

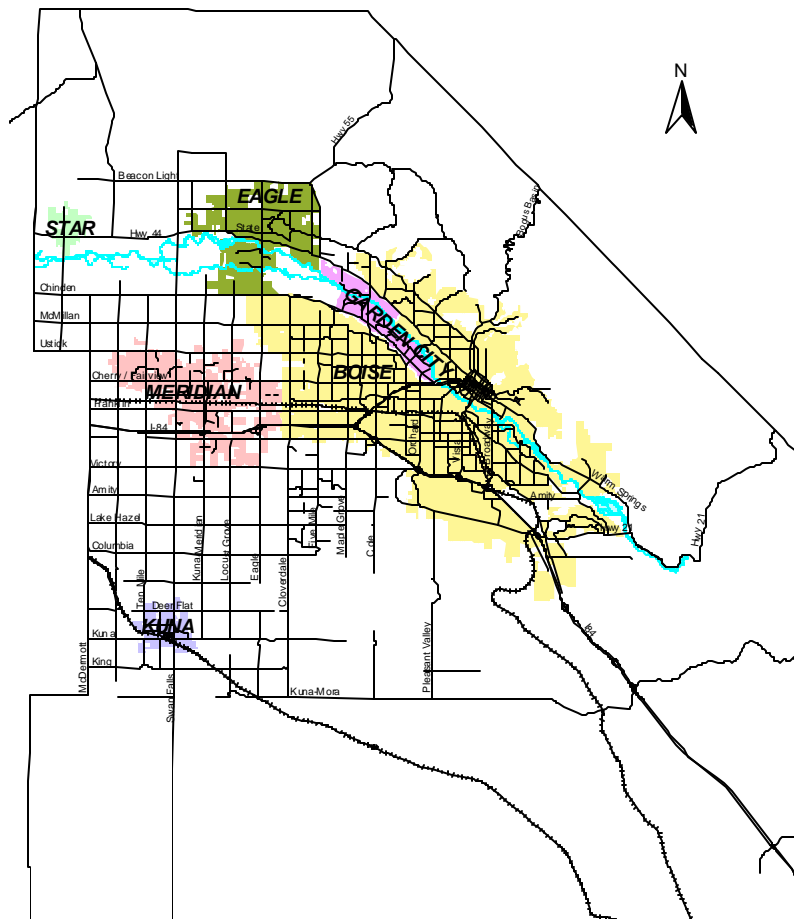
Community
Planning
Association

Report 3-2005

DESTINATION 2030

Limited Plan Update

ADA COUNTY LONG-RANGE TRANSPORTATION PLAN



Approved by Community Planning Association Board on December 20, 2004
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Community Planning Association *of Southwest Idaho*

RESOLUTION No. 02-2005

FOR THE PURPOSE OF APPROVING DESTINATION 2030 LIMITED PLAN UPDATE, THE LONG-RANGE TRANSPORTATION PLAN FOR ADA COUNTY, AND THE ASSOCIATED AIR QUALITY CONFORMITY DEMONSTRATION

WHEREAS, the Community Planning Association of Southwest Idaho has been designated by the Governor of Idaho as the Metropolitan Planning Organization responsible for transportation planning in Ada County; and

WHEREAS, the Transportation Equity Act for the 21st Century and Title 23 Part 450.322 of the Code of Federal Regulations requires metropolitan planning organizations to develop and approve a transportation plan addressing at least a twenty-year planning horizon; and

WHEREAS, Communities in Motion, the new multi-county transportation plan, will not be completed in time to meet federal deadlines for transportation planning compliance in Ada County, the Board of Directors directed staff to provide a limited update to Destination 2025; and

WHEREAS, the 1990 Clean Air Act Amendment requires all transportation plans and programs in non-attainment and maintenance areas to conform to the applicable State Implementation Plan, and the November 24, 1993 Final Conformity Rules provides guidelines for metropolitan planning organizations to fulfill these requirements; and

WHEREAS, the Community Planning Association of Southwest Idaho has performed an Air Quality Conformity Demonstration and has concluded the recommended plan does meet requirements of the State Implementation Plan for particulate matter and carbon monoxide; and

WHEREAS, the Community Planning Association of Southwest Idaho, in conformance with its adopted policy, has conducted a public involvement process.

NOW, THEREFORE, BE IT RESOLVED, that the Community Planning Association of Southwest Idaho Board of Directors approves Destination 2030 Limited Plan Update and the associated air quality conformity demonstration as a guide to major transportation decisions to meet the requirements of federal, state, and local agencies for regional transportation planning purposes; and

BE IT FURTHER RESOLVED, that the Community Planning Association of Southwest Idaho Board of Directors authorizes the submittal of this amended plan to the appropriate local, state, and federal agencies for their consideration.

DATED this 20th day of December 2004.

APPROVED:

By: 
Judy M. Peavey-Derr, Chair
Community Planning Association Board

ATTEST:

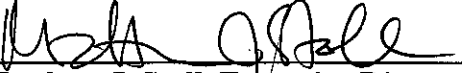
By: 
Matthew J. Stoll, Executive Director
Community Planning Association

Table of Contents

Chapter 1: General Transportation Issues.....	1
Introduction.....	3
Issues in this Chapter	3
What is <i>Destination 2030 Limited Plan Update</i> ?	4
Background of the Plan.....	4
Purpose and Need.....	5
Who is Responsible for the Plan?	8
Vision Statements	10
Level of Service	11
Mitigation Standards.....	12
Integration with Local Comprehensive Plans	13
Chapters in <i>Destination 2030 Limited Plan Update</i>	15
Key Transportation Planning Issues	16
Access to Work, Shopping, Services	16
Vehicle Miles of Travel Increase	16
Safety for Motorists, Bicyclists and Pedestrians	17
Congestion and Delay.....	17
Neighborhood Quality.....	17
Financing.....	17
Public Choices.....	17
Land Use and Transportation.....	17
Air Quality	18
Maintenance of the Existing System.....	18
Corridor Preservation.....	18
Federal Issues	18
Implementation of the Plan.....	19
Transportation Improvement Program.....	20
The Transit Development Plan	20
Unified Planning Work Program/Budget.....	21
The Five-Year Work Program	21
The Capital Improvements Plan.....	21
Data Used for <i>Destination 2030 Limited Plan Update</i>	21

Population and Employment	21
Ada County Demographics	25
Auto Ownership	25
Labor Force Participation and Size of Households	25
Age and Disability	25
Minority Population	26
Existing Travel Behavior	26
Means of Commuting	26
Time of Day Travel.....	27
Inter-County Travel Patterns	28
Intelligent Transportation System (ITS)	30
What is Intelligent Transportation System?.....	30
Background Work.....	30
Recommendations of the Treasure Valley Intelligent Transportation System Plans	30
Conclusion	31
General Transportation Policies.....	31
Chapter 2: Public Involvement	35
Introduction.....	37
Public Involvement for <i>Destination 2030 Limited Plan Update</i>	37
Public Involvement Objectives	37
Anticipated Use of Public Input.....	37
General Notification of Process	37
Open House Schedule	38
Notification Materials and Plan	38
Public Involvement Schedule	38
Agency Participation.....	39
COMPASS Public Involvement Policy	39
Methodology that support the COMPASS Public Involvement Policy.....	39
Chapter 3: Travel Demand Forecast Model.....	41
Introduction.....	43
How COMPASS’ Travel Demand Model Works.....	43
Model Output	46
Model Data Uses	46

Peak-Hour Model.....	46
Deficiency Analysis	46
Travel Forecast Policies.....	49
Chapter 4: Preservation of Transportation Corridors	51
Introduction.....	53
Issues Addressed in this Chapter	53
Functional Street Classification.....	54
Definitions and Specifications	54
How to Use Functional Street Classification Maps	55
Collector Designations	56
Methodology for Included Projects	56
Preservation of Major Intersections	57
Transportation Projects for Preservation	59
Current and Proposed Studies	60
<i>Blueprint for Good Growth (Ada Guide Plan)</i>	60
<i>Communities in Motion</i>	61
Downtown Boise Mobility Study	61
Downtown Meridian Transportation Management Plan.....	61
Floating Feather Alignment Study.....	61
I-84, Ten Mile Interchange Access Study.....	61
Kuna-Mora / SH69 Alignment Study	62
Lake Hazel Extension / Gowen Road Relocation.....	62
Orchard Interchange to Gowen Interchange Study.....	62
Park & Ride Location Studies.....	62
Pedestrian and Bicycle Transition Plan	62
South Treasure Valley Arterial Corridor Study.....	62
State Highway 16 Management Study.....	63
State Highway 44 Corridor Study.....	63
State Street Corridor Phase 2	63
Ten Mile Interchange Study.....	63
Three Cities River Crossing.....	63
Traffic Management Center, Location and Concept.....	63
U S Highway 20/26 Corridor Study.....	63
Urban Interchange Concept	63

West Bench Lane Configuration.....	64
Preservation Policies.....	64
Chapter 5: Major Projects	67
Introduction.....	69
Issues Addressed in this Chapter	69
Committed Projects.....	69
Recommended Projects.....	70
How Roadway Projects Were Selected.....	70
Roadway Projects.....	72
Funding Needs and Potential Resources	77
Major Roadway Projects Policies	78
Chapter 6: Environmental Issues	81
Introduction.....	83
Conformance with Air Quality Regulations	83
Area’s Designations	83
Transportation Control Measures	84
Regional Emissions Analysis.....	84
Budget Tests.....	85
Traffic Noise Levels	85
Available Noise Mitigation Measures	87
Noise Barriers	87
Vegetation.....	88
Insulating Buildings	88
Buffer Zones	89
Summary of Noise Study Results	89
Inventory of Environmental Issues along Recommended Construction	
Project Corridors.....	90
Waterways and Wetlands.....	91
Biological Resources.....	91
Historic and Archeological Resources	97
Environmental Evaluation Summary.....	99
Environmental Issue Policies.....	99
Chapter 7: Public Transportation.....	101
Introduction.....	103

Issues Addressed in this Chapter	104
Regional Transportation Planning Area.....	104
Public Transportation Programs and Planning Efforts	105
Regional Public Transportation Authority.....	105
Treasure Valley Alternative Transportation Analysis	106
I-84 Study.....	106
Funding Issues	107
Other Potential Sources-National Examples.....	109
Local Funding Options	112
Americans with Disabilities Act of 1990.....	112
Services in Ada County.....	112
ValleyRide	112
Commuteride Program.....	115
Inter-County Limited Express.....	117
Taxicabs	117
Senior Center Vans	118
Public Transportation Needs	118
Regional Operations and Capital Improvements Program (ROCIP).....	119
Treasure Valley Transportation Analysis	119
Downtown Boise Mobility Study	120
State Street Corridor Study.....	120
Transit Development Plan.....	121
I-84 Study (Public Transportation Related Recommendations)	123
Rail Corridor Evaluation.....	125
Project List	125
Public Transportation Policies	126
Chapter 8: Non-motorized Transportation.....	129
Introduction.....	131
Issues Addressed in this Chapter	131
Projects.....	132
Map	132
Policies.....	134
Funding Policies.....	134
Chapter 9: Urban Goods Movement.....	135

Introduction.....	137
Issues Addressed in this Chapter	137
Boise Air Terminal Status and Expansion.....	137
Status	137
Expansion Plans	138
Airport Influence Area	138
The Roadway System.....	141
Rail Transportation.....	141
Present Opportunities with Rail Corridors.....	141
The Need for More Planning	144
More Information is Needed	144
Alternative Solutions are Available	144
Urban Goods Movement Policies	145
Chapter 10: Transportation Enhancement Needs	147
Introduction.....	149
Issues Addressed in this Chapter	149
Federal Funding Criteria	149
Ada County Enhancement Projects	151
Scheduled Projects	152
Potential Gateway Projects	152
Gateway Corridors	152
Cost Issues.....	157
Transportation Enhancement Needs Policies.....	158
Chapter 11: Congestion Management System.....	159
Introduction.....	161
System Overview	161
System Evaluation.....	163
Congestion Mitigation	163
Policy and Project Implementation.....	164
<i>Destination 2030 Limited Plan Update</i> Congestion Analysis	164
Appendix A: Mitigation Guidelines Summary	169
Mitigation Policy Summary.....	171
APA Board Endorsement: February 17, 1997	171
Appendix B: Previous Transportation Planning in Ada County	179

1961 – 1978.....181

1982 Plan.....181

1992 Plan.....181

1996 Plan.....182

1999 Plan.....183

2002 Plan.....184

Appendix 1-C: Ada County Planning Thresholds187

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Chapter 1:

General Transportation Issues

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Introduction

Ada County’s network of highways, roadways, pathways, and public transportation services were planned and developed through cooperative efforts of local governments (six cities and Ada County), transportation agencies such as Idaho Transportation Department, Ada County Highway District, ValleyRide, and Community Planning Association of Southwest Idaho, along with input from the public and interest groups. The Ada County Highway District (ACHD) constructs and maintains the roadway network in accord with the standards within its adopted “Development Policy Manual.” ACHD also coordinates a Commuteride program. ValleyRide, the regional public transportation authority, manages the general transit activities in Ada County. Other alternative modes are promoted with varying levels of success among the agencies listed above. The *Destination 2030 Limited Plan Update* is intended to help guide major transportation decisions in Ada County and meet the requirements of federal, state and local agencies for all regional transportation and air quality planning purposes.

This chapter describes the policies of the *Destination 2030 Limited Plan Update* that will provide general guidance for making local transportation decisions. It also includes a table summarizing the six levels of service (defined by capacity, speed and delay factors) adopted for Ada County roadways, a brief description of suggested policies to mitigate traffic problems, the relationship of the *Destination 2030 Limited Plan Update* to local comprehensive plans and concludes with updated transportation policies approved by the COMPASS Board.



Figure 1.1: A Cyclist Travels on Boise Avenue

Appendix 1-A: Mitigation Guidelines Summary provides a detailed description of COMPASS’ mitigation policies, which will be a useful tool for decision-makers during final roadway design. Draft and final comprehensive plans of Ada County and its cities are available at the COMPASS office for review, or copies may be obtained from the applicable city or Ada County.

Issues Addressed in This Chapter

Ada County, its six incorporated cities of Boise, Eagle, Garden City, Kuna, Meridian and Star; ValleyRide; the Idaho Transportation Department; and Ada County Highway District need to be full partners in the transportation planning, programming and implementation process. Agreement and effective implementation are required between

the visions and policies of the *Destination 2030 Limited Plan Update* and the transportation and land use goals and policies in local comprehensive plans to ensure that Ada County's transportation network reflects the needs of its people and communities.

What Is the Destination 2030 Limited Plan Update?

COMPASS has partnered with the Idaho Transportation Department to create the first multi-county long-range transportation plan. This plan will be called *Communities in Motion*. It will cover the core counties of Ada and Canyon in detail, and incorporate planning for the state transportation system in Boise, Elmore, Gem, and Payette Counties. These four counties are considered high growth areas and all have a high percentage of their workforce commuting to Ada or Canyon County. During the same time period, Ada County will be conducting a land use/transportation study, called the *Blueprint for Good Growth Ada Guide Plan*. These two studies will work cooperatively throughout the study periods.

Communities in Motion will not be complete within the designated deadlines set by the federal government. Therefore, the *Destination 2030 Limited Plan Update* is intended to bridge the gap between the plans so that Ada County remains in compliance with all federal regulations. This limited update will insure that no federal funds are lost in Ada County during the creation of *Communities in Motion*, with an expected adoption in February 2006.

Background of the Plan

The *Destination 2030 Limited Plan Update* is a comprehensive long-range plan that helps guide major transportation decisions in Ada County and meets the requirements of federal, state and local agencies for regional transportation and air quality planning. It consists of goals, objectives, issues, and projects through 2030 that are endorsed by county and local elected officials.

Ada County has more than 2,400 centerline miles of roadway, including all state highways and the interstate. The county also has over 30 miles of paved greenbelt. In addition to alternative transportation modes, this plan addresses traffic growth projections for the year 2030 and seeks to address deficiencies in the roadway network. Projections developed also consider the demand from Canyon County, an urbanizing county to the west.

Figure 1.2 shows Ada County's long range planning area, which per federal regulations, coincides with the air quality planning boundaries defined by the EPA. The EPA designated Northern Ada County a non-attainment area (or an area exceeding established health based standards) for carbon monoxide and coarse particulate matter (particulates less than 10 microns in diameter or PM₁₀) in 1978 and 1991 respectively. However, the EPA re-designated Northern Ada County as an air quality maintenance area in attainment

of both the carbon monoxide and PM₁₀ health based standards in 2002 and 2003 respectively.

Specifically, the *Destination 2030 Limited Plan Update* fills the following planning needs:

- Fosters consensus among local governments on future transportation needs.
- Develops a financial plan to meet those needs.
- Seeks to preserve long-term options by identifying rights-of-way that will be needed in the future, as well as securing other transportation system options.
- Develops a long-term list of construction projects.
- Fosters coordination between transportation and land use.
- Addresses environmental, economic, and other key issues related to transportation.

In addition, the following planning factors as identified in the Federal Regulations are considered:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
- Increase the safety and security of the transportation system for motorized and non-motorized users.
- Increase the accessibility and mobility options available to people and for freight.
- Protect and enhance the environment, promote energy conservation, and improve quality of life.
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
- Promote efficient system management and operation.
- Emphasize the preservation of the existing transportation system.

Transportation is a very complex and critical component of every community. Elected officials, citizens, and transportation professionals face a number of issues in planning and implementing transportation changes. There is no one “right” plan that completely addresses all transportation issues. Instead, a transportation plan must balance many issues to reflect the needs and desires of each community as they face a future filled with change.

Purpose and Need

Effective regional transportation requires Ada County and its six incorporated cities to be full partners in the transportation planning, programming and implementation process. The plan provides a common tool for the Ada County Highway District, Ada County and its six cities, the Idaho Transportation Department, and ValleyRide which are each responsible for land-use and transportation system control under their jurisdiction.

To ensure that Ada County's transportation network reflects the needs of its people and communities, agreement is needed among the visions and policies of the *Destination 2030 Limited Plan Update* and the transportation goals and policies in local comprehensive plans. The plan seeks to achieve the most realistic balance of

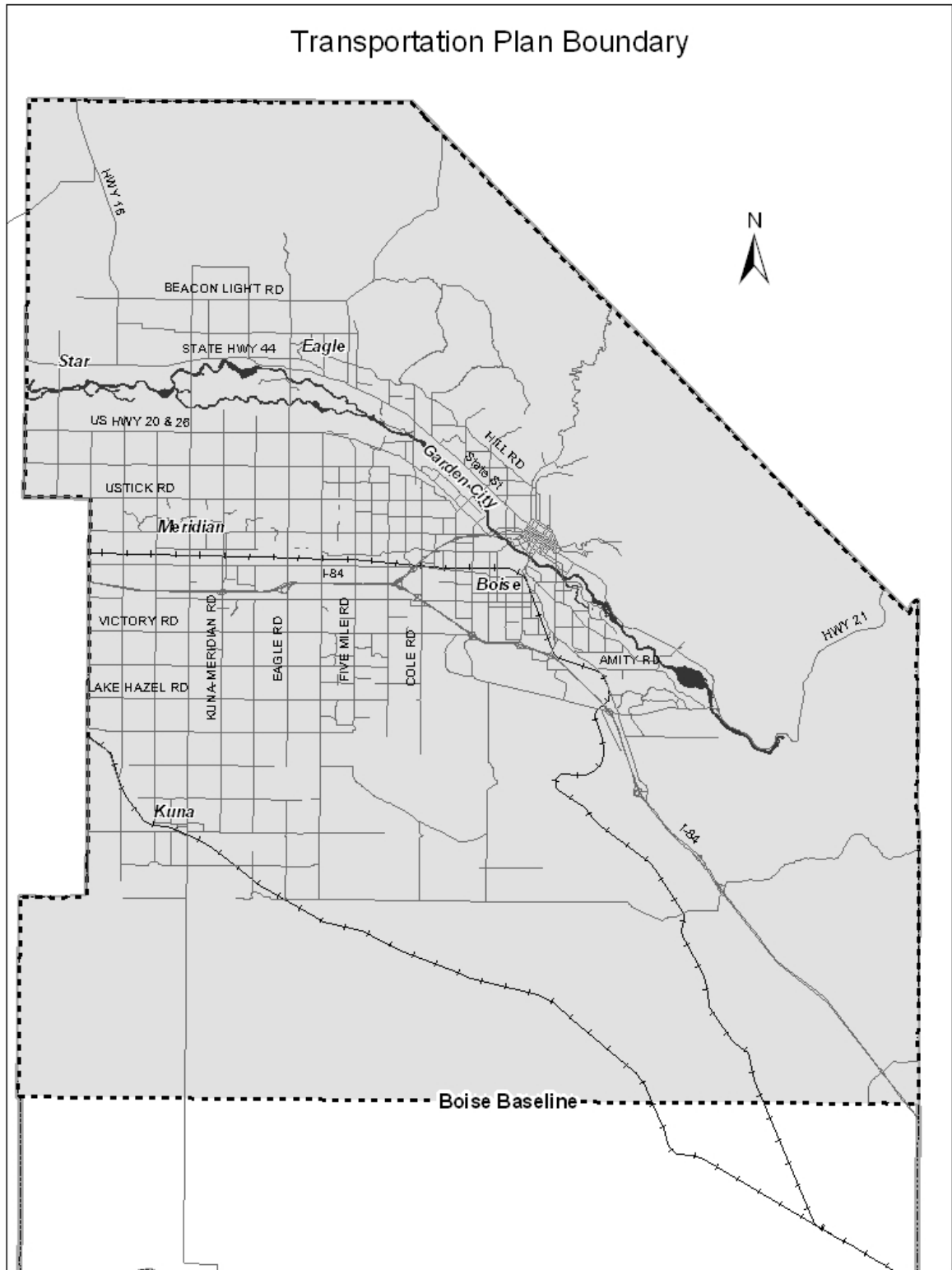


Figure 1.2: Northern Ada County Boundary. The transportation planning area includes everything north of the Boise Baseline.

transportation alternatives possible, including roadways, transit, carpooling, vanpooling, bicycling, and system management. Long-range transportation planning does not involve project design. Details such as right-of-way needs and specific project design are the responsibility of the implementing government agencies.

