



COMMUNITIES IN MOTION 2040

REGIONAL LONG - RANGE TRANSPORTATION PLAN
ADA AND CANYON COUNTIES, IDAHO



DRAFT
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Communities in Motion 2040

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Executive Summary¹ [Chapter Title]

What will Ada and Canyon Counties—the Treasure Valley—look like in 2040? How many people will live here? Where will they live, work, and play? How will they move between home, work, and other destinations? What transportation investments are necessary to fulfill their needs? How will we pay for them?



Photo: Troy Behunin

The Community Planning Association of Southwest Idaho (COMPASS) developed *Communities in Motion 2040* (CIM 2040), the regional long-range transportation plan for Ada and Canyon Counties, to examine these issues and to develop a vision and transportation plan for the Treasure Valley looking ahead to the year 2040.

The plan describes the current transportation system, outlines what is needed to accommodate future growth, explores how to fund future transportation needs, discusses how to maintain a safe and secure transportation system, and examines the environmental issues that have the potential to impact, or be impacted by, transportation investments.

This plan also recognizes the interdependent relationship between transportation and land use, housing, community infrastructure, health, economic development, open space, and farmland, and sets goals for all these elements. The non-transportation elements have been included in recognition that transportation cannot be examined, or planned, in a vacuum. Each of these other elements impacts, and is impacted by, transportation decisions.

This plan is the result of the efforts of many individuals with diverse backgrounds and interests. The CIM 2040 Planning Team met monthly throughout the planning process to provide technical guidance in the areas of transportation, land use, housing, agriculture/farmland, and much more. In addition, the CIM 2040 Leadership Team provided policy-level guidance on the same issues. Residents of Ada and Canyon Counties were kept informed of the planning process and encouraged to participate in a variety of ways. Finally, the COMPASS Board of Directors provided

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserve/CIM2040/AcronymList.pdf.

ultimate leadership and approval of the plan and all elements contained in it. CIM 2040 was adopted by the COMPASS Board of Directors on **DATE**.

COMPASS forecasts that 1.022 million people will live in the two-county area by 2040, and that the area will support 462,000 jobs. The CIM 2040 Vision, developed with extensive public input in 2012, identifies where the homes and jobs will be and moves beyond simply data to expressing a vision for the future of the Treasure Valley:

The Communities in Motion 2040 Vision provides new housing and jobs along transit corridors and in major activity centers with a strong focus on maintaining the region's recreation and open space areas. New growth would be comprised of a variety of housing types, served by infrastructure, nearby services, and outside of prime farmland or environmental constraints. This scenario supports local comprehensive plan goals and densities, and includes entitled developments as of July 2012. This scenario would support high-capacity transit for State Street (Highway 44) and a route parallel to Interstate 84, as well as multimodal infrastructure and services throughout the region.

The CIM 2040 Vision sets the stage for the future transportation system. COMPASS considered the currently planned and funded transportation investments and examined where growth is expected to occur, according to the CIM 2040 Vision, to determine what regional transportation improvements will be most needed over the next 27 years. This analysis resulted in a list of 33 unfunded transportation corridors and projects that were ranked in priority order:

1. Interstate 84 (Centennial Way Interchange to Franklin Boulevard Interchange)
2. State Highway 44/State Street High Capacity Corridor
3. US Highway 20/26 (*Chinden Boulevard*) (Middleton Road to Eagle Road)
4. State Highway 55 (Snake River to the City of Nampa)
5. Regional park and ride lots (near-term improvements)
6. Linder Road (includes river crossing and new overpass – *Lake Hazel Road to State Highway 44*)
7. Franklin Road (bottleneck between Star Road and McDermott Road)
8. Caldwell/Nampa Boulevard (Linden Street to Orchard Avenue)
9. Ustick Road (Montana Avenue to McDermott Road)
10. Regional park and ride lots (medium-term improvements)
11. **valleyconnect** near-term (capital/operating)
12. Treasure Valley High Capacity Corridor (study to determine locally preferred option)
13. State Highway 45 reroute (in City of Nampa – *Bowmont Road to Interstate 84*)
14. State Highway 16 (Kuna-Mora Road to Ada/Gem County Line)

- 15.Boise Downtown Circulator
- 16.*valleyconnect* medium-term (capital/operating)
- 17.State Highway 55 (State Highway 44 to Ada/Boise County Line)
- 18.Middleton Road (State Highway 55 in the City of Nampa to Main Street in the City of Middleton)
- 19.Overland Road (multimodal corridor plan)
- 20.North/South Kuna Corridor (railroad crossing in the City of Kuna)
- 21.Cherry Lane (Middleton Road to Black Cat Road)
- 22.Lake Hazel Road/Amity Road (as a corridor – *Lake Hazel Road, McDermott Road to Linder Road; Amity Road, Southside Boulevard to Black Cat Road*)
- 23.State Highway 55/Midland Boulevard Bottleneck (*in City of Nampa*)
- 24.State Highway 45 (Greenhurst Road to Bowmont Road)
- 25.Victory Road (Happy Valley Road to McDermott Road)
- 26.US Highway 20/26 (City of Caldwell to City of Parma)
- 27.Three Cities River Crossing (preserving land for a future project – *bridge over the Boise River east of City of Eagle*)
- 28.Star/Robinson Road (Greenhurst Road to Ustick Road)
- 29.CIM 2040 transit, long-term (capital/operating)
- 30.Greenhurst Road (Middleton Road to McDermott Road/*Happy Valley Road*)
- 31.Happy Valley Road (Greenhurst Road to Stamm Lane)
- 32.Bowmont Road to Kuna-Mora Road (new connection)
- 33.Beacon Light/Purple Sage (new connection – *preserving land for a future project*)

However, due to limited transportation funding and the compelling need to maintain the current transportation system, the COMPASS Board directed that all federal transportation funding allocated through this plan be directed toward transportation maintenance—meaning that none of the 33 prioritized corridors and projects listed above will be funded through this plan. They represent future unmet needs and are the starting point for if and when additional funding—of any kind—becomes available.

Because of the limited amount of funding available, the COMPASS Board has directed that all federal transportation dollars allocated through this plan be directed toward maintenance.

The financial forecast is bleak. The regional transportation system needs an investment of approximately \$9.7 billion—in current dollars—to be able to meet maintenance needs and the demands of growth over the next 27 years to 2040.

Federal dollars allocated through CIM 2040 for the COMPASS planning area for this time period will total about \$664 million. Also, based on the 2014-2018 average, it is assumed that ITD will spend approximately \$923 million (in current dollars) to 2040 on the state system within the COMPASS planning area. This funding comes from a combination of state and federal dollars. Local

funding is forecasted to contribute an additional \$3.8 billion over the same time period. It is these local, state, and federal funding sources, with a combined anticipated revenue of \$5.4 billion, that will pay for transportation system maintenance, improvements, and expansions. However, this combined amount still falls \$4.3 billion short of long-term needs.

However, the funding shortfall does not mean that this plan will sit idly on the shelf. Over 100 individual tasks have been developed to meet 17 overall goals established for CIM 2040. These tasks have been synthesized into eight regional policy statements to guide overall implementation of the plan. Success will be measured through performance measures and targets established for the 17 goals. Progress will be formally reported every other year through a performance monitoring report; however, the data behind that report will be available via an online dashboard open for anyone to access at any time.

Key to implementing this plan, and to achieving the CIM 2040 Vision, is securing additional funding to complete a transportation system that will support the valley's future needs. COMPASS is committed to continually "telling the story" of our regional transportation needs to implement this plan and bring about a prosperous future for the Treasure Valley.

■ *Even when federal, state, and local funding sources are combined, the region falls \$4.3 billion short of long-term needs.*

Key to implementing this plan, and to achieving the CIM 2040 Vision, is securing additional funding to complete a transportation system that will support the valley's future needs.

CHAPTER 1¹

Introduction [Chapter Title]

Transportation is one of the foundations of society, a means of moving people and goods from place to place. From multilane interstate highways to gravel roads, from bike lanes, trails and sidewalks to airports and rail lines, transportation infrastructure enables society and the economy to meet people’s needs.

The interdependent relationship between transportation and land use means that decisions made today about Idaho’s transportation system will affect not only where and how people travel, but also how cities, counties, and the state continue to develop. Likewise, decisions about housing, open space, and farmland affect transportation needs. It is clear that these elements also impact public health and economic development.

Therefore, to effectively maintain, improve, and plan for the future needs of the transportation system, it’s necessary to consider the system’s current condition as well as societal trends. High-growth areas may require new roads, additional capacity, or improvements to public transportation. Routes used by heavy farm machinery and trucks may require additional maintenance or safety features. Modes of transportation other than vehicles and trucks, such as



buses, rail, biking, and walking, may become more prevalent based on changing economic and social conditions. In addition, security concerns and the economy have spurred significant changes in air travel patterns.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

The Community Planning Association of Southwest Idaho (COMPASS) has developed this regional long-range transportation plan, *Communities in Motion 2040* (CIM 2040). This plan looks out to the year 2040 and has two main purposes:

- document the present state of the transportation system in Ada and Canyon Counties, Idaho, across all transportation modes
- chart a course for the maintenance and improvement of the transportation system based on anticipated needs and revenues

In addition to assessing regional transportation and land use issues, CIM 2040 considers six other related elements: housing, community infrastructure, economic development, open space, farmland, and health.



Photo: Troy Behunin

The forecasted needs in CIM 2040 are based on expected growth patterns, described by the CIM 2040 Vision (see Chapter 3). To account for new developments and changing trends in the region, COMPASS evaluates and revises the regional long-range transportation plan every four years.

Plan Format (Heading 1)

This plan is divided into 11 chapters:

Chapter 1: Introduction provides an overview of transportation planning requirements, the function of COMPASS, and the goals of CIM 2040.

Chapter 2: Public Participation and Involvement describes the public involvement process throughout the development of the plan and how public input helped shape the planning decisions that are the backbone of this plan.

Chapter 3: Defining the Vision describes the scenario planning process and the resulting CIM 2040 Vision, and presents population and employment forecasts.

Chapter 4: Transportation Financial Analysis reviews current sources of transportation funding and estimates the revenues and funding that will be available through 2040.

Chapter 5: Existing Transportation System discusses the characteristics and operation of the current transportation system.

Chapter 6: Future Transportation System Priorities and Needs describes the future transportation system and services required to meet the region's needs in 2040, and lists the funded and unfunded transportation projects.

Chapter 7: Transportation Safety discusses goals and priorities relating to the safety of the transportation system users.

Chapter 8: Transportation Security reviews potential threats to the region and how the transportation system interacts with local preparedness and emergency management strategies.

Chapter 9: Environmental Considerations examines the potential impacts of planned transportation projects on the environment, and discusses methods to avoid, minimize, and mitigate those impacts.

Chapter 10: Assessing Performance of the Transportation System outlines how the performance of the transportation system will be evaluated per CIM 2040 goals and targets.

Chapter 11: Implementing the Plan focuses on policy statements that summarize how the plan elements work together to foster better coordination, planning, and decision making in the region.

Community Planning Association of Southwest Idaho (Heading 1)
COMPASS is an association of local governments working together to plan for the future of the region. COMPASS members consider factors that affect quality of life for area residents when making decisions about transportation and setting priorities for spending federal transportation dollars over the next 27 years.

COMPASS conducts this work as the metropolitan planning organization (MPO) for two urbanized areas in southwest Idaho: the Boise Urbanized Area in Ada County and the Nampa Urbanized Area in Canyon County. COMPASS has served as the MPO for the Boise Urbanized Area since 1977 and the Nampa Urbanized Area since early 2003. The COMPASS planning area consists of all of Ada and Canyon Counties (Figure 1.1).

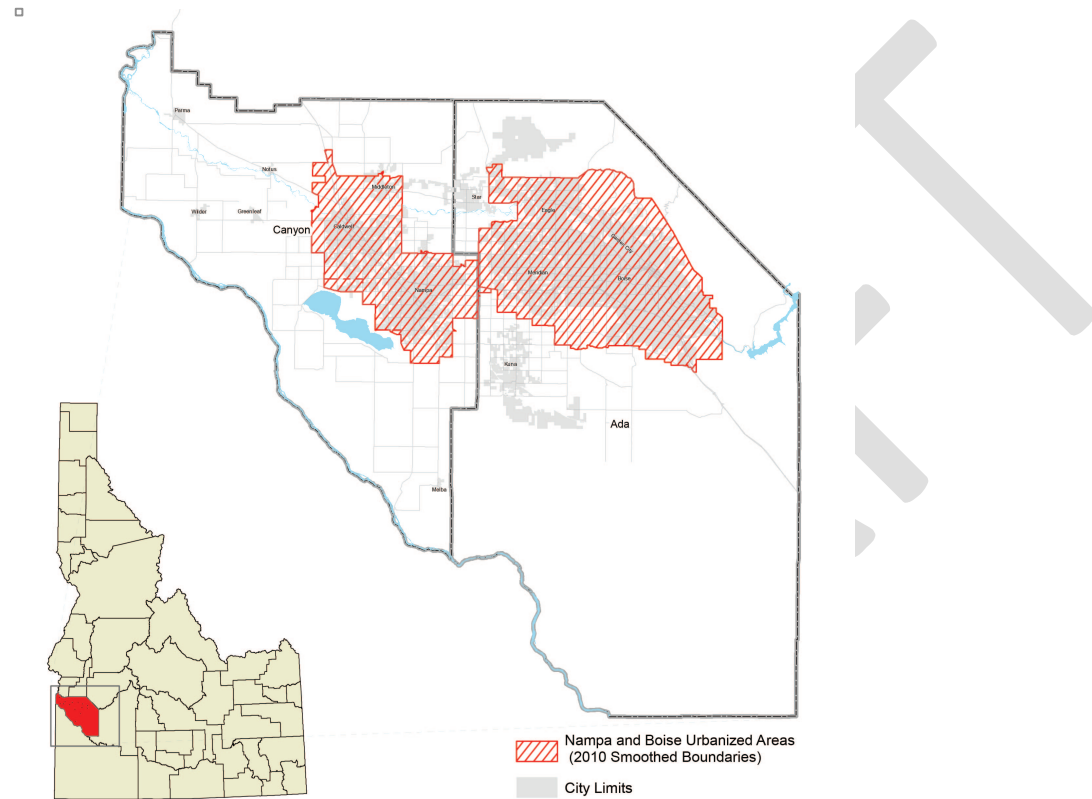


Figure 1.1. The COMPASS planning area

Federal Requirements (Heading 1)

Federal law has mandated transportation planning at the state and metropolitan (population greater than 50,000) levels since the 1960s. Guidelines for transportation planning are included in past and current federal transportation laws, including 2012’s Moving Ahead for Progress in the 21st Century Act (MAP-21).²

² www.fhwa.dot.gov/map21

MAP-21 Required Elements (Heading 2)

The current federal transportation law, MAP-21, was signed into law on July 6, 2012. It states that metropolitan planning shall consider projects and strategies that will

- support economic vitality, especially by enabling global competitiveness, productivity, and efficiency;
- increase the safety of the transportation system for motorized and non-motorized users;
- increase the security of the transportation system for motorized and non-motorized users;
- increase the accessibility and mobility of people and freight;
- protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns;
- enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- promote efficient system management and operation; and
- emphasize the preservation of the existing transportation system.

MAP-21 also requires that regional long-range transportation plans include the following:³

- an identification of transportation facilities (including major roadways, transit, multimodal and intermodal facilities, nonmotorized transportation facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system
- a description of the performance measures and performance targets used in assessing the performance of the transportation system
- a system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the

³ 23 U.S.C. §134 (h), (i)
Chapter 1

performance targets

- a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities
- a financial plan that
 - demonstrates how the adopted transportation plan can be implemented;
 - indicates resources from public and private sources that are reasonably expected to be made available to carry out the plan; and
 - recommends any additional financing strategies for needed projects and programs.
- operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods
- capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs
- proposed transportation and transit enhancement activities

Regional Long-Range Transportation Plan: *Communities in Motion 2040* (Heading 1)

Federal requirements outlined in MAP-21 direct each state and MPO to conduct a continuing, cooperative, and comprehensive transportation planning process. As the delegated transportation planning authority for Ada and Canyon Counties, COMPASS is responsible for conducting the planning process for the region. This document, CIM 2040, is a product of that planning process.

A long-range transportation plan, such as CIM 2040, is required in order for transportation projects in the planning area to receive federal funding. Long-range transportation plans must be updated (or a new plan written) every four years. They must look at least 20 years into the future and address future needs of the region based on projected growth, land use, demographics, and other factors. Public involvement is an important part of the planning process and is discussed in more

detail in Chapter 2.

CIM 2040 is required to be “fiscally constrained”—that is, projects within it must have a reasonable chance of being funded based on current financial conditions. It contains a prioritized list of needed transportation projects that can be funded with federal transportation dollars and a prioritized list of needed projects that are currently unfunded.

Changes in operations and management can provide opportunities to make the most of the existing transportation system. The plan discusses these improvements, including the congestion management system, as a means of addressing future needs. With its long timeframe and comprehensive view of the transportation system, CIM 2040 provides insight into how transportation policies can be turned into future investments in the region.

Themes of the Plan (Heading 2)

The following four themes were developed for the regional long-range transportation plan in 2006 (*Communities in Motion 2030*), and have been incorporated in subsequent plans, including this one:

Connections: Providing options for safe access and expanded mobility choices for all users in a cost-effective manner in the region.

Coordination: Achieving better inter-jurisdictional coordination of transportation and land-use planning.

Environment: Minimizing transportation impacts to people, cultural resources, and the environment.

Information: Coordinating data gathering for all modes and dispensing better information.

Goals of the Plan (Heading 2)

The COMPASS Board established 17 goals for CIM 2040. These goals tie to the four themes above.

1. Transportation

1.1 Enhance the transportation system to improve accessibility to jobs, schools,

and services; allow the efficient movement of people and goods; and ensure the reliability of travel by all modes considering social, economic, and environmental elements.

- 1.2 Improve safety and security for all transportation modes and users.
- 1.3 Protect and preserve existing transportation systems and opportunities.
- 1.4 Develop a transportation system with high connectivity that preserves capacity of the regional system and encourages walk and bike trips.

2. Land Use

- 2.1 Coordinate local land use planning, transportation planning, and development to maximize the use of existing infrastructure, increase the effectiveness of investment, and retain or enhance the vitality of the local community.
- 2.2 Recognize and more clearly define and support the regional role of all communities, including small communities.
- 2.3 Encourage infill development and more compact growth near community-identified activity centers.
- 2.4 Strive for more walkable, bikeable, and livable communities with a strong sense of place and clear community identity and boundaries.

3. Housing

- 3.1 Encourage mixed-use neighborhoods, town centers, and other development types that include a variety of housing options to meet the transportation and housing needs of all socio-economic groups.

4. Community Infrastructure

- 4.1 Promote land use patterns that provide Treasure Valley residents with safe, reliable, and cost-efficient infrastructure services.
- 4.2 Promote maintenance and preservation of existing infrastructure.

5. Health

- 5.1 Promote a transportation system and land use patterns that enhance public health, protect the environment, and improve the quality of life.

6. Economic Development

- 6.1 Develop a regional transportation system that connects communities,

provides access to employment centers, and provides efficient truck, rail, and/or air freight movement throughout the Treasure Valley.

- 6.2 Maintain the vitality of regional centers, downtowns, and main streets through continued public and private investments in new and existing business, housing, and transportation options as appropriate.

7. Open Space

- 7.1 Promote development and transportation projects that protect and provide all of the region's population with access to open space, natural resources, and trails.

8. Farmland

- 8.1 Protect and enhance transportation routes for the efficient movement of farm equipment and products.
- 8.2 Protect agricultural land for food, fiber, and fuel production and support of other agricultural and food-related businesses.

Each goal also has one or more objectives that support specific areas of the goal. Each objective then has a number of tasks that contribute to the fulfillment of the goal. The objectives and tasks can be found online.⁴

CIM 2040 also includes a tiered approach to performance measurement. Fifty-six performance measures track progress toward the CIM 2040 goals. Each performance measure has a performance target to quantify and track progress. The performance measures and targets are discussed in Chapter 10, and can also be found throughout the document as they relate to individual topics.

⁴ www.compassidaho.org/prodserv/cim2040.htm

CHAPTER 2¹

Public Participation and Involvement [Chapter Title]

Public involvement is key to the CIM 2040 planning process. Developing a plan that serves the needs of area residents requires more than providing opportunities for public input; honest, meaningful analysis of the feedback is just as essential.

COMPASS has an overarching public involvement policy that's updated and adopted by the COMPASS Board every three years.² The policy states that COMPASS' public involvement process must provide comprehensive information, timely public notice, and full public access to key decisions, and support early and continuing involvement of the public in developing plans.

The planning processes of...COMPASS shall include an active public involvement process...

In October 2011, the COMPASS Board adopted a public involvement plan specific to CIM 2040.³ The plan is consistent with COMPASS's overarching public involvement policy.

The public involvement plan reiterates COMPASS' commitment to engaging the public and targeted stakeholders throughout the development of CIM 2040. This ensures all residents of Ada and Canyon Counties, including traditionally underrepresented populations, have opportunities to actively participate in the planning process. This commitment is also stated in the COMPASS Title VI and Limited English Proficiency Plans and is reflected in its process of identifying locations of Environmental Justice (minority and low-income) populations.⁴

Long-term planning processes...often comprise periods of behind-the-scenes planning and technical work, punctuated by bursts of public outreach.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² www.compassidaho.org/people/publicinvolvement.htm

³ www.compassidaho.org/documents/prodserv/CIMupdate/FINAL_CIM2040_Public_Involvement_Plan.pdf

Outreach Structure and Timing [Heading 1]

The development of CIM 2040 included four public comment periods and three scenario planning workshops (Figure 2.1). COMPASS also provided quarterly email updates and ongoing participation opportunities to keep the public and stakeholders informed during periods of behind-the-scenes technical work.

This chapter will focus on the ongoing outreach, the scenario planning workshops, and the four public comment periods.

Public Comment Period Dates	Public Comment Period Topics
May 7–June 17, 2012	Four potential scenarios resulting from February/March scenario workshops
December 27, 2012–January 15, 2013	Proposed plan goals, objectives, and tasks; functional classification changes; the prioritization process; and transportation investment areas
August 5–September 4, 2013	The list of 33 prioritized corridors and projects for CIM 2040
March 3–April 27, 2014	The draft CIM 2040 plan

Figure 2.1. CIM 2040 public participation opportunities (This will be designed as a graphic/figure during the plan's design phase.)

Ongoing Outreach [Heading 2]

COMPASS employed several platforms to keep the CIM 2040 planning process in front of stakeholders and the public.

Advisory Committees [Heading 3]

COMPASS invited representatives from multiple stakeholder groups (Table 2.1) to serve on the CIM 2040 Planning Team and CIM 2040 Leadership Team to provide in-depth knowledge and expertise throughout the planning process. The Planning Team met regularly between September 2011 and June 2014 to provide technical input and review; the Leadership Team met bi-monthly for the same time period to

⁴ The COMPASS Title VI Plan, Limited English Proficiency Plan, Environmental Justice maps, and related documents can be found at www.compassidaho.org/people/publicinvolvement.htm.

provide policy-level input and review. Both teams worked closely with COMPASS staff and made recommendations on action items to the COMPASS Board.

Table 2.1. CIM 2040 Planning and Leadership Team representation

Agriculture/farmland	Irrigation districts
Business/economic development	Native American tribes
COMPASS member agencies ⁵	Real estate/developers
COMPASS Public Participation Committee	Refugee advocates
Emergency management	Smart growth advocates
Federal Highway and Transit Administrations	Transit/alternative transportation
Health	Transportation engineers
Housing	Utilities

Additionally, representatives from environmental resource agencies and organizations were invited to lend their expertise to the planning process. This environmental review work group and the COMPASS staff collaborated to develop an environmental suitability analysis of priority corridors for the plan (Chapter 9).

Web Updates [Heading 3]

COMPASS provided details about the development of CIM 2040 on its website.⁶ The website was, and continues to be, updated regularly and contains information on all aspects of this plan, including the plan itself and links to background on the issues and policies discussed within it. Draft plan chapters were posted online for public review and comment as they were completed. The plan will be posted for official public comment in **spring 2014**.

Quarterly Email Updates [Heading 3]

COMPASS sent quarterly email updates to approximately 1,700 people on its CIM 2040 email list.⁷ The emails outlined the technical work and public involvement activities that had occurred in the previous three months and highlighted those planned for the next three. These quarterly email updates were also posted on the CIM 2040 web page.⁸

⁵ www.compassidaho.org/about.htm#members

⁶ www.compassidaho.org/prodserv/cim2040.htm

⁷ Sign up for COMPASS emails by emailing a request to info@compassidaho.org.

⁸ www.compassidaho.org/prodserv/cim2040.htm

COMPASS included a section titled “Why Should I Care?” in each email update to generate interest in the plan. This section featured thought-provoking submissions from the email audience and participants at COMPASS events explaining why it makes sense to think about long-range planning now. Some of these submissions were also spotlighted quarterly in the COMPASS Executive Director’s blog.⁹

Youth Art Contest [Heading 3]

To kick off the development of CIM 2040, COMPASS sponsored a youth art contest in fall 2011. Elementary-aged children in Ada and Canyon Counties were asked to draw what they thought their community would look like in 25 years. The winning artwork was displayed in the COMPASS office, at CIM 2040 outreach events, and on ValleyRide buses. First-place winners are shown in Figure 2.2. All winning entries are posted online.¹⁰



First Place, 3rd Grade
Avery Scanlon
Hunter Elementary



First Place, 4th Grade
Delaney Salisbury
Prospect Elementary



First Place, 5th Grade
Olivia Christensen
Hunter Elementary

Figure 2.2. Youth art contest winners

Picture This! Youth Video Contest [Heading 3]

As a follow-up to the art contest for elementary-aged children, COMPASS sponsored the *Picture This!* CIM 2040 youth video contest in fall 2012.

⁹ www.compassidaho.blogspot.com

¹⁰ www.compassidaho.org/prodserv/cim2040-youthart.htm

Students in 7th–12th grades in Ada and Canyon Counties were asked to create videos reflecting what the Treasure Valley might look like and what life might be like in the year 2040.

The winning video, *2040: A Sneak Peek into the Future*, created by East Junior High students Vera Gaddi and Sarah Dean, portrayed a future with electric vehicles and hovercraft, with a decreasing dependence on fossil fuels.¹¹ COMPASS displayed the video at outreach events throughout 2013 and 2014 and will continue to use it as CIM 2040 is implemented.

Your Treasure Valley Future Photo Challenge [Heading 3]

COMPASS invited people of all ages to participate in the yearlong *Your Treasure Valley Future Photo Challenge*.

From December 2012 through November 2013, residents submitted photos that represent values, ideals, and things in Ada and Canyon Counties that they would like to see carried into the year 2040 or changed for the better.

Several of these photos are used throughout this document to illustrate the future through the lenses of those who live here. Visit the COMPASS website or Facebook page to view all of the submitted photos.¹²

Facebook [Heading 3]

Throughout the planning process, COMPASS used its Facebook page to highlight public comment opportunities, promote education series speakers and other events, showcase photo challenge submissions, and more.¹³



Photo: Shelly Houston, as part of the *Your Treasure Valley Future Photo Challenge*



Photo: Diane Kushlan, as part of the *Your Treasure Valley Future Photo Challenge*

¹¹ View the video on the COMPASS YouTube channel: www.youtube.com/user/COMPASSIdaho.

¹² www.compassidaho.org/prodserv/cim2040_photos.htm; www.facebook.com/COMPASSIdaho

Blog [Heading 3]

In his blog, COMPASS Executive Director Matt Stoll discussed a variety of issues relating to CIM 2040.¹⁴ The blog featured a series of posts discussing the CIM 2040 elements and how each relates to transportation as well as “Why Should I Care?” submissions.

Education Series [Heading 3]

Throughout the development of CIM 2040, the COMPASS education series featured speakers who addressed elements covered in the plan.¹⁵

Presentations [Heading 3]

COMPASS offered presentations to community groups throughout the planning process, with increased frequency during specific public comment periods. In total, COMPASS staff gave X presentations to approximately XX individuals between January 2012 and June 2014.

Traveling Display [Heading 3]

A freestanding display highlighting CIM 2040, with an emphasis on the adopted CIM 2040 Vision, was placed in eight public locations, including libraries, city halls, health district offices, and YMCA facilities throughout Ada and Canyon Counties between May and November 2013. The display helped increase awareness of CIM 2040 by reaching out to people in a simple, low-key manner in public gathering places.

Scenario Planning Workshops [Heading 2]

In February and March 2012, COMPASS hosted three all-day workshops as a first step in developing a “preferred growth scenario” (the CIM 2040 Vision) to serve as the basis for CIM 2040. The scenario planning process is discussed in depth in Chapter 3.

For CIM 2040 to be successful, it was imperative to include diverse perspectives in the discussion. A total of 577 individuals representing a wide variety of interests

¹³ www.facebook.com/COMPASSIdaho

¹⁴ www.compassidaho.blogspot.com

¹⁵ www.compassidaho.org/comm/publicevents.htm

(Table 2.2) were invited to participate in the workshops. In addition, 49 individuals submitted self-nomination forms, indicating their interest in participating; all self-nominees were invited to attend. A special effort was made to include participants from a wide variety of stakeholder groups.

Individuals who indicated they planned to attend were sent meeting reminders as well as a scenario workshop guidebook in advance to help them prepare.

To help remove barriers to attendance, COMPASS offered reimbursement for childcare costs, language translation and Spanish-speaking facilitators, and transportation assistance to participants.

Of the 577 invitees and 49 self-nominees, approximately 170 community leaders, elected officials, stakeholders, and members of the general public participated in one of three day-long workshops, where they examined regional issues and developed potential visions for growth in the Treasure Valley between now and 2040.

Attendees participated in keypad polling to share their priorities on regional issues and the policies and programs that could address those issues. Participants then broke into work groups to develop maps of Ada and Canyon Counties for the year

2040, using interactive CommunityViz[®] software. As the groups worked through this process, they were able to see the results of their decisions in real time and compare those to their priorities.



The workshops yielded 27 distinct future growth scenarios.¹⁶ Results from the workshops were distilled to develop four potential scenarios submitted for public comment.¹⁷ More information on the workshops and the scenario planning process can be found in Chapter 3.

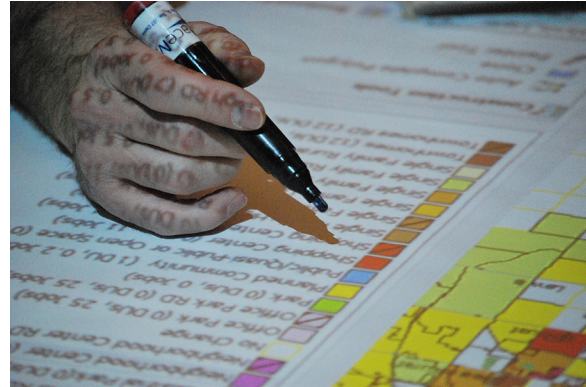


Table 2.2. Scenario workshop invitees

Advocates for the disabled	First responders	Real estate agents
Advocates for the elderly	Government “watchdogs”	Recreation groups
Agriculture	Health interests	Refugees/refugee agencies
Bankers/lenders	Healthy/local foods	Schools and school districts
Bike/pedestrian advocates	Housing agencies	Special districts
Business community	Local emergency management	State and federal agencies
Community groups	Low-income groups	Tourism/hospitality
COMPASS Board	Major employers	Transit groups
COMPASS Leadership Team	Military	Transportation/land use professionals
COMPASS member agencies	Minority groups	Universities and trade schools
Developers/builders	Neighborhood and homeowner associations	University students
Economic development	News media	Utilities
Elected officials	Non-COMPASS-member cities/highway districts	Vanpool users
Environmental interests	Property managers	Youth
Faith-based organizations	The public at large	

¹⁶ www.compassidaho.org/documents/prodserv/CIM2040/ScenarioWorkshopSummary032812.pdf

¹⁷ A report describing the process used to create the four scenarios and information about the scenarios can be found at www.compassidaho.org/prodserv/cim2040_scenarioplanning_process.htm (see “Step 2”).

