



## **Steering/Technical Subcommittee Meeting**

*Monday, December 29, 2008, 10:00 A.M. to Noon*

*COMPASS, Conference Room*

*800 S. Industry Way, Suite 100*

*Meridian, Idaho*

### **AGENDA**

#### ***I. Discussion Items***

- a. Identify policy issues and recommendations*
- b. Identify technical issues and recommendations*
- c. Develop draft scope of work and timelines*

#### ***Attachments:***

- *Issues and Scope for Evaluating Adequate Public Facilities - page 2*
- *102308 APFO Concept – page 4*
- *110908 APFO Concept for Consortium 112008 – page 6*
- *111108 Existing LOS Analysis for Consortium 112008 – page 8*
- *APFO Flowchart – page 9*
- *AOCI Expansion Process Approved by Consortium 021508 – page 10*

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## Issues and Scope for Evaluating Adequate Public Facilities

### ***Background***

One outcome of the Blueprint for Good Growth (BGG) project was an Adequate Public Facilities (APF) process. APF is a formal evaluation of:

- Supply (existing, programmed and plan transportation facilities and services), and
- Demand (existing, proposed and planned development).

Accounts of supply and demand are maintained, and decisions on planned land uses are made based upon these accounts.

Michael Lauer, a consultant to the BGG process, proposed and drafted an ordinance that would have implemented APF using a process similar to that in Florida. Florida has 20 years of experience with APF, there referred to as "concurrency." One key element in the Florida situation is that concurrency is mandated under State law, and concurrency starts with analyses of comprehensive plans. This latter feature was not part of the APF process drafted by Mr. Lauer.

Members of the Technical/Steering Committee recommended a re-evaluation of the APF process, with the intent to start with the comprehensive plans as the primary level of evaluation.

Subsequent evaluations of individual developments would then be based on two components:

- Is the proposed development consistent with the level of development envisioned in the comprehensive plan?
  - Yes – evaluate proposed development against the timing of programmed improvements
  - No – require additional mitigation from the development (extraordinary impact fees or other measures)
- Is the proposed development in phase with programmed improvements?
  - Yes – no mitigation required
  - No – require mitigation in terms of delaying project or advancing funding by development

To accomplish this, there are two broad areas:

- The technical approach to developing the information needed to conduct the evaluations.
- The policy approach to determining how this information is used in decision-making.

### ***Technical Analysis.***

Over the next several months, information would be compiled on the following:

1. Existing conditions (ACHD has primary role)
  - a. Traffic count inventory
  - b. Number of lanes inventory
2. Cumulative Impact Evaluation (COMPASS will work with local agencies to compile land use information. ACHD and COMPASS will collaborate on the transportation analysis.)
  - a. Inventory of vacant - residential plats
  - b. Inventory of vacant - non residential plats
  - c. Work with jurisdictions to identify use on vacant non-residential platted lots
  - d. Inventory preliminary plats

- e. Evaluate transportation system impacts (programmed transportation system)
3. Comprehensive Plan Evaluation (COMPASS will work with local agencies to compile land use information. ACHD and COMPASS will collaborate on the transportation analysis.)
    - a. Identify data needs
    - b. Work through mechanics with 1 or 2 jurisdictions
    - c. Outline process
    - d. Schedule meetings with each jurisdiction
    - e. Summarize comp plan data
    - f. Create comp plan demographics
    - g. Evaluate transportation system impacts (planned transportation system)

Work on the supply side will need to integrate aspects of the Transportation and Land Use Integration Plan, primarily the variable level of service and the typology/functional classification system. Both of these affect capacity.

These three evaluations would provide information to the technical and policy groups about the adequacy of the programmed and planned transportation systems against committed and planned growth.

***Policy Analysis.***

It is very likely that the above evaluations will show that committed and planned growth will exceed capacity. Two basic options will need to be considered to address the deficiencies:

- Increase revenues to expand capacity.
- Decrease demand to match capacity.

Some combination of the basic options is likely.

The implementation authority for the decision making process also needs consideration. The proposed APFO by Michael Lauer was criticized as vesting too much authority in ACHD. Local officials have expressed concern about their authority to deny a development based on transportation deficiencies, especially when such deficiencies may occur in other jurisdictions.