Instead, the *Destination 2030 Limited Plan Update* focuses on the broad description of a future transportation system using data that attempts to predict the demand for travel within wide corridors of the county. With time, these broad studies are followed by tighter, more detailed designs. The need for increased funding is addressed in Chapter 5. If adequate funding does not receive public support, this plan must be revised to reflect reduced transportation services. Lack of funding for implementation of the plan could lead to greater congestion and reduced growth potential for the local economy.

Who Is Responsible for the Plan?

The planning process and preparation of this report was supervised and staffed by the Community Planning Association of Southwest Idaho (COMPASS). COMPASS is a voluntary association of local governments in Ada County. Designated by the governor of Idaho in 1977 as the official *Metropolitan Planning Organization*, COMPASS' mission, as adopted on June 21, 2004 is to “develop transportation plans and priorities and assess related impacts in order for members to access state and federal transportation funds and respond to regional needs for information and expertise.” One of COMPASS' primary responsibilities is performing long-range transportation planning on behalf of its members and to meet federal requirements.

COMPASS is overseen by a Board comprised of elected officials or representatives from member organizations. COMPASS' members include representatives from the following agencies or organizations:

Regular Members:

- Ada County
- Ada County Highway District
- Canyon County
- Canyon Highway District #4
- City of Boise
- City of Caldwell
- City of Eagle
- City of Garden City
- City of Kuna
- City of Meridian
- City of Middleton
- City of Nampa
- City of Parma
- City of Star
- Golden Gate Highway District #3
- Nampa Highway District #1
- Notus-Parma Highway District #2

Special Members:

- Boise State University
- Capital City Development Corporation
- Greater Boise Auditorium District
- Idaho Transportation Department
- Independent School District of Boise City
- Joint School District #2
- ValleyRide

Ex-officio Members:

- Central District Health
- COMPASS Executive Director
- Idaho Department of Environmental Quality
- Policy Advisor to the Governor

The Board addresses common problems in a voluntary forum – a process that has been ongoing since 1977. The Board hires staff members who work on requested tasks and develop alternative solutions to help solve countywide problems. The Board reviews information and considers a variety of advisory actions that may include adoption of resolutions, comprehensive plan amendments, endorsement of transportation actions, and various voluntary or mandatory implementing programs. Board members then take recommendations to their “home” councils or boards for possible action.



Figure 1.3: Public Meetings Helped Form this Report

The *Destination 2030 Limited Plan Update* was developed through a cooperative process. This process involves participation by citizens and COMPASS members. Federal agencies involved in transportation planning and air quality issues are the Federal Highways Administration, Federal Transit Administration, and U.S. Environmental Protection Agency.

Vision Statements

The following visions for transportation were adopted by the Ada Planning Association Board (now COMPASS Board) on September 18, 1995. These visions defined what the plan would accomplish and presented goals that communities and planning entities could use to make technical decisions. The visions were revised slightly during the *Destination 2025* update, with additional emphasis on coordinating with local comprehensive plans and promoting land-use decisions that support their respective transportation goals. The next plan, *Communities in Motion*, will revisit the vision of the Board of Directors.

The following describe key transportation issues that address the vision for Ada County Transportation in the future:

Vision A

The adopted Comprehensive Plans will support coordinated regional development. These plans will include environmental, land use, and economic goals of the community and will foster development of a functional, affordable transportation system. Cities and counties should coordinate and promote land-use decisions that support their respective transportation goals. As a component of these local Comprehensive Plans, this update of the plan will support their goals. Under the guidance of COMPASS, the Transportation Plan will be coordinated with the broader plans to deal with intercounty travel needs. COMPASS will coordinate between the various Comprehensive Plans, transportation system implementation and the Transportation Plan.

Vision B/C

While the future transportation system will continue to orient mostly toward people traveling in automobiles, convenient transportation alternatives will be a priority where practical and allow opportunities to travel to work, school, shopping and other services within Ada County and in other parts of the Treasure Valley. The long-term, area wide goal for non single-occupancy vehicle alternatives is 25 percent of travel, although levels may vary within the County depending on land uses and service alternatives. Public policies should favor development and use of travel alternatives. Vanpooling, carpooling, commuter buses, park & rides, high-occupancy vehicle lanes, telecommuting, bicycle and pedestrian facilities, and other alternatives will be integrated and prioritized. Whenever practical, such alternatives will be offered or coordinated through the private sector to improve efficiency and lower costs.

Vision D

Financing of the transportation system will emphasize user fees, impact fees and other financial tools to reduce reliance on general revenue sources when consistent with other public policies.

Vision E

The goal of moving traffic smoothly and safely must be balanced with protecting the quality of existing neighborhoods. The neighborhood quality of life will be protected by ensuring future roadway capacities; intersection improvements and roadway improvements are compatible with the adopted long-range transportation plan and the

communities’ comprehensive plans. Pedestrians, residents and bicyclists are integral to the transportation system and must be provided a safe and comfortable environment.

Vision F

Long-term transportation options such as beltways, river crossings, new arterials, pathways and transit systems should be preserved, emphasizing user fees and other dedicated funds to acquire rights-of-way or easements. Consideration should be given to needs beyond the twenty-year period of the plan.

Vision G

Transportation system improvements should provide reasonable mitigation for residents and businesses adversely affected. The process of assessing the effectiveness and cost of mitigation measures should involve citizens.

Level of Service

A key component of transportation planning is adoption of a policy that identifies levels of service (defined by capacity, speed and delay factors) for roadways in the county. These street classifications help measure the impact of growth and development on streets and provide benchmarks for making transportation-related decisions.

The COMPASS Board approved a “level of service” policy that recognizes that major arterials and freeways may approach capacity (level of service E) and other arterials and collectors could have traffic flow quality decline to level of service D during peak periods. A level of service C was adopted for those arterials and collectors that have predominant front-on housing.

Table 1.1: Level of Service Descriptions

Level	Description*	Comments	Current Examples
A	Average speed: ≥ 30 mph. Intersection delay minimal (less than 5 seconds per vehicle).	May be experienced in late evenings or very early morning.	Virtually any street at 3 a.m.
B	Average speed: ≥ 24 mph. Intersection delay acceptable (5-15 seconds per vehicle).	May be experienced in the mid day at some intersections	State Street and SH 55, 11 th St and Grove St., State & Eagle at mid-day.
C	Stable flow, longer lines at signals, average speed: ≥ 18 mph. Intersection delay increases (15-25 seconds).	Established as general goal for Ada County with exceptions permitted on some streets.	Gary Lane between Glenwood and Gillis St. Rosehill St. between Roosevelt St. and Vista Ave.
D	Unstable with small increases in volume increasing delays, average speed: ≥ 14 mph. Intersection delay creates problems (25-40 seconds).	Acceptable on minor arterials and collectors during rush hours that do not have predominantly front on housing.	Glenwood St between Chinden Blvd and State St. Emerald St between Cole Rd and Orchard St.

Level	Description*	Comments	Current Examples
E	Significant decrease in average speed: ≥ 10 mph. Intersection delays of 40 to 60 seconds.	Acceptable for many large metropolitan areas (more than one million people).	Fort St between Jefferson St and 2 nd St. I - 84 between Orchard and Broadway interchanges.
F	Extremely low average speed: ≤ 10 mph. Intersection congestion likely at critical points. Intersection delays greater than 60 seconds.	Typical rush hour conditions for very large metropolitan areas. Frequently associated with air pollution problems for carbon monoxide and ozone.	Broadway Ave river crossing. Chinden Blvd outbound at PM rush hour. Milwaukee St on the day after Thanksgiving.

*Source: Transportation Research Board. *Highway Capacity Manual: Special Report 209*. 1985. pp. 9-5 and 11-4.



Figure 1.4: Overland Road, Boise

Mitigation Standards

In early 1997, the APA Board (now COMPASS) endorsed a set of policies (see Appendix 1-A: Mitigation Guidelines Summary) designed to address quality-of-life issues for all future transportation projects. The Mitigation Policy, advisory only, was developed by a special ad hoc committee in late 1996 and then submitted to the Ada County Highway District and the Idaho Transportation Department. The committee sought the agencies' input and asked them to consider incorporating the advisory concepts into their policies and ordinances. Ada County Highway District is currently in the process of creating agency mitigation guidelines. Idaho Transportation Department, which uses federal funds for nearly all its major projects, is already required to follow the National Environmental Policy Act regulations.

The mitigation committee, made up of citizens and representatives from the Ada County Highway District, school districts, local government entities and the Boise City Parks Department, was asked to recommend mitigation standards, funding sources and a process for ongoing coordination among the implementing agencies, affected government entities and neighborhood groups on projects requiring mitigation. Rather than viewing mitigation as “discretionary,” the policies urge the agencies to treat mitigation as an integral part of all future projects.



Figure 1.5 Harrison Boulevard

In addition to highway and street construction, the policies cover public transportation, bike paths and pedestrian walkway projects. They also address a variety of specific topics, including extensive public involvement; design considerations, projects subject to mitigation policy, the natural environment, right-of-way preservation and acquisition, community and neighborhood integrity, funding options and issue identification.

The mitigation process and policies are intended to benefit the entire community, as well as the neighborhoods in which the projects occur. Recognizing that an effective transportation system is vital to the future of the community, the policies suggest that costs or impacts of projects should not fall unfairly on the residents, businesses and property owners on the streets and in the neighborhoods where projects are implemented. The desired results of the policies are as follows:

- Less negative energy expended in implementation of projects.
- A reduction in future mitigation problems.
- Better investment of tax dollars for future projects.
- Higher-quality projects.
- Community needs served in a more timely fashion, while considering the efficient use of public funds.

Integration with Local Comprehensive Plans

Ada County's transportation system reflects choices made within its communities – choices about land-use and zoning, community design and the way people travel to and from work, shopping, school and recreation. As communities within Ada County grow and change, transportation and comprehensive plans must be developed to meet changing needs.

Several themes have emerged as the county and each community has developed their comprehensive plans, including the following:

- During the next 20 years, a majority of the new residents of Ada County are expected to settle in or around the cities.

- New Ada County residents will expect to have schools, roads, emergency services, a choice of places to live and places to work and shop.



Figure 1.6: Downtown Kuna

- People who already live here will desire improvements in their services, including parks and recreation facilities, less-crowded schools, efficient emergency services and improved public transportation. Everyone will want clean air, clean water and reasonable taxes.
- Much of what has been developed in cities across the country and in Ada County in the past 60 years has been oriented to accommodate and even dictate automobile travel, which has led to negative effects on the quality-of-life people seek.
- There is a desire among many citizens to explore land-use and design concepts that reduce reliance on the automobile and enhance options for pedestrian, bus and other transit modes of travel.
- Transportation planning and land-use planning need to be compatible with each community's transportation system and should take into account projected land-use patterns.
- In smaller, growing cities such as Star and Eagle, the demand on transportation facilities will increase. Growth will require new streets and modifications to existing routes to serve these growing towns.
- The timing, location and expansion of the transportation infrastructure are important factors affecting development.
- A major concern is the need to maintain and improve livability in residential areas.
- Garden City has some special logistical issues. Currently split into nine fragmented neighborhoods by major streets and the Boise River, the city needs to ensure that it is not further split.
- A lack of sidewalks and pathways discourages walking and biking.

- Coordination of transportation planning with other communities will become even more important as Ada County’s communities continue to grow in the next 20 years.

Chapters in the *Destination 2030 Limited Plan Update*

This report consists of 11 chapters, which are listed below. Transportation policies are included at the end of most chapters, which, along with the functional street classification recommendations and transportation projects, are key to understanding how this plan will affect transportation decisions over the next several years. Appendices and technical supplements are listed in the Table of Contents and referenced in each chapter.

Following is a brief outline of each chapter in this plan:

Chapter 1 – General Transportation Issues

- Overall transportation “vision” and policies of the *Destination 2030 Limited Plan Update*.
- The six levels of roadway service adopted for Ada County roadways.
- Suggested policies to mitigate traffic problems.

Chapter 2 – Public Involvement

- The *Destination 2030 Limited Plan Update* public involvement process.
- Federal requirements.
- Major groups involved.
- Public involvement policy and activities.

Chapter 3 – Travel Demand Forecast Model

- How COMPASS transportation planning computer model works.
- How model results are used.
- What inputs are used for the model.

Chapter 4 – Preservation of Transportation Corridors

- Description of each street classification.
- Classification maps for the 2030 Plan and the Federal 2010 map.
- Major urban intersection preservation.
- Major capital projects listed for preservation.
- Recommended studies of collectors and a major project.

Chapter 5 – Major Projects

- Major roadway capital projects committed and recommended for construction over the next 20 years.

- Potential new funding sources to meet the projected shortfall.

Chapter 6 – Environmental Issues

- Potential effects of major roadway projects on the natural and built environments.

Chapter 7 – Public Transportation

- Goals, service areas and funding options to help achieve the alternative transportation vision.

Chapter 8 – Non-motorized Pathways Plan

- Progress of regional non-motorized pathways across the county.
- Future vision.
- Funding status / source.

Chapter 9 – Urban Goods Movement

- Major preservation and transportation issues for the Boise airport.
- Freight, intercity and possible long-term commuter needs for rail corridors.
- How the transportation system affects the movement of goods.

Chapter 10 – Transportation Enhancement Needs

- Expectations of enhancement opportunities in Ada County

Chapter 11 – Congestion Management System

- Congestion Thresholds
- Listing of “high” congestion category roadways

Key Transportation Planning Issues

The list below is a sample of the numerous issues that were considered in developing the transportation plan for Ada County. (Items are not presented in any order of importance or priority.)

Access to Work, Shopping, Services

Transportation services must be the conduit between people and their places of work, shopping, school, health care, etc. Roadways are one part of this connection. Public transportation and pathways are also vital parts of the system. The economy of the community also depends on the quality of its transportation system to carry goods to market.

Vehicle Miles of Travel Increase

As the community grows – and spreads further out – the amount of travel will increase faster than the population since travel distances between homes and their destinations are

further apart. The comprehensive plans of the cities and the county influence travel demand.

Safety for Motorists, Bicyclists and Pedestrians

As travel increases, the safety of those who use the system will remain the highest priority. Those who drive or bike on the roads, as well as those who walk along the roads, must be accommodated.

Congestion and Delay

As travel increases, so do the delays experienced by travelers. One recent study concluded that, if nothing is done to improve the situation, travel times could increase between certain locations up to 50 percent from today.

Neighborhood Quality

Unlike sewers, waterlines, and other “infrastructure” that serve the community, roads are a highly visible utility to citizens. They see roads outside their windows and hear traffic from their back yards. Nearly all citizens have first-hand experience using the roadway system, which gives them their own perspective on what should be done – or not done. Where and how roads are built will always be a controversial issue.

Financing

The cost of improving the transportation system means balancing revenues with needs. If funding falls short for adequate roads and alternative transportation, much higher congestion can occur. Alternative transportation, such as transit, carpooling, and pathways, can absorb some of the travel demand only if adequately funded and communities are well designed. Subsidies favoring one mode over another create unbalanced transportation systems and increase the difficulties inherent in transportation decision making. Many economists and transportation professionals believe these subsidies have a far greater effect on travel choices than suspected. While some subsidies, such as government financial support for transit, are open, other subsidies are hidden. For example, parking is often provided “free” to drivers.

Public Choices

Decision-makers must consider the public choice for future transportation. For the past three generations, that choice has been the automobile. Choice of travel mode is usually based on personal cost, time considerations and perceptions about convenience and privacy.

Land Use and Transportation

The amount and the design of land use have a major effect on travel. Low-density developments with buildings surrounded by parking lots encourage – perhaps even dictate – reliance on the car. Communities and their citizens need to make the decisions about lifestyle choices.

Air Quality

Ada County's transportation system directly impacts the valley's air quality. Vehicle exhaust accounts for the majority of nitrogen oxides and carbon monoxide put into the valley's air each day. Dust from traffic on paved roads accounts for the majority of coarse particulates put into the valley's air each day. Increases in travel volumes and delay will increase the amounts of these air pollutants in the valley, despite advancements in vehicle emissions controls. Recognizing this fact, Federal Regulations require the air quality impacts associated with transportation planning activities conform to the air quality planning activities in Northern Ada County.

Maintenance of the Existing System

While much attention is given to building new roads, expanding existing roads, or adding new transit services, a major portion of the transportation resources is used to operate and maintain the existing system. Rebuilding roads and bridges, replacing and repairing buses, and maintaining today's pathways cannot be ignored.

Corridor Preservation

The *Destination 2030 Limited Plan Update* must identify where roads and other facilities are needed beyond the 20-year term. If policies are not effectively implemented to preserve important corridors, the land will be developed. Then the costs for buying and building facilities in the future will be much higher.

Federal Issues

Several federal requirements affect the transportation plan. The key requirements are specified by the Transportation Equity Act for the 21st Century (TEA-21), signed into law on June 9, 1998, as Public Law 105-178. It authorizes the federal surface transportation programs for highways, highway safety and transit for the 6-year period 1998-2003. The federal law is carried out through federal regulations under 23 CFR 450.322 and 49 CFR 613.322. These federal laws and regulations state a plan include the following:

- Address at least a 20-year horizon.
- Long-range and short-range strategies and actions that lead to development of an integrated intermodal transportation system that facilitates the movement of people and goods.
- Projected Transportation Demand of Persons and Goods.
- Adopted Congestion Management Strategies.
- Pedestrian Walkway and Bicycle Transportation Facilities.
- Reflect Consideration Given to the Results of the Management System.
- Assess Capital Investment to Preserve Existing Transportation System.
- Design Concept and Scope Descriptions of All Existing and Proposed Transportation Facilities (regardless of source of funding).

- Multi-modal Evaluation of Transportation, Socioeconomic, Environmental, and Financial Impact of Overall Plan.
- Study Corridors and Sub-Areas.
- Consideration of: Long-Range Land Use Plan and Metropolitan Development Objectives, Community Development and Employment Plans, Housing Goals, Environment Resource Plans, and Other Objectives such as Linking Low-Income Persons With Employment Opportunities.
- Transportation Enhancement Activities.
- Financial Plan.
- Adequate Opportunity for Involvement.
- Compliance with Clean Air Act and EPA Regulations.
- Provide Copy of Revised Plan to FHWA and FTA (although neither must approve).

COMPASS' transportation plans also must consider comprehensive community planning and be consistent with air quality plans. The 1990 Clean Air Act Amendment (Section 176(c)(4)(c)) requires all transportation plans, programs and projects to conform to the State Implementation Plan (SIP). The *Destination 2030 Limited Plan Update* must support the intent of the SIP and contribute to the reduction of carbon monoxide and fine particulates in the area. The way in which conformity is demonstrated is further defined by federal regulations under "Air Quality Transportation Plans, Programs and Projects, Federal or State Implementation Plan Conformity Rule" (58 CFR 62188 (November 24, 1993)).

The approval process for plans and programs must be open to the public, including private transportation providers, minorities, disadvantaged business enterprises, senior citizens, and people with disabilities.

The plan must also comply with Title VI of the Civil Rights Act of 1964, and associated regulations and executive orders. The COMPASS Board adopted a Title VI Plan on June 21, 2004. The Title VI Plan is intended to assure that all services, programs and activities of COMPASS are offered, conducted, and administered fairly, without regard to race, color, national origin, gender, age, disability, economic status or Limited English Proficiency of any participants and/or beneficiaries.

Implementation of the Plan

Several major documents will help implement *the Destination 2030 Limited Plan Update*:

- The annual Transportation Improvement Program (COMPASS)
- The Transit Development Plan (ValleyRide)
- The annual Unified Planning Work Program (COMPASS)

- The Five-Year Work Program (Ada County Highway District)
- The Capital Improvements Plan (Ada County Highway District)

Transportation Improvement Program

The Transportation Improvement Program is a five-year program of transportation projects for Ada County. All projects that are regionally significant or use federal dollars must be shown in the Transportation Improvement Program. This is a budget document, not a plan, which combines major projects from Ada County Highway District's Capital Improvement Program and Five Year Work Program, Idaho Transportation Department and the Transit Development Plan. Before regionally significant projects can be included in the Transportation Improvement Program, they must be referenced in the area's Long-Range Transportation Plan, the *Destination 2030 Limited Plan Update*. Projects listed in the Transportation Improvement Program that are not considered regionally significant must be included on the federal functional classification map with the status of collector or greater. This program and the projects contained in the *Destination 2030 Limited Plan Update* must be consistent with plans to control air pollution.