Public Comment Periods [Heading 2]

While public feedback was welcomed at any time during the development of CIM 2040, COMPASS held four formal public comment periods. Each comment period solicited feedback on specific issues in advance of the COMPASS Board making decisions on those issues.

May–June 2012: Comment on Potential Scenarios [Heading 3]

The first public comment period was held May 7–June 17, 2012. During this time, COMPASS solicited feedback on the four potential growth scenarios that resulted from the scenario planning workshops held in February/March 2012.

COMPASS publicized and facilitated the public comment period via:

- Advertising and promotion
 - Radio and print ads
 - Email
 - Social media
 - News releases and interviews
 - Fliers
 - Community calendars
- Website outreach
 - Many CIM materials posted online for review and comment
 - Details regarding CIM 2040 open houses and libraries that had information available for review
 - Opportunity to comment online or download and print PDF comment forms
- Open houses (3)
 - Idaho Hispanic Cultural Center, Nampa
 - COMPASS office, Meridian
 - Library! at Hillcrest, Boise
- Presentations to community groups (26)
- Booths at public events (10)
- Library outreach (9 libraries)
 - Scenario handouts and comment forms available
- Meetings in a bag (17 meetings)
 - COMPASS provided materials for members of the public and agency representatives to host their own public comment meetings.

Throughout this comment period, COMPASS received 283 comments.¹⁸ Public comment results were used to create a draft preferred growth scenario. See Chapter 3 for a discussion of that process; additional information is also available online.¹⁹

¹⁸ www.compassidaho.org/prodserv/cim2040-public_comments.htm

¹⁹ www.compassidaho.org/prodserv/cim2040-scenarioplanning_process.htm (see “Step 3”)

December 2012–January 2013: Comment on Plan Processes and Components [Heading 3]

From December 27, 2012, through January 15, 2013, COMPASS held its second public comment period, this one to solicit input on four plan components:

- Proposed goals, objectives, and tasks for CIM 2040 (Chapter 1)
- Proposed changes to the “functional classification” of roads (Chapter 6)
- Proposed process for prioritizing transportation projects (Chapter 6)
- Proposed transportation investment areas (not included in the plan²⁰)

COMPASS publicized and provided opportunities to comment via:

- Advertising and promotion
 - Print ads
 - Email
 - Social media
 - News release
 - Fliers
 - Community calendars
- Website outreach
 - Many CIM 2040 materials posted online for review and comment
 - Details regarding CIM 2040 open houses
 - Opportunity to comment online or download and print PDF comment forms
- Open houses (2)
 - Caldwell Public Library, Caldwell
 - COMPASS office, Meridian

Forty comments were received. In addition, open house participants were encouraged to write comments directly on a large map of the two-county area. Twenty-three comments were left on maps at the open houses.

- *Open-ended comments reflected support for:*
 - *Safe Routes to Schools funding*
 - *Protection of the Boise River*

A majority of respondents agreed with the proposed prioritization process (58.3%) and proposed functional classification map (52.6%). Forty-seven percent agreed with the proposed changes to the functional classification map; the same percentage indicated they were unsure. All other questions requested open-ended responses.

²⁰ Per direction from the COMPASS Board, transportation investment areas are not included in this plan, but will be used in tracking performance and implementation.

Two primary themes emerged from the open-ended comments: support for Safe Routes to Schools funding (as part of the discussion of prioritization) and support for protection of the Boise River (as part of the discussion of goals).

All comments were provided to the COMPASS Board prior to the Board making decisions on those issues. Comments were also provided to COMPASS advisory committees and are available online.²¹

August–September 2013: Comment on Prioritized Corridors and Projects [Heading 3]

COMPASS held a third public comment period from August 5 to September 4, 2013, to solicit input into a list of 33 prioritized corridors and projects for CIM 2040 (Chapter 6).

COMPASS publicized the public comment period through print advertisements in four newspapers, email blasts, social media, a news release, fliers, and community calendars. All background and comment materials were available online, at open houses, and at the COMPASS office; comment materials and a subset of background materials were also available at local libraries. Individuals had the opportunity to comment using hard-copy comment forms available at open houses, the COMPASS office, and at local libraries, or online via a comment form or an interactive map.

COMPASS specifically reached out to youth via drivers' education programs, providing instructors with information about public comment opportunities that they could pass along to their students via emails and a newsletter distributed by the Driver Education Coordinator at the Idaho State Department of Education. COMPASS also offered to present information to drivers' education classes but did not receive any responses to this offer.

COMPASS led a discussion group on transportation priorities with visually impaired individuals through the National Federation for the Blind. The group discussed how they currently travel throughout the Treasure Valley, what types of transportation

²¹ www.compassidaho.org/documents/prodserv/CIM2040/CIM2040_Dec12_Jan13_PublicComments.pdf

issues they would like improved, and their priorities based on the 33 identified priority corridors and projects. All priorities identified by the group were related to transit or park and ride facilities. Discussion group notes are online.²²

In addition to those received from the discussion group, 24 other comments were received during this comment period. Verbatim comments are online.²³ Six comments related to priority rankings and the rest discussed individual corridors. No specific themes emerged from the comments.

March–April 2014: Comment on Draft Plan Document [Heading 3]

This section will be written after public comment is complete in spring 2014.

Summary [Heading 1]

Throughout the planning process, from September 2011 to XXX 2014, COMPASS involved community leaders, specific stakeholders, and the general public in its planning processes.

Individuals were kept up-to-date on progress and public involvement opportunities through the COMPASS website, quarterly email updates, social media, a traveling display, and more.

Stakeholders and members of the general public were invited to participate in the planning process through all-day scenario planning workshops, art and video contests, a photo challenge, commenting on plan chapters posted online, and submitting reasons why they care about CIM 2040 for the quarterly email update and executive director's blog. Specific stakeholders were also invited to participate as members of the CIM 2040 Planning Team, Leadership Team, or environmental review work group to directly contribute to the plan update throughout the planning process.

²² www.compassidaho.org/documents/prodserv/CIM2040/NFB_Discussion_Group.pdf

²³

www.compassidaho.org/documents/prodserv/PublicComment/Aug_Sept13_CIM2040_Comment_verbatim_web.pdf

In addition, COMPASS held three public comment periods to receive public input into planning issues before those issues were brought to the COMPASS Board for action. The items discussed in those public comment periods covered the key issues that ultimately make up the backbone of CIM 2040. Finally, a fourth public comment period was held March 3–April 27, 2014, to receive feedback on the entire draft plan document.

Figure 2.3 shows the number of comments received, by zip code, during the initial three public comment periods, in relation to the 33 transportation priorities (see Chapter 6) and minority and low-income populations. [This map will be updated after the March/April 2014 public comment period to reflect additional comments received.]

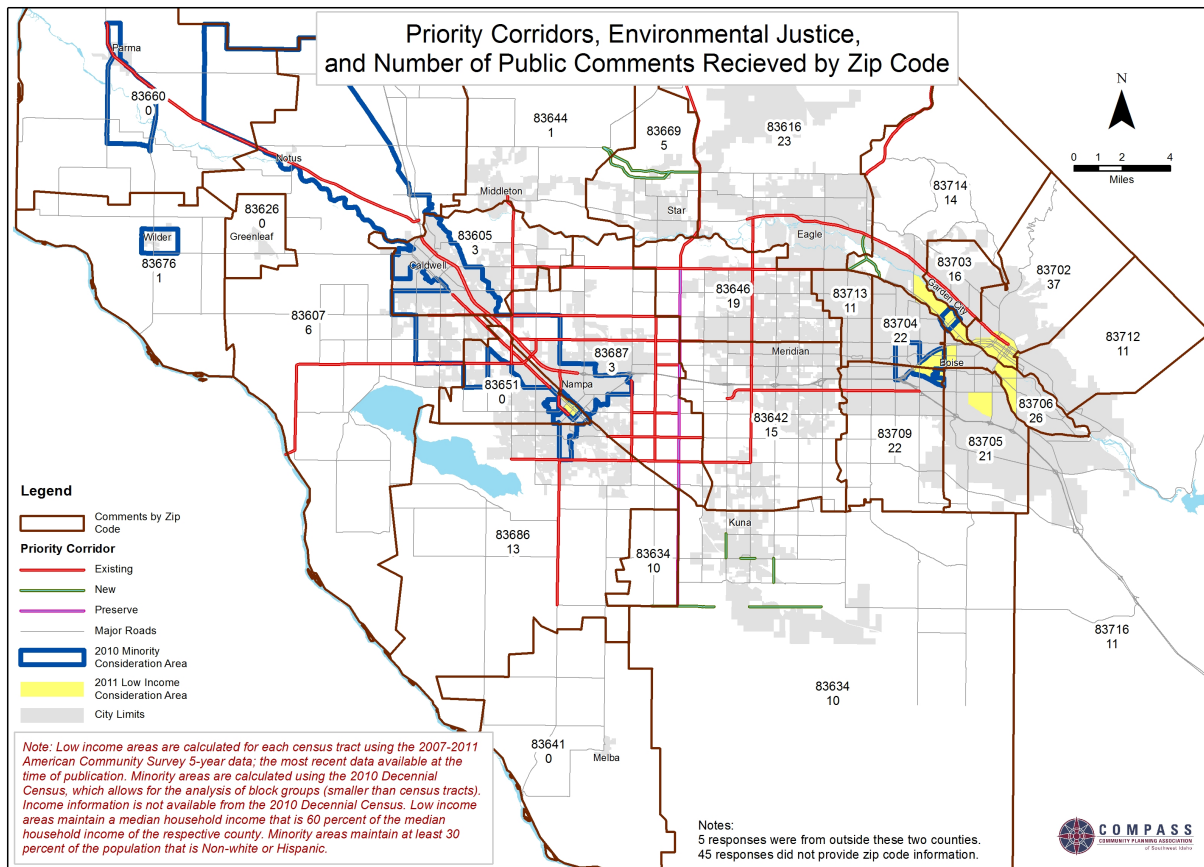


Figure 2.3. Priority corridors, Environmental Justice areas, and number of public comments received by zip code for the first three CIM 2040 public comment periods
 A summary/conclusion of final comments will be added once the final comment period is complete.

CHAPTER 3¹

Defining the Vision [Chapter Title]

Developing a plan for the Treasure Valley’s future requires an understanding of where and how growth will occur in the region and possible ramifications of that growth.

From September 2011 through September 2012, COMPASS, its member agencies, and hundreds of stakeholders undertook a process to develop a “preferred growth scenario”—a realistic vision of what Treasure Valley residents want the valley to look like in the year 2040. This scenario is the CIM 2040 Vision.

Scenario Planning Parameters [Heading 1]

Regional [Heading 2]

Numerous agencies and organizations from around the region played an active role in the CIM 2040 scenario planning process. Transportation planning today clearly requires a regional rather than a solely local view. For most people, a day’s activities don’t occur in one place. Driving to work, school, shops, and recreation may require traveling through several cities and rural areas. Communities acting individually cannot solve regional transportation demands. Also, funding resources are limited. It makes sense for communities to collaborate to make sure transportation systems work smoothly together and that individual projects strengthen the system as a whole.

Collaborative [Heading 2]

Throughout the CIM 2040 scenario planning process, COMPASS and its member agencies made it a priority to engage stakeholders and the public (Figure 3.1). Stakeholder and public input was especially meaningful.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

By creating public involvement opportunities, COMPASS was able to

- represent community needs;
- reach underserved populations;
- offer educational opportunities; and
- provide public input to planners and decision makers in a timely manner.

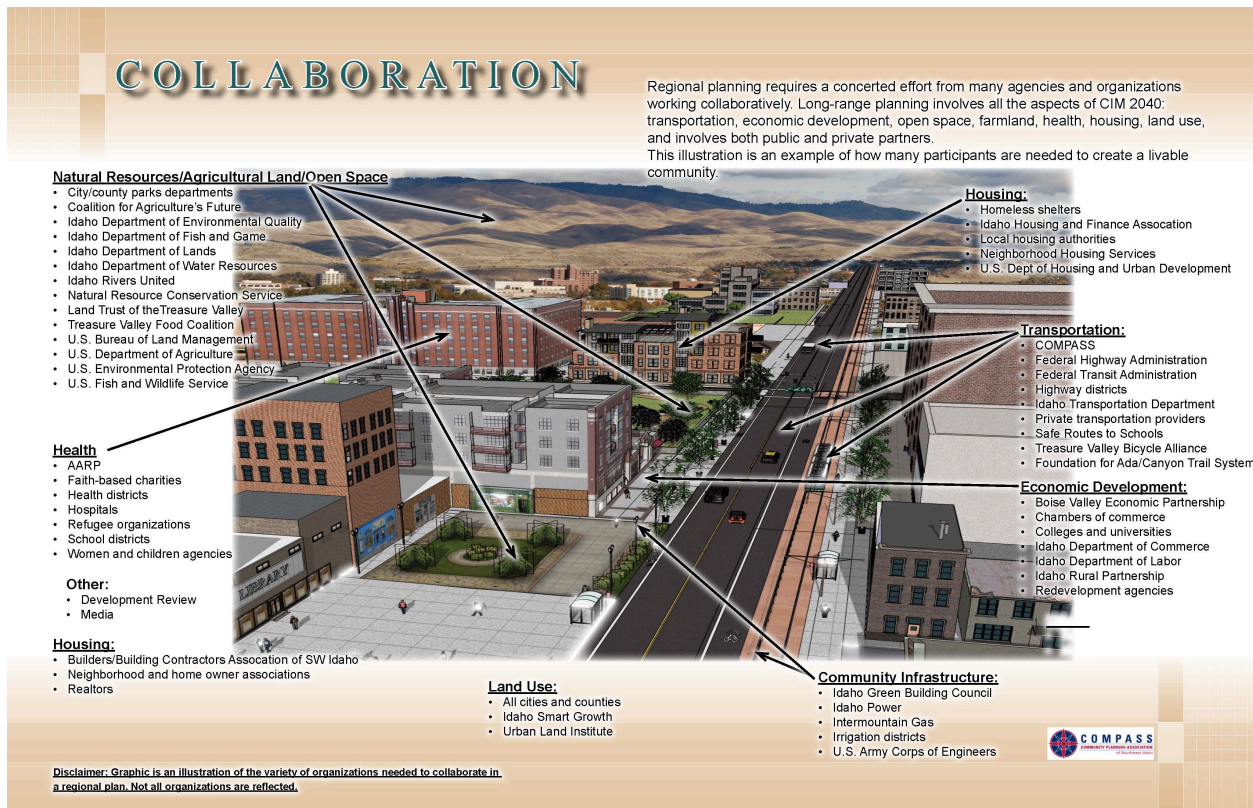


Figure 3.1. Stakeholders in the CIM 2040 planning process

Scenario Planning Process [Heading 1]

The final CIM 2040 Vision was developed over the course of a full year (September 2011–September 2012) through a multi-step process (Figure 3.2). Each step is described in more detail in this chapter.

□ *Strategic planning is worthless—unless there is first a strategic vision.*
—John Naisbitt

1. Data gathering: Data on existing and projected future conditions were collected to provide background for the scenario planning process.

2. Initial scenarios: Three initial scenarios were developed as a starting point for the scenario workshops. They were titled Trend; Community Choices; and Transit, Trails, and Transit-Oriented Development.
3. Scenario workshops: More than 170 individuals participated in three separate all-day workshops, developing 27 scenarios for future land use.
4. Alternative scenarios/public feedback: Scenario workshop results were combined to create four alternative scenarios, submitted to the public for feedback.
5. Final workshop: 50 individuals worked in six subgroups to develop a draft preferred scenario that was submitted to the COMPASS Board for approval.

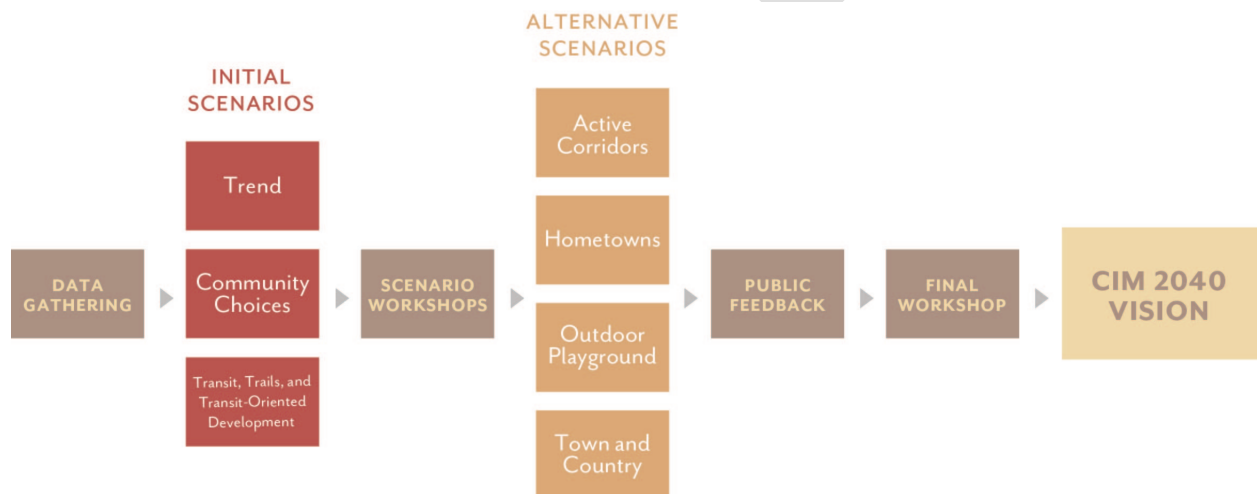


Figure 3.2. CIM 2040 scenario planning process

Data Gathering [Heading 2]

Existing Conditions [Heading 3]

Prior to mapping the Treasure Valley’s future, COMPASS and stakeholders reviewed data on existing conditions. COMPASS tracks building permits, employment statistics, proposed developments, real estate trends, and other information for

purposes of evaluating the area’s transportation networks. These findings are published in COMPASS reports.²

Population Forecast [Heading 3]

Planning for the transportation needs of a rapidly growing urban area such as the Treasure Valley requires an understanding of future demands. Population, employment, and land use are basic determinants of travel; therefore, a first step in assessing future needs is preparing a population forecast.

COMPASS works with its Demographic Advisory Committee³ to prepare population forecasts (Figure 3.3) using industry-standard modeling methods and based on the best available information at the time they’re produced. They are meant to help prepare for the future and are not an expression for or against growth.

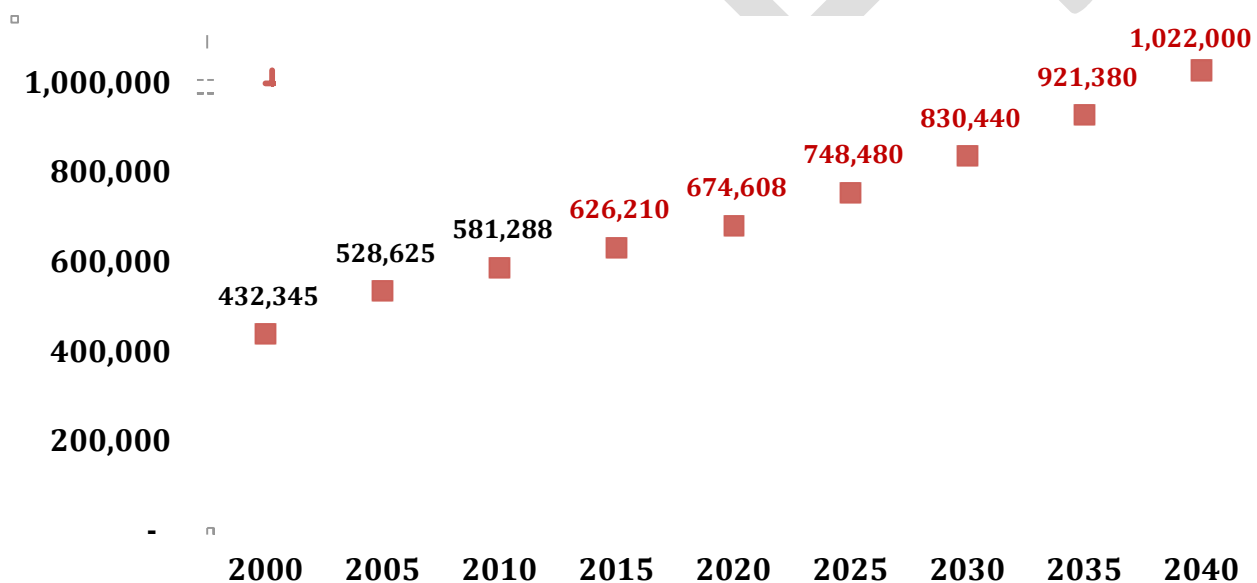


Figure 3.3. CIM 2040 population forecast. Data for 2000, 2005, and 2010 are from the US Census Bureau, www.census.gov.

Regional Strengths, Weaknesses, Opportunities, and Threats (SWOT) [Heading 3]

The SWOT analysis is a tool commonly used in strategic planning, as it encourages participants to explore the strengths, weaknesses, opportunities, and threats

² www.compassidaho.org/reports.htm

³ www.compassidaho.org/people/dac.htm

associated with a project or program. To provide a starting point for the scenario workshop participants, COMPASS and the CIM 2040 Planning Team performed a SWOT analysis on eight elements that impact—and are impacted by—growth in the Treasure Valley:

- transportation
- land use
- housing
- community infrastructure
- economic development
- open space
- farmland
- health

The SWOT analyses were included in a guidebook provided to all workshop participants to help them prepare for the planning discussions.⁴

Initial Scenarios [Heading 2]

Taking into consideration regional data, population forecasts, advisory committee input, and results from the SWOT analyses, three initial scenarios were created to serve as starting points for discussions at the workshops. They were:

- **Trend:** A scenario that looks at development, transportation, and housing patterns that have occurred over the last several decades and projects the same trend into the year 2040.

□ *A part of our future appears to be evolutionary and unpredictable, and another part looks developmental and predictable. Our challenge is to invent the first and discover the second.*
—John Smart

⁴ View SWOT analyses beginning on page 25 of www.compassidaho.org/documents/prodserv/CIM2040/COMPASS_Scenario_Workshop_Guidebook_FINAL.pdf.

- **Community Choices:** The official, adopted growth scenario for CIM 2030 and CIM 2035. This scenario is different from Trend in that new homes and jobs are more evenly balanced in the region, and it provides more choices in housing types and transportation modes, higher housing densities in applicable areas, and preservation of open space and farmland.
- **Transit, Trails, and Transit-Oriented Development:** Developed specifically for the workshop, this scenario is similar to Community Choices but it allocates a larger portion of development to be near public transportation and expands the transportation system with robust public transportation, complete streets,⁵ and trail networks.

Scenario Workshops [Heading 2]

In February and March 2012, COMPASS facilitated three day-long workshops to develop scenarios for future land use. More than 170 people participated in the workshops, including stakeholders and community leaders from Ada and Canyon Counties representing a broad array of interests. In addition, residents were invited to “self nominate” to attend one of the workshops.



Workshop participants broke into small groups to develop regional vision maps for the year 2040, based on a population of 1,022,000 and 462,000 jobs. In addition, participants used keypad polling to express their views on a variety of issues concerning regional priorities and challenges.

Learn more about the workshops in Chapter 2 and online.⁶

⁵ For more information, see Chapter 5 in this document and the Complete Streets report, located under “Fiscal Year 2014” at www.compassidaho.org/reports.htm.

⁶ All workshop materials, including keypad polling results and the 27 vision maps, can be found at www.compassidaho.org/prodserv/cim2040_scenario_planning_process.htm (see “Step 1. Facilitated workshops”).

Scenario Planning Software [Heading 3]

The scenarios were created, analyzed, and visually displayed using CommunityViz® software.⁷ CommunityViz is a software tool used for scenario planning and other planning applications. The system combined computerized maps and graphics with analysis capabilities that let users sketch future scenarios, then see what impacts they would have on economic development, transportation, housing, agriculture, and other topics of interest.

Alternative Scenarios/Public Feedback [Heading 2]

COMPASS synthesized the many potential scenarios and themes that emerged during the workshops into four alternative scenarios. These alternative scenarios offered four visions for the future of the COMPASS region.⁸ They were each given a descriptive name:

- Active Corridors
- Hometowns
- Outdoor Playground
- Town and Country

Alternative scenarios helped to

- *highlight themes and capture ideas;*
- *illustrate trade-offs; and*
- *clarify priorities.*

COMPASS presented the four scenarios for public comment from May 7 to June 17, 2012. During this time, Treasure Valley residents were invited to weigh in on which scenario best represented their vision for the future of the valley and why. The rankings were:

1. Active Corridors
2. Outdoor Playground
3. Town and Country
4. Hometowns

⁷ www.compassidaho.org/prodserv/mapping_gis_communityviz.htm

⁸ Information on the alternative scenarios, including maps, descriptions, public comments, and details about how they were created, can be found at www.compassidaho.org/prodserv/cim2040_scenarioplanning_process.htm (see "Step 2. Public participation and comment").

Respondents were also asked to rank eight indicators (issues/values) in order of importance. The rankings were:

- | | |
|---|--------------------------------------|
| 1. Walkability | 5. Population near transit |
| 2. Housing and transportation affordability | 6. Population near parks and schools |
| 3. Traffic congestion | 7. Preserved agricultural land |
| 4. Jobs-housing balance | 8. Housing variety |

Figure 3.4 shows the performance of the four transportation and land use scenarios presented to the public. The chart shows how well these alternative scenarios performed based on eight key indicators identified (one per CIM 2040 element) by the COMPASS Board. For example, the Hometowns scenario performed the best at minimizing traffic congestion and Town and Country performed the worst. Each alternative scenario performed the best in at least one category and all four alternative scenarios performed “good” or better than the Trend scenario on key indicators.



Figure 3.4. Comparison of alternative scenarios on eight key indicators

In addition to informal feedback from open houses and conversations with the public, COMPASS received 283 comments.

More information on public comments can be found in Chapter 2.

Final Workshop: Development of the CIM 2040 Vision [Heading 2]

After reviewing all public and stakeholder comments, COMPASS developed a new draft scenario based on the two alternative scenarios ranked highest by the public: Active Corridors and Outdoor Playground. This new draft scenario was then tailored to conform to local comprehensive land use plans and presented at a July 2012 workshop. During the workshop, participants had the opportunity to address outstanding issues and resolve differences between the draft scenario and existing local plans.

The work completed at this workshop, plus final input from local planners and technical reviewers, resulted in a draft preferred scenario that was presented to the COMPASS Board in September 2012.⁹

The CIM 2040 Vision [Heading 2]

The COMPASS Board adopted the preferred scenario (*Communities in Motion 2040 Vision*) on October 15, 2012. The following is the Board-approved vision statement describing the scenario:

The *Communities in Motion 2040 Vision* provides new housing and jobs along transit corridors and in major activity centers with a strong focus on maintaining the region's recreation and open space areas. New growth would be comprised of a variety of housing types, served by infrastructure, nearby services, and outside of prime farmland or environmental constraints.

This scenario supports local comprehensive plan goals and densities, and includes entitled developments as of July 2012. This scenario would support high-capacity transit for State Street (Highway 44) and a route parallel to Interstate 84, as well as multimodal infrastructure and services throughout the region.

Key goals include walkability, preserving farmland, minimizing congestion, increasing transportation options, improving jobs-housing balance, better access to parks, and maintaining environmental resources.

Figure 3.5 is a visual representation of the CIM 2040 Vision.¹⁰

⁹ www.compassidaho.org/prodserv/cim2040_scenarioplanning_process.htm (see "Step 3. Development of a preferred scenario")

¹⁰ A larger version is online at www.compassidaho.org/documents/prodserv/CIM2040/Map_Final.pdf.

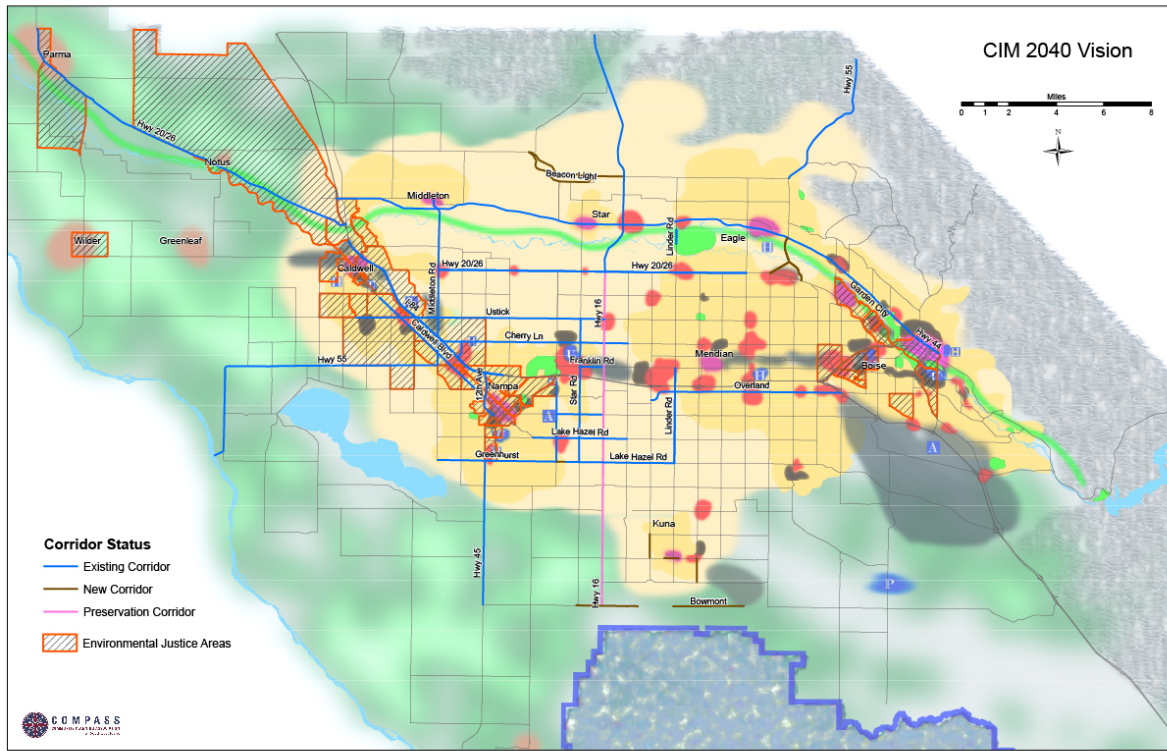


Figure 3.5. CIM 2040 Vision

The CIM 2040 Vision includes a total 2040 population in the two-county region of 1,022,000 and 462,000 jobs. Table 3.1 shows how this growth is allocated among the jurisdictions (cities and counties) in the region.