***Timing and Schedule.***

The schedule for these activities will depend in large part on the involvement of the local agencies in creating the Cumulative and Comprehensive growth evaluations. Once the transportation evaluations are run, additional time will be need to consider the results and review with local staff and elected officials.

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**Who can access available capacity? Who is required to mitigate?**

Mitigation should be expected of unplanned development. The Steering Committee identified two alternative approaches to defining unplanned development:

1. **First In** - Capacity is allocated to developments as they come in until all available capacity is used (Current draft APFO). Additional development is responsible for mitigation.

2. **Trip Density** – Capacity is allocated based on planned trips/acre. Development within the planned area is allocated a certain number of trips/acre based on the planned land use. Development consistent with that plan is allocated available capacity. Development with more trips/acre must mitigate for trips that exceed the planned trips/acre. Development outside the planned area must mitigate for all new trips.

Examples: This area is planned for mixed use with 33 trips per parcel.

Parcel 1	Parcel 2	Parcel 3
33	33	33

**First In Approach**

Developer	Trips/Acre	Allowed	Mitigated
1	50	50	
2	33	33	
3	50	16	34

**Trip Density Approach**

Developer	Trips/Acre	Allowed	Mitigated
1	50	33	17
2	33	33	
3	50	33	17

**First In, as currently proposed,** does not lead to the BGG desired results.

- Capacity may be used up by background traffic, unplanned development, etc.
- Later infill development must mitigate for 100% of its trips.
- Remaining parcels after adequate capacity is used may be uneconomic to develop. Discourages infill.
- Florida growth management law requires that Cities adopt comprehensive plans that can be served by 'funded' infrastructure. This underlying requirement is missing from the APFO proposed to date.

**Trip Density** requires upfront integrated planning for land use and transportation. When a comprehensive plan map is adopted, the jurisdiction and ACHD would agree on the

number of trips/acre generated by the proposed land use and the appropriate transportation network to serve that development. At each further stage in the development process (zoning, preliminary plat, etc) if the development exceeds the planned trips/acre there is a mitigation responsibility. Planned development is incorporated in the CIP.

Steering/Technical Committee is evaluating use of a trip density strategy. This requires two lines of development for the APF accounting.

1. Create a framework for determining trips/acre based on land use. Need to set initial trip density and have a specific procedure for changes at each phase of the entitlement process. This could involve:
  - a. Jurisdiction proposes land uses via the comprehensive plan
  - b. ACHD and jurisdiction agree on trips/acre for each land use
  - c. ACHD models trip generation and distribution and proposes transportation network to support the land use (transit use is factored into the model as an assumed % of trips)
  - d. Jurisdiction and ACHD iterate until agreement is reached. Need to consider what can be built with available funding.
  - e. Land use with trips/acre and planned transportation network are adopted
  - f. Any comp plan amendment would require mitigation if the new trip density exceeds the planned density, in proportion to the incremental increase in trips. This requires a Traffic Impact Study. Need to define what information is needed for ACHD to provide the information the land use entities need to determine transportation impact.
    - i. What infrastructure will be required to accommodate development
    - ii. What portion is planned for construction by ACHD and when
    - iii. What mitigation is needed to address transportation system needs:
      1. Not planned for more than five years, and
      2. That exceed planned trip density.
  - g. Zoning will codify the planned land use and will respect the planned trip density. Any rezone would require mitigation if the new trip density exceeds the planned trip density, in proportion to the incremental increase in trips.
  - h. Each further step in entitlement will either respect the approved trip density or require mitigation for any increase in trip density.
2. Create a system for determining and allocating available capacity and determining mitigation requirements during development review.
  - a. If a development is consistent with the adopted trip density per the TIS, no additional review or mitigation is required.
  - b. If a development exceeds the adopted trip density, ACHD would propose/recommend the mitigation required to achieve the adopted LOS. May want to consider a ratio for certain kinds of particularly desirable development – mixed use that limits trips, infill that is likely to yield measurably fewer trips, etc.

### **Who can access available capacity? Who is required to mitigate?**

As the BGG Steering/Technical Committee evaluated how to calculate available capacity for adequate public facilities accounting they identified some questions related to the approach embodied in the current APFO draft. The Committee identified two alternative approaches to defining 1) planned development that would have priority access to planned roadway capacity and 2) unplanned development that would be required to mitigate.