Projects shown in the first two years – the years immediately following the current year– must be funded from existing revenue sources. The first three years of the Transportation Improvement Program constitute an implicit commitment to accomplish the projects. Projects beyond this initial three-year period are informational, allowing citizens and others to be aware of the proposals and have adequate time to respond. As the projects in the first three years of the Transportation Improvement Program move into the implementation phase, the public involvement process shifts from "Should this project be done?" to "How should this project be done?" At this stage, public involvement becomes the responsibility of the agency implementing the project.

The Transit Development Plan

The Transit Development Plan technical memorandum serves as a concept plan for public transportation in the two county service area. The Five-Year Strategic Plan and the Regional Operations and Capital Improvement Plan provide much more detailed strategies to achieve goals for transit. Both plans supplement the technical memorandum and constitute an "action plan" with year-by-year programming of capital projects (bus purchases, buildings, etc.), service improvements (new routes, expansion of service hours, etc.), financial strategies (fare changes, tax revenues) related to funding capital and operating costs and implementation strategies. The completion of the Regional Operations Plan in November 2004 will provide the final phase of the Transportation Development Plan. This plan will be reviewed and revised every three to five years.

COMPASS assists ValleyRide in this effort. As the metropolitan planning organization, COMPASS must endorse the Transit Development Plan, although primary responsibility for implementation lies with ValleyRide and the public transportation providers.

Unified Planning Work Program/Budget

COMPASS prepares an annual work program, the Unified Planning Work Program that details the allocation of planning dollars by various tasks. Each task focuses on a particular area, the nature of which is driven by grant requirements and the direction of the COMPASS Board. While the Transportation Improvement Program and Transit Development Plan generally focus on investments in roadways, buses and services. The Unified Planning Work Program outlines planning activities desired by the community. The policies contained in the *Destination 2030 Limited Plan Update* will be developed under tasks in the Unified Planning Work Program approved over the next few years. New legislation, support for committees, and special studies will be programmed in the Unified Planning Work Program as authorized by the COMPASS Board. Limited resources will affect how many policies in the *Destination 2030 Limited Plan Update* can be developed each year.

The Five-Year Work Program

The Five-Year Work Program (FYWP) is the Ada County Highway District’s blueprint for major capital improvement projects within the next five years. The FYWP is a fiscally constrained plan based on annual revenue projections. Projects are included in the program based on community input, technical analysis and prioritization analysis. It is for planning purposes only.

The Capital Improvements Plan

The Capital Improvements Plan (CIP) is a listing of arterial roadway and intersection improvement projects needed to provide the additional capacity necessary to serve growth anticipated in Ada County in the years 2004 through 2023. This list of anticipated capacity needs serves as the basis for calculating impact fees assessed to new developments. The latest version was adopted in September 2003, and is scheduled for the next update in 2006. The county is divided into four areas in each of which the impact fees collected must be expended. The project list was developed using methodologies required by the Idaho Impact Fee Act, and utilized the COMPASS Travel Demand Model to determine future capacity needs. Regionally significant ACHD projects identified in *Destination 2030* were developed partially from the project list included in the CIP.

Data Used for *Destination 2030 Limited Plan Update*

Population and Employment

New travel patterns inevitably emerge as residential and business locations change. Transportation planning is intended to meet future needs — not simply address today’s issues. Plans rely on population and employment growth projections that try to gauge the amount of new growth and where it will occur.

A computer model combines this information with data on people’s travel habits: how far will they go for work and other purposes, how many trips per day they make and how sensitive they are to traffic delays and transportation-related costs (see Chapter 3 for more description of the travel forecast model). Future transportation needs are then estimated based on projected growth and traffic patterns.

The population assumptions below are based on regional projections. Data from several sources were used to estimate current and projected employment: the Department of Labor, the Idaho Population and Employment Forecast and independent forecasts prepared by John Church, and a private source, Polk Directories. To help predict future growth patterns, it is necessary to have an accurate picture of how growth has occurred in the past. In 1980, APA (now COMPASS) began monitoring building permits, which provides an accurate means of tracking development patterns and helps estimate population changes in the county. COMPASS also uses these reports to test whether the forecasts are consistent with actual growth. These reports are issued twice each year, normally in August and February.

Ada County’s population grew at a rate of 2.3 percent per year during the 1980s and more than 4 percent during the major boom of the early 1990s. The population is projected to grow to 561,150 by 2030 (see Figure 1.7), and employment is expected to increase from 191,622 jobs in 2002 to 388,730 jobs by 2030. Table 1.2 details this population and employment growth distributed by “planning areas” throughout Ada County.

Figure 1.8 shows the planning areas to which these forecasts apply. Planning areas used in these forecasts are not the same as corporate limits for cities or “areas of impact” used for development reviews. COMPASS keeps the boundaries of these planning areas as constant as possible to allow consistent tracking of development trends, rather than using the city limits, which change throughout the years.

Figure 1.7: Population in Ada County

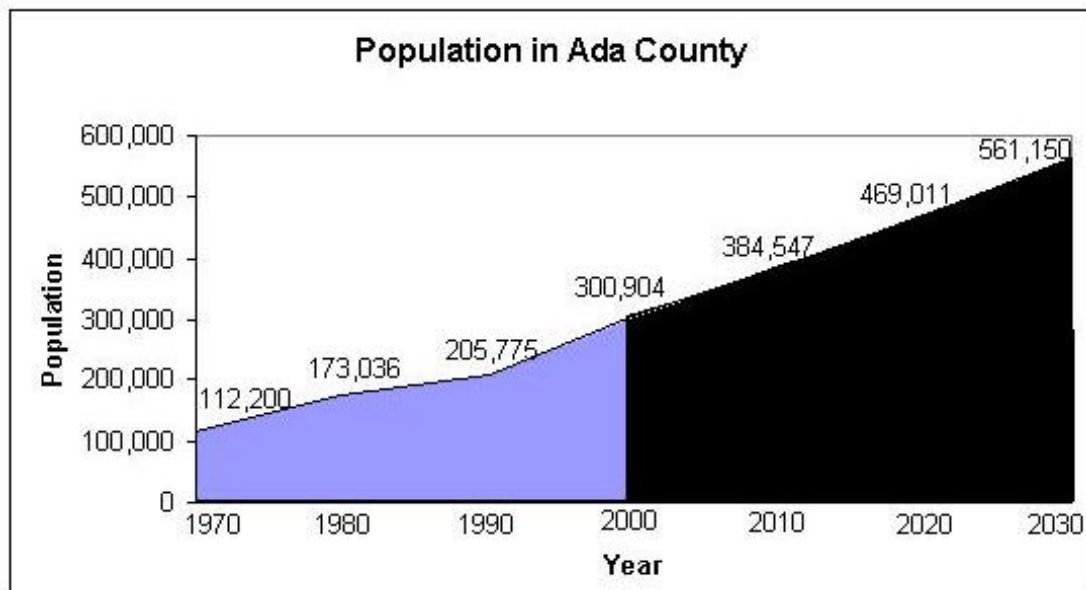


Table 1.2: Ada County Population and Employment for 2030

Planning Area	Population		Employment			
	Forecast	Distribution	Retail	Non-Retail	Total	Distribution
Airport	--	0%	6,839	18,685	25,525	6.57%
Central Bench	42,666	7.6%	10,503	34,441	44,944	11.56%
Downtown Boise	6,367	1.1%	14,070	49,837	63,906	16.44%
East End	6,862	1.2%	1,905	10,736	12,641	3.25%
Foothills	10,943	2.0%	540	3,008	3,548	0.91%
North End	17,827	3.2%	1,247	3,826	5,073	1.31%
Northwest	21,635	3.9%	2,941	5,356	8,296	2.13%
Southeast	42,086	7.5%	5,815	29,981	35,795	9.21%
Southwest	36,503	6.5%	7,023	14,503	21,525	5.54%
West Bench	70,718	12.6%	25,273	54,642	79,915	20.56%
Boise Area Total	255,607	45.6%	76,156	225,015	301,168	77.48%
Eagle	27,035	4.8%	3,140	6,578	9,718	2.50%
Garden City	12,363	2.2%	4,475	9,855	14,330	3.69%
Kuna	23,664	4.2%	1,788	3,544	5,332	1.37%
Meridian	92,410	16.5%	12,837	36,091	48,928	12.59%
Star	6,918	1.2%	572	1,368	1,940	0.50%
Urban Area Total	417,997	74.5%	22,812	57,436	80,248	98.12%
Rural Foothills	6,007	1.1%	88	573	661	0.17%
Northwest Rural	50,636	9.0%	345	783	1,127	0.29%
Southeast Rural	9,685	1.7%	362	637	999	0.26%
Southwest Rural	76,824	13.7%	808	3,716	4,524	1.16%
Rural Area Total	143,152	25.5%	1,603	5,709	7,311	1.88%
Total	561,149	100.00%	100,571	288,160	388,727	100.00%

Source: U. S. Bureau of the Census. A map of these demographic areas is on the following page.

Note The planning area boundaries, as identified above, were established by COMPASS, then known as the Ada Planning Association (APA), in 1990, and were refined in 2002 to include planning areas for Star and rural foothills.

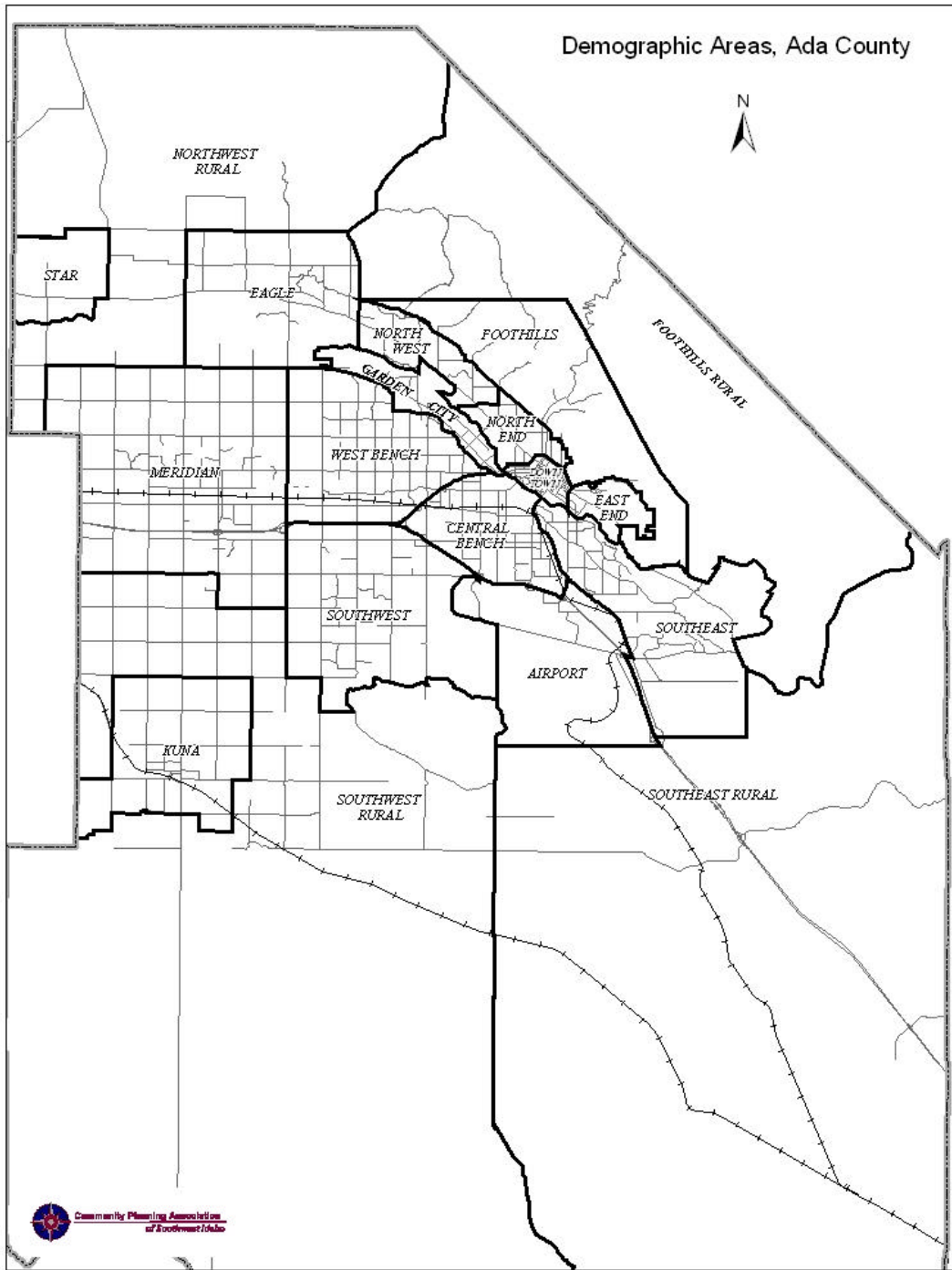


Figure 1.8: Ada County Demographic Areas

The methodology for the regional forecasts and for allocation of growth by planning areas was reviewed by the COMPASS Demographic Advisory Committee (DAC). The DAC is a committee comprised of public and private experts, academics, real estate developers, and citizens who are tasked to develop overall demographic forecasts. These forecasts were then allocated to even smaller areas called “traffic analysis zones” (TAZs)

for input into a travel forecast model. The COMPASS Board also reviewed, refined, and approved these growth data, which are now used by local governments.

Distribution of growth was based on current land-use patterns and economic conditions, vacant land, zoning and comprehensive plans, and location and prospects of major area employers.

Ada County Demographics

Ada County and the surrounding area are made up of numerous groups: neighborhoods, ethnic groups, business groups, bicyclists, motorists, landowners, renters, and seniors, just to name a few. Their interests may overlap or conflict. Demographics are the characteristics of the population, many of which have a strong bearing on travel behavior. Demographic data considered during development of the *Destination 2030 Limited Plan Update* include the following sections.

Auto Ownership

Auto ownership is one of the strongest factors in determining travel habits. The 2000 Census reported that more than 254,333 cars were registered in Ada County (1.2 persons per vehicle), compared to about 185,000 cars and 1.1 persons per vehicle in 1990.

By 2000, vehicle ownership in Ada County had risen to more than two vehicles per household, with most of the county's households having two or more vehicles. Car ownership per household is listed below :

No vehicle	2.8 percent
One vehicle	30.5 percent
Two vehicles	44.6 percent
Three vehicles	15.7 percent
Four vehicles.....	4.0 percent
Five or more vehicles	2.5 percent

Source: U.S. Census Bureau, 2000 Census

Labor Force Participation and Size of Households

The labor force is the portion of the adult working age population (16-65 years old) who are working or actively seeking work. This has been on the increase since the 1940s in Ada County and throughout the country. Household size is just 2.59 persons per household in Ada County, which echoes the national trend of decreasing household size. Both of these trends have led to an increase in the number of trips on Ada County roadways. A 1993 study for the U.S. Department of Transportation concluded that 75 percent of the travel increase in the U.S. was related to changes in travel behavior – not growth.

Age and Disability

The size of the population in the categories 65 years and older and younger than 16 years is of special significance to public transportation and other modes such as walking and

biking. An inability to drive due to age or disability can put people at a strong disadvantage in a car-dominated environment. Citizens can find themselves cut off where public transportation does not exist and basic services (medical, shopping, etc.) are too remote for walking. The national trend is for the elderly to make up an increasing share of the population. This is true in Ada County. Persons with disabilities have special transportation needs.

The 2000 Census asked if individuals had a physical, mental or emotional condition lasting six months or more that made it difficult to go outside the home alone to shop or visit a doctor's office. In Ada County, 3.5% (6,759 persons) of people in the 16-64 age group and 18.5% (4,843 persons) of people in the 65 and older age group have this kind of disability.

Minority Population

There is not a significant relationship between travel habits and minority status locally, but the effects of transportation investments on minority groups should be considered. Ada County's population is 9.4 percent minority. Unlike some regions, there are no specific areas in Ada County seen as minority communities.

Table 1.3: Racial Statistics in Ada County

Race Category	Percentage
White	92.9%
Black or African American	0.6%
American Indian and Alaska Native	0.7%
Asian	1.7%
Native Hawaiian and Other Pacific Islander	0.1%
Some other race	1.7%
Two or more races	2.2%
Hispanic or Latino (of any race) *	4.5%
White Non-Hispanic (% of total population)	90.6%
The category of Hispanic/Latino includes Ada County residents who belong to racial groups (White, Black, Asian, etc.) The percentages of all groups will add up to more than 100 percent.	
Source: U.S. Census Bureau, Census 2000 SF1; P3, P4, PCT4, PCT5, PCT8, PCT11	

Existing Travel Behavior

Means of Commuting

According to the 2000 Census, more than 87 percent of Ada County residents traveled to work by car or light truck, with 79 percent of the respondents saying they drove alone. This pattern is typical of U.S. communities outside the largest metropolitan areas. Surveys completed by the Ada County Highway District over the past decade show that rush-hour vehicle occupancies range from 1.15 to 1.17 (higher during non-rush hours).

How Ada County Residents Got to Work:

- Drove alone 78.6 percent
- Used transit 2.0 percent
- Carpooled 7.7 percent
- Biked 3.3 percent
- Walked 1.3 percent
- Other means 1.2 percent
- Worked at home ... 5.9 percent

Source: U.S. Census Bureau, 2000 Census

Time of Day Travel

The distribution of trips throughout the day has a significant impact on transportation planning. When trips cluster tightly around the rush hour, as they do in Ada County, peak demands on roadways can lead to brief, but intense congestion (see Figure 1.9). As urban areas grow, this congestion causes more people to choose travel times outside of the rush hour. In Ada County, the “rush hour” is still limited to about two hours per day, with peaks between 7 a.m. and 8 a.m. and between 5 p.m. and 6 p.m. In larger cities the rush hours can run up to six hours per day. Spreading out rush hours makes more efficient use of the transportation system, since capacities of roadway and transit services are designed to meet peak needs. This means that off-peak hours have more unused capacity available. In communities with surplus off-peak transportation capacity (and high congestion during peak hours), policies may be designed to encourage travel outside normal rush hours. Common solutions include lower transit fares, road tolls and programs encouraging employers to allow staggered work hours.

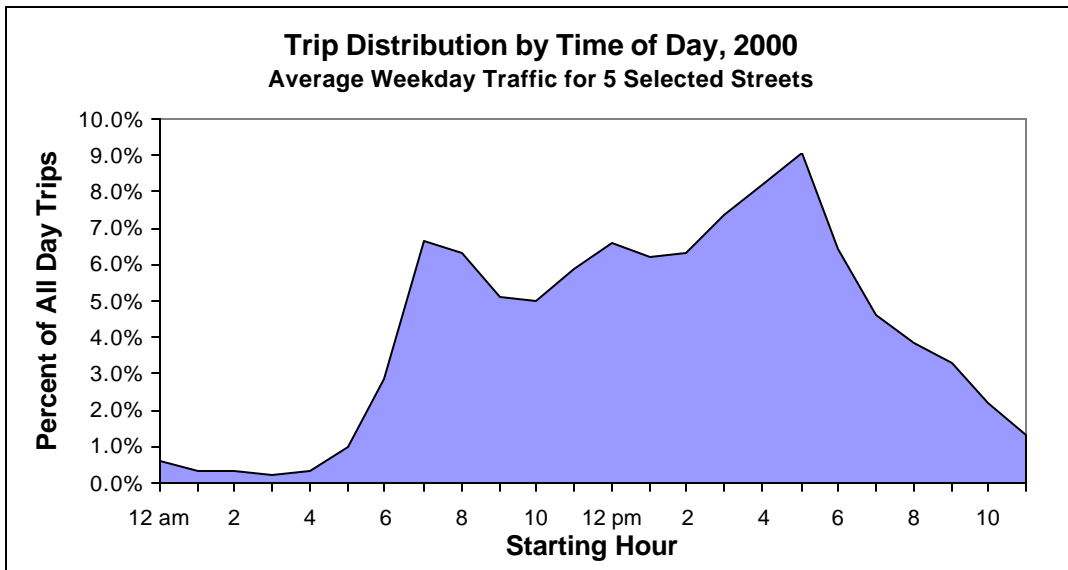


Figure 1.9: Trip Distribution Figures for Ada County, based on Ada County Traffic Counts, 2000

Inter-County Travel Patterns

A major concern voiced by many citizens is the amount of traffic originating outside Ada County and its effect on congestion and transportation needs in Ada County. Table 1.4 summarizes these work trips in Ada County. It also shows that, as of 2000, non-Ada County residents contributed 15% percent of the work trips. Since work trips tend to occur during rush hours, this is a reasonable estimate of travel impacts.

Although hard information is not now available, there is evidence most of these “outside” workers use state highways for most of their travel. With Canyon County commuters making up 70 percent of the outside work travel, it is clear that I-84, Chinden Boulevard (US 20/26), and State Street (SH 44) are the current primary avenues of travel.