Table 3.1. Communities in Motion 2040 population and employment forecast

	2010			2040		
	Population	Households	Jobs	Population	Households	Jobs
Boise	237,241	96,654	141,628	317,192	140,848	234,520
Eagle	23,122	8,197	5,507	52,246	18,823	15,498
Garden City	11,101	4,949	7,049	18,311	8,911	13,794
Kuna	13,319	4,283	1,806	25,991	10,270	4,950
Meridian	83,786	28,296	30,772	154,780	57,501	65,642
Star	6,472	2,177	564	35,644	12,035	3,114
Ada County (outside areas of impact)	17,426	3,925	7,648	70,153	23,656	13,161
Ada County Total	392,365	148,445	190,324	674,317	272,044	350,679
Caldwell	50,672	16,540	13,144	109,111	40,098	37,550
Greenleaf	2,748	959	440	5,947	2,145	977
Melba	845	279	205	2,358	801	539

Middleton	10,348	3,514	1,282	18,475	6,626	1,937
Nampa	96,173	32,829	29,278	160,886	59,886	61,973
Notus	984	332	134	2,452	822	462
Parma	2,568	905	687	6,861	2,456	1,118
Wilder	1,951	612	283	6,760	2,317	729
Canyon County (outside areas of impact)	22,634	7,634	4,729	34,833	12,224	5,693
Canyon County Total	188,923	63,604	50,182	347,683	127,375	110,978
Total	581,288	212,049	240,506	1,022,000	399,419	461,657

Now What? [Heading 1]

Obviously, scenario planning is not the end goal. It helped define a unified vision for future growth of the Treasure Valley—a vision that COMPASS and stakeholders worked toward as they developed CIM 2040.

Implementation of the CIM 2040 Vision is explained in more detail in Chapters 10 and 11.

Summary [Heading 1]

The CIM 2040 Vision offers a more cost-effective, multimodal transportation system. If this vision is realized, new growth patterns will mean that our region will

- promote economic development;
- increase affordable housing;
- use land efficiently while protecting property rights;
- encourage open space;
- encourage healthier lifestyles;
- protect farmland and the environment; and
- save money in community infrastructure.

CHAPTER 4¹

Transportation Financial Analysis [Chapter Title]

COMPASS commissioned a financial analysis, finalized in 2012, to support the CIM 2040 update. The analysis, *Financial Forecast for the Funding of Transportation Facilities and Services 2012-2040*, estimates funds available for the operation, preservation, and expansion needs of transportation systems within the COMPASS region.² It is summarized in this chapter.

Why Conduct an Analysis? [Heading 1]

Assessing the financial capacity of CIM 2040 is important for several reasons. First, federal rules require that MPO plans and programs include only projects that have a reasonable chance of being funded.³ This is due, in part, to the fact that plans must demonstrate that the future transportation system will conform to federal air quality regulations, as discussed in Chapter 9.

Just as important, local and state officials and citizens need to understand the financial situation facing transportation over the next 25 years so they can plan, govern, and participate effectively.

Agencies Included in the Analysis [Heading 1]

The financial analysis takes into consideration plans and operations of the 15 public agencies in Ada and Canyon Counties that provide transportation:

- Idaho Transportation Department (ITD)
- Ada County Highway District (ACHD)/ACHD Commuteride
- Nampa Highway District No. 1
- Notus-Parma Highway District No. 2
- Golden Gate Highway District No. 3

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² www.compassidaho.org/documents/prodserv/CIM2040/financial_report_final_2013.pdf

³ "Planning Assistance and Standards." *Code of Federal Regulations*. Title 23, 450.322 (f)(10). www.ecfr.gov/cgi-bin/text-idx?c=ecfr&SID=934dd032fc36de4f70b606daac70661a&rgn=div6&view=text&node=23:1.0.1.5.11.3&idno=23#23:1.0.1.5.11.3.1.12. February 14, 2007.

- Canyon Highway District No. 4
- City of Caldwell
- City of Greenleaf
- City of Melba
- City of Middleton
- City of Nampa
- City of Notus
- City of Parma
- City of Wilder
- Valley Regional Transit (VRT)

Idaho Transportation Department. ITD has jurisdiction over the state and federal roadways throughout the state and also has programs addressing rail and air transportation. ITD District 3 comprises 10 counties in southwest Idaho. These 10 counties contain 44% of the state's population.

Ada County Highway District. Ada County is unique in Idaho and the nation, in that it's had a single, county-wide highway district since 1972 with a separately elected board. ACHD maintains roadways and makes improvements throughout the county, except for public roads under ITD jurisdiction. No cities have roadway jurisdiction in Ada County.

Canyon County. Unlike Ada County, the cities in Canyon County have jurisdiction over their roadways. The cities of Nampa, Caldwell, Middleton, and Parma have their own road departments; the remaining smaller cities contract with highway districts to maintain roads within the city limits. The four highway districts that serve the smaller cities and unincorporated areas are Nampa Highway District #1, Notus-Parma Highway District #2, Golden Gate Highway District #3, and Canyon Highway District #4.

Valley Regional Transit. VRT was established by vote in 1998 as the regional public transportation authority for Ada and Canyon Counties. It operates ValleyRide, which provides local bus services to the cities of Boise, Nampa, Caldwell, and

Garden City; operates inter-county transportation routes between Ada and Canyon Counties (through the cities of Meridian, Middleton, Star, and Eagle); and has over 860 bus stops in the Treasure Valley. Paratransit services, door-to-door service for people who have special needs and live within three-quarters of a mile of a fixed route, are available in the cities of Nampa, Caldwell, Boise, and Garden City.

Ada County Highway District Commuteride. ACHD Commuteride is best known for its vanpools, but it also promotes public transportation, carpooling, bicycling, and walking. ACHD Commuteride's vanpool routes extend from Ontario, Oregon, to Mountain Home, Idaho, and from Emmett, Idaho, to Melba and Kuna, Idaho. While most vanpools bring commuters into Boise area employment centers, there are also reverse routes from Boise to the Mountain Home Air Force Base. In calendar year 2012, Commuteride provided a total of 274,806 one-way passenger trips in approximately 100 vanpool routes.

Both ACHD Commuteride and Valley Regional Transit make use of park-and-ride lots, locations where individuals can park a car to board a bus or join a vanpool or carpool. These park-and-ride lots are an integral part of the Treasure Valley's public transportation system.

Agency Budget Issues [Heading 1]

Over the long term, a transportation agency must balance revenue and costs, although, in any given year, revenue may exceed costs or vice-versa.

Agency budgets include these cost categories:

- Operations: administration, utilities, fuel, labor, insurance, etc.
- Preservation and rehabilitation (maintenance): sweeping, patching potholes, applying chip seals and overlays, repairing and replacing equipment, and replacing bridge decks
- Expansion: building new roads or bridges, expanding current roads or bridges, and adding new services and equipment, such as buses

Another category, debt service, is sometimes added. An example of debt service is the recent widening on Interstate 84, which was initially paid for with Idaho Grant

Anticipation Revenue Vehicle (GARVEE) bonds that will be paid back with future funds.

Transportation agencies budget for debt service and operating costs first, then preservation and rehabilitation costs. By estimating future revenue, then subtracting estimated future operations and maintenance (O&M) and preservation costs, agencies can determine if there is budget left for new capacity, such as adding lanes or buses.

This process is similar to budgeting for a home (Figure 4.1). If a homeowner knows her income (revenue), the cost to operate and maintain the home (mortgage, utilities, routine upkeep), and the cost to preserve/rehabilitate the home (larger repairs such as replacing a broken furnace), she can figure out if she has enough money left for something new, such as a kitchen remodel or an additional room.

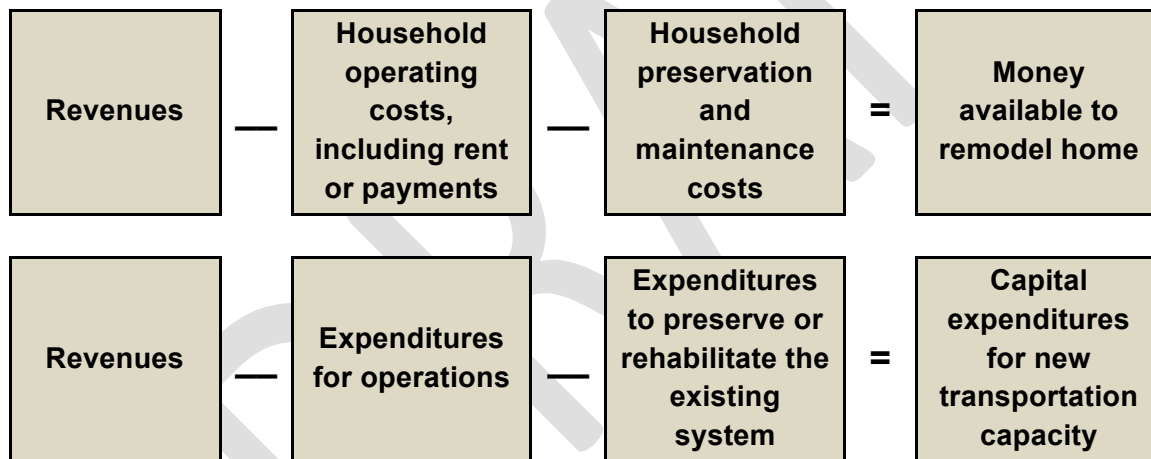


Figure 4.1. The budgeting process used by transportation agencies is similar to that of a homeowner.

Revenue Assumptions [Heading 1]

Funds for transportation infrastructure and services come mainly from federal, state, and local taxes. Figure 4.2 shows how these are currently (and approximately) funded in Ada and Canyon Counties.

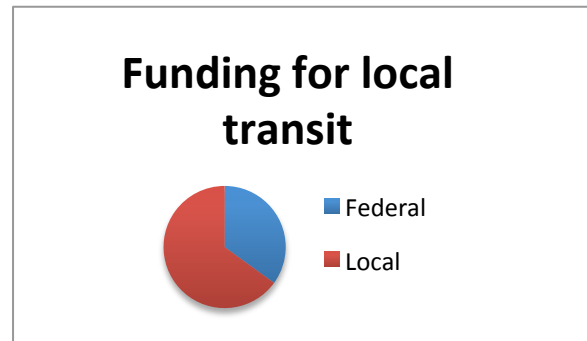
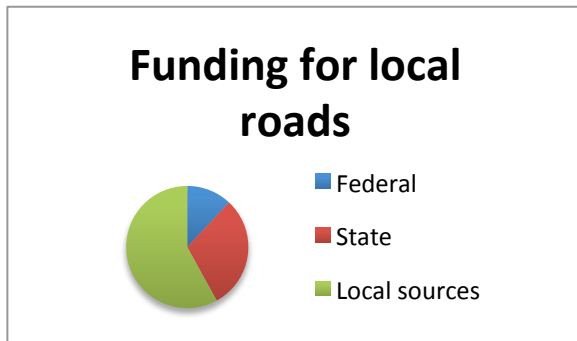


Figure 4.2. Transportation funding sources (approximate values)

Federal Funding Sources for Roadways and Transit [Heading 2]

The Highway Trust Fund is the primary source of federal funds for local roads and many transit projects across the country. It's funded by the federal fuel tax rate, which has been fixed since 1993 at 18.4 cents per gallon for gasoline and 24.4 cents per gallon for diesel.



In July 2012, MAP-21 was signed into law, which authorized funding for several transportation programs for a two-year period. Transit funding *authority* increased by 60% but, by January 2013, *actual* funding remained at 2012 levels.

Several federal funding programs address transportation. The National Highway Performance Program is the largest, with \$166.7 million apportioned to Idaho in 2014; most of this is going to Idaho's state and federal highway system. The Surface Transportation Program (STP), with \$76.7 million in 2014 for Idaho, provides flexible funding that may be used by states and localities to preserve and improve the conditions and performance on any federal-aid highway, bridge, or tunnel projects on any public road, pedestrian, and bicycle infrastructure, and transit capital projects, including intercity bus terminals.

For pathways and other alternative transportation needs, MAP-21 established a new funding category called the Transportation Alternatives Program (TAP). The Boise

Urbanized Area is expected to receive approximately \$453,000 in TAP funds for FY2014. If the TAP funding level is increased by 1% annually, the total available for pathways would be roughly \$12 million through 2040. While no guarantee exists for the Nampa Urbanized Area, as this area must compete for funding with other urban areas in the state, its share of the urban TAP funds could amount to approximately \$7 million through 2040.

Federal funds typically require some level of local cost share, or “match,” but to varying degrees can be used for both operations and management and capital expenditures. Based on the US Congress’ reluctance to increase federal fuel tax and a very modest increase in total fuel usage over time, the COMPASS financial analysis anticipates only **a 1% increase in overall federal transportation funding allocated to Idaho** for the period 2012–2040.

State Funding Sources for Roadways [Heading 2]

State fuel taxes—fixed since 1996 at 25 cents per gallon for gas and diesel—make up a large portion (67%) of Idaho’s Highway Distribution Account, which allocates money to ITD and local road agencies. Vehicle registration fees on cars and trucks supply the remaining percentage. The COMPASS financial analysis assumes **a 1.7% per year increase in state funding for local road agencies**, based on population growth and relatively modest increases in fuel sales. Highway Distribution Account funds can be used for any type of road project, but not for transit services.

Local Funding Sources for Roadways [Heading 2]

Property Taxes [Heading 3]

Property taxes are the single largest source of local funding for roads and are assessed directly by the highway districts. In Canyon County, the highway districts return a portion of the property tax revenue to the cities within their boundaries that have their own road departments (Caldwell, Greenleaf, Melba, Middleton, Nampa, Notus, Parma, and Wilder). The COMPASS financial analysis assumes that **property tax revenues will increase either 1) at a rate equal to the rate of increase of households plus the rate of inflation or 2) by 3%—whichever is less.**

Impact Fees [Heading 3]

Additional funding for ACHD and the City of Nampa comes from impact fees collected on new development; the fees are designed to partially recover the costs associated with the increase in traffic on major streets in the general area. Impact fee levels can increase with inflation, but revenues depend on a relatively volatile



local construction market. Under Idaho law, impact fees recover just the “proportionate” costs associated with improving capacity. The fees cannot be used for existing problems, repairs, safety enhancements, transit, or improvements such as sidewalks that don’t expand the road system. In ACHD’s Capital Improvement Plan, of \$520.5 million total costs for roadway improvements, \$277.2 million is eligible for funding with impact fees.

Vehicle Registration Fees [Heading 3]

ACHD also collects vehicle registration fees. The fee is a fixed amount for all vehicles, so revenue will only grow if the number of licensed vehicles increases and/or voters approve an increase in the registration fee. The latest increase in registration fees was put into effect in 2009; the amount collected roughly doubled from \$4 million a year to \$8 million.

Other Local Revenue Sources [Heading 3]

Other local revenue sources include items such as interest earnings and bond proceeds. The City of Nampa has historically supplemented its transportation budget by periodically issuing General Obligation bonds, and intends to continue this practice. But, like a loan, bonds must be repaid with revenue from existing or new sources.

Local Funding Sources for Transit Services [Heading 2]

Local transit funding comes from riders’ fares and contributions from local governments. Fares make up about 10% of local transit operating revenues and are expected to increase over time at a rate approximately equal to inflation. The fares

will most likely continue to cover about 10-12% of local transit operating costs in the future. Payments from the cities are also expected to increase over time with inflation, with the share of each local government roughly tied to service levels within their areas.

Revenue Outlook [Heading 2]

Of all the revenue sources, only property tax revenues, impact fees, and transit fares are likely to keep pace with inflation. Increasing other revenue streams such as fuel taxes requires congressional, legislative, local government, or voter approval. These approvals appear unlikely due to current economic conditions—and an improving economy wouldn't necessarily equate to a willingness to change existing fee structures.

Operations, Maintenance, and Preservation Assumptions [Heading 1]

The COMPASS financial analysis assumes that operations and preservation/reconstruction expenditures for roads and transit will trend at their historic levels. However, this makes broad assumptions about current road conditions and whether historic spending patterns are sufficient to keep roads adequately maintained. There currently is not a way to evaluate and compare the conditions of all transportation systems in the region. As a result, conclusions about system maintenance are primarily based on discussions with roadway and transit agencies. It appears reasonable to conclude that transportation systems are currently in good condition. Long-term maintenance needs are discussed in Chapter 6. Agencies have expressed several areas of concern moving forward:

- One city believes it's falling behind in maintenance overlays. Other urban agencies have similar concerns about local and collector roads. In Canyon County, rural areas appear to have fewer issues with pavement conditions than urban areas.
- Specific programs to fund the rehabilitation or reconstruction of major structures such as bridges have not been developed. Although all agencies are committed to adequately maintaining their major structures as needs arise, few have taken steps to ensure these maintenance expenditures will be evenly distributed in future years.

- VRT will likely fall behind in bus and van replacements. Based on expected expenditures and the size and age of the current vehicle fleet, annual expenditures for bus replacements should be doubled or tripled.

Available Local Funding for New Roadway Capacity [Heading 1]

Based on the assumptions discussed above, the COMPASS financial analysis estimates that funding available for roadway expansion (adding capacity to the system) in Ada and Canyon Counties during 2014–2040 will largely depend on impact fees that will generate funding shown below:

	Total locals funds available for roadway expansion, 2014-2040, in current dollars
Ada County	\$619.3 million
Canyon County	\$396.1 million
Total	\$1,015.4 million

Figure 4.3 shows estimates of future total revenues versus combined operations and preservation/reconstruction costs for the local roadway agencies, according to the financial analysis and including a 4% inflation rate for expenditures. As shown, costs begin to exceed revenues in approximately 2025, after which something—such as increasing revenue, postponing maintenance, or cutting service—will be needed to keep the system financially sound. Funds for expanding the roadway system will be depleted at this point for all agencies except ACHD and the City of Nampa, which collect impact fees.

□

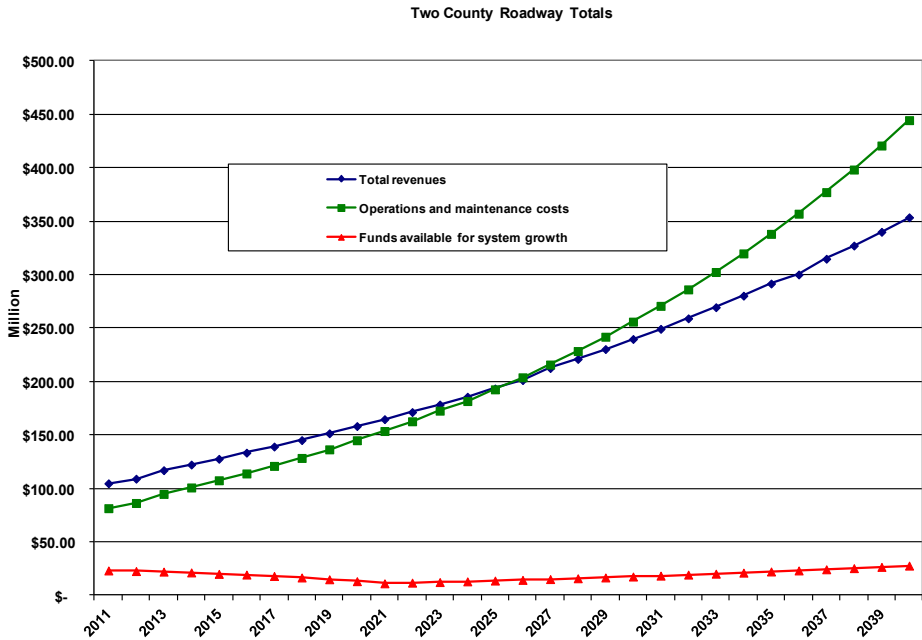


Figure 4.3. Future revenues, expenditures, and remaining funds available for system growth, Ada and Canyon Counties combined, assuming 4% inflation

Figure 4.4 shows annual revenues for system growth over time, allocated to Canyon County agencies and Ada County, with payments broken down between impact fees (collected by ACHD and City of Nampa) versus other revenue sources. Impact fee revenues compose the bulk of the estimated available funds after 2015.

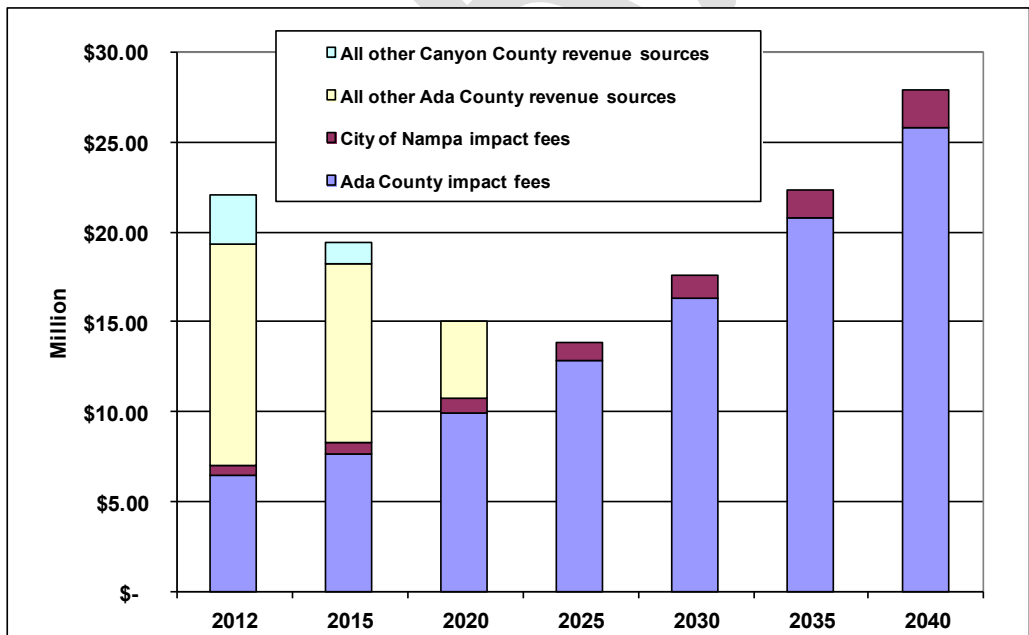


Figure 4.4. Estimated annual revenue available for roadway system expansion projects

Available Funding for Transit Expansion [Heading 1]

VRT is the transit authority for Ada and Canyon Counties and oversees the ValleyRide bus system. ACHD's Commuteride vanpool program operates in both counties as well, but all its routes must connect to or travel through Ada County. VRT has recently initiated vanpool services in areas not covered by ACHD's program.

Under the current financial situation, VRT plans to focus on sustaining current services, covering operations, and maintaining its fleet and facilities. If there are carryover funds in a given year, the monies will be used to meet existing obligations or be held as operating capital; as such, annual revenue will equal annual costs with little leftover. There is no known source of additional funding that might cover new or expanded services.

Federal Funding Futures

Federal transit revenues are assumed to grow at 1% per year—but they could remain the same or be eliminated with nearly equal probability.

The COMPASS financial analysis assumes **cities will maintain their current levels of payments to VRT over time, adjusted for inflation**. Regardless, costs are assumed to increase more rapidly than revenue, with the projected deficit shown in Figure 4.5. A relatively small surplus changes over time to an estimated annual deficit of \$2.6 million in 2020 and \$34.2 million in 2040.

This result is similar to many roadway agencies, although the VRT deficit is experienced earlier and with greater severity in relative terms. No funds will remain for increasing level of transit service. Even if the federal funding boost under MAP-21 remains, it is not enough to counter a long-term deficit. Without additional revenue from existing or new sources, a potential consequence of this gap could be reductions in transit service to match available funding.

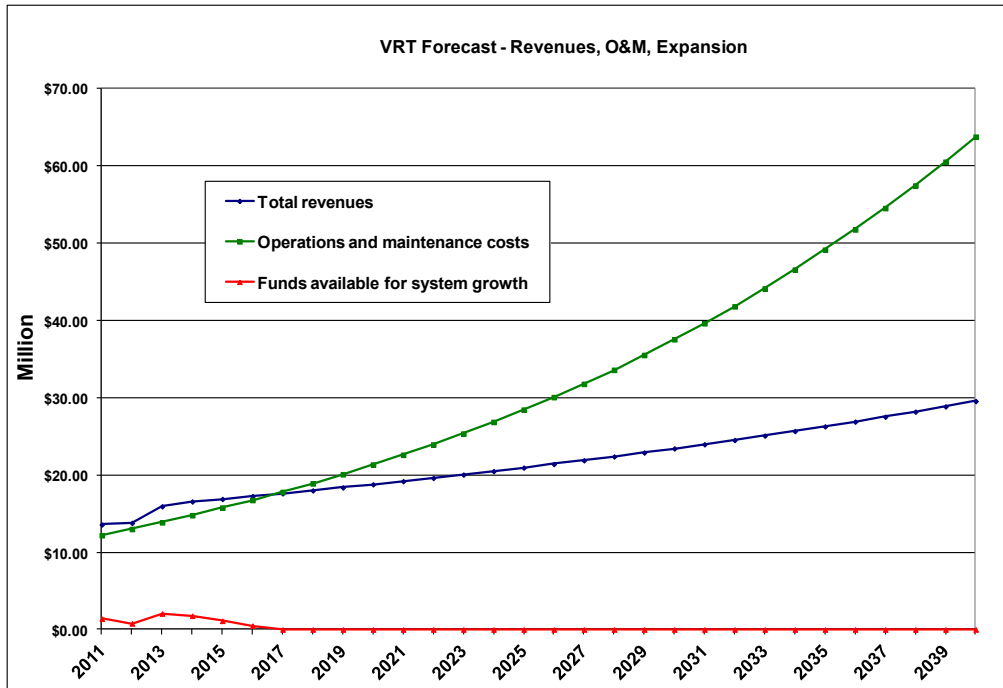


Figure 4.5. Annual transit revenues, O&M expenditures, and remaining funds available for increasing service levels

The financial situation for ACHD Commuteride’s is more stable, as 80% of its base costs (vehicle replacement, fuel, maintenance, and administration) are covered by rider fares—and fares are periodically adjusted to cover increased costs. From 2009 through 2013, Commuteride costs amounted to roughly \$1.5 million per year, with approximately 100 vans in operation during 2012. The general conclusion is that Commuteride can sustain its existing level of services if certain conditions continue.



There are insufficient resources within the program to expand services or add new facilities such as park-and-ride lots.

Potential Sources of New or Additional Revenue [Heading 1]

The previous discussion and analyses point to the inadequacy of projected available revenues to meet the future transportation system needs. Chapter 6 describes the unfunded needs looking out to the year 2040.

Table 4.1 describes several possible sources for additional revenue to fund needed transportation improvements.

Table 4.1. Examples of *possible* sources to raise \$128,900,000,* or \$612 per household, per year (in 2012 dollars)

Tax/Fee Source	Tax Type	Current Rate	Added Rate	Total Rate	Current Legal Uses
Unit fuel tax	Fixed cents per gallon	\$0.25	\$0.37	\$0.62	Roadway construction and maintenance
Sales tax on fuel	Percentage of price (less state/federal unit tax)	0.0%	11.3%	11.3%	Potentially any transportation but needs legal review
Vehicle registration fee	Dollars per vehicle	Up to \$60 plus up to \$48 additional in Ada	\$270	Up to \$296	Roadway construction and maintenance
Sales tax on goods	Percentage of price	6.0%	2.4%	8.4%	Any transportation
Income tax	Added to existing tax	Variable	27.8%	Variable	Any transportation
Property tax	Percentage of assessed value	Example rates: 0.129% ACHD 0.197% CHD4	0.412% for the two-county region	Variable	Any transportation
* This amount is for a single year. It is in addition to existing revenues and would cover the gap between existing revenues and the amount needed to fully fund maintenance and operations, new capital, and an expanded public transportation system.					
Other Sources	Type	Probable Benefit		Current Legal Uses	
Impact fees	Variable fee paid when a building permit is issued	Can be high revenue. ACHD received as much as \$14 million prior to the economic slump starting in 2007.		Capital needs tied to effects of growth. Cannot be used for maintenance and operations, existing problems, or non-capacity improvements such as landscaping or drainage.	
Tolls	Variable charge. Often applied to limited-access facilities such as expressways, tunnels, and bridges	Can be high revenue		Typically limited to construction and maintenance of the specific facility, e.g., a toll road	
Vehicle miles of travel	New system that can use technology to	Can be high revenue		Legal uses are unclear. To be a fee, the charge has to be tied to a specific benefit conferred upon	

fees	track time and location of driving		the user.
Rental cars fees	An add-on daily fee	Low to moderate	Fee base is tied to use of transportation system.

Summary [Heading 1]

While revenues will increase over the next 27 years, costs for operations and preservation/rehabilitation will likely rise faster. This means that only agencies with funding dedicated to expansion—specifically, impact fees—will have long-term capacity to expand. Across 27 years, the \$1 billion of local funds in today’s dollars results in annual investments of about \$37 million a year in current dollars.

To put this in perspective:

- Widening of Franklin Road for one mile (from two to five lanes) with a sidewalk, curb, and gutter is \$10.9 million.
- Adding a signal to the intersection of Middleton and Flamingo Roads costs \$280,000, and a roundabout at Middleton and Ustick Roads is \$950,000.
- A new bus route costs \$370,000 per year to operate, not including bus purchases; each new heavy-duty transit coach is \$400,000 or more.

To allow for new transportation capacity and services, changes will need to be made—by figuring out how to increase existing revenue streams and/or developing new funding sources.

Chapter 5¹

Existing Transportation System [Chapter Title]

The Treasure Valley transportation system comprises a number of elements, including roadways, facilities for pedestrians and bicycles, and public transportation that function together to get people where they need to go.

CIM 2040 commits to maintaining the existing transportation system as its top priority, reflected by goal 1.3 of the plan—*Protect and preserve existing transportation systems and opportunities*—and by the funding priorities discussed in Chapter 6.

Table 5.1 summarizes key statistics that illustrate the overall performance of the existing transportation system; the same information for the year 2040 is shown in Chapter 6, which addresses future transportation system needs.

Table 5.1. 2013 existing transportation network characteristics

Population	599,840
Employment	250,697*
Vehicle miles of travel, average weekday	12,077,400
Hours of delay, average weekday	27,670
Travel time to/from common destinations	
• Caldwell to downtown Boise	34 minutes
• Nampa to Boise Airport	23 minutes
• CanAda Road in Star to St Luke’s in Boise	30 minutes
• North Meridian to Veteran’s Memorial Parkway	20 minutes
• City of Eagle to St Luke’s Meridian	17 minutes
ValleyRide	
• Number of bus routes (fixed)	26
• Total one-way passenger trips	1,506,289
Treasure Valley Transit	
• Number of bus routes	N/A; this is demand-response
• Total one-way passenger trips	39,039
Commuteride	
• Number of vanpools	102
• Total one-way vanpool passenger trips	274,735

* Source: Idaho Department of Labor data, June 2013

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

A map reflecting 2013 congestion areas and speeds is available online.²

Transportation System Goals [Heading 1]

The CIM 2040 goals addressing transportation management and maintenance are:

Goal 1.1: Enhance the transportation system to improve accessibility to jobs, schools, and services; allow the efficient movement of people and goods; and ensure the reliability of travel by all modes considering social, economic, and environmental elements.

Goal 1.2: Improve safety and security for all transportation modes and users. (Discussed in Chapters 7 and 8.)

Goal 1.3: Protect and preserve existing transportation systems and opportunities.

Goal 1.4: Develop a transportation system with high connectivity that preserves capacity of the regional system and encourages walk and bike trips.

Goal 6.1: Develop a regional transportation system that connects communities, provides access to employment centers, and provides efficient truck, rail, and/or air freight movement throughout the Treasure Valley.