**First In:** Capacity is allocated to developments in the order they come in until all available capacity is used. Additional development is responsible for mitigation. This is the method implicit in the current draft APFO.

The Steering/Technical Committee believes that the First In approach does not lead to the BGG desired results.

- Capacity may be used up by any development.
- Once capacity is used all later development must mitigate for 100% of its trips.

This could potentially be addressed by including a reserve for planned growth in the available capacity calculation. However to do so would require a level of integration between comprehensive and transportation plans that has not been addressed to date. The APFO draft is modeled on Florida adequate public facility methods. Comprehensive and transportation plan integration is required by Florida law.

**Trip Density:** Capacity is allocated based on planned trips/acre. Development within the planned area is allocated a certain number of trips/acre based on the planned land use. Development consistent with that plan is allocated available capacity without mitigation requirements. Development with more trips/acre must mitigate for trips that exceed the planned trips/acre. Development outside the planned area must mitigate for all new trips.

This approach requires upfront integrated planning for land use and transportation. When a comprehensive plan map is adopted, the jurisdiction and ACHD would agree on the number of trips/acre generated by the proposed land use and the appropriate transportation network to serve that development. At each further stage in the development process (zoning, preliminary plat, etc) if the proposed land use/development exceeds the planned trips/acre there is a mitigation responsibility.

The Steering/Technical Committee is evaluating use of a trip density strategy. This requires two lines of development for APF accounting.

1. Create a framework for determining trips/acre based on land use. This entails determining an initial trip density for each land use and a procedure for adjustments and/or mitigation at each phase of the entitlement process.
2. Create a method for calculating and allocating available capacity and determining mitigation requirements during development review.

**Examples illustrating First In and Trip Density approaches:**

This area is planned for mixed use with 33 trips per parcel.

Parcel 1	Parcel 2	Parcel 3
33	33	33

***First In*** Approach

Developer	Trips/Acre	Allowed	Mitigated
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***Trip Density*** Approach

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***Level of Service Analysis for Adequate Public Facilities Accounting  
Status Report  
BGG Consortium November 20, 2008  
Prepared by S. Goodell***

Several jurisdictions requested an analysis of current Level of Service (LOS) before they finalize their comments on the draft Variable LOS map. ACHD and COMPASS will calculate current LOS as follows.

**Peak hour LOS thresholds will be based on the methods used for ACHD's 2006 Capital Improvements Plan (CIP).**

**ACHD and COMPASS will analyze existing LOS in three steps.**

Step 1: Evaluate traffic conditions today (existing traffic without approved, unbuilt development).

- For roadway segments, recent traffic counts will be compared to the LOS thresholds to determine current LOS.
- For intersections, ACHD will update a model prepared for the CIP using recent traffic counts. This will provide an estimated LOS for about 100 intersections that were analyzed for the CIP. ACHD has about 400 signalized intersections.
- ACHD is preparing a contract to complete this analysis. Staff estimates this work will take about three months once a contract is signed. This includes time for ACHD to take additional traffic counts where needed.