Table 1.4: County-to-County Work Trip Interchange

Residents of Ada County and Where they Work		
Total Ada County Resident Workers	155,666	100.0%
Ada County	145,002	93.15%
Canyon County	7,144	4.59%
Elmore County	529	.34%
Boise County	387	.25%
To All Other Idaho Counties	888	.57%
To Other US states and Other Countries	1,716	1.10%
Total Commuting Out of County	10,664	6.85%

Ada County and Non-Ada County Residents Working in Ada County		
Ada County Residents	145,002	84.79%
Non-Ada County Residents	26,008	15.21%
Total Number of Workers in Ada County	171,010	100.0%

Non-Ada County Residents Commuting into Ada County		
Canyon County	17,954	69.03%
Gem County	1,839	7.07%
Elmore County	1,601	6.16%
Boise County	1,579	6.07%
Payette County	596	2.29%
Owyhee County	378	1.45%
From All Other Idaho Counties	582	3.12%
From Other US States	1,250	4.81%
Total Residents Commuting Into Ada County	26,008	100%

Source: U.S. Census Bureau, Census 2000, Census Transportation Planning Package

Intelligent Transportation System (ITS)

What is Intelligent Transportation System?

The Intelligent Transportation System (ITS) is the application of advanced technologies to improve the efficiency and safety of transportation systems. It refers to strategies relative to the use of advanced technologies that help reduce congestion, enhance safety and protect the environment. Common examples of these strategies are synchronized traffic lights, highway incident management, automated transit fare collection, and remote emission sensing devices. As traffic volumes increase, intelligent transportation system solutions become critical components of transportation planning. The advantage of Intelligent Transportation System is that its implementation can enhance traffic flow and ease congestion within the existing right of way and most of the time without any disturbance to the built environment.

Background Work

Based on the successful results of this new approach in different parts of the country, APA (now COMPASS) in 1995 experimented with the application of advanced technologies in testing auto emissions and in the collection of data on the origin and destination of travel in Ada County. The results pointed to more efficient ways of monitoring auto emissions and travel patterns. In 1997 APA launched the development of a Preliminary Intelligent Transportation System Plan for the Treasure Valley. The primary purpose of this effort was to identify potential Intelligent Transportation System applications for the area's transportation system. Based upon the success of this project, the local governments in the Treasure Valley recommended a follow-up work as Phase II of the Treasure Valley Intelligent Transportation System Project. Four Intelligent Transportation System plans for the Treasure Valley were developed through this effort. These were:

- Signal System Master Plan
- Freeway Management Plan
- Communication Master Plan
- System Integration Plan

The APA (now COMPASS) Board of Directors adopted these plans in September 1999.

Recommendations of the Treasure Valley Intelligent Transportation System Plans

Some recommendations of the Treasure Valley Intelligent Transportation System Plans are:

- Enhancement of the Ada County Highway District's Traffic Management Center as the Traffic Management Center for the entire Ada County

- Work has already begun on this goal as the ITD and ACHD have installed closed-circuit TV cameras and loop detectors at critical areas to monitor traffic. More funding is being sought to fund further enhancements.
- Formation of a single traffic management center for all traffic signal synchronization and incident management on Treasure Valley’s roadways
- Consideration of Intelligent Transportation System solutions in all transportation planning activities in Treasure Valley, as a means of improving traffic flow and reducing congestion
- Development of an integrated incident management system plan for the Treasure Valley freeway system

This plan has been completed and was implemented by the ACHD in 2001.

Conclusion

All of the data gathered during development of *Destination 2020* and updated for *Destination 2025* and the *Destination 2030 Limited Plan Update* help make transportation planning more accurate and meaningful. The issues described in this introduction are addressed throughout this document. Each chapter concludes with policies approved by COMPASS to help guide Ada County governments as they face the challenges of transportation planning over the next 20 years. This plan will be submitted to Ada County and each of its six cities to be considered as part of their own comprehensive plans.

Each long-range plan provides new goals, new issues, and new projects, building on the plans before it. The *Destination 2030 Limited Plan Update* is intended to serve as a guide until the next transportation plan, *Communities in Motion*, is developed. As always, the COMPASS Board, members, and staff will be looking to the community to help continue the quality of life and economic vitality that make the Treasure Valley a special place with a promising future.

General Transportation Policies

1. COMPASS will consider the approved demographic forecasts as policy tools.
2. COMPASS will work with local and state agencies to encourage transportation and other key planning, environmental, and infrastructure studies to coordinate their data assumptions concerning future growth and land uses.
3. COMPASS will update the employment and population forecasts at least every three years. Updates that are more frequent may be considered based on development monitoring or economic changes.
4. COMPASS will update population and employment estimates on an annual basis.
5. During rush hours, the traffic flow "level of service" on major arterials and freeways may approach capacity (LOS E). Other arterials and collectors would have traffic flow quality decline to LOS D only during rush hours. In order to protect the quality

of life where the roadside environment is predominantly homes fronting on the street, traffic flow quality on such streets should be at the comfortable range (LOS C) during rush hours. COMPASS will encourage appropriate local governments to require future developments to demonstrate that additional traffic would not surpass LOS C capacity on streets where the current roadside development is predominantly fronting homes where direct access is to that street or from which street the homes take their address. The following factors will be explored when deciding whether LOS D or LOS E is appropriate:

- a) Economic Feasibility
- b) Engineering Feasibility
- c) Environmental Impact
- d) Impact on Adjacent Development
- e) Maximum System Benefit
- f) Policy Board Decision
- g) Technical Staff Recommendation
- h) Total Cost

(Factors are not listed in order of priority.)

6. COMPASS will encourage transportation implementing agencies to protect the neighborhood quality of life by ensuring future roadway capacities, intersection improvements and roadway improvements are compatible with the adopted long-range transportation plan, local comprehensive plans, and a comprehensive transportation system. Pedestrians, residents and bicyclists also are users of the transportation system and should be provided a safe and comfortable environment.
7. COMPASS will continue to work with area governments to improve the mitigation process. COMPASS will support the Ada County Highway District and other transportation agencies in the implementation of mitigation measures per their current policies when future roadway expansions affect existing residential areas. Where appropriate and in accordance with law, mitigation costs should be passed on to future developments.
8. A particulate matter analysis, is incorporated and made a part of the policies of this document, specifically that COMPASS staff will continue to perform build/no-build analyses for all regionally significant or capacity expansion projects. Where it is demonstrated that a build analysis increases emissions, offsetting transportation control measures shall be identified as a condition of approval.
9. COMPASS will incorporate data from the Treasure Valley Futures project and provide leadership in efforts to reduce travel demand, including education and suggested policies to member agencies.
10. COMPASS, in concert with local governments of the Treasure Valley and transportation providers, will develop and implement a public education process using printed and electronic media to inform citizens about alternative transportation

and alternative land-use patterns. This effort will promote alternative transportation as a means to reduce travel demand in the Treasure Valley.

11. COMPASS will commit to monitor mode choice annually using best available data sources, including random household surveys, for inclusion in the Transportation Improvement Program development process, which results will be included in the annual transportation system performance report.
12. COMPASS will produce an annual transportation system performance report. COMPASS staff will design the report and present it to the COMPASS Transportation Advisory Committee and COMPASS Board for concurrence

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Chapter 2:

Public Involvement

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Introduction

Public involvement is essential for effective planning and implementation of transportation projects. Public input helps identify solutions to transportation issues, builds understanding and a sense of ownership, and may prevent community concerns that might delay projects and improvements. During a planning process, COMPASS uses a variety of outreach and notification strategies to reach community members and makes every effort to consider/incorporate public input into its programs, projects and decisions.

The public involvement policy for COMPASS (see full policy at the end of this chapter) includes the ability for the agency to tailor a public process specific for each plan. As a result, staff tailored this public involvement approach to meet the needs of the plan. In this case, because the *Destination 2030 Limited Plan Update* is just that, limited, COMPASS staff and support committees decided that the public outreach effort for the new regional long-range transportation plan, *Communities in Motion*, will reach the most people, and thus put resources into that effort. For the Limited Update, COMPASS developed a one-page information sheet about the plan, developed a special web site that linked to the COMPASS home page, and held two meetings two months prior to adoption.

Public Involvement for *Destination 2030 Limited Plan Update*

Public involvement for the limited update included the following components:

Public Involvement Objectives

To provide an opportunity for the general public to comment on the *Destination 2030 Limited Plan Update* draft plan, including to review the changes at an open house and on the website and for staff to receive and review written comments on changes.

Anticipated Use of Public Input

To understand the community's reaction to the updated plan as well as the issues that may need to be addressed in the plan.

General Notification of Process

The general public first received notice of the Limited Plan Update at the public meeting for Functional Classification maps, Transportation Improvement Program, and Air Quality Conformity, held at COMPASS on Wednesday, July 14, 2004, from 10:00 am – 8:00 pm.

Open House Schedule

Open House #1
COMPASS conference room
Tuesday, October 26, 2004
10:00 am – 8:00 pm

Open House #2
Boise Senior Activity Center -- E-Room
Boise, Idaho
Thursday, October 28, 2004
4:00 – 8:00 pm

Notification Materials and Plan

- Website/COMPASS-based – launched July 1, 2004. Comments were sent to a web-based database created for *Communities in Motion*.
- Display ads for meetings – posted two days prior to both open houses
- Legal notice for meetings – posted 15 days prior to both open houses
- Email notification to database to announce website and meetings – early July and mid-October
- Postcards to stakeholder lists for meetings – two weeks prior to open houses
- One-Page Fact Sheet for use at related events and public meetings
- News Releases – early July to announce website and mid-October for open houses

Public Involvement Schedule

May 2004	Develop one-page information brochure
June 2004	Develop web site components; review and launch by July 1 RTAC reviews fact sheet and website structure and gives “go-ahead”
July 2004	Launch web site, complete with on-line comment form linked to Communities in Motion web database. Receive input on functional classification maps and provide information at public meeting on July 14, 2004
October 2004	Public meetings for the draft plan, October 26 and October 28

Agency Participation

COMPASS is responsible for public involvement for the limited update. Member agencies and the Regional Technical Advisory Committee supported the public involvement approach.

The Community Planning Association of Southwest Idaho

On March 15, 2004, the COMPASS Board approved the public involvement process when they adopted the overall assumptions, schedule, and timeline for the limited update.

The Regional Technical Advisory Committee (RTAC)

RTAC meets monthly and is composed of 34 voting members representing local, county, state and regional technical staffs. During the limited update process, RTAC reviewed public involvement materials such as the one-page fact sheet and the website, and suggested how to incorporate public comment into the planning process.

COMPASS Public Involvement Policy Updated November 17, 2003

The planning process of the Community Planning Association of Southwest Idaho (COMPASS) shall include an active public involvement process that provides comprehensive information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans.

COMPASS staff will tailor a specific public involvement process for each plan subject to review by public officials from affected areas, their representatives, and/or representatives from affected constituent groups. These procedures will comply with or exceed all federal, state, and local laws, rules, and regulations regarding public involvement.

COMPASS will consider and implement the principles of equality for all citizens as formulated in Title VI and the Executive Order for Environmental Justices to the extent reasonably possible.

Methods that support the COMPASS Public Involvement Policy

Active Public Involvement

- Public meetings (theater style, facilitated workshops, open houses, public hearings)
- Focus groups
- Public opinion surveys
- Ad hoc committees and task forces

- Public hearings conducted by member agencies prior to Board adoption, as appropriate and as requested.

Comprehensive Information

- Meeting dates/sites/agendas for COMPASS board meetings posted on web site
- Major documents available on web site
- Presentations to organizations identified as stakeholders
- Planning fairs and other joint public meetings held with similar agencies

Timely Public Notice

- Paid advertisements
- Media contacts, news releases, and public service announcements
- Legal notices

Full Public Access to Key Decisions

- Publication of meeting dates/sites
- Availability of draft documents and informational materials
- Open house meetings to discuss projects/plans

Early Citizen Involvement

- Facilitated public workshops
- Initial projects lists created using citizen input
- Comment periods

Continuing Citizen Involvement and Feedback

- Stakeholders list of interested groups, businesses, neighborhoods, elected officials, agency staffs, and citizens
- Summary transcripts of public comments to elected officials prior to their decisions
- Citizen comments, staff recommendations, board decisions distributed to COMPASS web site, city halls, public libraries, and the COMPASS office
- Appropriate use of electronic media.

Chapter 3:

Travel Demand Forecast Model

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Introduction

Regional transportation planning is a complicated process that requires looking into the future. Indeed, 20 years is a long time, considering Ada County’s rapid growth and changing needs. To plan a system that best serves local citizens and the traveling public, COMPASS and its member organizations must have the most reliable and accurate information possible. The key to this planning effort is to forecast as accurately as possible the future travel needs of Ada County.

COMPASS uses a computer program to forecast traffic conditions and identify transportation system impacts for specific years in the future. The future travel forecast results are used to identify changes in regional travel demand. The model uses current and projected demographic, land use, and road condition data to forecast traffic volumes on future roadway networks.

To keep the model updated, COMPASS established a Transportation Model Advisory Committee to develop and review model improvements and/or enhancements; review model inputs and outputs; review model uses and develop a model use policy. The Transportation Model Advisory Committee representatives are from Ada County Highway District, Ada County, Boise City, City of Caldwell, City of Nampa, Canyon County Small Cities, Canyon County highway districts, Idaho Transportation Department, Idaho Division of Environmental Quality, ValleyRide, COMPASS, and appointed transportation, land use, and air quality professionals who serve on a voluntary basis.

This chapter describes how COMPASS’ travel demand model works, how model results are used, the types of data that are used to build the model, and COMPASS’ travel demand forecasting policies.

How COMPASS’ Travel Demand Model Works

COMPASS’ travel demand model simulates traffic patterns for the region based on where trips are likely to start and end. This is done using a four-step modeling process (see Figure 3.1). The simulation is adjusted to account for roadway capacities, the availability of alternate routes, and changes in travel time due to congestion. When all routes have approximately the same travel time, and there are no longer advantages associated with alternative routes, equilibrium is reached and the model forecast is produced.

COMPASS’ travel demand model is developed using:

- Past and Present Traffic Count Data -Traffic counts are collected from the Idaho Transportation Department, Ada County Highway District, and various Canyon County transportation agencies. Traffic count data are used to validate the model for a “base year.”

- Demographic Data Forecasts - COMPASS' Demographic Advisory Committee develops area-wide demographic forecasts on population, households and employment. Forecasts are first developed for large demographic sub-areas of the Treasure Valley. Then the forecasts are allocated to individual Traffic Analysis Zones (TAZ). TAZ boundaries are based on a combination of census boundaries and local geographic features such as roads and waterways and range in size from a few blocks to one or more square miles. The U.S. Census Bureau reviews COMPASS' TAZ boundaries every 10 years. This process maintains the integrity of the previous years of data while updating the boundaries of the zones based on major changes such as new roads or significant changes in development.
- Roadway Networks – In order to forecast traffic, a digital network of the functionally classified roads and their current characteristics (number of lanes, traffic counts, etc.) are built for each analysis year. The functionally classified streets input into the model network are: interstates, principal arterials, minor arterials, and collectors. Some local roads are included in model roadway networks for the purposes of connectivity and model validation. However, roadways such as those within residential subdivisions are not specifically considered in the model. Instead they are abstractly represented as centroid connectors. Centroid connectors are connections in the model made between classified roadways and TAZs.

Future year roadway networks are developed using existing facilities with roadway projects planned for completion by a specified date.

- Roadway Capacities - The capacity of a roadway is defined as the number of vehicles a particular road can manage before congestion occurs. Capacities are based on the functional classification of the facility and its location.
- Travel Speed – Posted speed limits are put into COMPASS' travel demand model as the maximum travel speed. Travel speeds may be adjusted during the model validation process to account for delay or route attractiveness not adequately considered by the other model inputs.
- Trip Types - The travel demand forecast model uses six trip types. Five of these have one end of the round-trip at home. They are home –based work, home-based shopping, home-based social, home-based school, and home-based other. The sixth trip type does not involve travel either to or from home. Therefore, it is called a non-home-based trip. The characteristics for these trip types are developed from travel surveys completed by random households throughout the Treasure Valley as well as nationally developed data.
- Alternative Transportation Modes (Mode Split) - Based on census and household travel survey data, the fraction of single occupant vehicles, non-single occupant vehicles, and non-motorized travel modes can be determined. However, the model currently does not forecast changes in travel mode fraction. Therefore, forecasted

traffic volumes assume a pro-rated reduction in single occupant travel over a given planning horizon to represent an increasing use of alternatives transportation modes. The current assumption is 25% of all person trips by the year 2025 will involve non-single occupant vehicles or non-motorized travel modes.

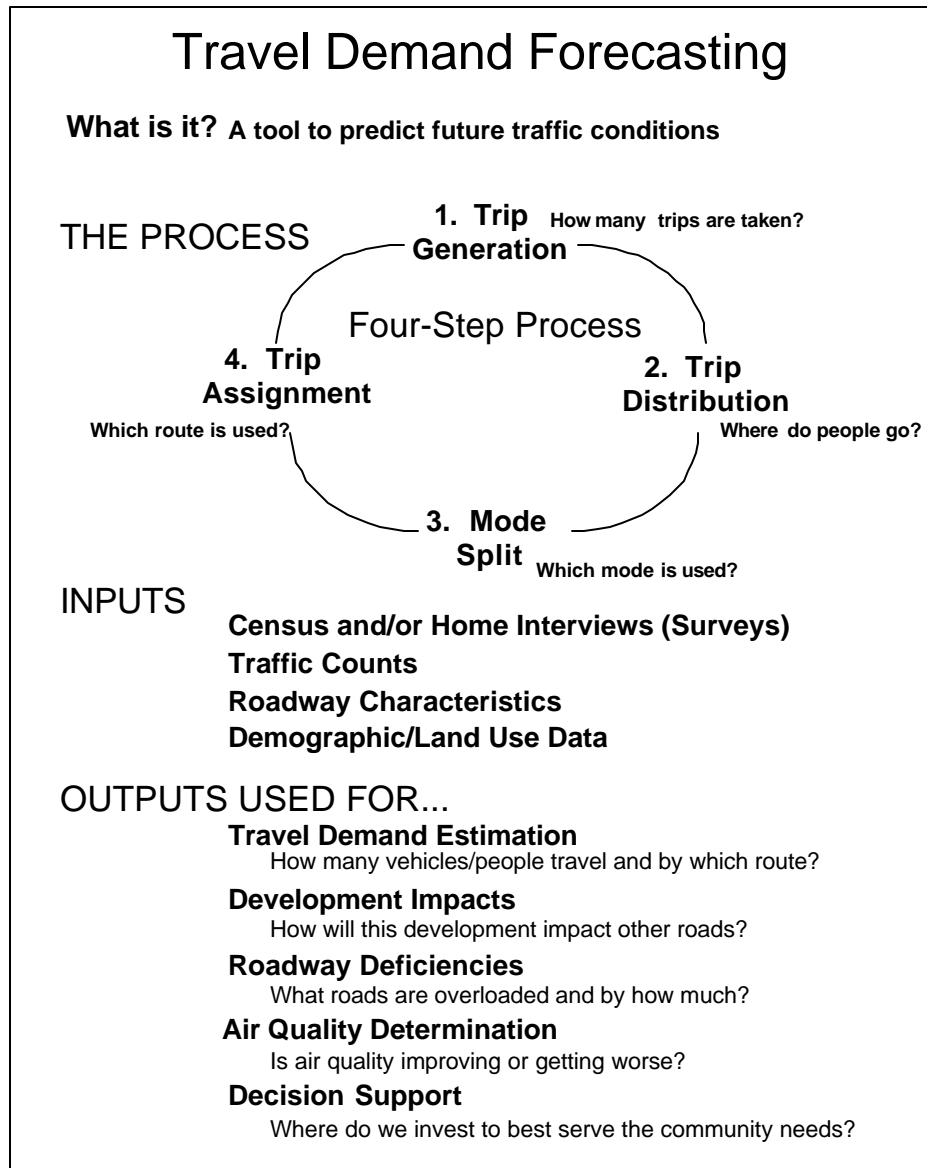


Figure 3.1: How the Traffic Model Works

COMPASS' current travel demand forecast model was updated, calibrated and validated throughout the past two years. The Transportation Model Advisory Committee approved the use of the model on June 29, 2004. The current model was calibrated with data from a household travel characteristics study performed and completed in 2002. This survey obtained information about the number of trips, travel time, and trip purpose by mode and time-of-day from more than 2,600 Treasure Valley households.

Model Output

The model produces a regional view of the roadway network based on current or proposed changes in land use and roadway network structure. The model's primary result is an estimation of the daily traffic volumes on each section of roadway in the model's domain for a given analysis year. The model also produces estimates of other traffic conditions such as level of service, travel time, and travel speed.