Goal 8.1: Protect and enhance transportation routes for the efficient movement of farm equipment and products.

Roadway Management and Maintenance [Heading 1]

Roadway management and maintenance activities can include safety improvements, travel demand management, and investments in intelligent transportation systems, but typically focus on maintaining the integrity of pavement and bridges.

According to information provided by individual transportation agencies, it is reasonable to conclude that their systems are *currently* in good condition. For example, as of 2012, 86% of ITD's pavement statewide was in good or fair condition and 73% of

□ *As of 2012, 86% of ITD's pavement statewide was in good or fair condition and 73% of ITD's bridges statewide were in good condition.*

² www.compassidaho.org/prodserv/cim2040.htm#PublicParticipation

ITD's bridges statewide were in good condition.

However, agencies have expressed concern about falling behind in maintaining pavement conditions, particularly chip sealing and maintenance overlays. Over time, more investment will also be needed to preserve and restore deteriorating bridges, but specific strategies have not been developed.

Chapter 6 details specific maintenance needs, including those funded by federal dollars, in the Treasure Valley.

Public Transportation [Heading 1]

Public transportation provides options for people to meet their travel needs and is a key component of the overall transportation system.

In addition to providing a transportation option for all individuals, public transit systems often provide the sole source of transportation for people who do not, or cannot, operate a motor vehicle because of personal choice, income, disability, or age.

Public transportation is a shared passenger transportation service, such as a bus or train, available for use by the general public. It does not include taxis or carpools.

In the Treasure Valley, buses are the primary form of public transportation.

The major public transportation providers in southwest Idaho are discussed in Chapter 4. VRT is the regional public transportation authority for Ada and Canyon Counties, and oversees the ValleyRide bus system. One of VRT's priorities is improved coordination of existing transportation services to enhance mobility and access for the people who are typically most dependent on them.

In 1994, the Idaho State Legislators passed a law (Title 40, Chapter 21) giving citizens the opportunity to vote on the formation of public transportation authorities. The purpose was to establish a single governmental agency oriented entirely toward public transportation needs within a county or region.

Management and maintenance of the existing public transportation system is as much a priority as maintaining existing roadways and bridges. However, it appears VRT will likely fall behind in its ability to keep up

with bus replacement. Based on the size and age of the current fleet, annual expenditures for bus replacements should be doubled or tripled.

VRT's *valleyconnect* plan identifies current and future potential transportation options, other than driving alone, in Ada and Canyon Counties.³ It also details how customers can access information about routes and services, and discusses future improvements to the system. These improvements are discussed in Chapter 6 as unfunded needs.

Bike and Pathways [Heading 1]

The region has a long history of bikeway planning dating back to the 1970s and the start of a "greenbelt" in Ada County. Today, a 30-mile-plus greenbelt runs alongside the Boise River and there are more than 150 miles of on-street bike lanes.



Figure 5.1 depicts the current regional pathway map for Ada and Canyon Counties. The two-county Foundation for Ada/Canyon Trail Systems, Inc. (F.A.C.T.S.) is a nonprofit organization working to expand the existing Boise River Greenbelt to create one path from Lucky Peak Dam to where the Boise River meets the Snake River west of Parma. Many local jurisdictions also have their own bike and pathway plans. In Ada County, ACHD has a bikeways plan,⁴ the City of Eagle has a map of proposed bicycle and trail connections,⁵ the City of Boise has a map of existing trails and the greenbelt, as well as their maintenance needs,⁶ and the City of Meridian has a pathways master plan⁷ and a map of planned bicycle facilities.⁸ The

³ www.valleyregionaltransit.org/Portals/0/valleyconnect/valleyconnect.pdf

⁴ ACHD Roadways to Bikeways Plan: www.achdidaho.org/Projects/PublicProject.aspx?ProjectID=77

⁵ City of Eagle's proposed bicycle and trail map: www.cityofeagle.org/vertical/sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/%7B901084C5-0E2F-4385-A8F9-A1FA9DBC5392%7D.PDF

⁶ City of Boise 2011 Comprehensive Parks and Recreation Plan. [http://parks.cityofboise.org/about-us/comprehensive-plan-\(2011\)](http://parks.cityofboise.org/about-us/comprehensive-plan-(2011))

⁷ Meridian Pathways Master Plan: www.meridiancity.org/parks_rec.aspx?id=2667

⁸ Meridian Bicycle Facilities: [www.meridiancity.org/uploadedFiles/Departments/Parks_and_Rec/Bike Facilities Map \(Planned\).pdf](http://www.meridiancity.org/uploadedFiles/Departments/Parks_and_Rec/Bike_Facilities_Map_(Planned).pdf)

City of Kuna⁹ also has a bicycle and pathway plan. In Canyon County, Caldwell¹⁰ and Nampa¹¹ have adopted bike and pathway plans, and Middleton is working to expand its pathway system.

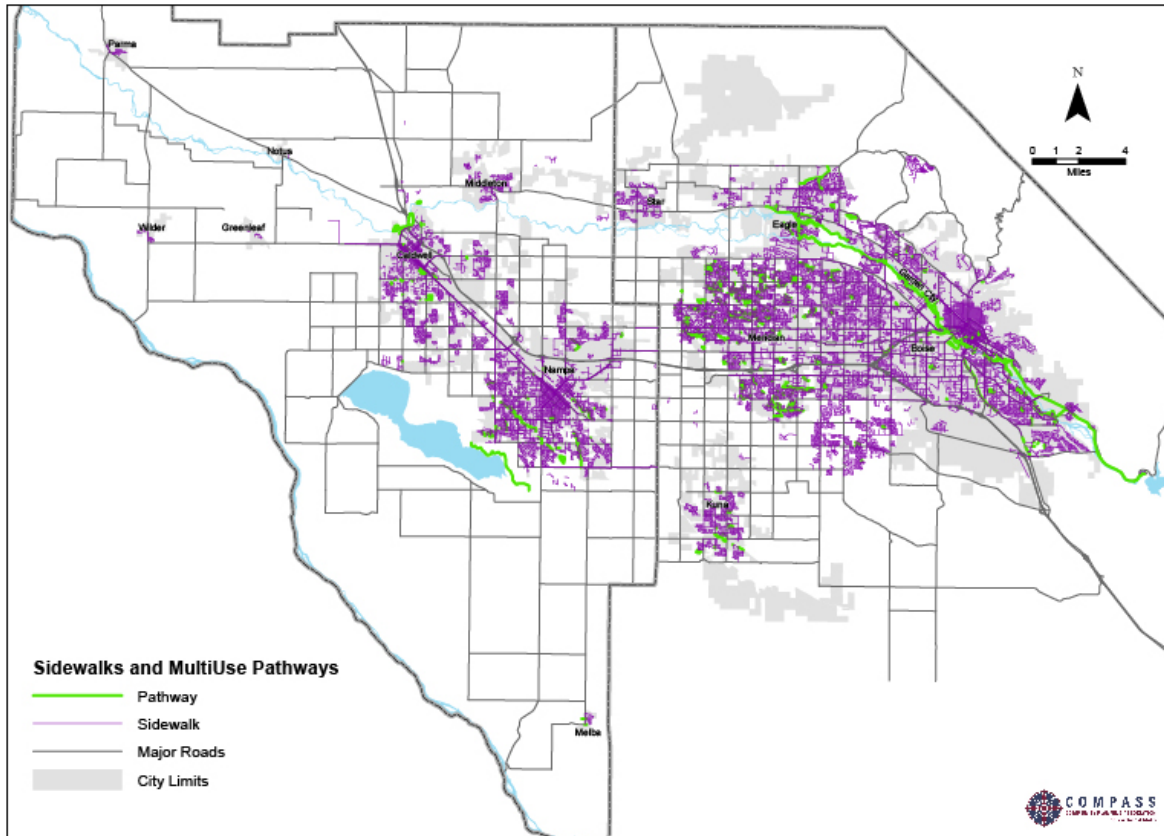


Figure 5.1. Current pathways in Ada and Canyon Counties

Safe Routes to Schools [Heading 2]

Safe Routes to Schools is a national program that encourages students to walk and bike to school to promote a healthy lifestyle, reduce traffic congestion, improve air quality, and enhance quality of life in our communities. There are Safe Routes to Schools programs in the Boise School



Photo: Marcus Orton

⁹ This will become its own document, but the information is currently included in the City of Kuna Comprehensive Plan, 2013: www.kunacity.id.gov/DocumentCenter/View/69.

¹⁰ City of Caldwell Pathways and Bike Routes Master Plan, 2010: www.cityofcaldwell.com/file_depot/0-10000000/10000-20000/13986/folder/73810/Pathways+and+Bike+Routes+Master+Plan+2010.pdf

¹¹ City of Nampa Bicycle and Pedestrian Master Plan, 2011: www.cityofnampa.us/DocumentCenter/View/105

District, Joint School District #2, and Cities of Caldwell and Nampa.

ACHD, as part of its partnership with Safe Routes to Schools, has installed a variety of safety features such as speed zone flashing beacons, paths and sidewalks, and raised curbs, which provide a physical separation between pedestrians, bikes, and motorists.

Complete Streets [Heading 2]

A complete street is safe and convenient for all users of the street, including bicyclists, pedestrians, transit riders, and motorists. Since users will have different needs for a road based on its location and context, a two-lane road without sidewalks or bike lanes may be considered complete in a rural area but incomplete in a downtown area.

The COMPASS Board adopted a Complete Streets policy in August 2009.¹² Many other agencies in Ada and Canyon Counties have Complete Street policies, and more are being developed all the time.

COMPASS uses a Complete Streets Level of Service (CSLOS) model to evaluate the completeness of transportation corridors for bicycle, pedestrian, and transit services, and to provide a level of service (LOS) letter grade (A-F) for each mode of travel. The model is based on the 2010 *Highway Capacity Manual*¹³ methodology. For more information, see the COMPASS Complete Streets Report.¹⁴

COMPASS Complete Streets Vision Statement

We envision a Treasure Valley where roadways are designed to be safe, efficient, and viable and provide an appropriate balance for all users including, motorists, bicyclists, transit, and pedestrians of all ages and abilities.

A comprehensive approach to complete streets planning encourages stakeholders from land use, economic development, housing, community infrastructure, health, and other fields to work collaboratively towards a more inclusive transportation network.

¹² www.compassidaho.org/documents/prodserv/reports/dmr/COMPASS%20_PolicyFinal.pdf

¹³ <http://hcm.trb.org>

¹⁴ www.compassidaho.org/reports.htm (listed under "Fiscal Year 2014")

In 2013, COMPASS completed an initial complete streets analysis of all principal and minor arterials and select collector roadways to identify LOS for pedestrian, bicycle, and transit modes of transportation. Figure 5.2 portrays the LOS for these users for 2013. Maps reflecting the optimal LOS proposed for 2040, and the percentage of the 2040 LOS currently completed are available online.¹⁵

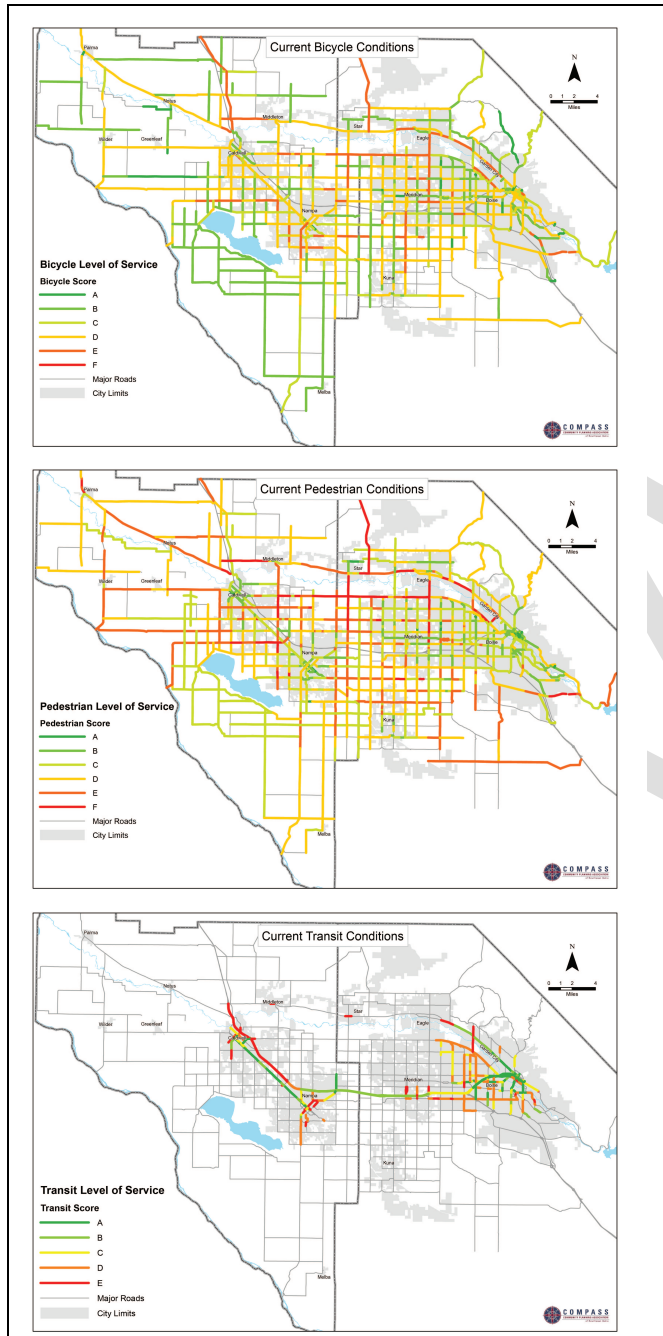


Figure 5.2. Current (2013) LOS for bicyclists, pedestrians, and transit users

¹⁵ www.compassidaho.org/prodserv/mappgis-maps.htm

Freight [Heading 1]

The ability to move freight efficiently is a key to national, state, and regional economic growth and vitality. Truck freight affects, and is affected by, travel times on major roads. Minimizing delays in the freight system cuts costs and thereby improves our economy.

The importance of freight can be seen through employment data. Of the 240,000 jobs in Ada and Canyon Counties, about 43,000 have a strong tie to freight, including agriculture, warehousing, manufacturing, and construction (Figure 5.3).¹⁶

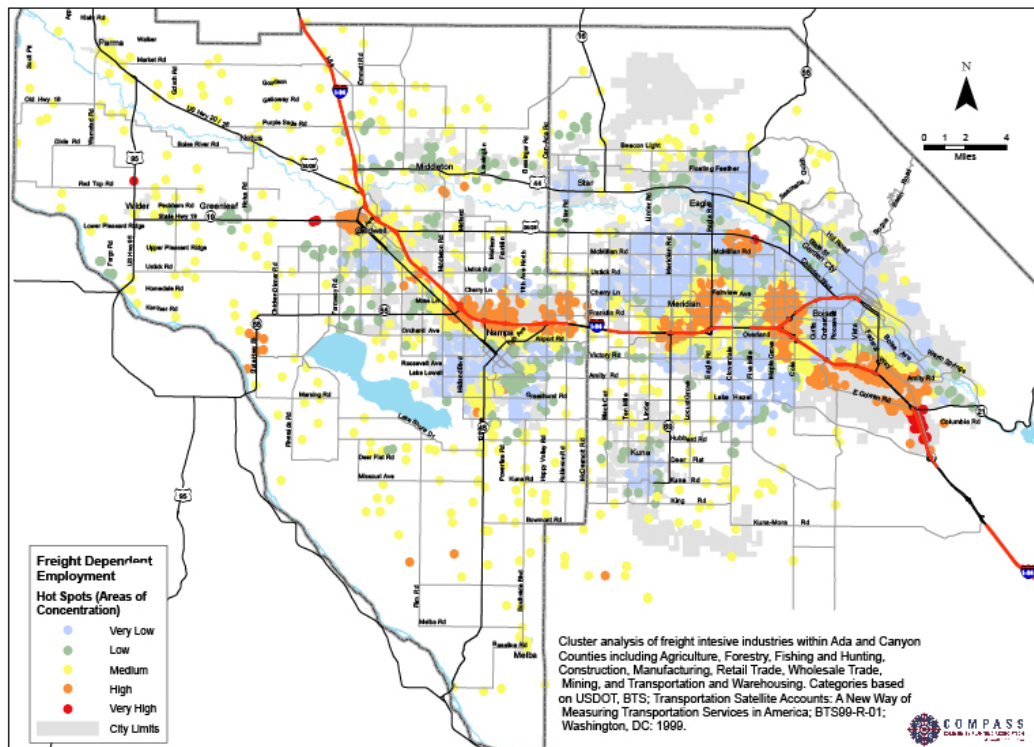


Figure 5.3. Freight-related employment and the National Highway System. The size of the dots reflects the number of employees in that area whose jobs are tied to freight. National Highway System routes are shown in red.

State Freight Plan [Heading 2]

In 2012, ITD began developing a statewide freight plan.¹⁷ Working with a committee of private and public interest groups, ITD set forth the following initial recommendations:

- Collect and analyze freight data.

¹⁶ Source: Idaho Department of Labor 2010 data using North American Industrial Classification (NAICS) codes

¹⁷ <http://itd.idaho.gov/freight>

- Facilitate the efficient movement of freight.
- Expand sources for freight infrastructure funding.
- Strategically invest in a freight network, including corridors and new/expanded multi-modal facilities and connections.
- Align transportation policy and projects with economic-development strategies.
- Create an institutional framework for communication, collaboration, and partnership.

The Treasure Valley Freight System [Heading 2]

While trucks carry most of the freight in the Treasure Valley, air, rail, and pipeline are other main methods of moving freight.

Truck [Heading 3]

Almost all material goods spend time on a truck, even if they spent time on a plane or train. In Idaho, trucks carry 65% of the freight by value and 58% by weight. Freight carried by truck is expected to increase from 80 million tons in 2011 to 139 million tons by 2040.¹⁸

In 2008, COMPASS commissioned the *Treasure Valley Truck Freight Travel Survey* to provide information on truck freight issues in Ada and Canyon Counties.¹⁹

Based on the survey information, an estimated 330,000 internal commercial vehicle trips (starting and ending in Ada/Canyon Counties) occurred each day inside the two-county area. The study also concluded that through trips (originating outside the area and not stopping in Ada/Canyon Counties for any reason) were 15% of eastbound I-84 and 9% of westbound I-84 commercial vehicle trips.²⁰

¹⁸ Freight Analysis Framework, Federal Highway Administration, accessed April 2013, www.ops.fhwa.dot.gov/freight/freight_analysis/faf/index.htm. Note that mode is how the freight was shipped in Idaho, not how it ultimately arrived at its destination.

¹⁹ www.compassidaho.org/documents/prodserv/specialprojects/COMPASS_Final_CVS_Report.pdf

²⁰ *Treasure Valley Truck Freight Travel Survey*, COMPASS, Spring 2008, 28. www.compassidaho.org/documents/prodserv/specialprojects/COMPASS_Final_CVS_Report.pdf.

The most common freight routes²¹ through Ada and Canyon Counties are listed below. Five of these corridors (marked with an asterisk) are shown as unfunded needs in this plan (Chapter 6).

East-West Routes

- Interstate 84*
- Chinden Boulevard (US Highway 20/26)*
- State Street (State Highway 44)*
- Franklin Road^{22*}
- Fairview Avenue
- Overland Road*
- Emerald Street

North-South Routes

- Eagle Road (State Highway 55)
- Franklin Boulevard²³
- Cole Road
- Cloverdale Road

Air [Heading 3]

Air freight is a statistical oddity, as its share of tonnage is slight but the value of its shipments is high. Exports to other countries by air from Idaho were just 0.06% of the weight of shipments but were 5.5% of the total value in 2011, which is the most recent year data are available. Total Idaho air freight is forecasted to increase from 5,000 tons in 2011 to 7,000 tons in 2040.²⁴

CIM 2040 addresses the road access to airports located in Boise, Caldwell, and Nampa. The Boise airport is the largest in the region and is served by four interchanges along Interstate 84. The Caldwell and Nampa airports are both constrained due to runway lengths and weight limits. Each is primarily served by two interchanges. All three airports have adequate road access for freight.

Rail [Heading 3]

Shipping by rail is relatively inexpensive; rail cost per ton is low compared to other modes. Rail freight in Idaho is projected to increase from 13 million tons in 2011 to 24 million tons by 2040.²⁵

A main line track runs through Ada and Canyon Counties, with a side track called the Boise Cutoff running from a rail yard in Nampa through Meridian and Boise

²¹ Routes used for most local freight, based on results from the commercial vehicle survey.

²² Franklin Road and Franklin Boulevard reported as one.

²³ Franklin Road and Franklin Boulevard reported as one.

²⁴ Freight Analysis Framework, accessed October 2013, <http://faf.ornl.gov/fafweb/FUT.aspx>.

²⁵ Freight Analysis Framework, accessed October 2013, <http://faf.ornl.gov/fafweb/FUT.aspx>.

(Figure 5.3, above). The rail lines in the region are owned primarily by the Union Pacific Railroad. The City of Boise owns 18 miles of track south of Gowen Road to a point north of the junction of the Boise Cutoff and the main line. The main line is heavily used, seeing more than 35 trains a day, while the Boise Cutoff provides local freight service with two trains a day. A transload facility (where truck trailers are loaded/unloaded onto rail cars) is being considered south of Boise.



Pipeline [Heading 3]

Pipeline freight is second to truck freight in Idaho in terms of tonnage, carrying 40 million tons in 2011 and forecasted to increase to 67 million tons by 2040.²⁶ The pipeline in Ada and Canyon Counties serves primarily cars and trucks, as it supplies most of the gasoline to the region. The tank farm in Boise generates a lot of truck traffic.

Transportation System Performance Measures and Targets [Heading 1]

As discussed above, CIM 2040 specifically addresses transportation in six of its goals, and transportation issues are addressed through numerous objectives and tasks.

COMPASS will track progress toward meeting system-related goals by monitoring the following performance measures and reporting on progress toward achieving defined targets for 2040.²⁷ Targets take into account the anticipated growth.

- Travel time index (interstate)
 - Current: 1.18
 - Target: 2.17
 - Travel time index (non-interstate)
 - Current: 1.55
 - Target: 1.83
- **Travel time index (TTI)** refers to the ratio of peak travel time to free-flow travel time. A TTI of 2.0, for example, means that it takes twice as long to travel a given roadway during the peak or congested period as during free-flow or ideal conditions. Over 1.25 is considered “congestion” in this metric.

²⁶ Freight Analysis Framework, accessed October 2013, <http://faf.ornl.gov/fafweb/FUT.aspx>.

²⁷ See Chapter 10 for a discussion on the development of CIM 2040 performance measures and targets.

- Transit level of service completion
 - Current: 62%
 - Target: 81%
 - Peak hour travel time (downtown Caldwell to downtown Boise)
 - Current: 35 minutes
 - Target: 80 minutes
 - Bridge conditions (percentage of bridges not “functionally obsolete”)
 - Current: 87%
 - Target: 87%
 - Bridge conditions (percentage of bridges not “structurally deficient”)
 - Current: 96%
 - Target: 100%
 - Annual transit ridership
 - Current: 1,418,311
 - Target: 2,500,000
 - Sidewalks per roadway mile
 - Current: 38%
 - Target: 50%
 - Bikeways per roadway miles
 - Current: 16%
 - Target: 25%
 - Miles of trails and pathways
 - Current: 195.7 miles
 - Target: increase from previous year
 - Pedestrian level of service completion
 - Current: 77%
 - Target: 89%
 - Bicycle level of service completion
 - Current: 70%
 - Target: 85%
 - Freight travel time index (local routes, non-interstate, on freight corridors only)
 - Current: 1.70
 - Target: 2.04
 - Vehicle emissions (coarse particulate matter [PM₁₀])
 - Current: 24.4 tons/day
 - Target: Less than 60.1 tons/day
- **Pedestrian level of service** is the typical pedestrian’s perception of the travel experience based on the characteristics of the roadway, including sidewalks; and traffic volumes and speeds.
- **Bicycle level of service** is the same concept, but from a bicyclist’s point of view, and includes bike lanes.
- Scores reflect the current score as a percentage of the optimal score.

- Household connectivity (how closely households are linked to schools, parks, and grocery stores within a reasonable walking distance—about 1/4-mile)
 - Current: 8% (61,568)
 - Target: 14% (214,584)

The annual performance monitoring report, with data on progress toward meeting all regional performance measures, as well as reports from past years, is available on the CIM online dashboard.²⁸ The 2014 report will be the first to address these specific performance measures.

DRAFT

²⁸ www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

Chapter 6¹

Future Transportation System Priorities and Needs [Chapter Title]

The Treasure Valley’s population is expected to almost double from 600,000 in 2013 to 1,022,000 by the year 2040. That growth will impact future transportation needs.

Table 6.1 shows estimated changes in some of the transportation system characteristics in the next 27 years. The changes are based on an additional 422,160 people, 186,000 households, and 221,000 jobs—the equivalent of adding almost two new cities the size of Boise or five cities the size of Nampa. The changes reflect transportation improvements that are currently funded (see Table 6.2 and Table 6.3).

Table 6.1. Transportation network characteristics: 2013 vs. 2040. 2040 figures account for improvements that are currently funded.

Transportation Network Characteristics	2013	2040 [*]
Population	599,840	1,022,000
Employment	250,697 [†]	461,660
Vehicle miles of travel, average weekday	12,077,400	27,143,000
Hours of delay, average weekday	27,670	440,980
Travel time to/from common destinations (average weekday)		
• Caldwell to downtown Boise	34 minutes	70 minutes
• Nampa to Boise Airport	23 minutes	45 minutes
• CanAda Road in Star to St Luke’s in downtown Boise	30 minutes	60 minutes
• North Meridian to Veteran’s Memorial Parkway	20 minutes	30 minutes
• City of Eagle to St Luke’s Meridian	17 minutes	25 minutes

^{*}Reflects 2040 characteristics with currently funded transportation projects.

[†]Source: Idaho Department of Labor data, June 2013.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

This chapter discusses functional classification as well as COMPASS’ congestion management process (CMP) and provides details on funded transportation projects and unfunded transportation needs and priorities. Additional information on transportation funding sources can be found in Chapter 4.

The COMPASS Board has chosen to focus federal dollars allocated through this plan on maintenance, so no new capital projects will be funded by federal funds. However, the plan does include projects with previously committed (budgeted) federal funds and projects on principal arterials and Interstate 84, regardless of funding source, because these projects must be included to comply with air quality conformity regulations (see Chapter 9 and Appendix).

Functional Classification [Heading 1]

Streets are classified by how they function within a transportation system—called their “functional classification” (see Figure 6.1). For example, local streets are intended to serve residential areas, not heavy through traffic, while interstate highways *are* designed for heavy traffic and high speeds. Classification is determined by the service a road supplies, not simply by the size of the road or the amount of traffic it carries. This means roads that look similar may have different functional classifications because they are serving different needs.²

	
Road name and location: 20 th Avenue, Nampa Functional classification: Local	Road name and location: Birch Lane, Nampa Functional classification: Collector

² Learn more about functional classification and view maps at www.compassidaho.org/prodserv/func-maps.htm.

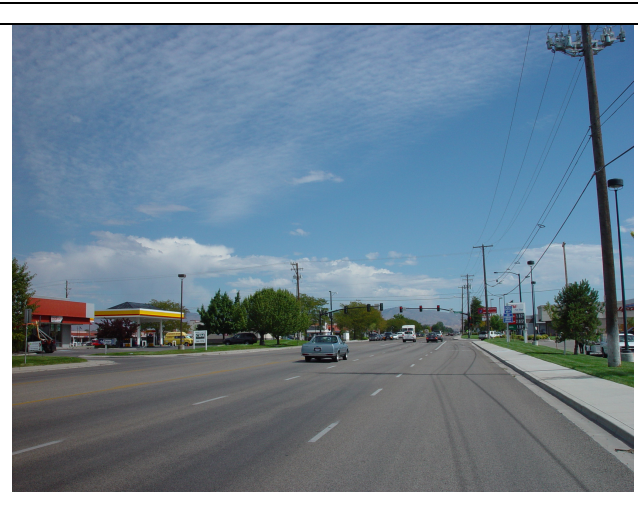

<p>Function: Provides maximum access from residential or commercial properties to the public street system. Not intended for long-distance travel.</p>	<p>Function: Provides connection from local streets to arterial streets in the immediate area. Moderate length—generally less than one mile.</p>
	
<p>Road name and location: Overland Road, Boise Functional classification: Arterial Function: Provides for longer travel within a community or to adjacent communities. Serves commercial, educational, employment, and other activity centers.</p>	<p>Road name and location: I-84 Eastbound east of Eagle Road, Boise Functional classification: Interstate Function: Provides connection between communities and regions. Relatively long distances of travel—typically 10+ miles.</p>

Figure 6.1. Examples of functional classifications of roads in the Treasure Valley (This will be designed as an image)

The 2040 functional classification map is shown in Figure 6.2, and can also be found online.³ For the purposes of this plan, the map shows only the interstate and arterial roadways; local and collector streets are not included. This corresponds to the roadways that were included when determining if the future system will conform to air quality standards (Chapter 9) and funding priorities.

³ www.compassidaho.org/documents/prodserv/CIM2040/adacan2040_official.pdf

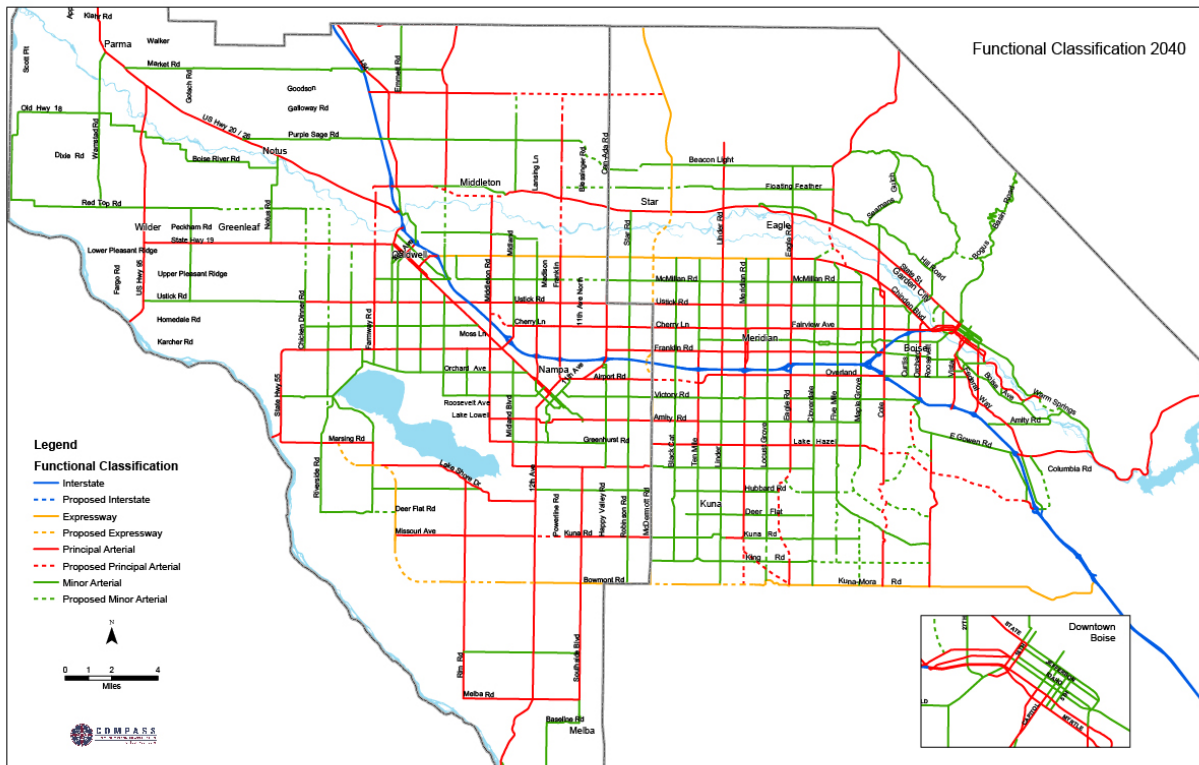


Figure 6.2. 2040 functional classification map

Congestion Management Process [Heading 1]

COMPASS uses a CMP—basically, a set of complementary plans and analytical tools—to gauge the level of congestion, help improve transportation system efficiencies, and design strategies to better manage the transportation system. When developing CIM 2040, COMPASS used its CMP to identify traffic congestion and its causes and propose strategies (management and operations) to relieve congestion. Processes outlined in the CMP are used annually to monitor the performance of the implemented strategies.