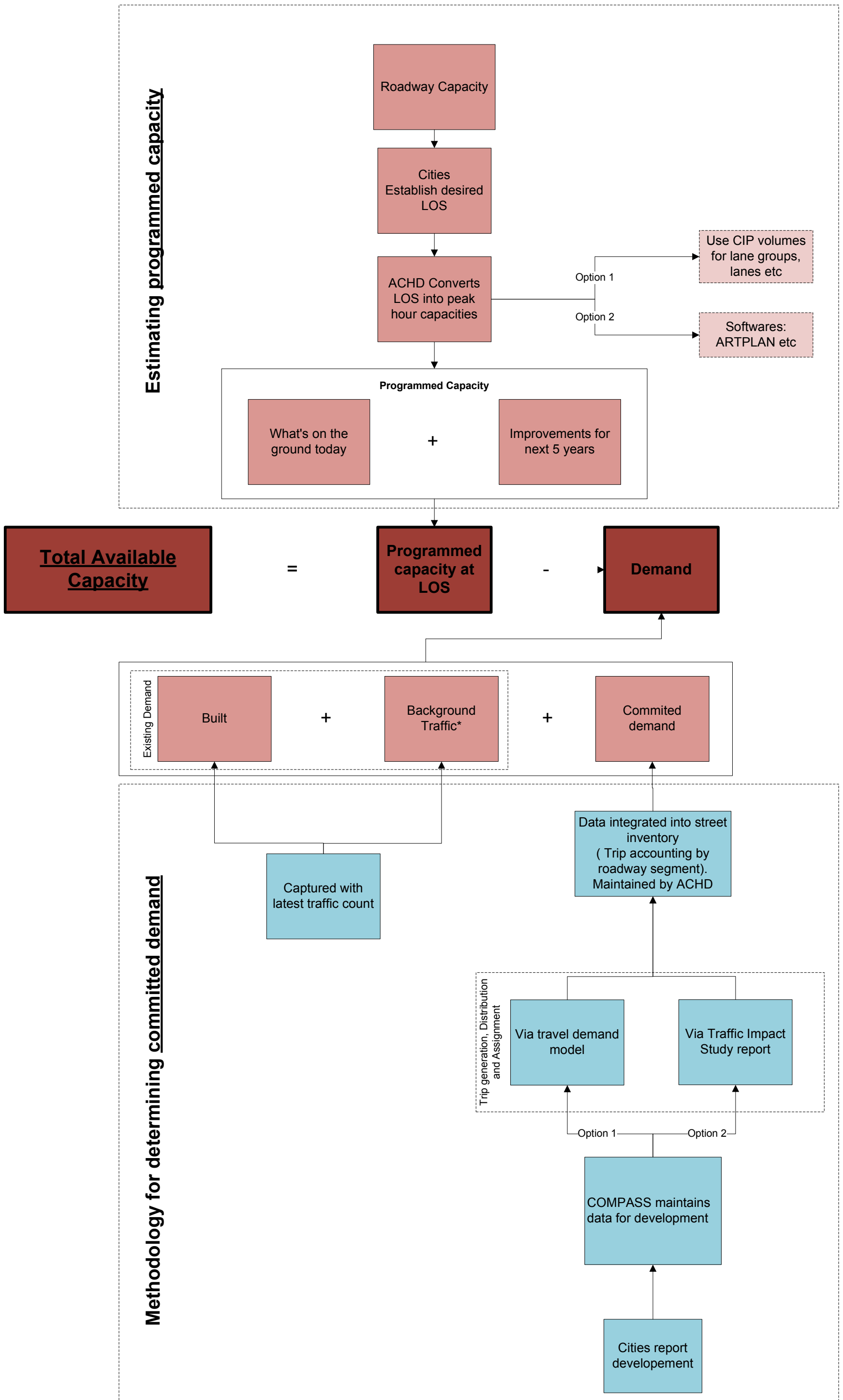
Step 2: Evaluate LOS for existing traffic plus platted but unbuilt development.

- COMPASS will determine the traffic volume that would be added by development that has been platted but is partially or undeveloped. This will be added to the existing traffic volumes prepared for Step 1 and compared to the LOS thresholds.
  - Residential development will be estimated from readily available information.
  - Calculating commercial trips is more difficult. Where available, COMPASS will estimate commercial trips using data provided by the Cities and County. Where that is not available COMPASS will use a jobs/housing ratio to estimate the unbuilt development.
- For intersections, ACHD will update the intersection model for 20 intersections to be selected in cooperation with the Cities.

Step 3: Evaluate LOS for existing traffic plus platted but unbuilt development plus approved but unbuilt development (per preliminary plats).

- ACHD and COMPASS will use the method outlined for Step 2 except LOS thresholds will be adjusted for the capacity improvements in the first five years of ACHD's Five Year Work Plan.

Overall, ACHD and COMPASS staff estimate this analysis will take about six months to complete.