Model Data Uses

COMPASS' travel demand model produces forecasts of average weekday traffic volumes (ADT), average traffic speeds, vehicle miles of travel (VMT), and the level of service for each roadway in the model network. These forecasts are used for a variety of purposes, including:

- Air Quality Conformity Analyses – Transportation conformity analyses are required to demonstrate planned transportation projects will conform to the state implementation plans in non-attainment and/or maintenance areas.
- Roadway Network Deficiency Analyses - These highlight potential future roadway inefficiencies and/or needs as a result of additional growth or other network modifications.
- Traffic Impact Studies – These studies determine traffic impacts of new developments such as a new retail mall.

Peak-Hour Model

COMPASS' peak-hour model estimates travel demand during the afternoon rush hour (5 to 6 p.m.). It operates identical to and uses the same types of data inputs as COMPASS' 24-hour travel demand model. It was calibrated in September 2004. Forecasted traffic volumes from peak hour models are primarily used in traffic studies to aid in the design of intersections. The peak-hour model was not complete in time for use in the analysis of the *Destination 2030 Limited Plan Update*, but will be used in *Communities in Motion*.

Deficiency Analyses

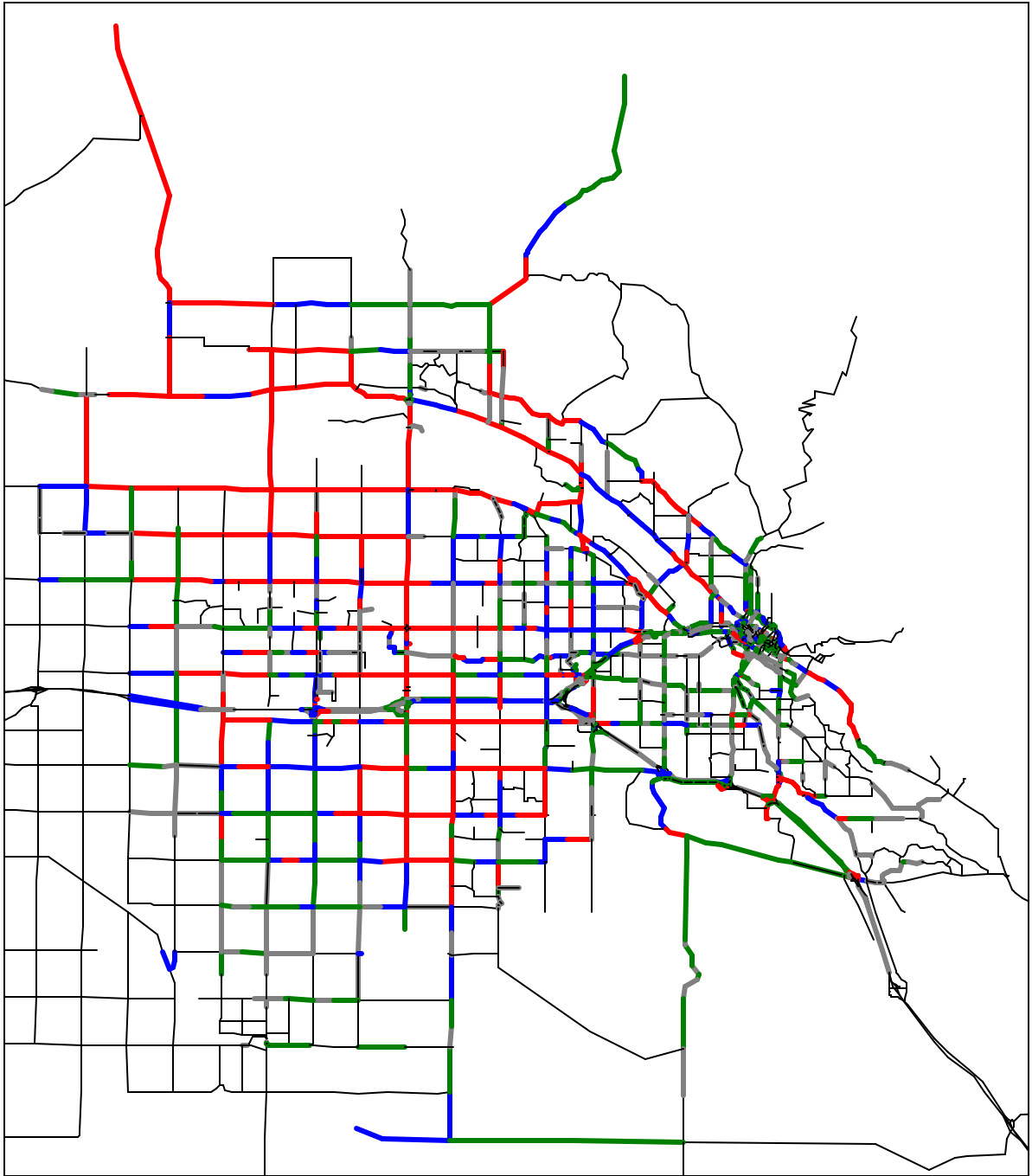
Roadway network deficiency analyses were performed using the COMPASS travel demand model for the *Destination 2030 Limited Update*. Deficiency analyses help the long-range transportation planning process by identifying roadways that are forecasted by the travel demand model to be over capacity.

The first 2030 deficiency analysis used the 2030 trend demographics (referred to in Chapter 1) with the 2005 roadway network. The 2005 roadway network included all projects programmed for construction in 2005 and/or those likely to be open to the motoring public by December 31, 2005. Figure 3.2 shows the deficiencies throughout Ada County. The colors indicate:

- Grey: the roadway is operating 20% under or at capacity
- Green: the roadway is operating at capacity or 20% over capacity

- Blue: the roadway is operating 20% to 40% over capacity
- Red: the roadway is operating at 40% or more over capacity

Figure 3.2: Modeled deficiencies using forecasted 2030 demographics on the current (2005) roadway network.

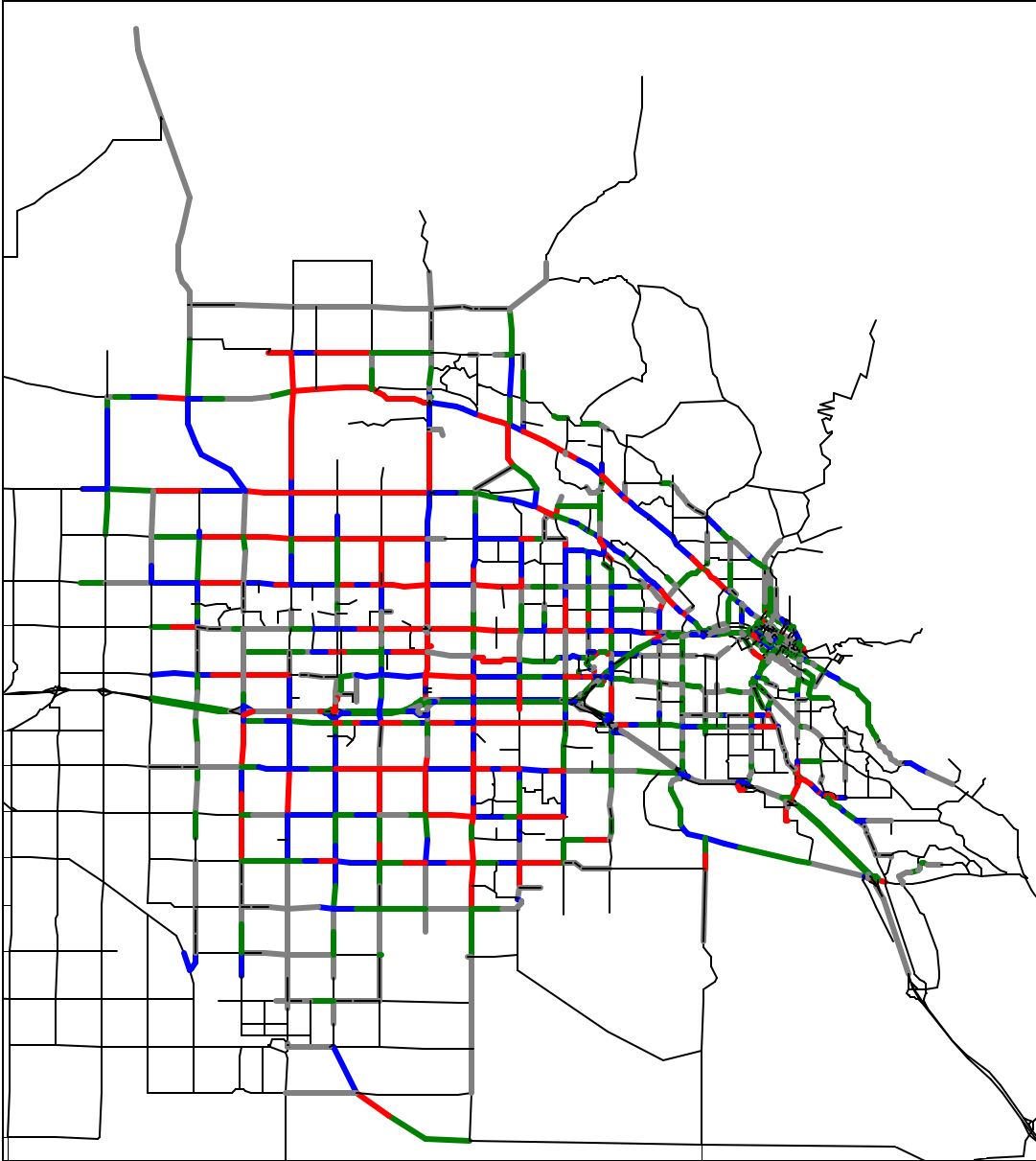


A second 2030 deficiency analysis was completed with COMPASS' travel demand model, which used the forecasted 2030 trend demographics (referred to in Chapter 1) with a proposed 2030 roadway network. The proposed 2030 roadway network includes all projects listed in the FY 2005-2009 Northern Ada County Transportation Improvement Program, ACHD's Capital Improvements Program, and Chapter 5 of the

Destination 2030 Limited Plan Update. Figure 3.3 shows the forecasted deficiencies throughout Northern Ada County. Again, the colors indicate:

- Grey: the roadway is operating 20% under or at capacity
- Green: the roadway is operating at capacity or 20% over capacity
- Blue: the roadway is operating 20% to 40% over capacity
- Red: the roadway is operating at 40% or more over capacity

Figure 3.3: Modeled deficiencies using forecasted 2030 demographics on the proposed 2030 roadway network.



Travel Forecast Policies

1. COMPASS will consider the model assumptions such as roadway capacities, trip rates, and other inputs as policy level decisions, with amendments to the assumptions undergoing a formal review and approval process. This process should be developed by the Transportation Model Advisory Committee and endorsed by the COMPASS Board.
2. COMPASS will work with the Ada County Highway District, the Idaho Transportation Department, and local governments to encourage traffic impact evaluations and plans be done in coordination with the Transportation Model Advisory Committee, using, to the extent possible, the assumptions endorsed through the COMPASS process.
3. COMPASS will develop the travel forecast model’s capacity to evaluate travel demand for alternative land uses.
4. COMPASS will continue to support the travel forecasting model with the best data available on population, jobs, trip origins and destinations and other community demographics. Special surveys including origin and destination surveys will be conducted as needed.
5. COMPASS will develop broadly available public education materials, specifically including the Internet, to provide information to the public about the travel demand forecasting process.

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Chapter 4:

Preservation of Transportation Corridors

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Introduction

Preservation of transportation corridors is one of the major challenges in planning. As communities grow over the next 20 years, many existing and potential new corridors will be developed to a point that building transportation facilities may become not only more expensive, but, in some cases, virtually impossible. Identification of these corridors is an essential part of this plan.

A key component of regional transportation planning and corridor preservation is a classification system that describes how streets function in serving the traveling public. These classifications are critical because streets do not function independently, but as part of a system. Governments and developers use the classifications as a guide to define how streets will function within the network. The classifications described in this chapter were developed by the Federal Highway Administration and standardized throughout the country. These classifications are mandatory in order to receive federal funds. Federal funds can be spent only on roads functionally classified as “collectors” or above.

There are two separate functional classification maps. The federal functional classification map has a 10-year horizon; and the planning functional classification has a 20+-year horizon. The federal map is a requirement and determines which roadways are eligible for federal funding. The planning map is used as a tool for COMPASS members for long-range projects and corridor preservation.

The keys to this system are official maps that show the classification of certain roads in the county (interstate, arterials and collectors). Neighborhood streets, also known as local roads, are not shown on the maps in this chapter. These large-scale maps are available from COMPASS. This chapter includes a description of each classification, the Federal 2010 Functional Classification Map, and the COMPASS 2030 Functional Classification (planning) Map. This chapter also includes brief descriptions of the following planning elements that are related to the classification system:

- Major urban intersection preservation
- Major transportation projects listed for preservation
- Recommended transportation studies and collector evaluations

Issues Addressed in this Chapter

Effective transportation planning requires a system of street classifications designating how streets function in serving the traveling public. A countywide functional street classification map and street design guidelines are critical to planning an integrated roadway network. Street classifications must be reevaluated and updated over time as needs change. Major intersections need to be preserved for the future to protect key corridors from development.

Functional Street Classification

The maps on the following pages show existing and proposed functional street classifications for Ada County for the federal classification system first, then the planning classification system. The major difference in the two maps is that the federal map does not reflect proposed projects expected to be built after the year 2010. The planning map reflects proposed projects and corridor preservation through the year 2030.

Definitions and Specifications

Streets in the transportation network are typically classified by how they function in serving the traveling public. For example, local streets are intended to serve residential areas and not heavy traffic, while arterials are designed to serve through-traffic, often restricting access (driveways and local streets) to adjacent development. The federal classification system is more streamlined than the planning system.

Interstates (federal and planning classification) are divided highways with two or more lanes per direction. No driveways or streets connect directly to the interstate. Instead, interchanges with bridges and ramps connect major roads and highways to the freeway. Generally, interchanges are one or two miles apart. This allows for very high speeds, ranging from 55-65 mph. Right-of-way width needed for freeways starts at 300 feet.

Arterials are roads carrying the major portion of trips entering, passing through, or leaving urban areas. Ideally, arterials should not penetrate identified neighborhoods. They are further defined as principal, minor, and rural.

- **Principal arterials** (federal and planning classification) carry through-travel, but direct access is severely limited with a right-of-way of 78' - 120'.
- **Minor arterials** (federal and planning classification) are a subcategory, usually serving shorter, more localized travel needs. They are frequently four lanes, with five lanes at intersections. Less right-of-way (78' - 96') is required for minor arterials.
- **Rural arterials** (planning classification only) are a subset of minor arterials. Examples of rural arterials are Beacon Light and Dry Creek Roads, which were once adequate for the "farm-to-market" traffic and were not originally intended to meet the needs of urban and suburban development. A two-lane road can usually accommodate through-travel in the more rural areas with three lanes at some intersections.

Collectors (federal and planning classification) are roads providing traffic circulation within residential, commercial and industrial areas. Collectors carry trips to and from arterials. Single-family homes are normally discouraged from having driveways onto collectors. Urban collector standards are generally two to three traffic lanes with sidewalks.

Street design guidelines describe such elements as right-of-way width; pavement width; curb type; sidewalk width; minimum sight distance; minimum/maximum grade;

maximum design speed traffic index; approximate intersection spacing on arterials; and various other factors. Ada County Highway District has 23 major categories of street standards to allow flexibility in design (landscape planter strips, marked bike lanes, etc.). The specific standards depend on detailed engineering evaluations during design. Design specifications can be found in the Ada County Highway District Policy Manual, Section 7200.

How to Use the Functional Classification Maps

The Federal Functional Classification map is a federal requirement. The Federal Highway Administration (FHWA) requests an update of this map approximately every five years with a 10-year horizon. Roadways classified as a collector, arterial, or interstate, and national highway system are identified on this map and are eligible for federal funding. The COMPASS Board and the Federal Highway Administration have already approved the Federal 2010 Functional Classification map.

The COMPASS Functional Classification map (planning) is not a requirement. It is used as a planning tool by COMPASS and member agencies. This map is officially updated along with the long-range transportation plan and includes a 20+-year horizon. The COMPASS Board is mostly concerned with roadways classified as arterials and interstate. However ACHD, in cooperation with the county and cities, provides information on roadways classified as collectors to provide continuity to the system plan. Proposed roadways are shown on this map for preservation purposes.

A two-step process is needed to fully adopt the new COMPASS 2030 Functional Classification Map:

1. The Community Planning Association Board adopts recommended changes to the Long Range Transportation Plan - which includes changes to the Functional Classification Map.
2. The Ada County Highway District, Ada County, and the cities of Boise, Eagle, Garden City, Kuna, Meridian, and Star each adopt the new COMPASS 2030 Functional Classification Map in their planning documents.

The new COMPASS 2030 Functional Classification Map will replace the 2025 version as the official countywide map

The functional classification maps are complex maps. The following links will take you to a digital copy of these maps. Large-scale printed maps may be viewed at an Ada County library or the COMPASS office. (Note: the maps are formatted on 34" x 44" paper.)

- [Federal 2010 Functional Classification Map](http://www.compassidaho.org/maps/adafun2010.pdf)
(www.compassidaho.org/maps/adafun2010.pdf)
- [COMPASS 2030 Functional Classification Map](http://www.compassidaho.org/maps/adafun2030.pdf)
(www.compassidaho.org/maps/adafun2030.pdf)

Collector Designations

Collector roads are more of a local circulation issue. Other collectors not included on the functional classification map in developing areas may be designated by Ada County Highway District in accordance with the *Ada County Highway District Policy Manual*. The COMPASS 2030 Functional Classification Map for Ada County shows the designated and approved collectors at the time of the plan. The layout of effective collectors depends on the following factors:

- The size and shape of vacant parcels in the area.
- The location of buildings (homes and businesses) and the configuration of existing neighborhoods and subdivisions.
- The location of nearby attractions such as schools, shopping centers and other services.
- The existing street system.
- Terrain, waterways, and other natural features such as wetlands.

With a well-developed arterial grid, on an approximate spacing of one mile, collectors shall be designed for the unique characteristics of each “section” of land. A section is a one-square mile area laid out when Ada County was originally surveyed. This grid pattern can be clearly seen in the southwest county area.

Emergency services (police, fire, and ambulance) have a strong interest in the patterns of collectors, since these frequently serve as the quickest routes. When collector and local street networks are too broken up, it can be difficult for emergency vehicles to navigate the resulting maze. This pattern can be seen and experienced by visitors in many subdivisions built in the past 20 years.

Some citizens have expressed interest in local and collector street patterns that resemble more “traditional” neighborhoods built before World War II. Called “grid” or “neo-traditional,” this pattern can offer residents and visitors multiple ways to travel between points. This pattern is considered friendlier to pedestrians and bicyclists, since the routes to school, parks and services are shorter and more direct. Many residents remain concerned about the potential for “cut-through” traffic from a grid system. The concept of throughway or loop collectors also addresses internal circulation and continuity.

Methodology for Included Projects

Communities in Motion will approach transportation projects much differently than past plans by focusing on corridor level needs. COMPASS members have agreed to initiate this different approach in the *Destination 2030 Limited Plan Update*. The major assumptions are listed below:

- Projects listed in the plan will be limited to those projects meeting the definition for regionally significant (the official definition is attached in Chapter 5, page 66).
- Projects that are not regionally significant and therefore not included in the plan may be eligible for federal funding during development of the Transportation

Improvement Program. Any roadway project requesting federal funding must be on a facility listed on the Federal 2010 Functional Classification map with a federal aid number assigned.

- Consistency between the Transportation Improvement Program and the plan would be limited to those projects meeting the regionally significant definition. For example, a project proposed for inclusion in the Transportation Improvement Program not shown in the plan would not be consistent, nor would a proposed project differing in scope from that included in the Plan.
- Projects included in *Destination 2025* and not meeting the regionally significant definition would not be included the *Destination 2030 Limited Plan Update* with an explanation about why these are being deleted. Elimination from the plan does not mean the projects will not be completed.
- The ACHD *Capital Improvements Plan* will be a companion document to the *Destination 2030 Limited Plan Update*.
- The COMPASS Board is the final determiner of which projects will be included in the Plan.
- Exceptions to the regionally significant criterion may be made for exceptional circumstances, but should be discouraged.
- The same criterion of regionally significant will be applied to any corridor preservation projects. The *Destination 2030 Limited Plan Update* Functional Classification map, however, is the main tool for corridor preservation.