Many of the transportation corridor-specific strategies employ technology “tools” such as intelligent transportation systems (ITS), which include coordinating signal timing, adding closed circuit cameras to monitor traffic conditions, and other technologies.

The *Treasure Valley Transportation System: Operations, Management, and Intelligent Transportation Systems (ITS) plan*⁴ is an update to the *2006 Treasure Valley ITS Plan*. This update has highlighted the importance of management and operations to improve the transportation system, with additional emphasis on non-technical aspects of the regional operations program, including:

- agency roles and responsibilities
- regional coordination and agreements
- supporting transportation policies
- integration with regional planning
- performance measurement

This plan provides a blueprint for ITS systems used by various agencies in support of transportation operations. It also describes the projects necessary to build the technology infrastructure to meet the operational needs of the region.

Transportation system management and operations projects are relatively low-cost, but they can provide benefits relative to their investment. Secondly, these strategies can be introduced with relatively short lead times and may provide a near-term solution that defers the need for expensive investments—such as widening or building new roads. Learn more about CMP on the COMPASS website.⁵

Describing the Future Transportation System [Heading 1]

A well-connected transportation network based on major roadways is vital to accommodate the growth forecasted in the CIM 2040 Vision. This future regional transportation system will be designed and built to recognize and support neighborhoods, downtowns, and activity centers where new housing and jobs will be concentrated.

While the system continues to rely on highways to provide regional commuting and freight, it would also include high-capacity transit for the State Street/State Highway 44 corridor and the Interstate 84 corridor. Enhanced multimodal

⁴ www.compassidaho.org/prodserv/cms-intro.htm

⁵ www.compassidaho.org/prodserv/cms-intro.htm

infrastructure and services, such as a system of connected pathways and trails, are needed to provide transportation options for all citizens. Investments are necessary to maintain the system, and to ensure streets in the system are “complete” with accommodations for all users.

Highway districts, cities, ITD, VRT, other partners and stakeholders will maintain existing transportation infrastructure and invest in technology to promote a safe and reliable transportation system. The regional transportation system has a continuing role to enhance and support economic development, and preserve and enhance the quality of life for everyone in the region.

Identifying Future Transportation System Needs [Heading 2]

COMPASS and its partners determined the region’s future transportation system needs using a multi-step approach:

1. COMPASS identified the corridors and projects that should be included in the plan. Using the COMPASS travel-demand forecast model and data describing the current system and travel concerns, COMPASS developed a list of corridors known to have current and/or future deficiencies. This list considered all modes of transportation (auto, transit, bicycle, and pedestrian). Future travel needs were based on forecasted population and employment patterns as described in Chapter 3.
2. COMPASS asked members of the CIM 2040 Planning Team to complete an online survey to rank the resulting list of corridors and projects from high priority to low priority for funding, should additional funding become available in the future. Planning Team members were provided with brief descriptions of the corridors to assist in completing the survey.
3. COMPASS staff compiled the following detailed background information⁶ for each corridor for Planning Team members to use in the prioritization process:
 - current and expected land uses around the corridor

⁶ Detailed descriptions of each of these prioritized corridors and projects can be found online at www.compassidaho.org/prodserv/cim2040.htm.

- current and expected speed loss, travel time, and traffic volume on the corridor
 - expected problems, such as gaps, bottlenecks, and barriers (e.g., benches, canals, rivers) for the corridor, considering all modes of transportation
 - expected improvements through local funding sources
 - current level of service for bicycle, pedestrian, and transit facilities
 - possible environmental concerns along the corridor
 - consideration for minority or low-income populations along the corridor
4. After reviewing the detailed background information for each corridor, the Planning Team discussed and prioritized the corridors and projects over the course of two facilitated meetings, then recommended the prioritization of the corridors to the CIM 2040 Leadership Team.

The Leadership Team reviewed the prioritized list and recommended it to the COMPASS Board for approval. The public was invited to review and comment on the list, and public comments were provided to the COMPASS Board prior to its action (see Chapter 2 for more information on public comment). In September 2013, the Board approved the 33 corridors and projects in the priority order, as listed below and shown in Figure 6.3.

CIM 2040 Corridors and Projects in Priority Order

1. Interstate 84 (Centennial Way Interchange to Franklin Boulevard Interchange)
2. State Highway 44/State Street High Capacity Corridor
3. US Highway 20/26 (*Chinden Boulevard*) (Middleton Road to Eagle Road)
4. State Highway 55 (Snake River to the City of Nampa)
5. Regional park and ride lots (near-term improvements)
6. Linder Road (includes river crossing and new overpass –*Lake Hazel Road to State Highway 44*)
7. Franklin Road (bottleneck between Star Road and McDermott Road)

8. Caldwell/Nampa Boulevard (Linden Street to Orchard Avenue)
9. Ustick Road (Montana Avenue to McDermott Road)
10. Regional park and ride lots (medium-term improvements)
11. **valleyconnect** near-term (capital/operating)
12. Treasure Valley High Capacity Corridor (study to determine locally preferred option)
13. State Highway 45 reroute (in City of Nampa – *Bowmont Road to Interstate 84*)
14. State Highway 16 (Kuna-Mora Road to Ada/Gem County Line)
15. Boise Downtown Circulator
16. **valleyconnect** medium-term (capital/operating)
17. State Highway 55 (State Highway 44 to Ada/Boise County Line)
18. Middleton Road (State Highway 55 in the City of Nampa to Main Street in the City of Middleton)
19. Overland Road (multimodal corridor plan)
20. North/South Kuna Corridor (railroad crossing in the City of Kuna)
21. Cherry Lane (Middleton Road to Black Cat Road)
22. Lake Hazel Road/Amity Road (as a corridor – *Lake Hazel Road, McDermott Road to Linder Road; Amity Road, Southside Boulevard to Black Cat Road*)
23. State Highway 55/Midland Boulevard Bottleneck (*in City of Nampa*)
24. State Highway 45 (Greenhurst Road to Bowmont Road)
25. Victory Road (Happy Valley Road to McDermott Road)
26. US Highway 20/26 (City of Caldwell to City of Parma)
27. Three Cities River Crossing (preserving land for a future project – *bridge over the Boise River east of City of Eagle*)
28. Star/Robinson Road (Greenhurst Road to Ustick Road)
29. CIM 2040 transit, long-term (capital/operating)
30. Greenhurst Road (Middleton Road to McDermott Road/*Happy Valley Road*)
31. Happy Valley Road (Greenhurst Road to Stamm Lane)
32. Bowmont Road to Kuna-Mora Road (new connection)
33. Beacon Light/Purple Sage (new connection – *preserving land for a future project*)

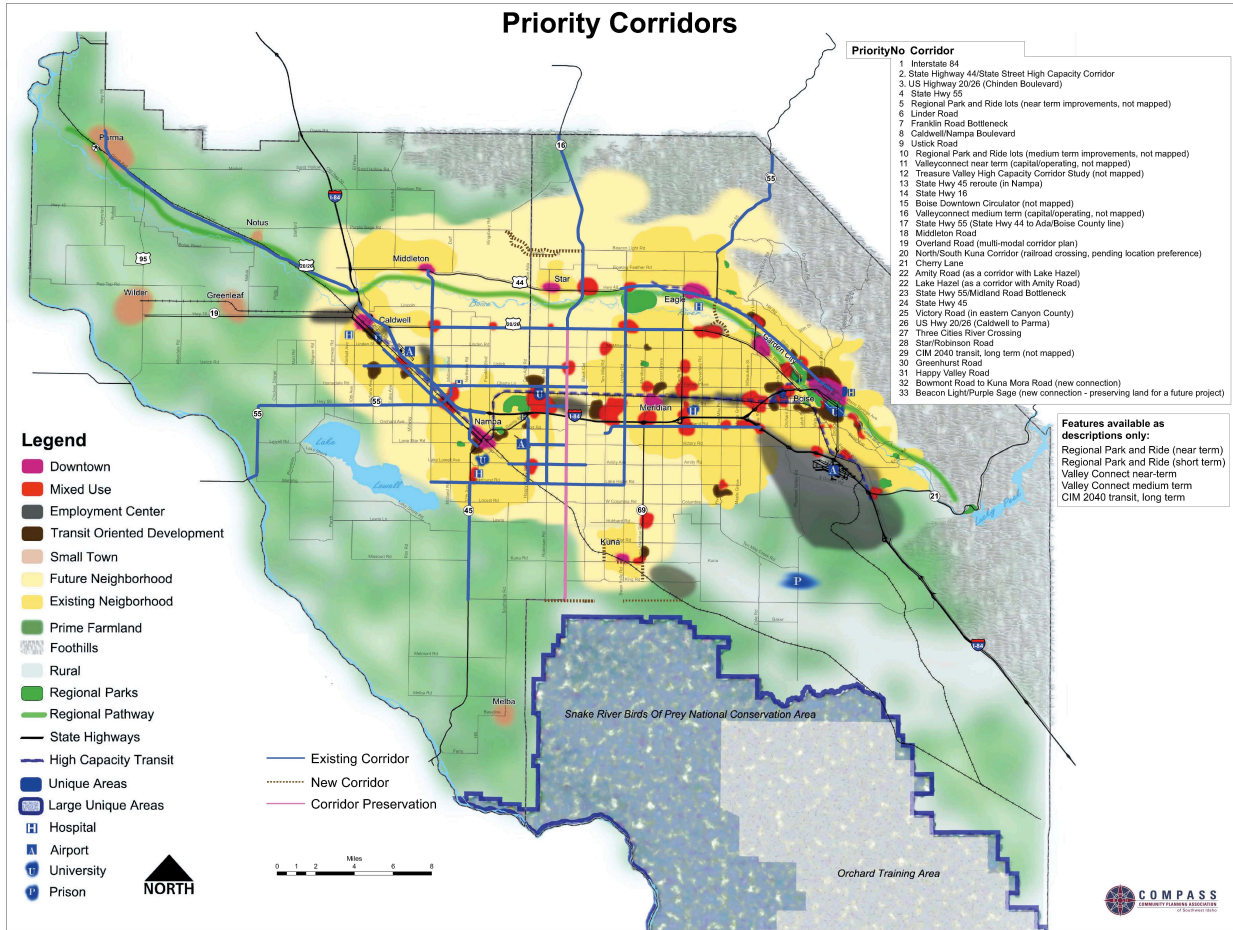


Figure 6.3. CIM 2040 priority corridors

Some individual capital expansion projects within these corridors are expected to be funded with local or state funds (Table 6.2 and Table 6.3). The remaining needs in the 33 corridors are shown as unfunded needs in Table 6.5. The list of priority corridors will be used as a starting point when or if additional funding becomes available.⁷

Future Transportation Projects [Heading 1]

The regional transportation system, including roadways, as well as public and alternative transportation, needs a *currently unfunded* investment of approximately \$4.3 billion to be able to meet the demands of growth and

The regional transportation system needs a currently unfunded investment of \$4.3 billion to be able to meet the demands of growth to the year 2040.

⁷ More about financial options to obtain necessary funding can be found in Chapter 4.

maintenance to the year 2040. That equates to \$160 million *per year* (in current dollars). Of the total amount, \$1.2 billion is needed for ITD expansion projects on state-owned roads, such as US 20/26 and State Highway 55.

The federal dollars allocated through CIM 2040 for the COMPASS planning area will total about \$664 million (including an annual increase of 1%), or an average of \$25 million a year, over the next 27 years to 2040. This funding comes primarily from the STP and federal transit programs. In CIM 2040, all of this federal funding is directed to roadway and transit maintenance.

The \$664 million does not include federal funds awarded to ITD for use throughout the state. However, based on the 2014–2018 average, it is assumed that ITD will spend approximately \$923 million on the state system in the COMPASS planning area through 2040. (This funding comes from a combination of state and federal dollars.) When ITD spends federal funds within the COMPASS planning area, the projects must be consistent with the CIM plan. The total federal/state funds to 2040 in the COMPASS planning area are estimated to be about \$1.6 billion.

Between 2014 and 2040, local revenue sources in Ada and Canyon Counties are estimated to generate about \$3.8 billion, for a total of \$5.4 billion anticipated revenue from local, state, and federal sources.

This section describes how future needs are addressed through local and state dollars, and how much of the need will remain unfunded.

Funded Needs [Heading 2]

CIM 2040 includes no new federally funded capital projects. However, some projects funded either with 1) local or state dollars or 2) previously budgeted federal dollars that will occur early in the plan's timeline are shown in this plan. For state and locally funded projects, only projects on principal arterials and Interstate 84 or those deemed "regionally significant" for air quality purposes are shown in the plan, regardless if they are in any of the 33 priority corridors.

Short-term Funded Needs (2014-2018) [Heading 3]

Table 6.2 describes capital projects on principal arterials or Interstate 84 that are budgeted for construction by 2018. These projects have been brought forward from prior plans and are budgeted for improvements in the next five years. They are funded by local, state, and/or federal dollars.

Table 6.2. Short-term funded (budgeted) regional capital projects for FY2014–2018. These projects are listed in priority corridor order,*†‡ followed by the rest in alphabetical order.

CIM 2040 priority corridor	Project	Estimated cost for 2014 and beyond	Key number ^s
1	I-84, Meridian Road Interchange to Five Mile Road – rebuild I-84	\$19,600,000 [#]	13057
1	I-84, Meridian Road Interchange, Meridian – redesign and rebuild interchange	\$38,830,000 [#]	10939
2	State Street and Collister Drive Intersection – reconstruct and widen to a seven-lane by three-lane intersection, including realignment of Collister Drive and construction of an access road for existing alignment and capacity needs	\$5,500,000	13481
3	US 20/26, Intersections of Meridian Road and Locust Grove Road, Meridian – add right turn lanes on eastbound side of US 20/26	\$1,410,000	H328
4	Intersection of State Highway 55 (Karcher Road) and Midway Road, Nampa – add traffic signal and other operational improvements	\$4,640,000	13025
4	State Highway 55 (Karcher Road), Intersection of Karcher Road and Indiana Avenue, Canyon County – add intersection improvements, including major widening	\$3,822,000	13475
4	State Highway 55 (Karcher Road), Intersection of Karcher Road and Lake Avenue, Canyon County – add safety improvements	\$4,310,000	12383
4	State Highway 55 (Karcher Road), Intersection of Karcher Road and Middleton Road, Nampa – add intersection improvements	\$5,697,000	12046
7	Franklin Road, Black Cat Road to Ten Mile Road – widen from two to five lanes with curb, gutter, sidewalks, and bike lanes. Includes intersection widening at Franklin Road and Black Cat Road.	\$11,336,000	12368
9	Ustick Road, Linder Road to Meridian Road – widen from two to five lanes with curb, gutter, sidewalks, and bike lanes	\$2,960,000	RD202-35
9	Ustick Road, Locust Grove to Leslie Way – widen from two to five lanes with curb, gutter, sidewalks and bike lanes	\$3,005,000	RD205-05
9	Ustick Road, Meridian Road to Locust Grove Road – widen from two to five lanes with curb, gutter, sidewalks, and bike lanes	\$5,415,000	RD202-37

22	Amity Road, Chestnut Street to Kings Corner – widen to four lanes with curb, gutter, and sidewalks	\$8,402,000	10541
32	Bowmont Road, Lynwood to State Highway 45, Nampa – realign Bowmont Road from Lynwood to State Highway 45	\$5,121,000	12898
-	21st Avenue, Chicago Avenue to Cleveland Boulevard, Caldwell – widen from two to five lanes with curb, gutter, sidewalks, and bike lanes	\$2,727,000	13052
-	Cole Road, I-84 to Franklin Road – widen from three to five lanes with curb, gutter, sidewalks, and bike lanes	\$4,749,000	RD207-16
-	I-84, Broadway Avenue Interchange, Boise – redesign and rebuild interchange	\$44,000,000 [#]	09821
-	I-84, Broadway Interchange to Gowen Interchange, Boise – add third lane in each direction	\$3,000,000 [#]	13812
-	I-84, Gowen Railroad Bridge Eastbound, Boise – replace and widen the eastbound section of the railroad bridge	\$4,649,000 [#]	12029
-	I-84, Gowen Railroad Bridge Westbound, Boise – replace and widen the westbound section of the railroad bridge	\$4,403,000 [#]	12379
-	I-84, Gowen Road Interchange, Boise – redesign and rebuild interchange	\$32,324,000 [#]	09822
-	Intersection of State Highway 55 (Eagle Road) and State Highway 44, Ada County – add safety improvements	\$1,038,000	13476
-	Linder Road and Deer Flat Road Intersection, Kuna – add intersection improvements, including curb, gutter, sidewalks, and bike lanes	\$1,986,000	13492
-	McMillan Road, Locust Grove Road to Eagle Road, Meridian – widen from two to five lanes with curb, gutter, sidewalks, and bike lanes	\$2,300,000	RD2012-100
-	Middleton Road and Ustick Road Roundabout, Caldwell – build roundabout at the intersection	\$960,000	13487
-	Old Highway 30, Plymouth Street Bridge, Caldwell – replace one-lane bridge with a new two-lane structure	\$9,240,000	13494
-	State Highway 55 (Eagle Road), I-84 to River Valley, Meridian – add one lane each direction	\$11,156,000	13473 13349
-	State Highway 55, Intersection of Eagle Road and McMillan Road, Ada County – add intersection improvements	\$5,365,000	13058
-	South Cemetery Road, State Highway 44 to Willow Creek, Middleton – construct a new road linking State Highway 44 and Middleton Road by way of Sawtooth Lake Drive	\$3,342,000	12048
-	US 20/26, Broadway Bridge, Boise – rebuild the Broadway Bridge to six-lane section, to include pedestrian facilities	\$16,952,000	11588
	Total Budgeted Regional Capital Projects	\$268,239,000	

*Capital projects on I-84, principal arterials, and/or using federal funds

[†]Costs are in current dollars and are not adjusted for inflation.

[#]Projects are listed in priority corridor order for table-to-table comparison purposes only.

[§]The key number is the tracking number for each project, and can be used when looking for project details in other documents.

[#]Cost does not include required environmental approvals.

The following eight categories of projects⁸ describe additional federally funded investments into the transportation system during the first five years of this plan (FY2014–2018). The percentage shown corresponds to the cost of all projects budgeted for these first five years.

Safety

Twenty-six safety projects are funded over the next five years throughout Ada and Canyon Counties. These projects cover a range of elements such as sidewalk improvements and road and railroad intersection improvements, at a total cost of **\$17.4 million**. Safety projects consume about 4.2% of the FY2014–2018 budget.

Bridge Rehabilitation and Replacement

Nine bridge rehabilitation or replacement projects are funded over the next five years throughout Ada and Canyon Counties. Bridge projects range in cost from just over \$100,000 to more than \$16 million depending on the length of bridge and type of structure. These bridge projects have a total cost of **\$44.0 million** and consume about 10.8% of the FY2014–2018 budget.⁹

Paved Pathways

Nineteen paved pathway projects are funded over the next five years throughout Ada and Canyon Counties. These projects include trail projects in Boise, Eagle, Meridian, and other areas in the two-county region. These types of projects account for **\$4.4 million**, or 1% of the FY2014–2018 budget.

Roadway Maintenance

Twenty-eight roadway maintenance projects are funded over the next five years throughout Ada and Canyon Counties. These projects cover a range of maintenance

⁸ For specific projects, see the Project by Type report:

www.compassidaho.org/documents/prodserv/CIM2040/CIM_FY1418_Detailed_Report_by_Project_Type.pdf

⁹ Note: Projects that add travel lanes on bridges or overpasses are listed in Table 6.2.

elements, such as seal coating and resurfacing of existing roadways, at a total cost of **\$92.7 million**, or 22.7% of the FY2014–2018 budget.

Studies/Planning/Special Projects

Thirty-five studies, planning, or special projects are funded over the next five years throughout Ada and Canyon Counties. These projects range from supporting planning efforts for various municipalities to conducting an alternatives analysis for the Boise downtown circulator. These types of projects have a combined cost of **\$14.5 million**, or 3.5% of the FY2014–2018 budget.

Public Transportation

One hundred twenty-two public transportation projects are funded over the next five years throughout Ada and Canyon Counties. These projects cover bus service operations, maintenance of existing facilities, and bus replacements, with a combined cost of **\$49.4 million**, or 12.1% of the FY2014–2018 budget.

Intelligent Transportation System

Nine ITS projects are funded over the next five years throughout Ada and Canyon Counties. These projects include the installation of adaptive signal technology to numerous intersections. These nine projects cost **\$4.2 million**, or 1% of the FY2014–2018 budget.

Travel Demand Management

Eleven Travel Demand Management projects are funded over the next five years throughout Ada and Canyon Counties. These projects include improvements to the ACHD Commuteride program, total **\$1.4 million**, or roughly three-tenths of 1% of the FY2014–2018 budget.

Local Investments

Local transportation agencies in Ada and Canyon Counties are projected to spend, on average, \$166 million each year on the local road system between 2014 and 2040. This does not include deferred maintenance or the major corridor and transit improvements to offset the effects of the area's projected growth through 2040.

Long-term Funded Needs (2019-2040) [Heading 3]

The projects listed in Table 6.3 include those on principal arterial roads that involve additional lanes or new construction, using local or state funding, for 2019–2040.

Table 6.1 (above) illustrates the effects of these investments on the transportation system. The projects are listed here for informational purposes only and are not subject to prioritization or additional planning reviews through CIM 2040. This information is from ACHD’s 2012 *Capital Improvement Plan*¹⁰ and from ITD’s District 3 plans.

Other minor and/or local budgeted projects can be found in the Regional Transportation Improvement Program¹¹ or an individual jurisdiction’s capital improvements program,¹² and are also described in the corridor summaries.¹³

Table 6.3 Long-term funded regional capital transportation projects for FY2019–2040. These projects are listed in priority corridor order,* followed by the rest in alphabetical order.

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)[†]	Key number[‡]	Year of expenditure
2	State Highway 44, State Highway 16 (Emmett Highway) to Linder Road – widen from two to four lanes	\$22,100,000	TBD	2019-2025
2	State Street, State Highway 44 (Glenwood Street) to Pierce Park Lane – widen from five to seven lanes	\$1,170,000	RD2012-123	2019-2025
2	State Street, Pierce Park Lane to Collister Drive – widen from five to seven lanes	\$6,030,000	RD2012-124	2019-2025
2	State Street, Collister Drive to 36th Street – widen from five to seven lanes	\$9,090,000	RD2012-125	2019-2025
2	State Street, 36th Street to 27th Street – widen from five to seven lanes	\$4,550,000	RD2012-126	2019-2025
3	US 20/26, Locust Grove Road to Eagle Road – widen from two to four lanes	\$20,800,000	TBD	2026-2040
4	State Highway 55, 10th Avenue to Midway Road – widen from two to four lanes	\$21,492,000	TBD	2026-2040
4	State Highway 55, Midway Road to Middleton Road – widen from two to four lanes	\$7,164,000	TBD	2019-2025

¹⁰ www.achdidaho.org/Departments/ROWDS/CIP.aspx

¹¹ www.compassidaho.org/prodserv/transimprovement.htm

¹² www.achdidaho.org/Departments/ROWDS/CIP.aspx

¹³ www.compassidaho.org/prodserv/cim2040.htm

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation) [†]	Key number [‡]	Year of expenditure
6	Linder Road, Overland Road to Franklin Road – widen from two to five lanes. Project costs do not include construction of a new I-84 overpass.	\$3,150,000	RD2012-80	2026-2040
6	Linder Road, Franklin Road to Cherry Lane – widen from two to five lanes	\$2,490,000	RD2012-81	2019-2025
6	Linder Road, Cherry Lane to Ustick Road – widen from two to five lanes	\$5,970,000	RD2012-82	2026-2040
6	Linder Road, Ustick Road to McMillan Road – widen from two to five lanes	\$2,730,000	RD2012-83	2026-2040
6	Linder Road, McMillan Road to US 20/26 (Chinden Boulevard) – widen from three to five lanes (east side of the road only)	\$1,420,000	RD2012-84	2019-2025
6	Linder Road, US 20/26 (Chinden Boulevard) to State Highway 44 (State Street) – widen from two to seven lanes	\$20,660,000	RD2012-85	2019-2025
6	Linder Road, State Highway 44 (State Street) to Floating Feather Road – widen from two to five lanes	\$3,300,000	RD2012-86	2019-2025
6	Linder Road, Floating Feather Road to Beacon Light Road – widen from two to five lanes	\$4,020,000	RD2012-87	2019-2025
7	Franklin Road, McDermott Road to Black Cat Road – widen from two to five lanes	\$2,910,000	RD2012-59	2026-2040
9	Ustick Road, McDermott Road to Black Cat Road – widen from two to five lanes	\$3,060,000	RD2012-136	2026-2040
9	Ustick Road, Black Cat Road to Ten Mile Road – widen from two to five lanes	\$2,790,000	RD2012-137	2026-2040
9	Ustick Road, Ten Mile Road to Linder Road – widen from two to five lanes	\$2,770,000	RD2012-138	2019-2025
22	Amity Road, Black Cat Road to Ten Mile Road – widen from two to five lanes	\$2,970,000	RD2012-5	2026-2040
22	Lake Hazel Road, Linder Road to State Highway 69 (Meridian Road) – widen from two to five lanes	\$3,040,000	RD2012-67	2026-2040
22	Lake Hazel Road, State Highway 69 (Meridian Road) to Locust Grove Road – widen from two to five lanes	\$4,620,000	RD2012-68	2026-2040
22	Lake Hazel Road, Locust Grove Road to Eagle Road – widen from two to five lanes	\$4,500,000	RD2012-69	2026-2040
22	Lake Hazel Road, Eagle Road to Cloverdale Road – widen from two to five lanes	\$2,830,000	RD2012-70	2026-2040
22	Lake Hazel Road, Cloverdale Road to Five Mile Road – widen from two to five lanes	\$3,000,000	RD2012-71	2026-2040
22	Lake Hazel Road, Five Mile Road to Maple Grove Road – widen from two to five lanes	\$2,970,000	RD2012-72	2026-2040

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation) [†]	Key number [‡]	Year of expenditure
22	Lake Hazel Road, Maple Grove Road to Cole Road – widen from two to five lanes; extend/construct five-lane roadway to Cole Road	\$2,590,000	RD2012-73	2026–2040
22	Lake Hazel Road, Cole Road to Orchard Ext-1 – construct new five-lane roadway	\$3,900,000	RD2012-74	2026–2040
22	Lake Hazel Road, Orchard Ext-1 to Pleasant Valley Road – construct new five-lane roadway	\$5,280,000	RD2012-75	2026–2040
22	Lake Hazel Road, Pleasant Valley Road to Eisenman Road – construct new five-lane roadway	\$23,870,000	RD2012-76	2026–2040
-	Eagle Road, Lake Hazel Road to Amity Road –widen from four lanes to five lanes	\$3,180,000	RD2012-36	2026–2040
-	Eagle Road, Amity Road to Victory Road – widen from two to five lanes	\$3,220,000	RD2012-37	2026–2040
-	Eisenman Road, Lake Hazel Road to I-84 Interchange – construct new five-lane roadway	\$810,000	RD2012-39	2026–2040
-	Fairview Avenue, Meridian Road to Locust Grove Road – widen from five to seven lanes	\$4,010,000	RD2012-46	2019–2025
-	Fairview Avenue, Locust Grove Road to State Highway 55 (Eagle Road) – widen from five to seven lanes	\$3,650,000	RD2012-47	2019–2025
-	Fairview Avenue, State Highway 55 (Eagle Road) to Cloverdale Road – widen from five to seven lanes	\$3,310,000	RD2012-48	2026–2040
-	Fairview Avenue, Cloverdale Road to Five Mile Road – widen from five to seven lanes	\$4,010,000	RD2012-49	2026–2040
-	Fairview Avenue, Five Mile Road to Maple Grove Road – widen from five to seven lanes	\$5,430,000	RD2012-50	2026–2040
-	Fairview Avenue, Maple Grove Road to Cole Road – widen from five to seven lanes	\$4,320,000	RD2012-51	2026–2040
-	Fairview Avenue, Cole Road to Curtis Road – widen from five to seven lanes	\$4,470,000	RD2012-52	2026–2040
-	Glenwood Couplet, Cole Road to Goddard Road – construct new three-lane roadway; reconfigure Glenwood/Mountain View/Goddard intersection; and reconstruct Cole/Glenwood intersection	\$1,090,000	RD2012-62	2026–2040
-	Orchard Extension, Gowen Road to Victory Road – construct new seven-lane roadway	\$2,860,000	RD2012-110	202–2040
-	Ten Mile Road, Lake Hazel Road to Amity Road – widen from two to five lanes	\$2,980,000	RD2012-128	2026–2040
-	Ten Mile Road, Amity Road to Victory Road – widen from two to five lanes	\$3,030,000	RD2012-129	2026–2040
-	Ten Mile Road, Victory Road to Overland Road – widen from two to five lanes	\$4,010,000	RD2012-130	2019–2025
	Total Funded Regional Capital Projects	\$257,616,000		

*Projects are listed in priority corridor order for table-to-table comparison purposes only.

† Costs are in current dollars and are not adjusted for inflation, which is assumed to be 4% per year.

‡ The key number is the tracking number for each project, and can be used when looking for project details in other documents.

Federally Funded Maintenance Programs [Heading 2]

As described earlier, the COMPASS Board directed that federal funds be focused on maintenance of the existing transportation system. This is a shift from the past, when approximately half of available federal funds were expected to be used for capital or expansion projects.

The Surface Transportation Program is one federal funding source available to local jurisdictions through the Federal Highway Administration (FHWA). STP funds are the most flexible and can be used for a variety of projects, including alternative transportation and transit. The STP funds dedicated to urban areas are programmed (budgeted) at the local level and are some of the funds budgeted through this plan; therefore, the COMPASS Board determines how these funds are used in the region. The Board directed these funds be used as follows:

- Specific “off-the-top” funds for each urbanized area:
 - \$220,000 for ACHD’s Commuteride program in the Boise Urbanized Area and \$55,000 in the Nampa Urbanized Area
 - \$232,000 for COMPASS planning in the Boise Urbanized Area and \$99,000 in the Nampa Urbanized Area
- Percentage splits of remaining funding (maintenance):
 - 82% for roadway maintenance projects (includes also bridges and ITS)
 - 15% for public/alternative transportation maintenance projects
 - Up to 3% for planning or special projects

An illustration of these percentage splits using the approximate amount of local STP funding available, based on FY2013 funding levels, is provided in Table 6.4. Other federal and state funding sources are discussed in Chapter 4.

