canning moved and Nichoel Baird Spencer seconded approval of the following Consortium and Steering Committee 2011 meeting dates. Motion passed unanimously:**

##### **Steering Committee:**

**February 3, 2011 at COMPASS, 9:00-11:00**  
**May 5, 2011 at COMPASS, 9:00-11:00**  
**August 4, 2011 at COMPASS, 9:00-11:00**  
**November 3, 2011 at COMPASS, 9:00-11:00**

##### **Consortium:**

**February 10, 2011 at COMPASS, 1:30-3:30**  
**June 9, 2011 at COMPASS, 1:30-3:30**  
**September 8, 2011 at COMPASS, 1:30-3:30**  
**December 8, 2011 at COMPASS, 1:30-3:30**

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**Cumulative Development for Development Review**

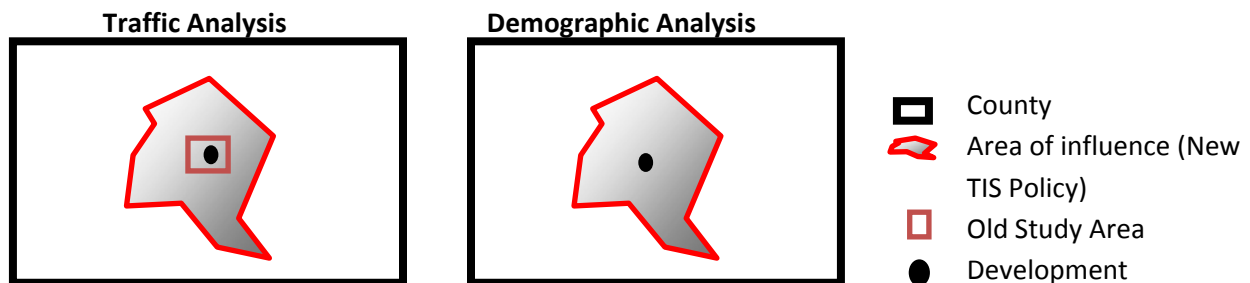
January 17, 2010

**Question for Consortium: What level of cumulative development analysis does the Consortium want staff to undertake for development review?**

Staff was asked to run some scenarios for this effort and estimate the amount of work and possible issues resulting from a cumulative impacts analysis during development review. Staff has developed three options for cumulative impacts analysis and reporting. The following options have different levels of detail and require different amounts of staff work. Each option described below has two elements: Traffic Analysis and Demographic Analysis.

**Option #1: New Traffic Impact Study (TIS) Policy (Adopted August 2009)**

Use ACHD’s new TIS Policy for cumulative impacts reporting. ACHD’s new policy significantly increases the area for cumulative impacts analysis. The TIS uses demographics in the 20 year transportation plan plus any known developments (underway or un-built), plus the proposed development. Demographics are prepared independently for each development application (no countywide ongoing tracking). Traffic volumes and Levels of Service are estimated from this information.



**Additional Staff Time Required**

	One Time	Annual	Per Development
<b>ACHD</b>	-	-	-
<b>COMPASS</b>	-	-	1-5 days

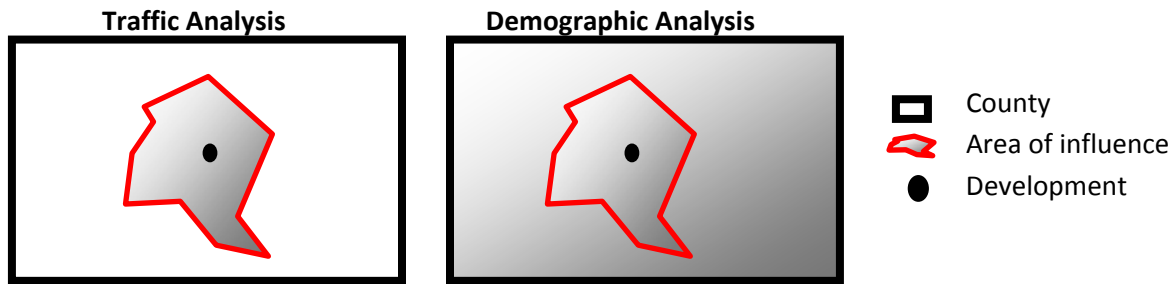
**Key Points**

- Cumulative traffic impacts include only developments within the area of influence.
- Analysis is for an area of influence calculated by tracing the development’s impacts out to 10% of intersection volume. Size of development typically determines size of analysis area.
- No cumulative countywide tracking. Case by case analysis.

**Option #2: New TIS Policy + County Wide Demographic Tracking**

Use ACHD’s new TIS Policy to estimate cumulative impacts for traffic (same as Option 1). COMPASS would prepare estimate of jobs and housing for existing and approved developments county wide (committed development), and would compare cumulative jobs and housing, including the proposed development, to the demographics used to plan the transportation system (Communities in Motion).