Preservation of Major Intersections

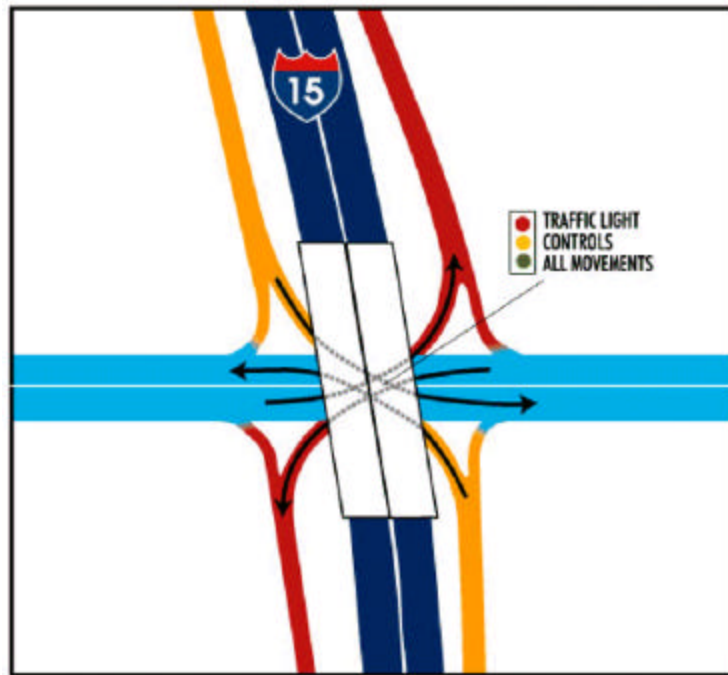
Major intersection changes generally involve construction of one or more ramps to handle turning vehicles. More “routine” intersection improvements (signalization, addition of turn lanes, medians, etc.) are considered “operational” improvements and are not addressed in the plan. The major intersections listed below are recommended for preservation, not construction, within the period of the plan, with the exception of the Eagle Road/Fairview Avenue intersection. “Preservation” used in this chapter means saving a future option to improve the existing intersection design. (If not preserved, the ability to improve the intersection could be lost.)

Preliminary design work is needed to assist in preservation. Table 4.1 shows major intersections in Ada County designated for preservation. These intersections are circled on the *Functional Classification System* map maintained by COMPASS.

Table 4.1: Major Intersections for Preservation

Intersection	Comments
Capitol Blvd. / University Dr. / Boise Ave. Intersection	Boise Ave under crossing to improve existing 5-way intersection and to improve pedestrian and bicycle access to Boise State University.
Curtis Rd. / I-184 Interchange	Preserve land for an "urban interchange" based on the Bench/Valley Study. This interchange would improve future congestion by adding special ramps.
Chinden Blvd (US 20/26) / Glenwood St.	Urban interchange to separate the grades of the intersection and use ramps to handle many of the turns
Chinden Blvd (US 20/26) / Veterans Memorial Parkway	Urban interchange.
State St. (SH 44) / Glenwood St. (SH 44)	Urban interchange.
State St. (SH 44) / Veterans Memorial Parkway (36th St.)	Urban interchange.
Eagle Rd (SH 55) / SH 44 Bypass	Urban interchange.
Eagle Rd (SH 55) / Chinden Blvd (US 20/26)*	Urban interchange. Eagle Rd would pass under Chinden Blvd due to the proximity to the Bench.
Eagle Rd (SH 55) / Fairview Ave*	Urban interchange. (Listed in Destination 2025 as project.)
Eagle Rd (SH 55) / Franklin Rd.*	Urban interchange.
Eagle Rd (SH 55) / Overland Rd.*	Urban interchange.
Eagle Rd (SH 55) / Ustick Rd.*	Urban interchange.
* Related to Eagle Road limited access highway concept.	

Certain intersections in Ada County have been identified for different engineering designs, known as urban interchange. Figure 4.1 shows a simple depiction of how this interchange would operate. Currently, Ada County does not have any urban interchanges. It is similar to an interchange on the freeway system, but the costs and amount of land necessary can be reduced given the lower speeds on the arterials. The major road is given priority by allowing through-traffic to continue without undue delay at the intersection. The turning movements are handled at ground level with a series of signals that need special coordination. Any access onto the major through street should be approximately 800 feet back from the interchange along the major through-street, which allows adequate room for the ramps.



* Source: Utah Department of Transportation, I-15 Reconstruction Project.
Website address <http://www.i-15.com>

Figure 4.1: Urban Interchange Design

Transportation Projects for Preservation

Many projects proposed for construction or preservation were considered during development of *Destination 2025*. Some of those projects have been carried over to the *Destination 2030 Limited Plan Update*. If the need arises, projects with preservation status could be moved up to construction status.

Table 4.2 shows projects for preservation beyond 2030. “Preservation” used in this section is the same as in the previous: it means saving the option to improve the existing roadway in the future. Usually, preservation is triggered when a development or construction is proposed which would affect the ability to implement the transportation project. The implementing agency, Ada County Highway District or the Idaho Transportation Department, may need to develop preliminary designs to help determine the alignment and right-of-way needs. Local governments with land-use planning authority, notably the cities and the County, also play a part in preservation by developing appropriate zoning and subdivision ordinances to ensure adequate set-backs along collector and arterial roadways and other major transportation corridors.

The determination by COMPASS to preserve these projects, rather than show them in the “Build” list (see Chapter 5: Major Roadway Projects), was based on evaluation of traffic model forecasts (i.e., projected levels of service) and financial constraints. Development and growth that differ greatly from the assumptions discussed in Chapter 1: General Transportation Issues, could accelerate the need to build some of these projects.

Table 4.2: Transportation Projects for Preservation

No.	Road	Location	Lanes	Construction Cost*
1	Chinden Blvd (US 20/26) widening	County Line to current	5	\$12,000,000
2	I-84 widening ^	Gowen Rd to Isaac's Canyon Interchange	6	\$6,000,000
3	State St widening	28th St to 16 th St	7	\$9,400,000
4	Eagle Rd (SH 55) Study Results	Various – based on completion of study		**
Total Estimated Cost				\$199,300,000
*Costs estimated by Higgins Engineering in 1995 dollars and most costs have not been updated.				
**Contingent upon completion of corridor study.				
^Cost estimate from the I-84 Corridor Study in 2001 dollars.				
^^ Cost estimate figured using from ACHD's Five Year Work Program Budget in 2001 dollars.				
Note: n.a. = new road or street.				

Table 4.3 provides a list of preservation projects from *Destination 2025*. These projects do not meet the new criteria of “regionally significant” or are not longer relevant and were, therefore not included in the *Destination 2030 Limited Plan Update*.

Table 4.3: Preservation Projects NOT Carried from Destination 2025

No.	Road	Location	Explanation
1	2 nd & 3 rd Streets in Kuna	One way couplet Avalon St – Linder Rd	Not regionally significant
2	Boise Ave widening	Capitol Blvd to Broadway Ave	Not regionally significant
3	Boise Ave widening	Holcomb Rd to Eckert Rd	Not regionally significant
4	Cherry Ln widening	County Line to current	Not regionally significant
6	Collister St widening	State St. to Hill Rd	Not regionally significant
7	Eckert Bridge expansion	At the Boise River	Not regionally significant
8	Five Mile Rd Interchange	New interchange at I-84	No longer relevant
10	Overland Rd widening	Ten Mile Rd to SH 69	Not regionally significant
12	Ten Mile Rd widening	Cherry Ln to Overland Rd	Not regionally significant
13	Ustick Rd widening	Ten Mile Rd to Cole Rd	Not regionally significant
14	Warm Springs Ave widening	E. Park Center bridge crossing to new SH 21	Not regionally significant

Current and Proposed Studies

COMPASS supports several studies to address growth and safety issues in the next 25 years. These are included in the *Destination 2030 Limited Plan Update* because they will address special, regional issues that require specific funding. Other studies will be proposed as the need arises. The following is a brief description of future studies:

Blueprint for Good Growth (Ada Guide Plan)

The project involves a public process and the drafting of a county-wide transportation and land use guide plan to manage growth in Ada County. This study will be coordinated with, and complementary to, the Transportation Study for *Communities in Motion*, the Regional Long-Range Transportation Plan that will be prepared by COMPASS concurrent with this project. There will be no duplication of services between this project and *Communities in Motion*.

Communities in Motion

COMPASS has partnered with ITD in an effort to plan a transportation system that meets the needs of the growing communities in the Treasure Valley. COMPASS and ITD intend to develop this plan and expand its study area to include Boise, Gem, Elmore, and Payette Counties – in addition to Ada and Canyon Counties. The partnership between COMPASS, its members, local governments in the region, and ITD is an innovative approach that will evaluate various transportation modes and policies for maintenance, improvement, and development, enabling true regional transportation planning in Southwest Idaho. This study will be completed in a collaborative effort with the Ada Guide Plan discussed above.

Downtown Boise Mobility Study

The purpose of this on-going study is to develop a comprehensive approach to mobility within downtown Boise and for people traveling from, to and through the downtown area. The vision for downtown Boise includes:

1. An urban, pedestrian-oriented setting characterized by ease of movement and freedom from congestion for people and manageable congestion for vehicles.
 2. A vibrant mix of uses, including housing, offices, services, retail, restaurants, hotels, public spaces, and cultural, entertainment, research and learning opportunities.
 3. An interconnected, multi-modal system of transportation that sustains this character and connects downtown Boise to the larger region.
 4. Smooth connectivity between various activity centers within the study area.
- Work on the study began in the spring of 2003. It is expected to take about a year to complete.

Downtown Meridian Transportation Management Plan

The purpose of the study is to adopt a transportation management plan that lends itself to making downtown the heart of the community and the center of the valley. As Meridian continues to grow, the elements of the downtown street system, (including capacity, walk-ability, and livability) now need to be re-examined to ensure the continued vibrancy of the downtown area.

Floating Feather Alignment Study

Study will identify an alignment of Floating Feather north of SH 44 and east of SH16 that will eliminate the “stair-step” roadway that currently exists. Once alignment is identified, project may be development-driven.

I-84, Ten Mile Interchange Access Study

This project will develop an Access Report to determine the operational characteristics of the interchange and obtain FHWA concurrence that an interchange will be allowed at this location. This project will also study possible funding scenarios. At this time there are no funds programmed for construction. Construction staging scenarios will also be studied.

Kuna-Mora / SH69 Alignment Study

Study will identify alignment for connection between current southern terminus of SH69 and Kuna-Mora Road. Alignment could follow along the north side of Union Pacific Railroad tracks.

Lake Hazel Extension / Gowen Road Relocation

ACHD, in conjunction with the Boise Airport, is conducting this study to identify an extension of Lake Hazel Road and possible relocation of Gowen Road as a result of the Boise Airport's plan to construct a new taxiway and upgrade the third runway to commercial and public standards. The proposed extension/relocation will connect Lake Hazel Road from Cole Road to I-84 at Isaac's Canyon Interchange (Exit 59). The agreement related to the alignment study is still being negotiated with the Boise Airport. The study is expected to commence in 2004.

Orchard Interchange to Gowen Interchange Study

The scope of work for the project is to complete a Concept Report, preliminary engineering, environmental document and a construction staging plan. The project includes replacing the existing two lanes of concrete pavement, widening to meet needs through 2035, and replacing four interchanges. Work is expected to be completed by 2006.

Park & Ride Location Studies

Commuteride is applying for Federal Transit Administration funds for Park & Ride lots in Eagle and along I-84 between Cole and Broadway (US 20/26). The proposed Kuna Park & Ride lot is anticipated to be located on a parcel that ACHD currently owns.

Pedestrian and Bicycle Transition Plan

Started in 2004 for high priority areas, this project will continue to survey the amount and adequacy of sidewalk and bike facilities within Ada County. The survey will meet the obligation to ensure mobility options for all community residents, including the general need to provide non-motorized facilities, to have safe routes to school and to meet the requirements of the Americans with Disabilities Act. Surveyors will search for gaps in sidewalks and bikeways, the availability of ramps, substandard facilities, and areas that are in good shape. Collected data will be used to create a comprehensive plan to fill gaps and address deficiencies in coming years.

South Treasure Valley Arterial Corridor Study

This study is to preserve an arterial corridor in the southern fringe of the Treasure Valley. Currently, an effective east/west connection in the southern part of Ada and Canyon Counties is nonexistent. The corridor will connect I-84, south of Boise, to Highway 55 in Canyon County. Also included is a north/south connection with I-84 north of Caldwell. Actual construction of the corridor is beyond the year 2030. This will be a cooperative effort between Ada and Canyon County governments.

State Highway 16 Management Study

Scope of this work is to complete a Concept Report and Environmental Document in order to allow right of way acquisition as funding is available. Work may be completed during 2004.

State Highway 44 Corridor Study

State Highway 44 (State Street) is currently a two-lane rural facility. Its importance as a regional transportation facility will increase due to existing and forecasted growth in the region. The highway links the cities of Caldwell, Middleton, Star, and Eagle, and opportunities for multi-modal use of the corridor need to be identified. The study area begins at Interstate 84 in Caldwell and ends at the existing five-lane section near Eagle Road (SH 55). The identification of a location of an alternate route to State Highway at the City of Middleton is a priority as opportunities are continually diminished as the City expands.

State Street Corridor Phase 2

This project will follow up on recommendations approved in 2004 under the initial State Street Corridor Study. Work will focus on implementing land use and transportation concepts endorsed in the first phase, including comprehensive plans and regulations.

Ten Mile Interchange Study

Scope of work for this project is to complete an Access Report, per FHWA requirements, for approval of a new interchange. The study will focus on safety and operational issues related to the proposed interchange. Work is expected to be completed by 2005.

Three Cities River Crossing Study

The purpose of the study is to conduct environmental analysis and concept level engineering to define an alignment for a new road and bridge connecting the intersection of State Highway 55 and State Street on the north with Chinden Boulevard (U.S. 20/26) on the south. Currently the river crossings in this area are four miles apart. A new river crossing would relieve congestion on Glenwood Street and Eagle Road.

Traffic Management Center, Location and Concept

This study will identify a location and begin preliminary design work for a regional Traffic Management Center. Discussions are underway with other agencies regarding potential tenants.

U S Highway 20/26 Corridor Study

The US 20/26 corridor (Chinden Blvd) is experiencing high growth. The study area begins at Interstate 84 in Caldwell and ends at Eagle Road (SH 55). It includes areas within the cities of Boise, Eagle, Meridian, and Caldwell as well as unincorporated Ada and Canyon Counties.

Urban Interchange Concept

This study will produce a concept for one of the urban interchanges included in COMPASS Destination 2025 Regional Transportation Plan. An urban interchange is

similar to freeway interchange in function, but is located at the intersection of two major non-interstate roadways (Eagle Road and Fairview Ave, for example). Urban interchanges require less right-of-way than a standard freeway interchange.

West Bench Lane Configuration

This study will examine ultimate right-of-way and future lanes needs in the West Bench area (Eagle/Cole & Fairview/Chinden).

Preservation Policies

1. COMPASS will coordinate with cities and the County to get a uniform functional classification map adopted into area comprehensive plans.
2. COMPASS will coordinate with the cities, Ada County, the Ada County Highway District, and the Idaho Transportation Department to improve plans' and ordinances' abilities to preserve needed rights-of-way through adequate setbacks.
3. COMPASS will coordinate with the cities, Ada County, Ada County Highway District, Idaho Transportation Department, and developers to improve land use design standards along arterials and freeways.
4. COMPASS will request the Ada County Highway District to coordinate with local governments in developing a program of continuous collector designs on a section-by-section basis within selected square mile sections. This work will require involvement of landowners and neighborhoods in the layout of effective collectors. COMPASS will work with the Ada County Highway District and other local governments to develop a collector designation process.
5. The following arterial roadways are considered Limited Access Highways and shall be given special consideration for access control:
 - a. State Highway 16 from the Ada County line south to Chinden Blvd.
 - b. State Street (SH 44) west from State Highway 55 (east leg) to the City of Star
 - c. Chinden Blvd. (US 20/26) from Mitchell Street to Can-Ada Road
 - d. Eagle Rd. (SH 55) from I-84 north to the county line
6. COMPASS will work with local and state elected officials to increase funding for long-term preservation of rights-of-way, which could substantially reduce future costs and reduce conflicts with neighborhoods and businesses. One option to be considered should be a dedicated fund restricted to rights-of-way preservation. This fund could use tax options as discussed in Chapter 5.
7. COMPASS will distribute functional classification maps and standards to real estate agents, developers, lending agencies, appraisers, and other key participants in real estate and will work with these groups to consider ways of strengthening rights-of-way preservation.
8. COMPASS will create a "home buyers" brochure to provide information to citizens about checking on street classifications and plans prior to purchase. Develop an outreach program to improve the awareness of citizens about the functional classification system and long-term preservation needs.

9. COMPASS will work with the Ada County Highway District and the Idaho Transportation Department to develop preliminary designs for the projects listed for preservation in order to guide development and site designs.
10. COMPASS, in conjunction with other local governments in Ada and Canyon Counties, will conduct a South Treasure Valley Arterial Corridor Study to connect I-84 southeast of Boise to a yet-to-be-determined Canyon County terminus. Results for the proposed corridor recommended by the study will be added to the Functional Classification Map. The COMPASS Board's preferred alignment is Kuna-Mora Road, as endorsed on February 25, 2002.
11. COMPASS will coordinate with Ada County Highway District and Boise City to develop an evaluation of the State-Jefferson couplet.
12. COMPASS will establish a new functional classification as a subset of Minor Arterial to be known as Rural Arterial. Recommend that the Ada County Highway District develop design standards. Request that the Ada County Highway District subsequently convene a task force to consider application of this new standard throughout Ada County in cooperation with Ada Planning Association.
13. COMPASS will support, in coordination with the Idaho Transportation Department and/or the Ada County Highway District, a study to identify specific alignment of the west county river crossing to align with State Highway 16.
14. COMPASS, in coordination with appropriate agencies, will evaluate a circulation pattern that would improve access from Boise City's North End to major corridors to the west, such as the I-184 Connector, Chinden, Fairview and State.
15. COMPASS will work with the City of Star and Ada County Highway District in their comprehensive planning process to identify future collectors within the Star Area of Impact.
16. COMPASS will support and promote corridor management plans along State Street between Gary Lane and downtown Boise and along Chinden Blvd. (US 20/26) between the I-184 Connector and Mitchell Street. The plan will include approaches such as: new technology embodied in Intelligent Transportation Systems; corridor specific alternative transportation measures; and operational and intersection improvements to accommodate increased traffic rather than widening roadways.

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Chapter 5: Major Projects

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Introduction

To continue the vitality of Ada County and the surrounding region and to accommodate inevitable growth, many major roadway projects have been committed and recommended for construction within the next 20 years. These projects will require a significant infusion of public money.

The projects listed in 5.1 and Table 5.2 include more than \$846 million in capacity improvements to the roadways and transit system throughout Ada County. Of this figure, \$12.6 million are Ada County Highway District projects; and \$9.4 million are Idaho Transportation projects programmed over the next three years. The remaining \$824 million are roadway and transit projects programmed through 2030. The consultant updated the cost estimates of these projects in the summers of 2004. The consultant also reviewed the Ada County Highway District (ACHD) Budget and Five Year Work Program (FY 2005-2009), the ACHD Capital Improvements Plan and the State Transportation Improvement Program for a quality check. Table 5.2 addresses the financial need for recommended projects.

This chapter describes major committed and recommended transportation projects that are deemed “regionally significant” by the Interagency Consultation Committee (ICC); potential new funding sources to meet the projected shortfall; and concludes with roadway project funding policies approved by the Community Planning Association (COMPASS) Board. A new methodology was used for the *Destination 2030 Limited Plan Update*. Please see the detailed description of the new methodology in Chapter 4 on page 54.

Projects to improve collectors or local streets are not covered in this plan, since they fall under the operational planning and budgeting authority of the Ada County Highway District. Maintenance, signalization, and other operational expenditures are not described in detail, but estimated costs are included in the financial evaluation discussed later in this chapter.

Issues Addressed in this Chapter

Numerous major roadway and transit projects are committed and recommended for construction through 2030 that will have significant impact on regional travel. Based on financial projections, Ada County will fall short of funding needed to accomplish its long-range goals, which will require new funding sources in the future.

Committed Projects

The existing roadway system will be improved by major projects already committed in the capital programs of the Idaho Transportation Department and the Ada County Highway District. These projects are listed in Table 5.1 and can be found in the Transportation Improvement Program, FY 2005-2009 and Ada County Highway District’s Capital Budget and Five Year Work Program (FY 2005-2009). The complete

Transportation Improvement Program can be obtained at COMPASS and on the website at <http://www.compassidaho.org/reports.html>.

Note: Details for projects were obtained from documents adopted and in effect as of August 12, 2004. Changes in proposed year, project scope and cost approved subsequent to August 12, 2004 are not reflected.

Table 5.1: Committed Transportation Projects (Regionally Significant only)

No.	Project	Location	Year	Estimated Cost (rounded to the nearest \$100,000)*
Ada County Highway District				
1	Maple Grove Rd.	Maple Grove Rd., from Franklin Rd. to Fairview Ave. Advance Construction Payment	2006	\$5,088,000
2	Overland Rd.	Overland Rd., from Cloverdale Rd. to Five Mile Rd.	2006	\$1,943,000
3	Locust Grove Rd.	Locust Grove Rd. grade separation at I-84	2007	\$5,577,000
Total Ada County Highway District Projects				\$12,608,000
Idaho Transportation Department				
4	I-84	I-84, Wye to Meridian Rd. restripe	2005	\$110,000
5	Chinden Blvd (US 20/26)	US 20/26, from Cloverdale Rd. to HP Main Entrance	2005	\$3,830,000
6	Chinden Blvd (US 20/26)	US 20/26, from HP Main Entrance to Joplin Rd.	2005	\$5,420,000
Total Idaho Transportation Department Projects				\$9,360,000
Total Ada County Highway District & Idaho Transportation Department Projects				\$21,968,000
All costs are given in 2004 dollars.				
Only regionally significant projects from the Transportation Improvement Program are listed in this table.				
*Costs are based on best available information at time of report, and are subject to revision.				