\*Background Traffic: Background traffic refers to traffic coming from outside jurisdictional boundaries. E.g. Traffic from Canyon County or Elmore County into Ada County

## **AREA OF CITY IMPACT EXPANSION PROCESS** (APPROVED BY BGG CONSORTIUM ON FEBRUARY 15, 2008)

### **Introduction**

Idaho State Code requires cities to establish areas of impact to identify where they intend to annex and provide city services. Ada County and its six cities have grappled with expansions of areas of city impact over the past four years in the face of tremendous growth pressures. Current provisions in the Local Land Use Planning Act have proved inadequate in defining the purpose and function of an area of city impact boundary, bogging down what had historically been straightforward renegotiations between Ada County Commissioners and city leaders.

The successful implementation of Blueprint for Good Growth requires a straightforward, equitable process for defining areas of impact. During 2007, a subcommittee of city and county planners met to create a process that would fulfill a mutual desire to create a process that:

1. Relies on city provision of adequate public facilities in keeping with the commitment to the Blueprint for Good Growth;
2. Requires subarea planning before an area of city impact boundary expansion is approved;
3. Includes substantive public involvement in the development of a subarea plan;
4. Relies on objective standards to guide the County approval process.
5. Provide for planning areas that describe very long term spheres of influence where a city intends to evaluate how its area of impact may be extended.

### **1. Establishment of a Planning Boundary**

- a. Goal: Delineation of planning areas outside currently adopted areas of impact where sub area planning is desired and/or necessary by a city. A sub area plan can be an addendum or amendment to the existing city comprehensive plan or an independent plan. The planning areas are not intended to represent areas of planned urban development. Part of a planning area may become an area of impact where urban development occurs and part may remain rural. By reaching beyond anticipated areas of impact, they allow each community to more rationally plan for the needs of future generations.
- b. Purpose: This boundary is created solely for the purposes of developing sub area plans and to establish communication protocols among the city, adjacent cities, and Ada County regarding development activity during the sub area planning process.
- c. Process: Since property rights are not affected by establishing the planning boundary, the boundary will be created through a Memorandum of Understanding between Ada County and the affected city. The Memorandum of Understanding will include the following provisions:
  - i. Establish the planning boundary.
  - ii. Define the roles and responsibilities of the requesting city, the county, and other cities adjacent to or overlapping the planning boundary.
  - iii. Establish referral area for mutual notice of county and city rezoning, land division, or conditional use applications of other city, county, or ACHD planning activities within the planning boundary. The planning area shall serve

as a referral area. All county applications shall be transmitted to the appropriate city or cities for comment and review until a formal area of impact agreement takes effect after the completion of the sub area plan and/or the referral area is deemed unnecessary by the requesting city or cities and the county.

- iv. Periodic review of the sub area planning process and planning boundary.
  - v. Set a term of the Memorandum of Understanding.
- d. Guidelines and/or Criteria:
- i. There are not specified criteria regarding the sufficiency of a particular planning boundary, but generally they respect natural or man-made features, landforms, major transportation corridors, infrastructure constraints, and jurisdictional boundaries.
  - ii. The planning boundary shall include, at a minimum, area to accommodate twenty years of growth for the city.
  - iii. The planning boundary shall not include a portion of an existing planning boundary proposed by another city. Such city (or cities) shall be invited to participate in any subsequent sub area planning process proposed by the city.
  - iv. Proposed planning boundaries are shown on Appendix A.
- e. Dispute resolution: Where jurisdictions do not agree on planning boundaries, the jurisdictions shall participate in at least one mediation session. The county shall participate in the mediation. The disputing parties shall select a mediator. Compensation of the mediator shall be equally divided among the disputing parties. The results of the mediator shall be forwarded to all parties. If mediation is not successful, the recommendation from the mediator shall be forwarded to the board of county commissioners. The board of county commissioners shall make a decision on the boundary within 120 days and shall forward the appropriate memorandums of understanding to the jurisdictions.