Table 6.4 Approximate split of surface transportation program funds, based on FY2013 funding levels

	Approximate funds per year	Commuteride and COMPASS	Roadway (82%)	Public/ Alternative transportation (15%)	Studies/ Special projects (3%)
Boise Urbanized Area	\$8,500,000	\$220,000 \$232,000	\$6,599,360	\$1,207,200	\$241,440
Nampa Urbanized Area	\$1,868,000	\$55,000 \$99,000	\$1,405,480	\$257,100	\$51,420

Maintenance funds will be set aside and specific projects will be prioritized two to four years prior to funds being available, as maintenance needs are best evaluated in that time frame rather than the seven-to-eight year time frame more common to capital projects. Maintenance for roadways includes preservation and restoration work that does not widen the road with more traffic lanes.

In the Boise Urbanized Area, roadway maintenance funds will be set aside for ACHD’s maintenance program. In the Nampa Urbanized Area, the roadway maintenance funds will be distributed on a five-year rolling average among five highway agencies—Canyon Highway District No.4, City of Caldwell, City of Nampa, City of Middleton, and Nampa Highway District No. 1—based on arterial lane miles.

Maintenance for public/alternative transportation includes repairing and replacing existing vehicles, equipment, or facilities needed to operate the existing system.

Safe Routes to Schools (see Chapter 5) coordination is a top priority for the area. TAP specifically includes funding for this coordination. The COMPASS Board allocates TAP funds in the Boise Urbanized Area and determines TAP priorities for the Nampa Urbanized Area, but these funds are not allocated through this plan. Additional resources for Safe Routes to Schools can be applied for through the STP’s Special Projects category.

Bike lanes and sidewalks could be included as projects under the roadway, public/alternative transportation, and/or studies/special projects categories, depending on the nature of the project.

Roadway maintenance, particularly in the areas of chip sealing and maintenance overlays, and including some bridge rehabilitation or reconstruction, has an estimated annual regional need of \$80 million (does not include state/US highways or the interstate). The local agencies currently fund about \$50 million of this; they defer about \$30 million a year. ITD has a goal for at least 82% of pavement statewide to be in good or fair condition. As of 2012, ITD was meeting that goal, with 86% of the pavement rated as good or fair.

The estimated need to maintain transit equipment and facilities is about \$3 million per year.

Unfunded Needs (Heading 2)

Table 6.5 lists the unfunded projects needed in the 33 CIM 2040 priorities regardless of possible/potential funding source or roadway classification. Both the project descriptions and the estimated costs represent planning-level assumptions and there is no commitment for funding any of them.

Table 6.5. CIM 2040 priority corridors, unfunded needs to 2040

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)
1	Interstate 84 (Centennial Way Interchange to Franklin Boulevard Interchange) – widen to six lanes; replace four overpasses and two canal bridges	\$115,500,000
2	<p>State Highway 44/State Street High Capacity Corridor</p> <p>Exit 25 to State Highway 16 – widen to four lanes and construct new roadway from Canyon Lane to Duff Lane in the city of Middleton (\$140,800,000)</p> <p>Glenwood Street to downtown Boise – transit capital, increased service frequency, pedestrian and bike facility improvements, additional transit amenities, and other related improvements (\$197,400,000)</p>	\$338,200,000

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)
3	US Highway 20/26 (Chinden Boulevard) (Middleton Road to Eagle Road) – widen to four lanes ¹⁴	\$199,350,000
4	State Highway 55 (Snake River to the City of Nampa) – widen the highway and Snake River bridge to four lanes	\$53,000,000
5	Regional park and ride lots (near-term improvements) – upgrade four existing lots and build 11 new lots throughout Ada and Canyon Counties	\$10,125,000
6	Linder Road (includes river crossing and new overpass – Lake Hazel Road to State Highway 44) – widen to five lanes and construct new I-84 overpass	\$17,720,000
7	Franklin Road (bottleneck between Star Road and McDermott Road) – widen to five lanes	\$4,400,000
8	Caldwell/Nampa Boulevard (Linden Street to Orchard Avenue) – upgrade all 11 existing traffic signals and implement identified ITS projects	\$39,300,000
9	Ustick Road, Montana Avenue to McDermott Road Montana Avenue to Star Road - widen to five lanes with curb, gutter, sidewalks, and bike lanes (\$61,200,000). Star Road to McDermott Road – widen to five lanes with curb, gutter, sidewalks, and bike lanes (\$2,460,000).	\$63,660,000
10	Regional park and ride lots (medium-term improvements) – upgrade 16 existing lots and build nine new lots throughout Ada and Canyon Counties	\$11,700,000

¹⁴ The draft Environmental Assessment for US 20/26 (<http://itd.idaho.gov/projects/d3/US2026Corridor/>) includes the eventual widening of US 20/26 from State Highway 16 to Eagle Road from four to six lanes. This additional widening would add an estimated cost of \$25,400,000.

An additional local need overlapping the priority corridor has been identified. This project, construction of local frontage roads and slip ramps between Aviation Way and Midland Boulevard, is anticipated to cost \$135,800,000 and is not included in the above cost estimate. It is anticipated to be paid for by a developer.

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)
11	<p>valleyconnect near-term (capital/operating) – improve existing (2013) transit route frequencies and develop transit stations as appropriate to accommodate service changes</p> <p>Total cost estimate is \$846,900,000. The unfunded portion is \$487,100,000, as shown.</p>	\$487,100,000
12	<p>Treasure Valley High Capacity Corridor (study to determine locally preferred option) – conduct an environmental analysis to identify a locally preferred alternative. This is necessary to secure New Starts/Small Starts funding.</p>	\$10,000,000
13	<p>State Highway 45 reroute (in City of Nampa – Bowmont Road to Interstate 84) – provide a more efficient route from State Highway 45 directly to I-84. This project will include changes to 2nd and 3rd Streets South, 11th and 12th Avenues South, 11th Avenue North, 7th Street South, Yale, and Northside Boulevard.</p>	\$24,800,000
14	<p>State Highway 16 (Kuna-Mora Road to Ada/Gem County Line)</p> <p>McDermott Road, Kuna-Mora to I-84 – widen to four lanes with access control, construct new connection to Kuna-Mora Road, and new railroad overpass. Widen to five lanes from Lake Hazel Road to new I-84 interchange.</p> <p>State Highway 16 (Expressway), I-84 to State Highway 44 – construct new four-lane expressway with interchanges at I-84/Franklin Road, Ustick Road, US 20/26, and State Highway 44.</p> <p>State Highway 16 (Highway), State Highway 44 to Ada/Gem County line – widen to four-lane limited-access highway with interchanges at Beacon Light Road and Chaparral Road.</p>	\$525,000,000
15	<p>Boise Downtown Circulator – add circulator service in downtown Boise to improve mobility among primary destinations</p>	\$41,900,000

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)
16	<p>valleyconnect medium-term (capital/operating) – expand upon <i>valleyconnect</i> near-term by adding approximately 20 new routes</p> <p>Cost shown is the net change from the near-term to expand service in the medium-term.</p>	\$470,600,000
17	State Highway 55 (State Highway 44 to Ada/Boise County Line) – widen to four lanes and construct three new interchanges	\$85,700,000
18	Middleton Road (State Highway 55 in City of Nampa to Main Street in the City of Middleton) – widen to five lanes with curb, gutter, sidewalks, and bike lanes, and reconstruct I-84 overpass and river crossing	\$85,300,000
19	Overland Road (multimodal corridor plan) – develop a multimodal plan to expand and evaluate other options	TBD
20	North/South Kuna Corridor (railroad crossing in the City of Kuna) – construct railroad crossing in the city of Kuna	\$17,000,000
21	Cherry Lane (Middleton Road to Black Cat Road) – widen to five lanes with curb, gutter, sidewalks, and bike lanes	\$78,000,000
22	Lake Hazel Road (McDermott Road to Linder Road) – widen to five lanes with curb, gutter, sidewalks, and bike lanes. Also see Greenhurst Road, priority 30.	\$9,300,000
	Amity Road (Southside Boulevard to Black Cat Road) - widen to five lanes with curb, gutter, sidewalks, and possibly bike lanes	\$14,500,000
23	State Highway 55/Midland Boulevard Bottleneck (in City of Nampa) – add a southbound lane on Midland Boulevard from westbound ramp to overpass	\$900,000
24	State Highway 45 (Greenhurst Road to Bowmont Road) – widen to four lanes	\$64,200,200
25	Victory Road (Happy Valley Road to McDermott Road) – widen to three lanes	\$8,500,000
26	US Highway 20/26 (City of Caldwell to City of Parma) – widen to four lanes and reconstruct Exit 26 to accommodate the additional lanes	\$78,800,000

CIM 2040 priority corridor	Project	Estimated cost in 2014 dollars (does not include inflation)
27	Three Cities River Crossing (preserving land for a future project – bridge over the Boise River east of City of Eagle) – construct new four-lane river crossing	\$82,500,000
28	Star/Robinson Road (Greenhurst Road to Ustick Road) – widen to five lanes, including the I-84 overpass	\$40,300,000
29	CIM 2040 transit, long-term (capital/operating) – expands upon <i>valleyconnect</i> near- and medium-term by adding new service routes and improving frequencies of planned routes Cost shown is the net change from the medium-term to the long-term.	\$295,100,000
30	Greenhurst Road (Middleton Road to McDermott Road/Happy Valley Road) – widen to five lanes, including curb, gutter, and sidewalk, and construct new five-lane extension and railroad overpass from Happy Valley Road to McDermott Road. Also see Lake Hazel Road, priority 22.	\$60,000,000
31	Happy Valley Road (Greenhurst Road to Stamm Lane) – widen to five lanes, including curb, gutter, and sidewalk	\$46,100,000
32	Bowmont Road to Kuna-Mora Road (new connection) – rebuild existing road and construct extensions on approximately seven miles of this two-lane roadway. This project also includes two canal bridges and one railroad overpass.	\$63,000,000
33	Beacon Light/Purple Sage (new connection – preserving land for a future project) – rebuild existing road and construct approximately five miles of a new two-lane roadway	\$38,000,000
	Unfunded Total Project Needs	\$3,479,555,200

Table 6.6 compares two 2040 scenarios: what the transportation network would look like if *currently unfunded* projects do not become completed vs. if they were to

receive funding and be completed. The table shows that, even with all the prioritized improvements, by 2040, the overall congestion and travel times will increase from current levels due to population growth.

Table 6.6. Transportation network characteristics: 2013 vs. 2040 if currently unfunded projects were completed

Transportation Network Characteristics	2013	2040*	2040 Funded Plus Unfunded[†]
Population	599,840	1,022,000	1,022,000
Employment	275,610 [‡]	461,660	461,660
Vehicle miles of travel, average weekday	12,077,000	27,138,000	26,860,000
Hours of delay, average weekday	27,670	430,100	233,100
Travel time to/from common destinations (average weekday)			
• Caldwell to downtown Boise	35 minutes	70 minutes	50 minutes
• Nampa to Boise Airport	25 minutes	50 minutes	40 minutes
• CanAda Road in Star to St Luke's in downtown Boise	30 minutes	50 minutes	40 minutes
• North Meridian to Veteran's Memorial Parkway	20 minutes	25 minutes	25 minutes
• City of Eagle to St Luke's Meridian	15 minutes	20 minutes	15 minutes

*Reflects 2040 characteristics with currently funded transportation projects completed.

[†]Reflects 2040 characteristics with currently funded *and* currently unfunded projects completed.

[‡]Source: Idaho Department of Labor data, August 2013.

Summary [Heading 1]

This plan provides priorities for future improvements to the regional transportation system in the 33 transportation corridors and projects listed **beginning on page XX**. More detailed descriptions of each of these prioritized corridors and projects can be found online.¹⁵ These descriptions will be updated as conditions change in the corridors and/or as projects are completed. Table 6.2 and Table 6.3 describe the projects that are funded through 2040, and Table 6.5, the needs that remain

¹⁵ www.compassidaho.org/prodserv/cim2040.htm

unfunded in this plan. Both the project descriptions and estimated costs represent planning-level assumptions of needed improvements and do not represent agency commitment. The total amount necessary for improving and maintaining the transportation system to meet future needs is estimated—in current dollars—to be about \$9.7 billion (about \$359 million per year), with about 44% (\$4.3 billion total, \$159 million *per year*) of that unfunded. The remaining 56%, or \$5.4 billion, is locally or federal/state-funded.

DRAFT

CHAPTER 7¹

Transportation Safety [Chapter Title]

Reducing Fatalities and Serious Injuries on Public Roads [Heading 1]

CIM 2040 assesses regional safety in terms of roadway crashes. The term “crash” is used in this plan because “accident” implies something that can’t be foreseen or prevented. Most, if not all, crashes can be prevented by changing driver behavior, roadway design, or both.

Federal regulations state that regional transportation plans such as CIM 2040 shall “increase the safety of the transportation system for motorized and non-motorized users” and “...should be consistent with the Strategic Highway Safety Plan...and other transit safety and security planning and review processes, plans, and programs, as appropriate.”²

The Strategic Highway Safety Plan (SHSP) is a federally mandated safety plan for all states to reduce highway fatalities and serious injuries on all public roads. In Idaho, ITD develops and manages the SHSP, establishing statewide goals, objectives, and key emphasis areas in consultation with federal, state, local, and private sector safety stakeholders. SHSP elements are integrated into statewide and



Photo: Shelly Houston

regional transportation plans and transportation improvement programs to place safety on par with other planning factors, particularly when choosing or evaluating new and continuing projects and initiatives.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² “Planning Assistance and Standards.” *Code of Federal Regulations*. Title 23, 450.306 (a), (h). www.ecfr.gov/cgi-bin/text-idx?c=ecfr&SID=934dd032fc36de4f70b606daac70661a&rgn=div6&view=text&node=23:1.0.1.5.11.3&idno=23#23:1.0.1.5.11.3.1.4. December 20, 2013.

ITD approved the base SHSP in 2010.³ The safety plan’s subtitle, *Toward Zero Deaths*, supports its vision of death and injury-free travel on Idaho roadways. Ada and Canyon Counties are showing progress toward this goal. In Ada and Canyon Counties, fatality rates from crashes dropped from 7.6 per 100,000 people in 2007 to 3.6 per 100,000 in 2011. Serious injury rates for that same period fell from 104.5 to 78.0 per 100,000 people, and the total number of crashes declined by about 30%.

SHSP Goals and Strategies [Heading 2]

The SHSP divides crash issues into 11 emphasis areas, each of which is supported by strategies to increase safety and reduce crashes, injuries, and deaths. The strategies associated with each emphasis area are summarized in Table 7.1; more detail can be found in the SHSP.⁴

Table 7.1. Strategies and emphasis areas in the Strategic Highway Safety Plan, 2010

	Aggressive driving	Distracted driving	Occupant protection	Impaired driving	Young drivers	Vulnerable users	Commercial vehicles	Motorcyclists	Roadway-related intersections	Emergency response
Strategies										
Non-capital strategies										
Improved enforcement	●	●		●	●		●	●	●	
New or changed laws	●			●	●		●			
Speed limit changes									●	
Training for professionals, officials	●			●		●			●	●
Training for public, including events	●	●		●	●	●	●	●	●	
Data monitoring and analysis		●				●		●	●	●
Public transportation						●				
Safe Routes to School						●				
Partnerships between private sector and transportation		●		●	●	●	●		●	●
Other public or private policies	●	●					●			
Capital-related strategies										
New or improved facilities						●	●			

³ *Idaho’s Strategic Highway Safety Plan*, Idaho Transportation Department, July 9, 2010. www.itd.idaho.gov/info/home_articles/SHSP2010.pdf. An update without county-level statistics was issued in April 2013 and can be found at www.itd.idaho.gov/ohs/SHSPdocs/SHSP2013.pdf.

⁴ *Idaho’s Strategic Highway Safety Plan*, Idaho Transportation Department, July 9, 2010. www.itd.idaho.gov/info/home_articles/SHSP2010.pdf.

	Aggressive driving	Distracted driving	Occupant protection	Impaired driving	Young drivers	Vulnerable users	Commercial vehicles	Motorcyclists	Roadway-related	Intersections	Emergency response
Strategies											
Intersection and roadway design						●	●		●	●	
Shoulder, edge line, and centerline rumble strips/stripes, drop-off removal, paint markings		●	●					●	●	●	
Roundabouts						●				●	
Traffic calming						●				●	
Guardrail design and installation									●		
Message boards and signs	●		●				●	●	●		
Rail crossing improvements							●				
Traffic control devices										●	
Rest area parking		●									
Pullouts for emergency vehicles									●		●
Improved clear zones off road									●		
Lighting and beacons						●				●	
Visual obstruction clearance						●				●	
Work zone safety projects	●						●				
Equipment funding							●				●

CIM 2040 and Transportation Safety [Heading 2]

CIM 2040 specifically addresses safety issues in goal 1.2: *Improve safety and security for all transportation modes and users*. Several other CIM 2040 goals, as well as related objectives and tasks, also address safety either directly or indirectly. These are discussed below, organized by SHSP emphasis area.

CIM 2040 and SHSP Emphasis Areas [Heading 3]

1. Aggressive Driving

Aggressive driving includes failure to yield right-of-way, driving too fast for conditions, exceeding the posted speed, and following too closely. Ever-increasing vehicle miles of travel, traffic congestion, travel delays, and the resulting frustration and impatience all contribute to aggressive driving.

CIM 2040 addresses aggressive driving through improvements to minimize congestion and manage increases in vehicles miles of travel.

2. Distracted Driving

Distracted driving collisions occur when at least one of the drivers is not paying attention. The SHSP indicates that distracted driving crashes resulted in 160 fatalities and 1,073 serious injuries in Idaho from 2009 to 2011.

CIM 2040 helps alleviate distracted driving by supporting education on sharing the road, coordinating with law enforcement, and reducing distractions via improvements in the current transportation system.

3. Occupant Protection

A 2012 seat belt survey placed Ada and Canyon County seat belt usage at 95% and 94%, respectively.⁵

While CIM 2040 does not directly address occupant protection (seat belt usage), it does help support this target area through data collection and sharing.

4. Impaired Driving

An impaired driving collision is one in which alcohol or drugs may have contributed to the collision. Impaired driving is of particular concern due to the significant number of fatal crashes caused by impaired drivers (42% of fatal crashes in Ada/Canyon Counties between 2007–2011) as well as the high number of youth involved. Statewide, nearly 15% of drivers in impaired driving crashes were under the age of 21.

As with occupant protection, CIM 2040 does not directly address impaired driving, but does help support this target area through data collection and coordinating with law enforcement.

5. Young Drivers

Drivers between the ages of 15 and 19 are considered “young” drivers. Between 2007 and 2011 in Ada and Canyon Counties, there were 10,382 crashes involving young drivers. Regionally, this is 25% of all crashes and 20% of all fatalities.

⁵ 2012 Observational Seat Belt Survey, Idaho Transportation Department, November 5, 2012. <http://itd.idaho.gov/ohs/ClickIt/Surveys/obsrd2012web.pdf>.

CIM 2040 goals and tasks address issues relating to young drivers by placing a high priority on creating walkable and bikeable communities and improved access to transit, thus providing young drivers with accessible, safe options to driving a car or riding with a friend.

6. Vulnerable Users

Bicyclists and Pedestrians

Between 2007 and 2011, there were 945 crashes involving bicycles in Ada and Canyon Counties, resulting in six fatalities and 129 serious injuries. During that same time frame, there were 424 crashes involving pedestrians, resulting in 19 fatalities and 113 serious injuries.

CIM 2040 addresses bike and pedestrian safety through supporting more walkable and bikeable communities, prioritizing projects that help complete bike and pedestrian networks, and supporting education on sharing the road with all users.

Mature Drivers

National research indicates drivers and passengers over the age of 65 are more likely than younger persons to sustain injuries or die in traffic collisions.

While mature drivers are not specifically addressed in CIM 2040, several CIM 2040 goals and tasks will serve to assist this part of the population. These goals and tasks include creating walkable and bikeable communities, improving access to transit, and reducing distractions by addressing congestion and providing for overall improvements to the current transportation system.

7. Commercial Vehicles

Commercial vehicles include buses, truck tractors, truck-trailer combinations, trucks with more than two axles, trucks with more than two tires per axle, and trucks exceeding 8,000 pounds that are primarily used for the transportation of property. The SHSP states that in 2008, 36 people died in collisions with commercial vehicles. This number makes up 16% of fatalities in Idaho; 61% of those fatalities were occupants of personal vehicles. Commercial vehicles are addressed in CIM 2040 through numerous goals, objectives, and tasks to better manage congestion and

roadway access, including encouraging entities to adopt the local access management toolkit.⁶

8. Motorcyclists

In 2008, motorcycle collisions represented just 3% of the total number of collisions in Idaho, yet accounted for almost 13% of the total number of fatalities and serious injuries. Between 2007 and 2011 there were 987 motorcycle crashes in Ada and Canyon Counties.

CIM 2040 helps address issues related to motorcycle safety by supporting education on sharing the road with all users and coordinating with law enforcement.

9. Roadway-Related Crashes

The SHSP identified two components to roadway-related crashes:

- single-vehicle run-off-road crashes
- head-on and side-swipe crashes

Between 2004 and 2008, nearly half of the 1,286 Idaho highway fatalities resulted from roadway departure crashes.

This issue is addressed in CIM 2040 through goals, objectives, and tasks that prioritize projects that help complete and improve the overall transportation system.

10. Intersections

Statewide, in 2008, 82% of intersection crashes occurred on urban roads, but 60% of the fatalities were at rural intersections. This is a result of higher speeds and fewer signalized intersections in rural areas.

Collisions at intersections are addressed in CIM 2040 through encouraging entities to adopt measures in the *Access Management Toolkit*⁷ and reducing conflict points between modes.

⁶ www.compassidaho.org/documents/planning/studies/AcMgtTIkt_08Cover_Electronic.pdf

⁷ www.compassidaho.org/documents/planning/studies/AcMgtTIkt_08Cover_Electronic.pdf

11. Emergency Response

The availability and quality of services provided by local emergency management agencies may mean the difference between life and death for someone injured in a traffic crash. The sooner someone receives appropriate medical care, the better the chances of recovery; however, no data are available for this emphasis area.

The SHSP has a goal of re-opening a roadway as quickly as possible after a crash but notes that other needs take precedence over this goal:

- quick and effective response to address care of crash victims
- safety of emergency responders, incident victims, and the public
- collection of accurate crash data

CIM 2040 addresses emergency response issues by improving the transportation system as a whole, coordinating with law enforcement, and implementing the updated *Treasure Valley Transportation System: Operations, Management, and Intelligent Transportation Systems (ITS)* plan.⁸

Safety Performance Measures and Targets [Heading 1]

As discussed above, CIM 2040 specifically addresses safety issues in goal 1.2—*Improve safety and security for all transportation modes and users*—as well as through several objectives and tasks.

However, simply developing goals and tasks is not enough. To impact safety, and reduce crashes, injuries, and deaths, the plan must be implemented. COMPASS will track progress toward meeting goal 1.2 by monitoring the following performance measures and advancement toward their specific targets for 2040:⁹

- Number of auto crashes per year
 - Current: 8,538
 - Target: Less than previous year

⁸ www.compassidaho.org/prodserv/cms-intro.htm

⁹ See Chapter 10 for a discussion on the development of CIM 2040 performance measures and targets.

- Number of bike crashes per year
 - Current: 187
 - Target: Less than previous year
- Number of pedestrian crashes per year
 - 86
 - Less than previous year
- Number of transit crashes per year
 - Current: 46
 - Target: Less than previous year
- Number of auto fatalities per year¹⁰
 - Current: 30.6
 - Target: 0
- Number of bike fatalities per year¹¹
 - Current: 1
 - Target: 0
- Number of pedestrian fatalities per year¹²
 - Current: 4
 - Target: 0
- Number of auto injuries per year¹³
 - Current: 369
 - Target: Less than previous year
- Number of bike injuries per year¹⁴
 - Current: 21.2
 - Target: Less than previous year

¹⁰ Baseline is 2002-2012 average

¹¹ Baseline is 2002-2012 average

¹² Baseline is 2002-2012 average

¹³ Baseline is 2002-2012 average

¹⁴ Baseline is 2002-2012 average

- Number of pedestrian injuries per year¹⁵
 - Current: 5
 - Target: Less than previous year

The annual performance monitoring report, with data on progress toward meeting all regional performance measures, as well as reports from past years, is available on the CIM online dashboard.¹⁶ The 2014 report will be the first to address these specific performance measures.

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¹⁵ Baseline is 2002-2012 average.

¹⁶ www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

Chapter 8¹

Transportation Security [Chapter title]

Transportation Security Defined [Heading 1]

Transportation security is an integral part of regional planning. In broad terms, transportation security refers to the ability of a transportation system—including physical structures, transit, and road networks—to physically hold up and enable safe movement of the population during emergencies, disasters, and other threats. For example, during a flood, will bridges remain intact and will the system be adequate to handle an emergency evacuation?

Federal requirements state that long-range transportation plans should include "...emergency relief and disaster preparedness plans and strategies and policies that support homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users."²

CIM 2040 specifically addresses security in goal 1.2: *Improve safety and security for all transportation modes and users*. Several CIM 2040 objectives and tasks also indirectly address security. A complete listing of all CIM 2040 goals, objectives, tasks, performance measures, and lead agencies can be found online.³

This chapter addresses transportation security as it relates to roadway networks and facilities, and to transit networks and facilities.

Roadway Networks and Facilities [Heading 1]

Security assessments of roadway networks focus primarily on major routes, including state-owned highways. Regionally, Interstate 84 is of chief importance, as it serves as the main transportation route for the trucking industry in the northwestern US. In addition to I-84 and the remaining state highway network, there are nearly 3,000 centerline miles of road and 400 bridges; these are owned by local agencies, including highway districts and cities.

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² "Development and content of the metropolitan transportation plan." *Code of Federal Regulations*. Title 23, 450.322 (h). www.ecfr.gov/cgi-bin/text-idx?c=ecfr&SID=934dd032fc36de4f70b606daac70661a&rgn=div6&view=text&node=23:1.0.1.5.11.3&idno=23#23:1.0.1.5.11.3.1.12. December 20, 2013.

³ www.compassidaho.org/prodserv/cim2040.htm

The major roadways serving urban areas in Ada and Canyon Counties tend to be well-maintained with adequate capacity for efficient evacuation.

Threats to Roadway Networks and Facilities [Heading 2]

Six potential threats related to the Treasure Valley roadway networks have been evaluated by county emergency management agencies: floods, dam failure, snow, fires, earthquakes, and landslides. This section of the plan will address floods and dam failure, which pose the more serious concerns for transportation and evacuation.

Floods [Heading 3]

Historically, flooding along the Boise River has been associated with heavy snowpack and early thaws. To a large degree, serious floods have been negated by construction of dams along the Boise River to the east of the region. However, very long-term climate forecasts indicate a possibility of earlier snowmelts and more winter precipitation in the form of rain. This pattern could affect the timing and volume of dam releases to balance flood control with retention for agricultural and recreational purposes.⁴

Figure 8.1 shows the major roadway system in relation to the 100- and 500-year flood zones.

⁴ *Climate Change Impact Assessment for Surface Transportation in the Pacific Northwest and Alaska*, Washington State Department of Transportation, January 2012, 4-6.
www.wsdot.wa.gov/research/reports/fullreports/772.1.pdf.

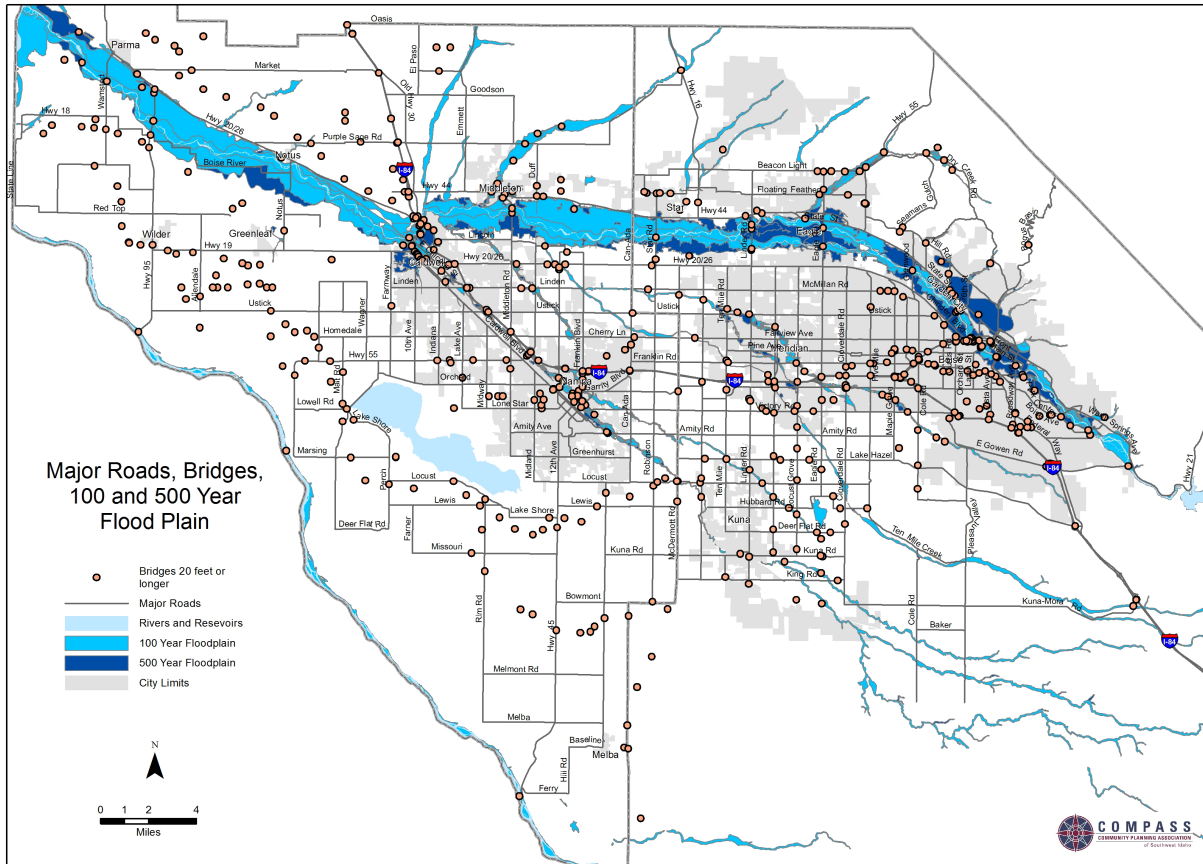


Figure 8.1. Major roads and bridges and the 100- and 500-year flood zones

Nearly 30,000 homes (64,000 residents) are within the 500-year flood zone, and 10,200 of these homes (approximately 24,000 residents) are within the 100-year flood zone. About half of these homes and residents are in the flood zone along the Boise River.

Figure 8.1, above, also depicts bridges in relation to the flood zones. There are 133 bridges 20 feet or longer within the 500-year flood zone. Of these, 27 cross the Boise River and are built to accommodate 100-year flood events. The main threat to these bridges during a flood is the pile-up of debris against their upstream sides, which can put added stress on the structures and cause even more flooding upstream.

Drainage from the foothills along the north end of the valley is another source of concern. Over the past 50 years, development has encroached on the foothills' drainage and outflow areas, placing more homes in the path of flooding. Foothills floods are more localized events and not a major evacuation issue.

The Snake River is remote from most development and transportation corridors within the planning area. However, significant crossings in Ada and Canyon Counties include State Highway 45, State Highway 55, US 95, and US 20/26.