Projects shown in this list are limited to those that are “regionally significant.” The list does not include capital projects such as intersection improvements, signalization, reconstruction, collector street construction, bridge reconstruction, etc.

Recommended Projects

How Roadway Projects Were Selected

The *Destination 2030 Limited Plan Update* focuses on roadway and transit projects that will have significant impact on regional travel. There are specific definitions for “regionally significant” by federal, state, and local governments. These definitions are listed below:

Federal Regulation 40CFR93.101 defines a regionally significant project as:

“... a transportation project (other than an exempt project) that is on a facility which serves regional transportation needs (such as access to and from the area outside of the region, major activity centers in the region, major planned developments such as new retail malls, sports complexes, etc., or transportation

terminals as well as most terminals themselves) and would normally be included in the modeling of a metropolitan area's transportation network, including at a minimum all principal arterial highways and all fixed guideway transit facilities that offer an alternative to regional highway travel.”

The State of Idaho Administrative Code (IDAPA 58.01.01.566) further defines a regionally significant project as:

“A transportation project, other than an exempt project, that is on a facility which serves regional transportation needs... and would normally be included in the modeling of a metropolitan area's transportation network, including, at a minimum:

- a. All principal arterial highways
- b. All fixed guideway transit facilities that offer an alternative to regional highway travel; and
- c. Any other facilities determined to be regionally significant through Section 570, interagency consultation.”

On January 30, 2002, the Ada County Interagency Consultation Committee on Air Quality Conformity developed the following definition of a “Regionally Significant” project:

"A transportation project in Ada County, Idaho is designated 'Regionally Significant' if:

- (a) the project is for the improvement of either:
 - (i) a principal arterial or higher functional classification; or
 - (ii) a minor arterial which will have a twenty (20) year projected traffic volume of at least 45,000 vehicles a day after completion of the project; and
- (b) the project will add at least one new continuous vehicular lane which either:
 - (i) extends from one intersecting principal or minor arterial to another intersecting principal or minor arterial; or
 - (ii) in the case of an interstate, extends from the on ramp of one interstate interchange to a point beyond the off ramp of the next adjacent interstate interchange.

Under federal air quality regulations, all proposed major transportation facilities must include design and scope descriptions in sufficient detail (including the number of lanes to be added and end points for the project), regardless of the funding source. This information is used in COMPASS’ traffic forecast model to assess travel demand in the future (see Chapter 3). Results of this forecast are then used in another computer model to calculate future emissions. Estimated project costs are also listed to allow elected officials and citizens to compare total costs to the resources available.

Sources for the projects listed in this chapter include:

- *Destination 2020* (updated for the 2025 and 2030 plans)
- Ada County’s FY 2005-2009 Transportation Improvement Program
- State Transportation Improvement Program for 2005-2009
- Citizens involved in the Community Team meetings (during the 2020 process)
- Comprehensive plans of local governments
- The Bench/Valley Transportation Study
- I-84 Corridor Study
- Ada County Highway District’s Capital Budget and Five Year Work Program (FY 2005-2009)
- Ada County Highway District’s Capital Improvements Plan (FY 2003-2023)

Roadway Projects

During development of the *Destination 2030 Limited Plan Update*, COMPASS reviewed and amended projects listed in the previous plan. New projects were added only if they met the criteria noted above. As well, projects were removed if they did not meet the criteria. Table 5.2 shows roadway projects recommended for construction through 2030 (excluding committed projects listed in 5.1). These projects are designated with corresponding numbers on the maps on the following pages (Figures 5.1 and 5.2).

A list of proposed changes to the project list was presented at the August 2004 COMPASS Board Meeting. After acceptance of these changes, the projects were added to the plan.

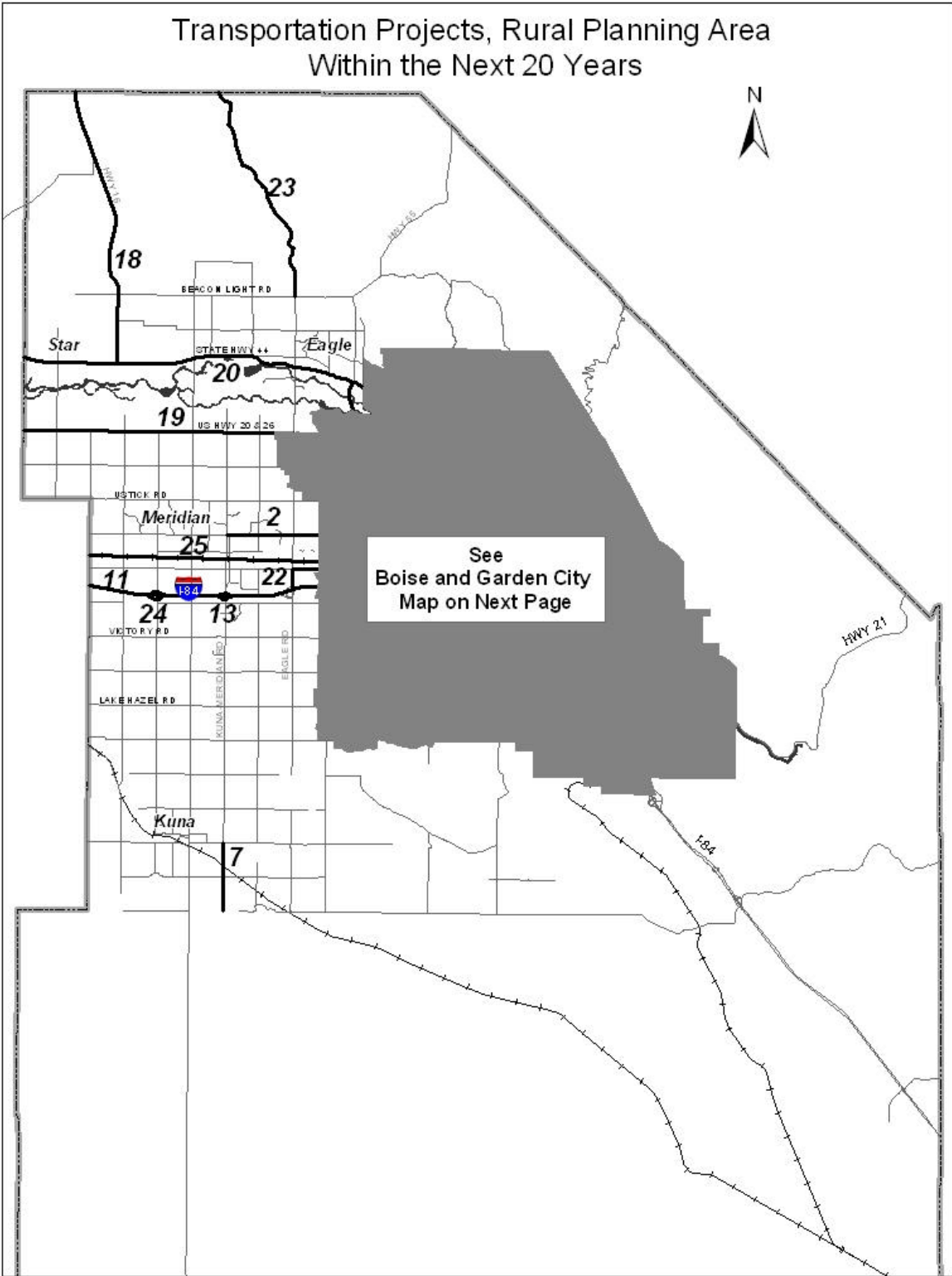
Construction projects shown in this chapter are not intended to be used as the sole basis for calculating financial needs of the Ada County Highway District nor the Idaho Transportation Department. Therefore, the estimated capital needs cannot be used for calculating taxes and fees, specifically including impact fees. Nor should the capital needs identified in this chapter be interpreted as constraints on the planning and programming activities of either agency beyond the restrictions placed on the use of federal funding under relevant regulations.

Table 5.2: Transportation Projects Planned for Construction through 2030

No	Project*	General Location	In EJ** Area	Future No. of Lanes	Estimated Cost (FY 2005 dollars)	Lead Party	Reference
1	Cole Rd	Overland Rd – Franklin	Partial	4-5	\$4,300,000	ACHD	Doherty
2	Fairview Ave*	Meridian Rd – Maple Grove Rd	No	7	\$16,600,000	ACHD	Doherty
3	Five Mile Overpass*	North of Overland to South of Franklin	No	4	\$4,600,000	ACHD	Doherty - 50% Fed. Aid anticipated
4	Five Mile Rd	Franklin Rd – Fairview Ave	No	5	\$6,400,000	ACHD	2005-2009 FYWP
5	Franklin Rd	Eagle Rd (SH 55) – Five Mile Rd	No	5	\$7,800,000	ACHD	Doherty - 70% Fed Aid anticipated
6	Glenwood St / Cole Rd couplet	Two way couplet to Mountain View Dr.	No	3	\$2,800,000	ACHD	Destination 2025
7	Kuna Mora Rd	Connect Meridian Rd (SH-69) to Kuna Mora Rd	No	2-3	\$3,800,000	ACHD	Doherty
8	ParkCenter Bridge – East	ParkCenter Blvd – Warm Springs Ave.	No	4	\$11,000,000	ACHD / Developer	On 2025 committed list, but not built. ACHD provided cost.
9	State St.*	Gary Lane – 28 th	Partial	7	\$42,800,000	ACHD	State St Corridor Study
10	Three Cities River Crossing	Chinden Blvd (US 20/26) – State St (SH 44)	No	5	\$40,000,000	ACHD	Three Cities River Crossing Study
Total ACHD Projects					\$140,100,000	ACHD	
11	I-84	Ada/Canyon County Line – Wye IC	No	TBD	\$54,100,000	ITD	Destination 2025. Will be preceded by study to determine needs.
12	I-84	Orchard IC – Gowen IC	No	8	\$300,000,000	ITD	ITD
13	Meridian Rd IC	Interchange improvement	No	N/A	\$24,000,000	ITD	Destination 2025
14	Orchard IC	Reconstruct Interchange	No	N/A.	\$18,000,000	ITD	Destination 2025. Study in progress to update costs
15	Vista IC	Reconstruct Interchange	No	N/A	\$16,100,000	ITD	Destination 2025. Study in progress to update costs.
16	Broadway (US 20/26) IC	Reconstruct Interchange	No	N/A	\$14,300,000	ITD	Destination 2025. Study in progress to update costs
17	Gowen IC*	Reconstruct Interchange	No	N/A	\$18,000,000	ITD	Average values of similar projects.
18	SH 16*	State St (SH 44) – County Line	No	5	\$63,000,000	ITD	SH 16 Study
19	Chinden Blvd (US 20/26)*	County Line – Eagle Rd (US 55)	No	5	\$21,800,000	ITD	Doherty
20	State St (SH 44)*	County Line – Ballantyne Rd	No	5	\$39,000,000	ITD	ITD
21	Glenwood Ave (SH 44)	US 20/26 (Chinden Blvd) – State St (SH 44)	Partial	7	\$3,700,000	ITD	Destination 2025
22	Eagle Rd (SH 55)*	JCT I-84 WB off ramp – Franklin Rd	No	6	\$420,000	ITD	ITD STIP
23	Eagle Rd (SH 55)	Beacon Light Rd – County Line	No	5	\$1,900,000	ITD	Destination 2025
24	Ten Mile Rd IC	At I-84	No	N/A	\$27,000,000	ITD	Destination 2025

No	Project*	General Location	In EJ** Area	Future No. of Lanes	Estimated Cost (FY 2005 dollars)	Lead Party	Reference
Total ITD Projects					\$601,320,000	ITD	
25	Boise Rail Corridor*	Feasibility Study and ROW acquisition	Partial	N/A	\$20,500,000	ValleyRide	TIP – ROCIP in progress to update costs
26	Downtown Boise Circulator & Multi-modal Center*		Yes	N/A	\$50,000,000	CCDC	TIP – ROCIP in progress to update costs
27	Multi- modal Center*	BSU	Yes	N/A	\$12,500,000	BSU	TIP – ROCIP in progress to update costs
Total Transit Projects					\$83,000,000	Transit	
Grand Total All Projects					\$824,420,000		
<p>*indicates that project was not in 2025 Plan. **EJ =Environmental Justice consideration area ROCIP = Regional Operations and Capital Improvements Plan (ValleyRide) Costs are based on best available information at the time of the report and are subject to revision. Project phases are combined.</p>							

Figure 5.1: Rural Area Transportation Projects



Funding Needs and Potential Resources

Table 5.3 summarizes ACHD’s financial analysis for the roadway element of the *Destination 2030 Limited Plan Update*, which envisions an estimated \$153 million worth of regionally significant capacity improvements in ACHD’s jurisdiction to local roadways throughout Ada County through 2030. This estimate includes costs of construction, right-of-way purchase and provisions for mitigation where appropriate.

Idaho Transportation Department’s operating budget also is committed to maintenance needs. Idaho Transportation Department’s portion for the recommended capacity improvements in the *Destination 2030 Limited Plan Update* is assumed to be funded by federal transportation funds matched by the Idaho Transportation Department.

The Ada County Highway District financial analysis on Table 3 projects a shortfall of \$254.9 million over the next twenty-five years. Doherty and Associates, Inc. using Ada County Highway District’s Budget and Capital Improvements Plan, completed the analysis. The analysis yielded the following conclusion: the Ada County Highway District must increase future revenue to support capacity expansion. Note that this calculation includes funding only for Ada County Highway District projects. The analysis also assumes that Ada County projects funded from state revenues would compete for funding with other statewide projects. The adequacy of federal and state funds is not addressed due to lack of state data.

Funds to cover Ada County Highway District’s \$254.9 million shortfall could conceivably come from a number of individual sources or some combination of several sources. The average yearly shortfall is approximately \$10.2 million per year. After 2010, the amount would increase because the vehicle registration fee sunsets in 2010. The vehicle registration fee currently produces about \$3.4 million per year in revenues.

Following are a few examples of funding options that could provide the estimated needed funding. A gasoline tax increase of five cents per gallon (all of which would go to Ada County roads) would generate approximately \$11 million per year to cover the shortfall. If the vehicle registration fee tripled immediately and was extended through 2030, the full shortfall could also be covered.

Table 3.3: ACHD Local Funding Summary, 2005-2030 (2005 dollars)

Total Revenue*	\$2,073,725,000
Less Anticipated Expenses:	
Operating Expenses	\$1,475,602,000
CIP Eligible Projects (2005-2023)	\$330,970,000
FYWP Projects (less identified in CIP)	\$25,430,000
Destination 2030 Limited Plan Update	\$8,100,000
Projected Major System Deficiencies (2024-2030)	\$115,840,000
Projected Minor System Deficiencies (2010-2030)	\$62,260,000
Community Programs, Drainage, Traffic, Maintenance, Bridges	\$285,215,000
Title Searches, Appraisals, Legal	\$25,181,000
Subtotal	\$2,328,598,000
Funding Status	(\$254,873,000)
* Revenues include property taxes, state highway users fund, Ada County, Vehicle Registration Fees (only through 2011 when it is expected to sunset), Development Impact Fees, and other sources.	
Figures based on 25 years (through the year 2030)	

The Idaho Transportation Department and ValleyRide were not able to provide financial forecasting data for analysis. Table 5.4 provides historical data for these entities. The data summarizes all funds received by these agencies over the last five years for federally funded projects. This information can be used for a trend analysis; however, funds for both of these entities are closely tied to the federal transportation bill, the next of which is expected in FY 2005. There will be five new transportation bills throughout the life of this plan.

Table 5.4: Historical Funding Data for the Idaho Transportation Department and ValleyRide

Funding Year	Idaho Transportation Department	ValleyRide	
		Capital	Operations
2004	\$5,500,000	\$2,503,907	\$5,504,497
2003	\$6,533,104	\$835,162	\$5,508,946
2002	\$17,033,475	\$4,201,916	\$5,297,421
2001	\$138,046,515	\$2,785,249	\$4,943,166
2000	\$1,057,672	\$442,959	\$4,436,192
Total	\$168,170,766	\$10,769,193	\$25,690,222

Source: Transportation Improvement Programs, 2000-2004 and ValleyRide, 2004.

Major Roadway Projects Policies

1. COMPASS will coordinate with local officials to pursue potential revenue enhancement from combinations of impact fees, increased gasoline tax dedicated in Ada County, vehicle registration fee increases dedicated to Ada County, and perhaps other local option taxing authority to raise fees and taxes in support of 20-year transportation needs.

2. COMPASS will develop a reliable model for projecting costs and revenue for transportation needs that addresses maintenance and capacity improvements and prioritizes alternate transportation and demand management strategies.
3. COMPASS will continue to encourage, promote, and assist in the implementation of the Intelligent Transportation Systems Phase II Plan in the Treasure Valley.
4. COMPASS will continue to work with Ada County Highway District and local governments in the review of subdivisions for circulation issues, alternative transportation opportunities, and regional transportation plan compliance.
5. COMPASS will review the Mitigation Guidelines shown in Appendix 1-A: Mitigation Guidelines Summary in coordination with Ada County Highway District and local governments in Ada County.

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Chapter 6:

Environmental Issues

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Introduction



To maintain a healthy environment, transportation planning must evaluate a wide range of potential environmental impacts that could result from future projects. Reasonable efforts must be made to prevent negative environmental impacts. This chapter summarizes the findings of an air-quality conformity study and the potential environmental impacts associated with the roadway capital project corridors identified in Chapter 5.

COMPASS staff has completed an air quality conformity demonstration for *Destination 2030 Limited Plan Update*, in compliance with the requirements of the 1990 Clean Air Act Amendment. It is under separate cover: *Particulate Matter Air Quality Conformity Demonstration of 'Destination 2030 Limited Plan Update'*. Other key environmental issues along future project corridors have been identified and evaluated by consultants.

These evaluations were not intended to meet requirements of an Environmental Assessment required under the National Environmental Policy Act for projects involving federal funding or other federal actions because actual design, alignment, width and other details are unknown at the planning stage.

This chapter summarizes the following key environmental issues:

- Conformity with air quality regulations
- Traffic noise
- Natural resources
- Historical and cultural resources
- Hazardous areas

Conformance with Air Quality Regulations

As per Federal transportation conformity regulations (40CFR93), any transportation improvement programs and long-range transportation plans developed to meet Federal transportation planning requirements (such as this one) must demonstrate their conformance to any state air quality implementation plans. *Destination 2030 Limited Plan Update's* conformity demonstration can be found under separate cover: *Particulate Matter Air Quality Conformity Demonstration of 'Destination 2030 Limited Plan Update'*.

Area's Designations

Northern Ada County is designated as a maintenance area in attainment of the carbon monoxide (CO) National Ambient Air Quality Standard (NAAQS). The area has not violated the CO NAAQS since 1987. The Idaho Department of Environmental Quality (IDEQ) submitted the *Limited Maintenance Plan and Request for Redesignation to Attainment for the Northern Ada County Carbon Monoxide Not-Classified Nonattainment Area* to the EPA in December 2001. The EPA approved the Plan and subsequently

redesignated the area in December 2002. Maintenance areas under a limited maintenance plan are not required to demonstrate their transportation programs or long-range transportation plans conform to the State Implementation Plan (SIP) through a regional emissions analysis. Therefore, there are no applicable CO motor vehicle emissions budgets established for Northern Ada County.

Additionally, Northern Ada County is designated as a maintenance area in attainment of the coarse particulate matter (PM₁₀) NAAQS. No violation of the PM₁₀ NAAQS has been recorded since 1991 in Northern Ada County. Prior to March 12, 1999, Northern Ada County was designated as a nonattainment area for PM₁₀. On that date the EPA Administrator signed a revocation of Northern Ada County's nonattainment designation. This ruling was challenged in the Ninth District Circuit Court. On January 31, 2001, the U.S. Department of Justice approved a settlement agreement for the Idaho Clean Air Force et al. v. EPA et al. lawsuit. A major component of the settlement agreement required an update to Northern Ada County's PM₁₀ SIP. In September of 2003, the EPA approved the *Northern Ada County PM₁₀ SIP Maintenance Plan and Redesignation Request*.

Commonly, past exceedances of the 24-hour PM₁₀ NAAQS in Northern Ada County occur during severe wintertime air stagnation events. These events, known as atmospheric inversions, are caused when cold, stagnant air is held close to the valley floor by warmer air aloft. During these events, particulates form in the atmosphere out of such gaseous pollutants as oxides of nitrogen (NO_x) and volatile organic compounds (VOC). Thus, both NO_x and VOC are considered precursors of PM₁₀. As a result, the PM₁₀ maintenance plan contains approved PM₁₀, NO_x, and VOC motor vehicle emissions budgets.

Transportation Control Measures

In 1982 and 1984, the Ada Planning Association (now COMPASS) developed a CO SIP as required by the 1977 Clean Air Act. In 1994, the Transportation Control Measures (TCMs) in the SIP were revised to establish achievable emissions reductions. However, the *Limited Maintenance Plan and Request for Redesignation to Attainment for the Northern Ada County Carbon Monoxide Not-Classified Nonattainment Area* eliminated all but one TCM. The remaining measure, an Ada County Vehicle Inspection and Maintenance Program, was instituted in 1985. Thus there is currently no CO TCM requiring implementation in Northern Ada County.