## **2. Sub Area Plan Scope of Work and Process**

- a. Goal: Sub area plans that express the vision of the community after consideration of the needs and vision of affected cities and/or the county.
- b. Purpose: The purpose of this section is to provide criteria related on how to conduct the sub area planning process.
- c. Process:
  - i. Each city, as part of the sub area planning process, shall first develop a scope of work, timeline, and public participation plan for the sub area planning effort.
  - ii. The city shall invite the county, neighboring cities, transportation agencies, and any affected service providers to be stakeholders in the planning process and allow these stakeholders to review the plan timeline, scope of work, and public participation plan.
  - iii. The city shall take comments (requested modifications) and make necessary changes to accommodate such comments. The city and county staffs shall schedule a joint workshop with property owners and affected residents.
- d. Guidelines and/or Criteria:

- i. Sub area plans may include all or part of the planning area defined in Section 1.
- ii. The sub area plan shall address the 14 elements, including agricultural land uses, required under Idaho Code by specific discussion or by reference to an existing plan. The 14 mandated elements include: property rights; population; school facilities and transportation; economic development; land use; natural resources; hazardous areas; public services, facilities, and utilities; transportation; recreation; special areas or sites; housing; community design; and implementation.
- iii. The sub area plan shall implement to the extent possible adopted regional plans, including but not limited to, Communities in Motion, the Blueprint for Good Growth policies and Tiers Map, the Ada County Parks and Waterways Open Space Plan, Ridge to Rivers Plan, and other local or regional open space, pathways, trails, bikeway, air quality or transportation plans. At times, the policies of the many regional plans may be inconsistent with regard to a particular issue or area; where there is inconsistency, the sub area plan should address the underlying intent of such policies in light of the needs of their community.

### **3. Area of City Impact Expansion Submittal and Hearing Process**

- a. Goal: Predictable and timely review and adoption of area of city impact expansion requests and associated sub area plans by the Board of County Commissioners. The goal is also to shorten the lag time between the two governing units regarding adoption of the sub area plans. Long delays create uncertainty for property owners, invite criticisms of inefficient government bureaucracy, and create a feeling of mistrust in the community members involved in the planning efforts.
- b. Purpose: To establish a process that allows the county to participate early in the sub area plan process so that when the expansion request is formally submitted, the county can quickly evaluate the adequacy of area of city impact expansion requests.
- c. Process:
  - i. Following the joint workshop (see Section 2), the city shall submit a formal request for and area of city impact expansion. Such request shall include:
    1. A map of the proposed area of city impact.
    2. . A copy of the subarea plan with the adopting resolution and findings indicating that the plan has been adopted consistent with state law, any city evaluation criteria, and the Blueprint for Good Growth Phase 1 Report policies.
    3. Map of areas within the proposed area of city impact that are not proposed for urban services, with a brief written explanation;
    4. Capital Facilities Plan that has a 20-year horizon with a detailed program of the first five years.
      - a. The requesting city shall document how the new facilities proposed in the sub area plan shall be phased (including time increments) to ensure that new facilities shall meet the adopted adequate public facilities ordinance including acceptable mitigation measures.
      - b. If the city does not provide the water, sewer, transportation, storm water, or public safety services, the city shall obtain a letter from such providers

- indicating sufficient capacity and the ability to fund and provide capital improvements consistent with the five-year capital facilities plan.
  - 5. Intergovernmental Agreement on the specific implementation guidelines and/or standards that the county would apply to developments proposed within an area of city impact.
  - ii. County Review of Area of City Impact Amendment Negotiation Request.
    - 1. The provisions of Idaho Code, Section 67-6526 shall apply.
    - 2. Within 30 days of submittal, county shall notify the requesting city of any missing items listed in 3ci above. The purpose is to determine if the county has a complete application. The city shall respond within 30 days or as may be mutually agreed upon with the County. Subsequent submittals by the requesting city shall be reviewed within 14 days. The county shall notify the requesting city in writing of the date the application is deemed complete.
    - 3. After the request is deemed complete, the County shall schedule a joint meeting between the city and county governing boards. The joint meeting shall include the following:
      - i. Discussion of the proposed intergovernmental agreement and any potential issues related to processing the necessary comprehensive plan and/or zoning ordinance text and/or map amendments.
      - ii. Establishment of a hearing schedule for the city and county adoption of the amended area of city impact agreement.
      - iii. Establishment of a schedule for implementing additional provisions as submitted by the city in section 3(c)(i)(11) above.
- The meeting may be waived with agreement by both parties.

**4. Annexation outside of Areas of Impact:** Currently, many cities do not have a 20-year area of city impact. Once established (and amended in a timely way), cities will not annex beyond their 20-year area of city impact. Any exceptions to this policy on adjacent boundaries shall be negotiated between affected parties.