Dam Failure [Heading 3]

The Idaho Department of Water Resources (IDWR) and the US Bureau of Reclamation administer dam safety throughout the state. IDWR inspects each dam at least every two years. Every dam inspected is given a risk classification to grade potential downstream losses and damages that could occur from dam failure during typical flow conditions. Lucky Peak, Arrowrock, and Anderson Ranch dams, all located upstream from Boise on the Boise River (Figure 8.2), are classified as “high risk,” or Category 1, by IDWR. While Boise is in closest proximity to these dams, the cities of Garden City, Eagle, Star, Middleton, Caldwell, Notus, and Parma are also located downstream of these dams and subject to flooding in the case of dam failure.

A recent evaluation by the Ada City-County Emergency Management program depicted a possible dam failure resulting in a flood flow of as much as 34,000 cubic feet per minute (cfm). This contrasts with “normal” flood stages, when flows exceed 7,000 cfm.

Another security issue is that key transportation administrative and/or maintenance facilities are located in or near the 500-year floodplain, including ACHD’s headquarters, maintenance yard, and traffic operations center; ITD headquarters; and offices of the Federal Highway Administration, Local Highway Technical Assistance Council, Notus Parma Highway District, and TVT. Recovery after a major flood could be hampered by loss of equipment and records.

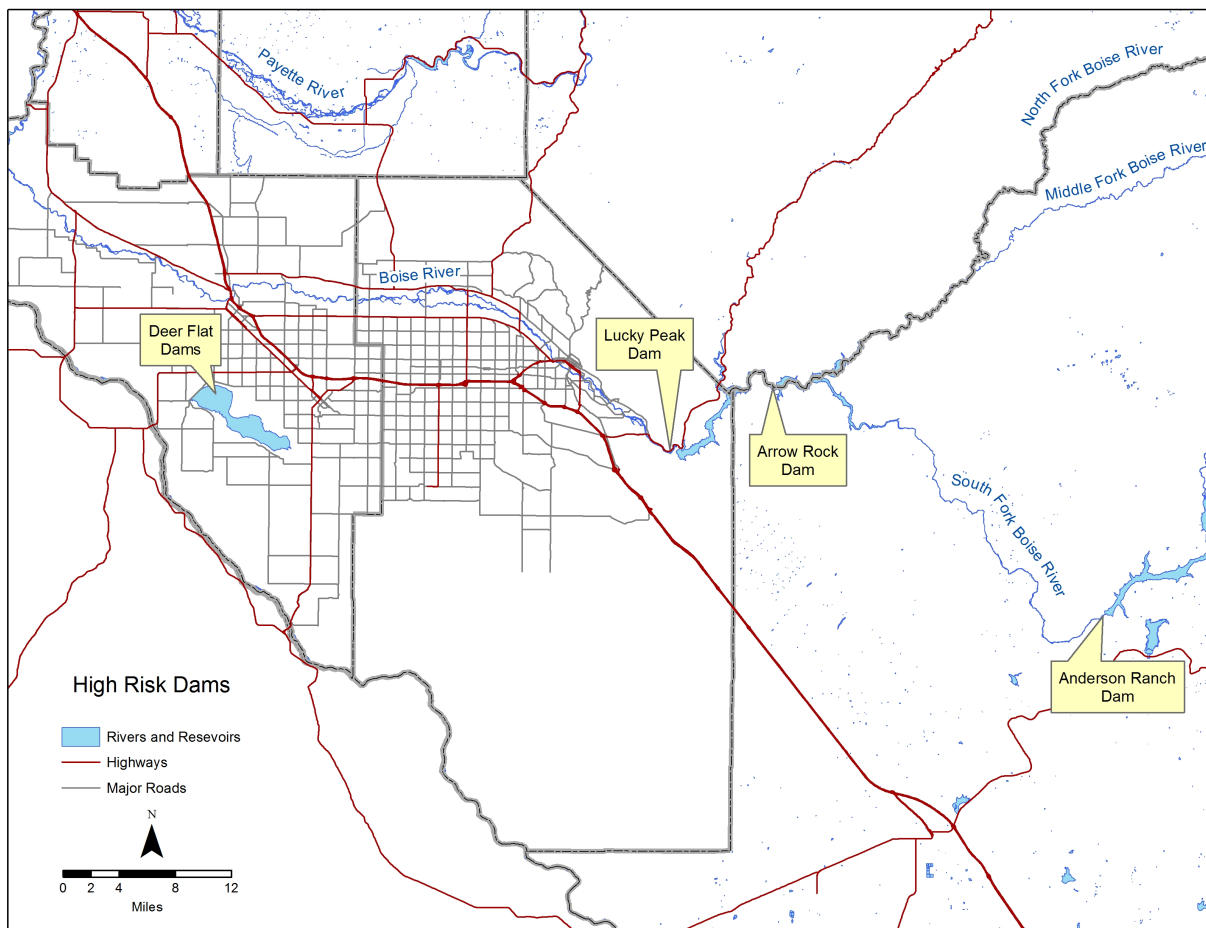


Figure 8.2. High-risk dams in the region

Transit Networks and Facilities [Header 1]

In the CIM 2040 region, the main public transportation providers are VRT, TVT, and Commuteride. The first two provide fixed-route and special transit bus services within Ada and Canyon Counties, and Commuteride operates a vanpool mostly in Ada County. VRT maintains a fleet of 63 vehicles based in two facilities, one in south Boise and the other in north Nampa. TVT has 16 vehicles based out of its facility in northwest Nampa. Commuteride has 104 vans.

There are no fixed-guideway (i.e., rail) services in the region.

Threats to Transit Networks and Facilities [Heading 2]

Security assessments of transit services and facilities consider two main factors:

- threats to transit passengers and facilities
- disruption to services in the event of a natural or human-caused catastrophe

Threats to Transit Passengers and Facilities [Heading 4]

Transportation organizations work to enhance the safety of the current transportation system and build security measures into future projects. For example, the design of the transit center being planned for downtown Boise may incorporate visual surveillance and communications technology, and space for a police substation.⁵

COMPASS examined security in its September 2009 publication, *Technology in Mobility Management*.⁶ The report addressed several security-related technologies that can increase the safety of the valley's public transit system, including:

- global positioning system (GPS) tracking to allow automated vehicle location. While principally a benefit in providing real-time information to transit dispatchers and transit customers, knowing the exact location of a transit vehicle in an emergency is critical. (Implemented on buses at the time of this plan.)
- radio systems, enabling voice and data communication in the event of an emergency or on-board threat. (Implemented on buses at the time of this plan.)
- emergency/panic button(s) and remote surveillance.
- surveillance via on-board cameras. (Implemented on buses at the time of this plan.)
- surveillance via cameras along routes and at park-and-ride locations.

Part of the updated ITS plan reflects how electronic communications have been deployed in the Treasure Valley to increase coordination between agencies, dispatch, and emergency services. The ITS plan is discussed in more detail in Chapter 6, and the full report is available online.⁷

Disruption to Services [Heading 3]

In an emergency, the CIM 2040 region's surface bus system would experience far less disruption than systems in bigger cities, where populations depend on rail transit corridors comprising tunnels, bridges, and main stations. The planned

⁵ Consideration of surveillance technology was part of the multimodal preliminary design concepts developed by URS under contract to Valley Regional Transit during 2008 and 2009.

⁶ Report 12-2009 at www.compassidaho.org/reports.htm

⁷ www.compassidaho.org/prodserve/cms-intro.htm

downtown Boise transit center, while concentrating vehicles at a specific location, is not essential to the provision of service. In the event of an incident, buses could use other streets for transferring passengers. However, transit routes cross several bridges; the absence of even a single bridge would disrupt transit services, causing detours and delays.

Evacuation Services [Heading 4]

Transportation facilities are critical for evacuations of both auto users and non-auto users (populations unable to drive in the event of an evacuation).

Auto Users in Evacuations [Heading 5]

While bridges may be compromised in the event of a flood, they provide routes for evacuation in the event of a natural or human-caused disaster. As Figure 8.1 indicates, even a major 500-year flood would affect a fairly small area of the region and leave most evacuation routes intact, though damage to bridges would impact vehicular travel and transit services, as described above.

The transportation system provides multiple routes for evacuation in the event of other, more localized disasters such as wildfires, landslides, or hazardous material spills. Landslides and wildfires are of primary concern in the foothills area.

Non-Auto Users in Evacuations [Heading 5]

In 2005, Hurricane Katrina devastated the Gulf Coast, killing almost 730 people in New Orleans alone. Nearly 72% of the city's fatalities were age 60 or older,⁸ although that age group represented only 15% of the city's population.⁹ One major reason for this disparity was the failure to consider the needs of people who could not drive or lacked access to a vehicle. This included the elderly, people with disabilities, and people in nursing care facilities. These vulnerable populations must be considered when developing evacuation plans.

⁸ Bill Bytheway, "The Evacuation of Older People: The Case of Hurricane Katrina" (paper presented at the annual conference of the Royal Geographical Society and Institute of British Geographers, London, August 31, 2006). <http://forums.ssrc.org/understandingkatrina/the-evacuation-of-older-people-the-case-of-hurricane-katrina>.

⁹ Profiles of General Demographic Characteristics: 2000 Census of Population and Housing, Louisiana. Washington: US Census Bureau, 2001. Total population of New Orleans in 2000 was 484,674, while the population of people aged 60 and older was 73,311.

In Ada and Canyon Counties, about 64,000 residents live within the 500-year flood zone.¹⁰ Of these, 7,600 residents are 65 years and older. The American Community Survey (ACS) indicates that 38% of this age group—about 2,900 people—has a disability.¹¹ According to ACS statistics, of the 58,000 persons *under* age 65 in the 500-year flood zone, approximately 4,600 have a disability. However, not all of these individuals are transit-dependent. Although there are no statistics available, many of these vulnerable residents are able to drive or have someone in their household who can drive.

Elderly persons and those with disabilities in group homes may need assistance. Idaho Department of Health and Welfare data indicates there are more than 3,100 beds in residential care facilities in Ada and Canyon Counties and, of those, 430 are in or near the 500-year floodplain.¹²

The vast majority of the 430 beds are in Ada County, with more than 300 within Boise and Garden City, sites closest to upstream dams. Some facilities are not along the Boise River but in floodplains at the base of the foothills or along other streams.

Security plans specifically note the need to involve VRT and other owners of buses, especially those with lift equipment, in evacuation planning. Other entities that have vehicles with lift equipment and wheelchair capacity include school districts and private firms providing non-emergency transportation.

The report *Ensuring Workforce Mobility in Emergencies*¹³ by ICF International recommends working with local agencies to

- collect regional geographic data in a common format and offer this data in a repository for emergency planning, training, and response; and
- conduct an inventory of public and private transit-related resources to share, such as vehicles available for use, staging areas, and technology.

¹⁰ *Idaho: 2010, Summary Population and Housing Characteristics*. Washington: US Census Bureau, 2012. COMPASS used its geographic information system platform to aggregate census population data and floodplain data from the U.S. Federal Emergency Management Agency.

¹¹ American Community Survey 2011, www.census.gov/acs/www

¹² "Residential Care Facility or Assisted Living," Idaho Department of Health and Welfare, accessed March 2013, healthandwelfare.idaho.gov/Portals/0/Medical/LicensingCertification/R_RALF.pdf.

¹³ *Ensuring Workforce Mobility in Emergencies*, ICF International, Inc., 2010. www.icfi.com/insights/white-papers/2010/ensuring-workforce-mobility-in-emergencies.

Both projects are underway through COMPASS programs that are collecting information on locations of vulnerable populations (nursing homes, group homes, training centers) and transportation services. COMPASS is also working with state and local agencies to compile consistent GIS data on facilities such as streets, bridges (including weight restrictions), schools, and hospitals.

Local Emergency Management Strategies [Heading 1]

Strategies included in the *Ada County Hazard Mitigation Plan* or the *Canyon County, Idaho, All Hazards Mitigation Plan* that are relevant to CIM 2040 are listed below, based on type of emergency.¹⁴ Many of these items are addressed indirectly in CIM 2040 through preservation of open space, maintaining existing transportation infrastructure, and land use planning.

Dam Failures

- Map dam failure inundation areas.
- Relocate critical facilities out of dam failure inundation areas.
- Consider open space land use in designated dam failure inundation areas.
- Flood-proof facilities within dam failure inundation areas.
- Develop a continuity of operations plan.

Earthquakes

- Locate critical facilities or functions outside hazard areas where possible.

Floods

- Locate or relocate critical facilities outside of hazard areas.
- Promote open space in identified high-hazard areas by implementing planned unit developments, easements, setbacks, greenways, and sensitive area tracks.
- Adopt land development criteria such as planned unit developments, density transfers, and clustering.
- Acquire vacant land or promote open space in developing watersheds to control increases in runoff.

¹⁴ *Ada County Hazard Mitigation Plan Update, Volume 1: Planning-Area-Wide Elements*. July 2011. Ada City-County Emergency Management. www.accem.org/hmpu.html.
Canyon County, Idaho All Hazards Mitigation Plan. June 2006. Canyon County Sheriff. www.canyoncounty.org/Elected-Officials/Sheriff/Emergency-Management.aspx.

- Improve infrastructure to make more flood-resistant via a bridge replacement program.
- Provide redundancy for critical functions and infrastructure.
- Implement stormwater management regulations and master planning; adopt a stormwater management master plan.
- Incorporate retrofitting or replacement of critical system elements in capital improvement plans.
- Warehouse critical infrastructure components.
- Develop and adopt a continuity of operations plan.
- Maintain existing data and gather new data needed to define risks and vulnerability.
- Create an inventory of structures, including elevation data, within the floodplain.
- Integrate floodplain management policies into other planning mechanisms within the planning area.
- Consider the probable impacts of climate change on the risks associated with floods.
- Consider the residual risk associated with structural flood control in future land-use decisions.
- Post and publicize evacuation routes.

Security Performance Measures and Targets [Heading 1]

As discussed above, CIM 2040 specifically addresses security in goal 1.2: *Improve safety and security for all transportation modes and users.*

COMPASS will track progress toward meeting goal 1.2 by monitoring the following performance measures and advancement toward their specific targets for 2040:¹⁵

- Bridge conditions (% of bridges not “functionally obsolete”)
 - Current: 87%
 - Target: 87%
- Bridge conditions (% of bridges not “structurally deficient”)
 - Current: 96%
 - Target: 100%

¹⁵ See Chapter 10 for a discussion on the development of CIM 2040 performance measures and targets.

The annual performance monitoring report, with data on progress toward meeting all regional performance measures, as well as reports from past years, are available on the CIM online dashboard.¹⁶ The 2014 report will be the first to address these specific performance measures.

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¹⁶ www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

Chapter 9¹

Environmental Considerations [Chapter Title]

Federal regulations require MPOs to take a comprehensive approach to environmental and natural resource issues when developing their long-range transportation plans. For example, MAP-21 directs MPOs to consult with federal and state agencies to identify potential mitigation activities that can help restore and maintain environmental functions affected by the plan.²



Photo: Troy Behunin

By working closely with both transportation and natural resource organizations, COMPASS was able to take into account key environmental, community, and economic goals early on in the CIM 2040 planning process. Ongoing cooperation among these groups will help ensure CIM 2040 goals are considered during the design and construction of any new transportation projects.

To address the Treasure Valley’s unique blend of geographic features and natural resources—from the foothills and the Boise River to wide expanses of farmland and open space—COMPASS incorporated the following goals into CIM 2040:

Goal 1.1: Enhance the transportation system to improve accessibility to jobs, schools, and services; allow the efficient movement of people and goods; and ensure the reliability of travel by all modes considering social, economic, and environmental elements.



Photo: Toni Tisdale

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² Moving Ahead for Progress in the 21st Century Act of 2012, 23 U.S.C. §134(i)(2)(D).

Goal 5.1: Promote a transportation system and land-use patterns that enhance public health, protect the environment, and improve the quality of life.

Goal 7.1: Promote development and transportation projects that protect and provide all of the region's population with access to open space, natural resources, and trails.

Goal 8.2: Protect agricultural land for food, fiber, and fuel production and support of other agricultural and food-related businesses.

Environmental Review Process [Heading 1]

COMPASS has collaborated with a work group of environmental and natural resource agencies since 2008 to address environmental issues relevant to long-range transportation planning. Details about work group activities can be found in the *COMPASS Environmental Review Process, 2008–2013* (CIM 2040 supplement).³

Environmental Suitability Analysis [Heading 2]

Through the work group partnership, COMPASS is able to access the most current and complete environmental and resource data available for the two-county area. COMPASS has produced environmental and resource maps using the shared data, but wanted to use the data for more than simply mapping. To this end, the work group discussed various methods for employing the data to determine which Treasure Valley areas would be the most and least suitable for new or widened roads. COMPASS and the work group drafted a methodology for using a CommunityViz suitability analysis tool to assess priority transportation corridors for environmental and resource values. (As discussed in Chapter 3, COMPASS used CommunityViz software in the CIM 2040 scenario planning process.)

The group suggested categorizing the various environmental data sets to help stakeholders and the public visualize clusters of environmentally sensitive areas as well as enable the CommunityViz suitability analysis tool to identify key areas for preservation and/or conservation. Data categories governed by federal requirements were weighted with the highest values.

³ Listed under "FY 2014" at www.compassidaho.org/reports.htm. Appendix A includes a list of participating agencies.

In May 2013, the work group reviewed results of the environmental suitability analysis of priority transportation corridors for CIM 2040 (Figure 9.1). Corridor summaries, which include descriptions of environmental concerns and likely issues for each corridor, are available online.⁴

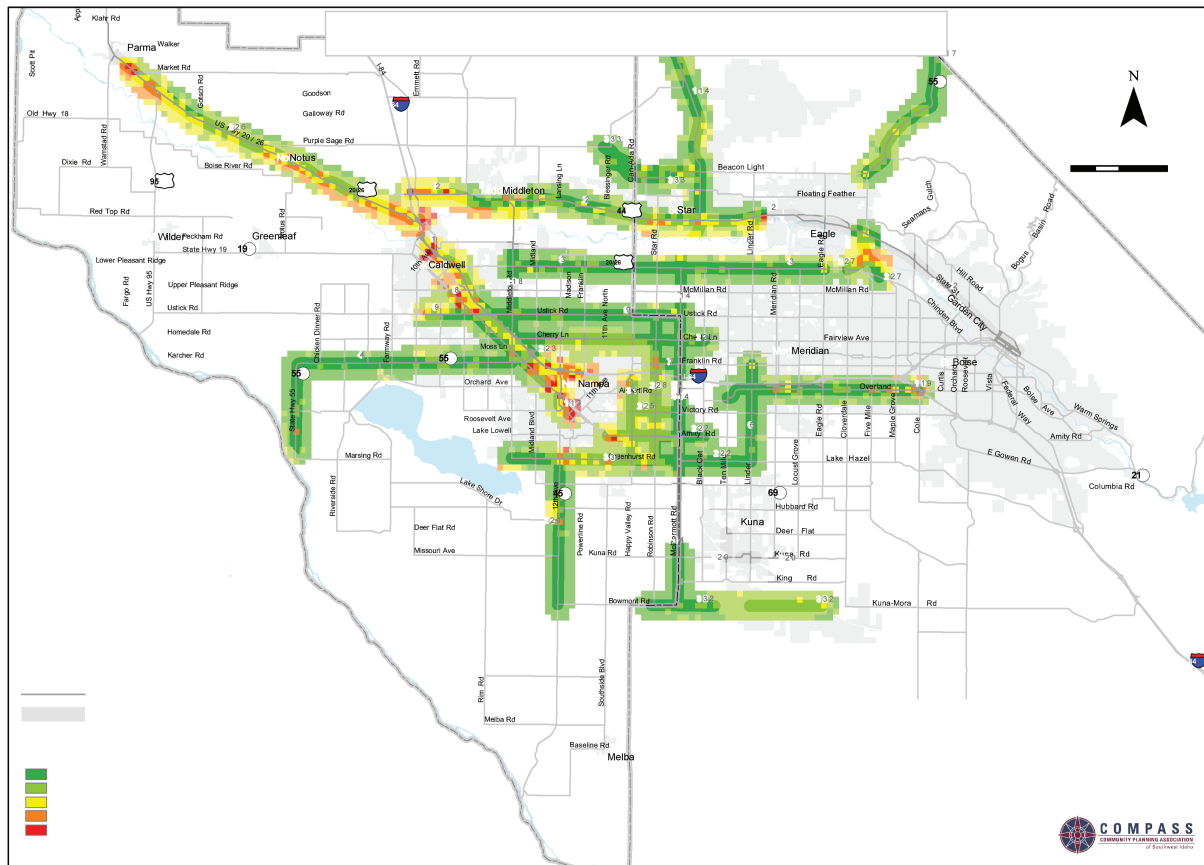


Figure 9.1. Potential environmental issues along priority corridors. A larger version of this map is available online.⁵

The following categories were used in the initial analysis to pinpoint potential environmental impacts along the prioritized corridors:

- Hydrological areas
 - water quality and quantity
 - runoff (stormwater)

⁴ www.compassidaho.org/prodserv/cim2040.htm

⁵ www.compassidaho.org/documents/prodserv/maps/EnvironmentalCIMScanMap.pdf

- streams, wetlands, and canals
- groundwater
- floodplains and floodway areas
- Habitat and wildlife areas
 - Boise foothills
 - aquatic and riparian habitats
 - wildlife management areas
 - endangered species
- Traffic noise
- Hazardous materials/contaminated sites
 - potential remediation sites
 - gas stations
- Cultural and historic resources
 - historic sites, trails, and/or structures
 - aesthetics
- Environmental justice
- Open space, parks, and recreation areas
 - parks
 - cemeteries
- Agricultural and farmland
 - Land use
 - existing residential neighborhoods
 - schools
 - railroads
 - tank trail
 - airports/private airstrips



Photo: Liz Paul

Mitigation Strategies [Heading 1]

From an environmental standpoint, mitigation strategies refer to actions that can avert or lessen the environmental impact of a project.

Once the CIM 2040 environmental review work group identified and mapped environmentally sensitive areas, it then identified general mitigation strategies for CIM 2040 prioritized corridors and projects. These are discussed in brief below, along with mitigation strategies that address the air quality maintenance area designation in northern Ada County. A more extensive discussion of mitigation strategies is included in the *COMPASS Environmental Review Process, 2008-2013* report.⁶

Mitigation measures should be approached in the following order, per the National Environmental Policy Act (NEPA):⁷

1. Avoid the impact altogether by not taking a certain action or parts of an action.
2. Minimize impacts by limiting the degree or magnitude of the action and its implementation.
3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment.
4. Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
5. Compensate for the impact by replacing or providing substitute resources or environments.

⁶ Listed under "FY 2014" on www.compassidaho.org/reports.htm

⁷ "Purpose, Policy, and Mandate." *Code of Federal Regulations*. Title 40, 1500.1(b). http://energy.gov/sites/prod/files/NEPA-40CFR1500_1508.pdf. July 10, 2013.

Streams and wetlands are governed under federal mitigation standards,⁸ which require projects to

- adhere to “avoid, minimize, compensate” sequencing—that is, avoid impacts to a wetland or other aquatic resource but, if that’s not possible, minimize impacts and compensate for them;
- compensate for the lost functions of the impacted aquatic resources; and
- set measurable and enforceable ecological performance standards to ensure successful compensation.

Hydrological Areas [Heading 2]

Water quality and quantity are key considerations in any planning process. To minimize impacts in this arena, planning efforts should

- emphasize/require redevelopment over new development to preserve existing permeable lands;
- require low-impact development and strongly encourage zero-impact development;
- restore permeability, habitats, and ecosystems wherever possible; and
- avoid and/or fully accommodate sensitive ecological areas such as streams, riparian areas, wetlands, buffers, and groundwater recharge areas.⁹



Photo: Ken Miracle

Runoff (Stormwater) [Heading 3]

Runoff from roads, parking lots, and other impermeable surfaces can collect pollutants and carry them to local rivers and other water bodies such as the Boise River and Lake Lowell. Permeable surfaces, where water can sink into the ground, like lawns, fields, and even some types of cement, filter water as it sinks into the ground, thus reducing the amount of pollutants carried into local bodies of water and recharging underground aquifers.

⁸ “Compensatory Mitigation for Losses of Aquatic Resources.” *Code of Federal Regulations*. Title 40, 230. http://water.epa.gov/lawsregs/guidance/wetlands/upload/2008_04_10_wetlands_wetlands_mitigation_final_rule_4_10_08.pdf. September 6, 2013.

⁹ Ibid.

General runoff mitigation strategies include

- establishing procedures to control runoff from construction projects;
- designing storm sewers to catch sediment runoff and prevent it from reaching streams and rivers;
- using water catch basins to detain runoff and allow water absorption;
- reducing the use of materials such as sand on icy roads;
- increasing road/surface sweeping to pick up materials before they enter storm drains; and
- using permeable surfaces where appropriate.

Road construction projects may be subject to a federal Construction General Permit and development of a Stormwater Pollution Prevention Plan (SWPPP) or a Stormwater Management Plan.¹⁰ General mitigation strategies include

- ensuring stormwater requirements are planned/met prior to project implementation;
- implementing the SWPPP or stormwater management best practices;¹¹
- implementing erosion- and sediment-control practices;¹² and
- involving relevant agencies early, including ITD, IDWR, US Environmental Protection Agency (EPA), US Army Corps of Engineers (ACE), local canal or drainage districts, health districts, city/county public works, and local highway districts.

Wetlands and Other Sensitive Areas [Heading 3]

When planning transportation-related projects, avoiding streams and wetlands is the preferred strategy. Federal “no net loss” policies protect, restore, and enhance natural wetlands and other aquatic resources that could be adversely impacted by construction, maintenance, and operations activities. In the event of unavoidable impacts, federal mitigation rules require some sort of mitigation to help ensure no overall net loss of wetland functions; this may include wetland mitigation banking or wetland or stream corridor preservation.

¹⁰ The ACHD NPDES permit requires a stormwater management plan outlining a project's planned runoff control measures.

¹¹ www.epa.gov/oaintrnt/stormwater/best_practices.htm

¹² http://applications.deq.idaho.gov/ieg/environmental_concerns/construction_activities.cfm

Generally, all transportation projects that may result in the placement of fill (soil or rock) into wetlands, streams, rivers, and other water bodies must be evaluated to determine how to avoid the filling and, if unavoidable, how to minimize and mitigate for the loss. If federal funds are used for a project, the agency building or maintaining the road will be subject to FHWA or Western Federal Lands Highway Division policies regarding wetland mitigation.¹³

All permitting requirements, such as those falling under federal 401/404 “dredge and fill” permits, short-term activity exemptions from the Idaho Department of Environmental Quality (DEQ), and Stream Channel Protection Act permits from IDWR, must be met prior to project construction. Transportation agencies should involve IDWR, DEQ, EPA, and ACE early in the planning and/or design process.

Groundwater [Heading 3]

Groundwater provides a significant portion of the drinking water in southwest Idaho, and thus is extremely important to our growing population. However, population growth has the potential to negatively impact groundwater via increased pollution and new development, which can prevent water from seeping into the ground to recharge the groundwater storage (aquifers).

General strategies to mitigate construction impacts on groundwater include

- avoiding areas of high groundwater (where groundwater is close to the surface);
- implementing steps in DEQ’s short-term activity exemption for dewatering operations to prevent intrusion into groundwater; and
- involving local highway districts, ITD, IDWR, DEQ, and EPA in groundwater mitigation activities.

Floodplains [Heading 3]

Floodplains are areas that are likely to flood. They possess significant natural features and perform numerous functions important to the public interest. Federally funded projects and those involving federal lands must be evaluated for their

¹³ These policies are based on Executive Order 11990, Protection of Wetlands, May 24, 1977. <http://water.epa.gov/lawsregs/guidance/wetlands/eo11990.cfm>.

impact on floodplains.¹⁴ Regulations are intended to reduce the risk of flood loss; minimize the impact of floods on human safety, health, and welfare; and restore and preserve the natural and beneficial values served by floodplains.

Local agencies require permits under floodplain ordinances for structures in floodplains, including roads and berms. Most local ordinances do not allow structures in a floodway, the channel that carries water in a river or stream.¹⁵

Habitat and Wildlife Areas [Heading 2]

Transportation projects can severely impact wildlife and their habitats. Road construction activities may spread exotic or invasive species, and routes that divide—or “fragment”—wildlife habitats often cause animals to cross roadways, resulting in automobile crashes.

Habitat fragmentation can be avoided by consulting mapped habitat areas (see Environmental Suitability Analysis, above) when planning roads, and modifying routes accordingly. When a project unavoidably affects wildlife habitat, impacts can be mitigated by providing bridges or other structures to span streams, wetlands, seepage areas, riparian areas, shorelines, and open water. These structures are often designed to accommodate both wildlife and water movement.

Several agencies should be involved early in the process: Idaho Department of Fish and Game, Idaho Department of Lands, EPA, US Forest Service, Bureau of Land Management (BLM), other public land management agencies (if lands are affected by the project), US Fish and Wildlife Service (if threatened, endangered, or candidate species habitat is involved), FHWA, ITD, IDWR, DEQ, counties, and local highway districts.

Traffic Noise [Heading 2]

Traffic noise can be an ongoing issue for homes and businesses located on or near

¹⁴ The intent of Executive Order 11988, Floodplain Management, is to “avoid to the extent possible the long and short term adverse impacts associated with the occupancy and modification of floodplains and to avoid direct or indirect support of floodplain development wherever there is a practicable alternative...” www.archives.gov/federal-register/codification/executive-order/11988.html. September 6, 2013. For example, see the ACE regulation, 33 CFR 320.4(l), www.gpo.gov/fdsys/pkg/CFR-2008-title33-vol3/xml/CFR-2008-title33-vol3-sec320-4.xml.

¹⁵ According to the Federal Emergency Management Agency (FEMA), the regulatory floodway “means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood...” www.fema.gov/floodplain-management/floodway.

busy roads. General strategies to mitigate traffic noise address heavy truck volumes and high speeds, both of which typically increase noise levels.

Planners need to incorporate noise impact abatement techniques into projects and developments within or encroaching any major highway corridor or major local arterial roadway. Abatement options include the use of noise barrier walls, siting less-noise-sensitive uses, such as commercial or industrial facilities, closer to major roads, and designing buildings with no windows or other openings toward the roadway.

Noise can also be a short-term issue during road construction. Construction noise can be mitigated by controlling hours of work, shielding the work site, requiring certain equipment types and mufflers, and eliminating the use of backup beepers on equipment. Beepers may be eliminated if a flagger is used for backing of equipment or could be replaced by a flashing strobe light at night. FHWA's *Construction Noise Handbook* and construction noise model provide guidance for mitigating construction noise.¹⁶

Hazardous Materials/Contaminated Sites [Heading 2]

If there are any indications that a tract of land pending development could possibly be contaminated with hazardous materials—such as from a leaking or abandoned underground storage tank (e.g., from an old gas station)—a site assessment should be conducted. The property should also be crosschecked against DEQ's inventory of prior uses.¹⁷ If contamination is encountered, a remedial investigation can be conducted using DEQ's *Risk Evaluation Manual for Petroleum Releases*.¹⁸

The presence of contamination or hazardous materials should not be cause to relocate a project. The cleanup and re-use of contaminated sites for transportation projects actually has several advantages: it avoids impacts to uncontaminated sites and provides economic and safety benefits to the community. EPA, DEQ, ITD, local highway districts, and cities and counties should be involved early in the assessment and remediation process.