**Additional Staff Time Required**

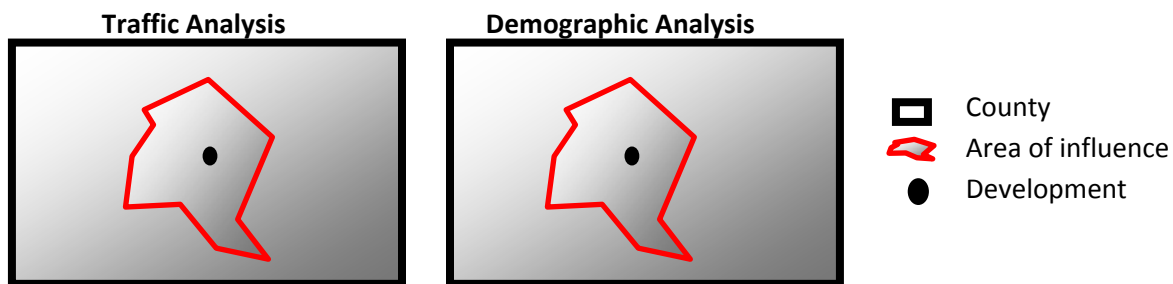
	One Time	Annual	Per Development
<b>ACHD</b>	-	-	-
<b>COMPASS</b>	-	32	1-5 days

**Key Points**

- Cumulative traffic impact analysis includes only developments within the area of influence.
- Report includes demographics of proposed development compared to the approved long range transportation plan (CIM 2035) demographics.
- Data Issues:
  - Requires ongoing cleanup of parcel file which has several inconsistencies that require attention.
  - Must estimate jobs and housing for some lots in preliminary plats and vacant commercial lots (data unavailable).
  - Data quality will differ among cities. They collect and share different information.

**Option #3: Countywide Tracking and Reporting for All Development**

ACHD would undertake county wide tracking and reporting of traffic impacts from existing, approved un-built and proposed developments. COMPASS would estimate jobs and housing countywide as described in Option 2.



**Additional Staff Time Required**

	One Time	Annual	Per Development
<b>ACHD</b>		1-2 FTEs*	Included in annual
<b>COMPASS</b>	4 days	32 days	1-5 days

\*Depends on level of development activity

## Key Points

- Cumulative traffic impacts include all developments county wide.
- Requires detailed traffic and development tracking across the entire county (ACHD annual work).
- Need to further develop methods.
- Due to the complexity this method is not common in states that do not have concurrency requirements.
- Data Issues
  - Requires more communication among agencies.
  - Must estimate jobs and housing for some lots in preliminary plats and vacant commercial lots (data unavailable).
- Data and products can be used for other purposes. (For example, will have a LOS map for road segments with approved, un-built development).

## Cumulative Development for Comprehensive Plan Changes

January 17, 2010

**Question of the Consortium: Does the Consortium want COMPASS to direct staff resources to prepare demographics analysis for review of comprehensive plan changes?**

COMPASS could prepare an analysis of proposed comprehensive plan changes, specifically, changes to future land use maps, comparing the changed demographics (jobs and households) to those used to prepare the transportation plan. There are three possible levels of detail:

### Option A: Super Lite

COMPASS would compare the approved demographics for the horizon year to the demographics estimated for the proposed change. There would be no analysis of what has already been built or approved but un-built.

**Staff Time Required**

	One Time	Annual	Per Development
<b>ACHD</b>	-	-	-
<b>COMPASS</b>	-	-	1-2 days

#### Key Points

- Provides a limited analysis of the long term implications of the comprehensive plan change

### Option B: Lite

COMPASS would compare demographics and traffic volumes from the approved transportation plan to demographic s and traffic volumes for built, plus approved un-built, plus proposed change and report on traffic impacts for segments only.

**Staff Time Required**

	One Time	Annual	Per Proposed Change
<b>ACHD</b>	-	6 days	-
<b>COMPASS</b>	-	32 days	1-2 days

#### Key Points

- Provides analysis of the long term implications of the comprehensive plan change and additional information about current conditions.
- Provides estimated change in LOS for segments only
- Data Issues
  - Requires ongoing cleanup of parcel file which has several inconsistencies that require attention.
  - Must estimate jobs and housing for some lots in preliminary plats and vacant commercial lots (data unavailable).
  - Data quality will differ among cities. They collect and share different information.

**Option C: Full**

COMPASS would compare demographics and traffic volumes from the approved transportation plan to demographic s and traffic volumes for built, plus approved un-built, plus proposed change and report on traffic impacts for segments and intersections.

**Staff Time Required**

	<b>One Time</b>	<b>Annual</b>	<b>Per Proposed Change</b>
<b>ACHD</b>	305	87 days	-
<b>COMPASS</b>	-	32 days	1-2 days

**Key Points**

- Provides analysis of the long term implications of the comprehensive plan change and additional information about current conditions.
- Provides estimated change in LOS for segments and intersections.
- Data Issues
  - Requires ongoing cleanup of parcel file which has several inconsistencies that require attention.
  - Must estimate jobs and housing for some lots in preliminary plats and vacant commercial lots (data unavailable).
  - Requires significant resources to determine baseline intersection conditions.