¹⁶ www.fhwa.dot.gov/environment/noise/construction_noise

¹⁷ www.deq.idaho.gov/waste-mgmt-remediation/brownfields/assessment-program.aspx

¹⁸ www.deq.idaho.gov/media/878259-idaho-risk-evaluation-manual-for-petroleum-releases-0812.pdf

Cultural and Historical Resources [Heading 2]

Impacts to cultural and historic resources, such as historic buildings and areas with tribal significance, may come under federal Section 4(f) regulations,¹⁹ and should be avoided if at all possible.

General mitigation strategies include

- consulting early on with the state historic preservation officer and other interested persons and parties to determine what resources may exist in a specific area; and
- employing relocation, marking, and other measures as appropriate.

Environmental Justice [Heading 2]

State and local transportation agencies have a legal obligation to prevent discrimination and to protect the environment through their plans and programs.²⁰ Any projects funded with federal dollars and those requiring federal action (like a permit) must comply with the 1994 Executive Order "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," which states:

*[F]ederal agencies are required to identify and address disproportionate adverse human health and environmental effects, including the interrelated social and economic effects of their programs, policies, and activities on minority and low-income populations in the United States. This environmental justice analysis requires in-depth studies of communities affected by transportation projects and requires effective community outreach to correctly identify potential impacts. This process is intended to ensure that the project avoids, minimizes or mitigates adverse effects on minority and low-income populations.*²¹

COMPASS has mapped minority and low-income populations in Ada and Canyon

¹⁹ Department of Transportation Act of 1966, 49 U.S.C §303; 23 CFR 774.4(f). Section 4(f) declares a national policy to preserve, where possible, "the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites."

²⁰ www.fta.dot.gov/12347_2241.html

²¹ Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, February 11, 1994. www.epa.gov/region2/ej/exec_order_12898.pdf.

Counties to determine where priority corridors intersect with populations of minority and low-income individuals (Figure 9.2). This information is considered when prioritizing projects for the TIP and the long-range transportation plan.

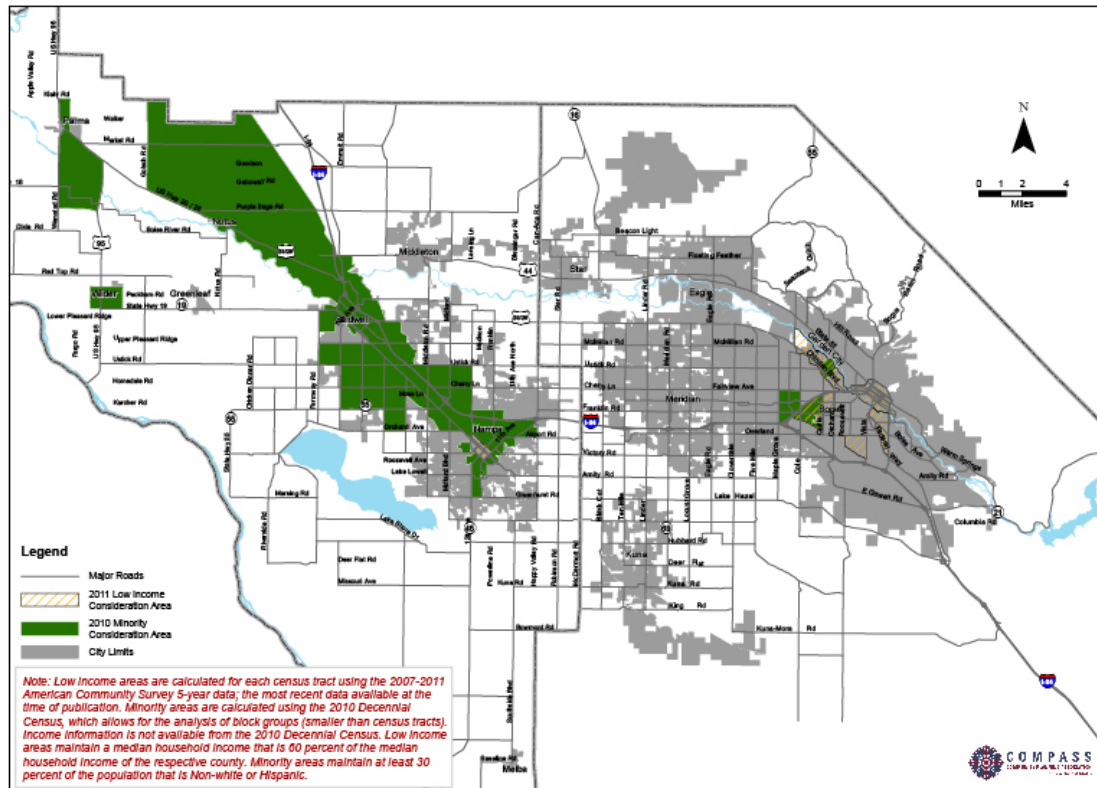


Figure 9.2. Map of Canyon and Ada Counties' Environmental Justice Special Consideration Areas. A larger version of this map is available online.²²

Open Space, Parks, and Recreation Areas [Heading 2]

A publicly owned park, recreation area, wildlife or waterfowl refuge, or historic site, as well as designated wild and scenic rivers, are subject to federal requirements under Section 4(f) of the Department of Transportation Act of 1966. Section 4(f) declares a national policy to preserve, where possible, "the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites."²³

Transportation projects can cross "special lands" only if there is no other "feasible

²² www.compassidaho.org/documents/prodserv/maps/Vision_EJ_Corridors.pdf

²³ Department of Transportation Act of 1966, 49 U.S.C §303.

and prudent alternative” and the sponsoring agency demonstrates that all possible planning to minimize harm has been accomplished. Any time a new roadway alignment or expansion of an existing alignment threaten to impact a 4(f) property, the proposed alternatives must include an avoidance alternative, document whether avoidance is feasible and prudent, and estimate the magnitude of the cost.

Section 4(f) is also called into effect when a project’s impacts in the proximity of the protected area are so severe that the resources’ activities, features, or attributes are substantially impaired, even if the project does not actually intrude into the protected use.

Agricultural and Farmland [Heading 2]

Encouraging growth within existing community footprints is the primary way to minimize encroachment and development on agricultural lands. Planners and developers should consider designing compact and walkable communities, expanding public transportation systems, and maintaining and maximizing use of existing infrastructure.



Photo: Troy Behunin

Transportation planners working on projects in close proximity to farmlands should involve local planning and zoning agencies and the Natural Resources Conservation Service in the process.

There is no mitigation for loss of prime farmland or a change in use to non-agricultural uses.

Land Use [Heading 2]

The density and mix of buildings and other constructed features shape people's travel needs and habits, which in turn also shape urban form. For example, in areas with higher densities and mixed commercial and residential buildings, people walk, cycle, and use other non-motorized transport more because trip distances are typically shorter and are less likely to require travel on major roadways. When

personal vehicles are used in these areas, trips tend to be shorter, and ride sharing is more feasible because there is a greater likelihood that individuals are traveling to and from similar locations.²⁴ Transportation planning and design should incentivize high-density and mixed-use building to minimize land consumption from urban sprawl.

Air Quality [Heading 2]

Northern Ada County is an air quality “maintenance area” for carbon monoxide and coarse particulate matter (PM₁₀). As such, COMPASS must demonstrate that federally funded and “regionally significant” transportation projects will not degrade air quality in the Treasure Valley. This is referred to as an “air quality conformity demonstration.” Through required computer modeling, COMPASS demonstrated that the estimated impacts of the funded projects in CIM 2040 (Chapter 6) meet air quality conformity requirements for northern Ada County and will not degrade air quality. The appendix contains the full air quality conformity demonstration documentation and report.

Strategies to preserve air quality and reduce pollution can also be incorporated into general land use and transportation planning. For example, compact and walkable community designs, expanded public transportation and non-motorized transportation systems, and maintaining and maximizing the use of the existing transportation infrastructure would likely reduce transportation-related air emissions. Practical examples of these strategies include providing infrastructure to support carpooling and implementing bicycle and pedestrian plans.

In addition to air quality impacts of using our transportation system, dust generated by transportation-related construction can also cause short-term impacts. These impacts can be mitigated by developing and following a dust prevention and control plan and employing control measures such as

- watering roadways;
- covering loads;

²⁴ *Reference Sourcebook for Reducing Greenhouse Gas Emissions from Transportation Sources*, Federal Highway Administration, January 2012.
www.fhwa.dot.gov/environment/climate_change/mitigation/resources_and_publications/reference_sourcebook/page04.cfm

- sweeping roadways; and
- reducing speed limits through construction zones.

Additional mitigation measures during construction can include

- properly maintaining construction equipment;
- evaluating the use of available alternative engines and diesel fuels;
- reducing construction-related traffic trips and unnecessary idling;
- using newer, “cleaner” construction equipment;
- installing control equipment on diesel construction equipment; and
- rerouting truck traffic away from communities and schools.

Adopting a construction emissions mitigation plan (CEMP) will help ensure procedures are sufficiently defined, thereby reducing air quality impacts.

Design and implementation of mitigation measures should include consultation with ITD, DEQ, local highway districts, cities, and counties.

Environmental Performance Measures and Targets [Heading 1]

CIM 2040 addresses the environment in goal 5.1: Promote a transportation system and land use patterns that enhance public health, protect the environment, and improve the quality of life.

COMPASS will track progress toward meeting goal 5.1 through monitoring the following performance measures and advancement toward their specific targets in 2040:²⁵

- Vehicle emissions (PM₁₀)
 - Current: 24.4 tons/day
 - Target: Less than 60.1 tons/day
- Ratio of regional preserved open space to population
 - Current (2010): 22.3 acres/1,000 people
 - Target: 25 acres/1,000 people

²⁵ See Chapter 10 for a discussion on the development of CIM 2040 performance measures and targets.

The annual performance monitoring report, with data on progress toward meeting all regional performance measures, as well as reports from past years, are available on the CIM online dashboard.²⁶ The 2014 report will be the first to address these specific performance measures.

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²⁶ www.compassidaho.org/prodserv/gtism-perfmonitoring.htm

Chapter 10¹

Assessing Performance of the Transportation System [Chapter Title]

Communities in Motion 2040 discusses the many issues—such as financial, current and future transportation needs, and sustainability—that have been taken into account while developing the long-range vision for the Treasure Valley. But is it possible to determine if the plan is actually working—that is, whether growth is consistent with the CIM 2040 Vision? Or, if public resources are being used as effectively as possible?

The answer is yes. COMPASS regularly gathers data on growth in the economy, jobs, building permits, and other indicators to determine the health of the valley and the potential demand on the transportation system. It shares this data with the public and with stakeholders, who use it to track progress made toward each of CIM 2040's 17 goals. To track progress, COMPASS compares the data to performance measures and targets.

Set goals—high goals for you and your organization. When you have a goal to shoot for, you create teamwork, people working for a common good.

—Bear Bryant

COMPASS provides the data on growth in a number of reports, including:

- **Performance Monitoring Report.** This report summarizes and evaluates many factors in order to show how much progress is being made toward meeting CIM goals. The baseline performance monitoring report for CIM 2040 will be complete (and posted to the COMPASS website) in July 2014 and will be updated every two years. All previous performance monitoring reports are currently available online.²
- **Congestion Management System Report.**³ This annual CMP report helps transportation and land use planning entities implement congestion management strategies and projects to improve travel time, particularly in areas of high congestion. (See Chapter 6 for additional information on the COMPASS CMP.) The report also helps evaluate progress made toward managing congestion. Additionally,

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

³ www.compassidaho.org/prodserv/cms-intro.htm

the information within the report serves as input into the project prioritization process for the yearly update of the regional TIP.⁴

- **Development Monitoring Report.** This report gives an overview of development activity using building permit information collected from cities and counties. Building permits are tabulated with their addresses at several levels of geography, allowing for the creation of maps and detailed analyses of specific geographic areas upon request. Annual development monitoring reports are available online.⁵

In addition, an online dashboard on the COMPASS website will display performance monitoring data for Ada or Canyon Counties.⁶

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⁴ www.compassidaho.org/prodserv/transimprovement.htm

⁵ www.compassidaho.org/prodserv/gtsm-devmonitoring.htm

⁶ www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

CIM 2040 Goals

1. Transportation

- 1.1. Enhance the transportation system to improve accessibility to jobs, schools, and services; allow the efficient movement of people and goods; and ensure the reliability of travel by all modes considering social, economic, and environmental elements.
- 1.2. Improve safety and security for all transportation modes and users.
- 1.3. Protect and preserve existing transportation systems and opportunities.
- 1.4. Develop a transportation system with high connectivity that preserves capacity of the regional system and encourages walk and bike trips.

2. Land Use

- 2.1 Coordinate local land use planning, transportation planning, and development to maximize the use of existing infrastructure, increase the effectiveness of investment, and retain or enhance the vitality of the local community.
- 2.2 Recognize and more clearly define and support the regional role of all communities, including small communities.
- 2.3 Encourage infill development and more compact growth near community-identified activity centers.
- 2.4 Strive for more walkable, bikeable, and livable communities with a strong sense of place and clear community identity and boundaries.

3. Housing

- 3.1 Encourage mixed-use neighborhoods, town centers, and other development types that include a variety of housing options to meet the transportation and housing needs of all socio-economic groups.

4. Community Infrastructure

- 4.1 Promote land use patterns that provide Treasure Valley residents with safe, reliable, and cost-efficient infrastructure services.
- 4.2 Promote maintenance and preservation of existing infrastructure.

5. Health

- 5.1 Promote a transportation system and land-use patterns that enhance public health, protect the environment, and improve the quality of life.

6. Economic Development

- 6.1 Develop a regional transportation system that connects communities, provides access to employment centers, and provides efficient truck, rail, and/or air freight movement throughout the Treasure Valley.
- 6.2 Maintain the vitality of regional centers, downtowns, and main streets through continued public and private investments in new and existing business, housing, and transportation options as appropriate.

7. Open Space

- 7.1 Promote development and transportation projects that protect and provide all of the region's population with access to open space, natural resources, and trails.

8. Farmland

- 8.1 Protect and enhance transportation routes for the efficient movement of farm equipment and products.
- 8.2 Protect agricultural land for food, fiber, and fuel production and support of other agricultural and food-related businesses.

CIM 2040 Performance Measures and Targets [Heading 1]

CIM 2040 includes performance measures and targets for transportation, and also assesses land use, housing, community infrastructure, economic development, open space, farmland, and health as they relate to transportation.

Performance measures and targets were developed from several sources, and comprise those that were:

- identified by the COMPASS Board;
- created for the scenario planning process to establish the CIM 2040 Vision (Chapter 3);
- used in previous performance monitoring reports; and
- likely to be required by MAP-21.

The COMPASS Board approved initial CIM 2040 performance measures and then asked the CIM Planning Team to refine them (Figure 10.1). The Planning Team and the Public Participation Committee formed a work group to review the initial measures and targets, and made recommendations to the Board. The Board approved the final measures in December 2013.



Photo: Diane Kushlan

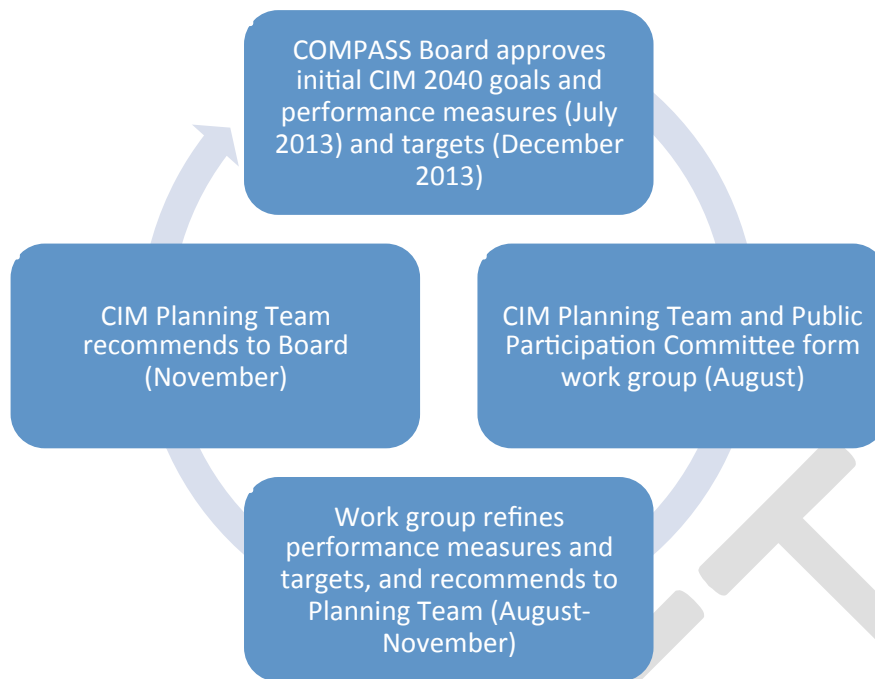


Figure 10.1. CIM 2040 performance measures and target development

The work group considered many factors as it reviewed each potential performance measure:⁷

- Does it represent a key concern?
- Is it clear?
- Are data available?
- Can it be forecasted?
- Is the measure something the agency and its investments can influence?
- Is the measure meaningful for the types of services or area?

Figure 10.2 and Figure 10.3 categorize the 56 CIM 2040 performance measures by topic area. Many of the performance measures address multiple CIM 2040 goals and MAP-21 performance areas. The full list of performance measures, their descriptions, cross-referenced goals, and baseline and target values are online.⁸

⁷ These considerations are from *Performance-Based Planning and Programming Guidebook*, FHWA, September 2013.

⁸ www.compassidaho.org/prodserv/gtsm-perfmonitoring.htm

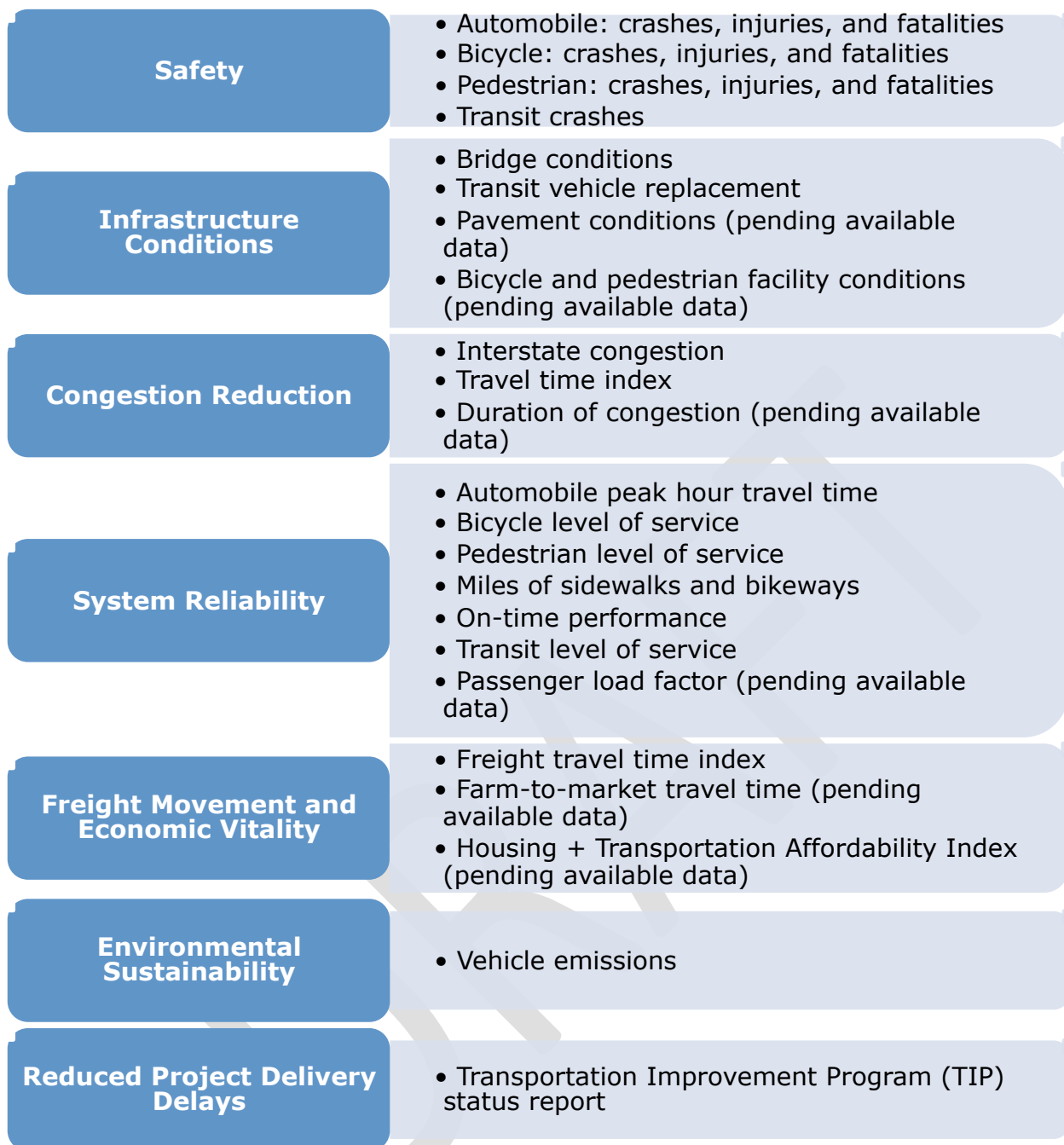


Figure 10.2. CIM 2040 transportation performance measures

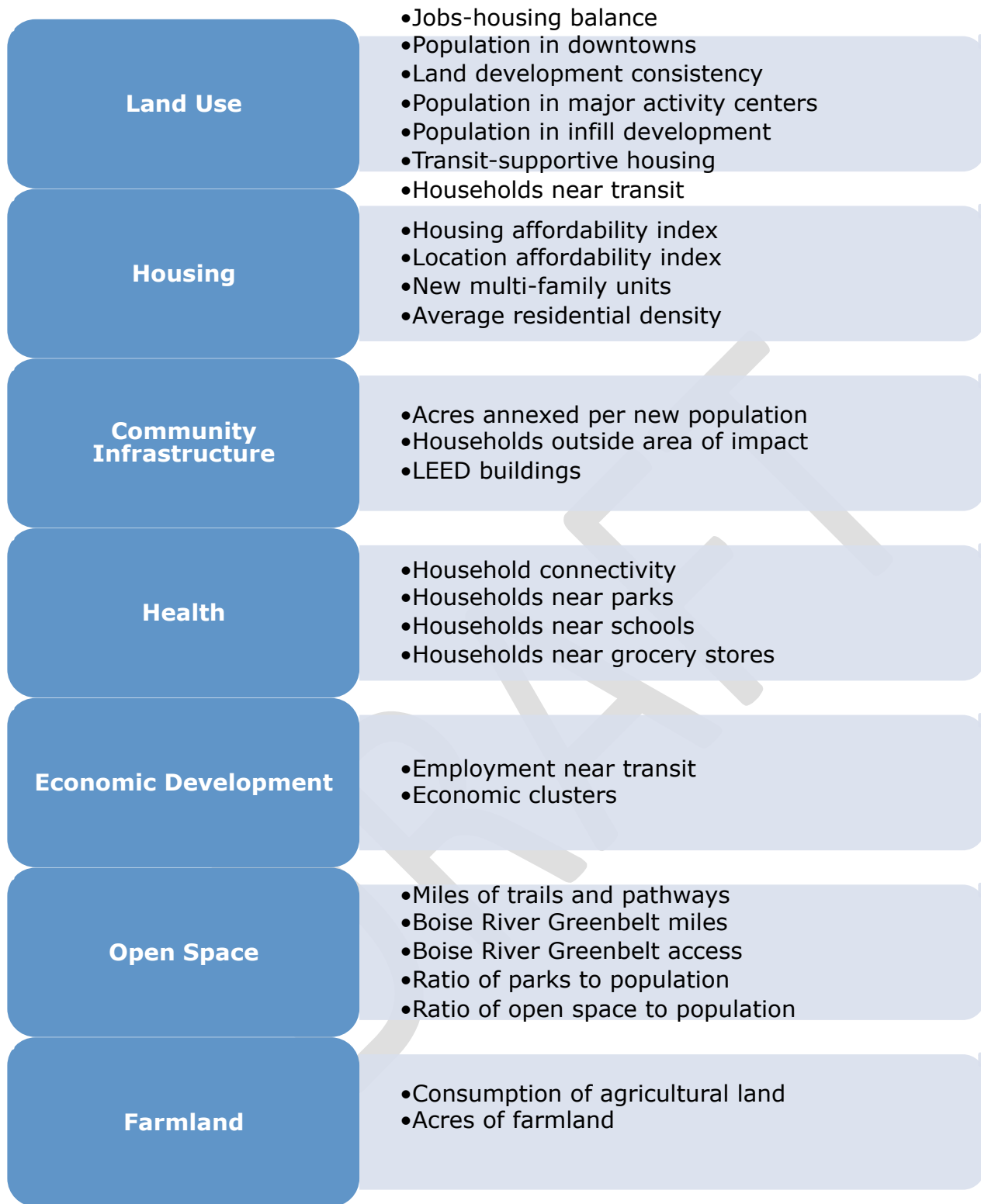


Figure 10.3. CIM 2040 other performance measures

MAP-21 Performance Requirements [Heading 1]

MAP-21 emphasizes performance-based planning and programming to direct resources toward projects that collectively and efficiently help achieve national goals.⁹

MAP-21 requires that MPOs collaborate with states and with public transportation providers to set targets. (MAP-21 rulemaking is still ongoing, and national and state performance measures are still forthcoming.)

■

MAP-21 National Goals

1. **Safety:** Achieve a significant reduction in traffic fatalities and serious injuries on all public roads
2. **Infrastructure Condition:** Maintain a highway infrastructure asset system in a state of good repair
3. **Congestion Reduction:** Achieve a significant reduction in congestion on the national highway system
4. **System Reliability:** Improve the efficiency of the surface transportation system
5. **Freight Movement and Economic Vitality:** Improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development
6. **Environmental Sustainability:** Enhance the performance of the transportation system while protecting and enhancing the natural environment
7. **Reduced Project Delivery Delays:** Promote jobs and the economy; and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

⁹ §1201; 23 USC 134(h)(2)

Performance Measure Usage [Heading 1]

Performance measurement reporting helps COMPASS demonstrate whether the region is meeting the goals outlined in CIM 2040 and required by MAP-21. Reporting also allows for clear communication, accountability to the public, and better decision making.

Residents and other stakeholders can track progress made toward CIM 2040 goals on the COMPASS online performance measures dashboard.¹⁰

Local governments and their decision makers can use COMPASS' development review checklist to evaluate whether land development proposals support CIM goals and objectives.¹¹

Summary [Heading 1]

The CIM 2040 performance measures and targets serve a vital role in identifying progress toward 1) achieving the plan goals (Chapter 1) and implementation policies (Chapter 11) and 2) meeting MAP-21 performance goal area requirements. They also allow for increased communication with and accountability to stakeholders and the public and provide a systematic approach to improved decision making through better information.

Over the next several decades, we are certain to get somewhere—but only by focusing on the CIM 2040 goals and objectives, and using performance measures to track progress will we identify progress toward a better quality of life for Treasure Valley residents.

¹⁰ www.compassidaho.org/prodserv/gtism-perfmonitoring.htm

¹¹ www.compassidaho.org/prodserv/gtism-perfmonitoring.htm

CHAPTER 11¹

Implementing the Plan [Chapter Title]

The interdependent relationship between transportation and land use means that decisions made today about Idaho’s transportation system will affect where and how people travel, and how cities, counties, and the state continue to develop.

COMPASS has developed CIM 2040 to

- document the present state of the transportation system in Ada and Canyon Counties across all transportation modes; and
- chart a course for the maintenance and improvement of the transportation system based on anticipated needs and revenues.

In addition to assessing regional transportation and land use issues, CIM 2040 considers six other related elements: housing, community infrastructure, economic development, open space, farmland, and health.



Photo: Kristi Watkins

The plan includes recommendations for more than 100 tasks and prioritizes corridors and other improvements that are currently unfunded. Performance measures and targets are also identified that can help measure progress in the region. CIM 2040 stresses the importance of working together as a region and communication and collaboration among agencies.

This chapter synthesizes the goals, objectives, and tasks identified for CIM 2040 into eight regional policy statements to help guide the implementation of the plan.² They are designed to serve as a tool for the COMPASS Board of Directors in its role as a regional policy board and to support COMPASS staff-level work on specific

¹ A glossary of terms is available at www.compassidaho.org/comm/glossary.htm. Acronyms in this document are defined at www.compassidaho.org/documents/prodserv/CIM2040/AcronymList.pdf.

² www.compassidaho.org/prodserv/cim2040.htm

tasks. The policies are not intended to replace CIM tasks or goals. These policies are listed below.

To implement the goals of CIM 2040, including the CIM 2040 Vision, COMPASS will

- consider corridor priority order when monies become available for unfunded projects;
- coordinate local plans for land use and transportation investments to implement the CIM 2040 goals and vision;
- cultivate new funding sources for transportation investments;
- promote the appropriate design of transportation facilities for the needs of all users as outlined in the COMPASS complete streets policy (adopted by the COMPASS Board August 8, 2009);³
- employ a grant program to assist agencies in funding innovative ways to implement CIM 2040;
- educate and actively engage the public and stakeholders on best practices for implementing CIM 2040;
- monitor, track, and report development activity and changes to comprehensive plans and other related documents; and
- consider the CIM 2040 goals and vision when developing projects and tasks for the annual COMPASS Unified Planning Work Program.

Going Forward

A plan offers a destination and a broad set of instructions on how to get there. Reaching the goals of this plan requires investing in transportation, considering the design of our transportation systems, and integrating transportation and land development decisions. The adoption of *Communities in Motion 2040* is not the destination; it is the start of the journey.

³ www.compassidaho.org/documents/prodserv/reports/dmr/COMPASS%20_PolicyFinal.pdf

Appendix A

Conformity Demonstration

The report, *Conformity Demonstration of Communities in Motion 2040*, will be added here.

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Communities in Motion 2040 Acronym List

ACE	US Army Corps of Engineers
ACHD	Ada County Highway District
ACS	American Community Survey
BLM	US Bureau of Land Management
CEMP	construction emissions mitigation plan
CIM	<i>Communities in Motion</i>
CMP	congestion management process
CSLOS	Complete Streets Level of Service
COMPASS	Community Planning Association of Southwest Idaho
DEQ	Idaho Department of Environmental Quality
EPA	US Environmental Protection Agency
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
GARVEE bonds	Grant Anticipation Revenue Vehicle bonds
GPS	global positioning system
IDWR	Idaho Department of Water Resources
ISTEA	Intermodal Surface Transportation Efficiency Act
ITD	Idaho Transportation Department
ITS	Treasure Valley Intelligent Transportation System
LOS	Level of service
MAP-21	Moving Ahead for Progress in the 21st Century Act
MPO	metropolitan planning organization
NEPA	National Environmental Policy Act
NPDES	National Pollutant Discharge Elimination System
O&M	Operations and maintenance costs
SHSP	Strategic Highway Safety Plan
SWPPP	Stormwater Pollution Prevention Plan
STP	Surface Transportation Program
TAP	Transportation Alternatives Program
TDM	Travel Demand Management
TIP	Transportation Improvement Program
TMA	Transportation Management Area
TTOP	State Street Transit and Traffic Operational Plan
TVT	Treasure Valley Transit
VRT	Valley Regional Transit

A glossary of terms is available at www.compassidaho.org/comm/glossary.htm.