The *Northern Ada County PM₁₀ SIP Maintenance Plan and Redesignation Request* does not contain any TCMs. Thus no TCMs require implementation to demonstrate transportation conformity.

Regional Emissions Analysis

The regional emissions analysis for *Particulate Matter Air Quality Conformity Demonstration of Destination 2030 Limited Plan Update* is based on the latest calibration of the COMPASS travel demand model (refer to Chapter 3), which uses the trend demographic forecast scenario (refer to Chapter 1). The Environmental Protection

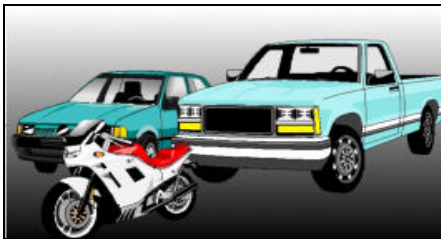
Agency’s MOBILE vehicle emissions model (version 6.2) was used to develop emissions factors that were applied to forecasts of vehicle miles traveled (VMT). As per federal and state regulations, the procedures and methodologies employed in the development of the regional emissions analysis for *Particulate Matter Air Quality Conformity Demonstration of ‘Destination 2030 Limited Plan Update* were reviewed and approved by the Interagency Consultation Committee in May 2004.

Budget Tests

As previously mentioned, the *Northern Ada County PM₁₀ SIP Maintenance Plan and Redesignation Request* contains motor vehicle emissions budgets for PM₁₀, NO_x, and VOC in the years 1999, 2010, and 2015. In accordance with 40CFR93.118, comparisons of the results of the regional emissions analysis were made to the motor vehicle emissions budgets for the initial year of the plan (2005), 2010, 2015, an interim year (2025), and the horizon year of this plan (2030). The results of the budget tests demonstrate conformity of *Destination 2030 Limited Update* to the *Northern Ada County PM₁₀ SIP Maintenance Plan and Redesignation Request*.

Traffic Noise Levels

Traffic noise is a common complaint from citizens and one of the most difficult environmental issues to resolve. Sound is measured in decibels (abbreviated as dB). An increase of 10 dB indicates a doubling of the noise energy. Noise experts use a weighted level of measurement (abbreviated as dBA), designed to reflect the sensitivity of the human ear to certain frequencies. To measure noise similar to the way people hear, sound meters are adjusted to the dBA standard – reducing the effects of low and high frequencies and emphasizing the medium frequencies.



Traffic-related noise levels can be considered in two ways:

- The first is peak noise level. This is the “spike” of noise during the noisiest 10 percent of the noisiest hour of the day (referred to as L10).
- The second, and more common method is the average sound level over a longer period. It is considered more reliable for lower volume

roadways. This method, referred to as “Leq” (eq for “equalized”), adds noise levels from different sources to one another for inclusion into the noise analyses. For typical traffic conditions, Leq is usually about three dBA less than L10.

Measuring and predicting noise levels requires information or assumptions about the following:

- Design hourly volumes (DHV) for cars, light trucks and heavy trucks
- Speed of traffic
- Curves and grades along the street, which could affect noise through braking or acceleration

Analysts use noise models to predict the distance between the centerline of the road and the point at which an acceptable noise level is reached. Generally, mitigation is considered only when a roadway is built or reconstructed – not simply because traffic volumes have increased on a road. Noise mitigation is also a consideration when rail facilities, including those for commuter service, are built.

Table 6.1: Common Noise Levels and Public Reactions

Noise Level (dBA)	Common Indoor Noise Levels	Common Outdoor Noise Levels	Public Reaction
110	Rock band	Jet flyover at 1,000 feet	Organized protest and/or legal action
100	Inside subway train	Gas lawn mower at 3 feet	
90	Food blender at 3 feet	Diesel truck at 50 feet	Letters of protest
80	Garbage disposal at 3 feet	Lawn mower at 100 feet	Complaints likely
70	Vacuum cleaner at 10 feet	Commercial area	Complaints possible
60	Large business office	Heavy traffic at 300 feet	Complaints rare
50	Dishwasher in next room	Quiet urban daytime	Acceptance
40	Small conference room	Quiet urban nighttime	
30	Bedroom at night	Quiet suburban nighttime	
20	Concert hall (background)	Quiet rural nighttime	
10	Broadcast and recording studio		
0	Threshold of hearing		
*Source: Caltrans Noise Manual, California State Department of Transportation, March 1980			

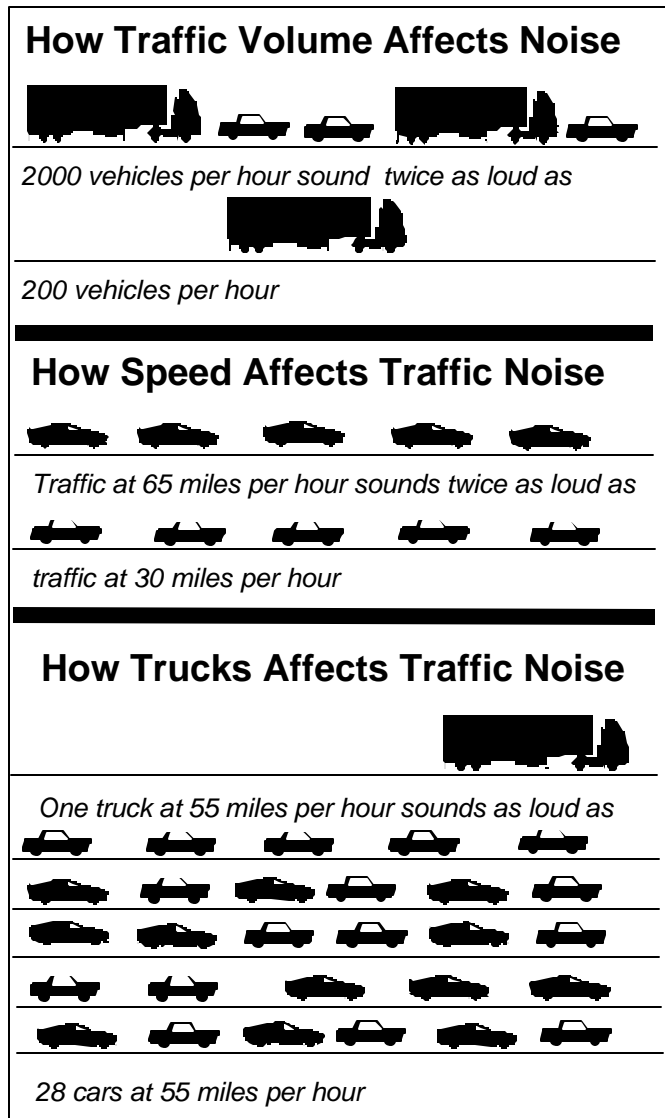


Figure 6.1: Issues Affecting Traffic Noise

Available Noise Mitigation Measures

A variety of methods are available to reduce noise levels, including:

Noise Barriers

Many noise barriers are visually pleasing and blend with their surroundings. For example, earth mounds, known as berms, have a natural appearance and are usually attractive, but require more soil the higher they are built. Walls, built with wood, stucco, concrete, masonry, metal and other materials, use less space and are usually limited to about 26 feet high for structural and aesthetic reasons. Barrier designs are analyzed using a computer model to determine if mitigation can reduce noise to acceptable levels. Effective barriers can reduce noise levels by 10 to 15 dB. Noise barriers are most effective at reducing noise approximately 200 feet from a highway. As the distance from the barrier increases, its benefits drop sharply. Table 6.2 summarizes barrier effectiveness.

Noise barriers do have limitations. They must be high enough and long enough to block the view of a road. They do little for homes on a hillside overlooking a road or for buildings that rise above the barrier. Openings in barriers for driveway connections or intersecting streets greatly reduce their effectiveness. In some areas, homes are too far apart to allow construction of noise barriers at a reasonable cost.

Federal Highway Administration rules allow the individual states to set their own criteria for when noise barriers are required. The Idaho Transportation Department may require noise walls if the noise reduction will be greater than 3 dBA, which is the lowest change noticeable to most people.

For more information on noise measurement and controls, a useful document is “Highway Traffic Noise in the United States: Problem and Response” from the U.S. Department of Transportation’s Federal Highway Administration (April 2000 - available on the web at <http://www.fhwa.dot.gov/environment/USprbrsp.pdf>.)

Table 6.2: Effectiveness of Barriers on Noise Reduction

Reduction in Sound Level	Reduction in Acoustic Energy	Degree of Difficulty To Obtain Reduction
5 dBA	70%	Simple
10 dBA	90%	Attainable
15 dBA	97%	Very Difficult
20 dBA	99%	Nearly Impossible



Figure 6.2: House with Barriers

Vegetation

Traffic noise can be reduced by vegetation that is high, wide and dense . A 200-foot width of dense vegetation can reduce noise by 10 dB. However, it is not always feasible to plant dense vegetation along existing roads.

Insulating Buildings

Noise can be greatly reduced by sealing windows, cracks and other openings in buildings or by placing noise-absorbing materials in the walls of new buildings during construction.

Buffer Zones

Buffer zones are undeveloped open spaces bordering a roadway. They are intended to prevent future development close to highways where they would be exposed to excessive noise. Buffers are usually created through land-use regulations that require greater setbacks between the road and buildings. Others are created when a highway agency purchases land or development rights in addition to the normal right-of-way.

Summary of Noise Study Results

Ecological Design, Inc., a sub-consultant to Doherty & Associates, Inc., performed a detailed noise study for each of the proposed projects in this plan. Table 6.3 shows the distance in feet from the centerline of a roadway beyond which an acceptable level of noise is predicted to occur for design year 2030. This is based on FHWA guidelines and ITD policy for absolute noise impacts for residences, parks, and schools, etc. (i.e. 66 dBA) and for traffic volumes and congested average traffic speeds for each project predicted by COMPASS for the design year 2030 for each project.

Traffic noise levels for each project – measured as one hour equivalent sound level (L_{aeq1h}) in decibels – are shown in Figure 6.3 with noise as a function of distance from the roadway centerline. This noise study assumes a straight roadway with no intersections on a flat grade. Also, no barriers to noise such as earth berms and buildings and no attenuation of noise by the ground surface area summed. The precise geometry of a proposed roadway and knowledge of the landscape are needed to model noise with the accuracy required for preliminary and final design of projects. As such, results of this noise study should be treated as estimates when applied to a particular project.

Table 6.3: Traffic Noise Level for Proposed Projects

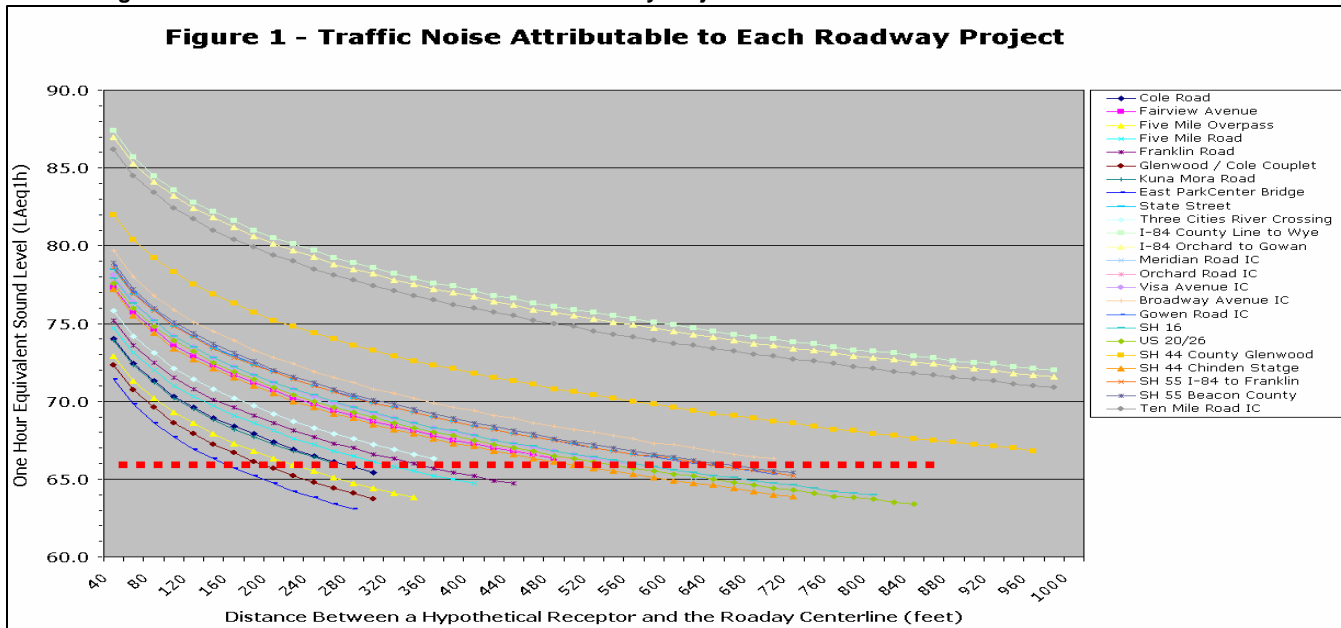
Project Number	Project Name	General Location	Estimated Distance from the Centerline (feet)*
1	Cole Road	Overland Rd to Franklin Rd	280
2	Fairview Ave	Meridian Rd to Maple Grove Rd	520
3	Five Mile Overpass	North of Overland Rd to south of Franklin Rd	220
4	Five Mile Rd	Franklin Rd to Fairview Ave	320
5	Franklin Rd	Eagle Rd (SH 55) to Five Mile Rd	340
6	Glenwood St/Cole Rd Couplet	Two way couplet to Mountain View Dr	200
7	Kuna-Mora Rd	Connect SH 69 to Kuna-Mora Rd	260
8	East ParkCenter Bridge	ParkCenter Blvd to Warm Springs Ave	160
9	State St	Gary Lane to 28 th St	640
10	Three Cities River Crossing	Chinden (US 20/26) to State St (SH 44)	380
11	I-84	Ada/Canyon County Line to Wye Interchange	>1000
12	I-84	Orchard Interchange to Gowen Interchange	>1000
13	Meridian Rd Interchange	Interchange Improvement at I-84	540
14	Orchard Interchange	Reconstruct Interchange at I-84	520
15	Vista Interchange	Reconstruct Interchange at I-84	560
16	Broadway Interchange	Reconstruct Interchange at I-84	740
17	Gowen Interchange	Reconstruct Interchange at I-84	640
18	SH 16	State St (SH 44) to County Line	540

Project Number	Project Name	General Location	Estimated Distance from the Centerline (feet)*
19	Chinden Blvd (US 20/26)	County Line to Eagle Rd (SH 55)	540
20	State St (SH 44)	County Line to Glenwood (SH 44)	>1000
21	Glenwood Ave (SH 44)	Chinden (US 20/26) to State St (SH 44)	500
22	Eagle Rd (SH55)	Junction I-84 westbound off ramp to Franklin Rd	640
23	Eagle Rd (SH55)	Beacon Light Rd to County Line	640
24	Ten Mile Rd Interchange	Construct interchange at I-84	>1000
25	Boise Rail Corridor	Feasibility study and ROW acquisition	-
26	Downtown Boise Circulator and Multi-Modal Center	Downtown Boise	-
27	Multi-Modal Center	Boise State University	-

Distance at which noise could approach FHWA NAC for Land Use Category B (i.e. 66 dBA) using 2030 traffic volume and speed

Source: Destination 2030 Limited Plan Update – Environmental Inventory Summary Report (2004)

Figure 6.3: Traffic Noise Attributable to Each Roadway Project



Source: Destination 2030 Limited Plan Update – Environmental Inventory Summary Report (2004)

Inventory of Environmental Issues along Recommended Construction Project Corridors

Following is a brief overview and summary of results of the visual environmental survey of project corridors listed in the *Destination 2030 Limited Plan Update*. Detailed data from the surveys are available at COMPASS.

The visual environmental survey of projects listed in the *Destination 2030 Limited Plan Update* identified a range of potential environmental concerns in many project corridors. Table 6.4 provides an overview of the issue areas by project location. Because of the general nature of this environmental survey, detailed identification and analysis of these issues will be addressed in later stages of the transportation planning process. This process was not intended to meet NEPA standards.

Waterways and Wetlands

The Federal Highway Administration requires federally funded projects take all practicable measures to minimize harm to wetlands (DOT Order 5660.1A). Perennial streams, which flow throughout the year within a defined bed and banks, are under the jurisdiction of the Idaho Department of Water Resources and subject to regulation under the Idaho Stream Channel Protection Act. Perennial and intermittent streams and adjacent wetlands are normally considered waters of the United States. They are under the jurisdiction of the U.S. Army Corps of Engineers (COE) and subject to regulation by §404 of the Federal Clean Water Act.

Wetlands are identified by methods prescribed by the U.S. Army Corps of Engineers. Normally wetlands are defined by a predominance of water-loving vegetation, certain soil types and specific hydrology. The U.S. Army Corps of Engineers maintains jurisdiction over wetlands. Irrigation ditches may also be identified as wetlands.

Biological Resources

Most of the areas affected by construction projects are developed, used for agricultural, or heavily disturbed by motorists. However, many disturbance-tolerant species persist, particularly in areas where there is water. The biological concerns regarding transportation projects in Northern Ada County are:

- Canals support an assortment of waterfowl, including ducks and Canada geese.
- Shorebirds and wading birds, such as avocets, long-billed curlews and great blue herons occur in appropriate habitat patches.
- In upland habitats, raptors range across many open areas to forage.
- Some ground-nesting raptor species use small bits of protected habitat for breeding.
- Western burrowing owls are found in great numbers in the southern portion of the study area. Portions of project areas near Kuna and Mora likely support breeding activity for these owls.

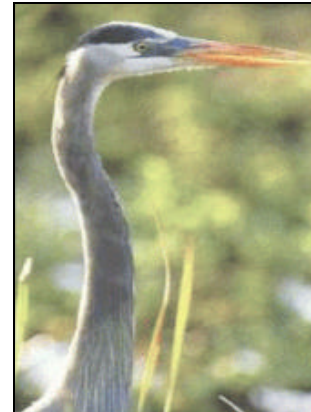


Figure 6.4: Blue Heron

- Based on occurrence records, certain rare plants, including slickspot peppergrass and Aase’s onion may become site-specific issues in the northern and southern peripheries of the study area.



Figure 6.5: Peppergrass

- Gravel bars in the Boise River support populations of shining flatsedge.
- Several known threatened, endangered or candidate species were identified within the study corridors (Table 6.3). Federal actions, including federal funding, permitting or land-use management are subject to Section 7 of the Endangered Species Act of 1973. Non-Federal actions must not “harm” a threatened or endangered species. Candidate species have no protection under the Endangered Species Act of 1973, however they may be listed as threatened or endangered in the future.

No.	Project Name			Important Habitat							Known Threatened, Endangered, or Sensitive Species/ Species of Special Concern																								
		Jurisdictional Waterway	Jurisdictional Wetlands	Waterfowl (1)	Song bird (2)	Small mammal (3)	Large mammal habitat (4)	Cold/warm water fishery	Great blue heron (5)	Bald eagle	Gray Wolf	Peregrine Falcon	Pygmy Rabbit	Townsend's Big-eared bat	Mojave Black-collared lizard	Northern Leopard Frog	Western Toad	Woodhouse's Toad	Bald Eagle	Inland Columbia Basin Redband Trout	Ferruginous Hawk	Long-Billed Curlew	Western Burrowing Owl	Slick Spot Peppergrass	Western Small-Footed Myotis	Shining Flatsedge	Long-Legged Myotis	Aase's Onion	Mulford's Milkvetch	Wovenspore Lichen	Ground Snake				
9	State St	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X				X	X	X	X	X	X							
10	Three Cities River Crossing	X	X	X	X	X	X	X	X	X		X	X		X	X	X	X	X				X					X	X						
11	I-84 (CL to Wye)	X	X	X	X	X	X			X	X	X	X			X	X						X												
12	I-84 (Orchard to Gowen)	X	X	X	X	X				X	X	X	X	X	X	X	X	X					X	X	X										
13	Meridian Rd Interchange	X	X	X	X	X				X		X					X																		
14	Orchard Interchange	X	X		X	X				X	X	X	X	X		X	X						X		X										
15	Vista Interchange	X	X		X					X	X	X	X	X	X	X	X								X	X									
16	Broadway Interchange	X	X		X	X				X	X	X	X	X	X	X	X							X	X										
17	Gowen Interchange	X	X	X	X	X				X	X	X	X	X	X	X							X	X	X								X		

No.	Project Name	Important Habitat									Known Threatened, Endangered, or Sensitive Species/ Species of Special Concern																					
		Jurisdictional Waterway	Jurisdictional Wetlands	Waterfowl (1)	Song bird (2)	Small mammal (3)	Large mammal habitat (4)	Cold/warm water fishery	Great blue heron (5)	Bald eagle	Gray Wolf	Peregrine Falcon	Pygmy Rabbit	Townsend's Big-eared bat	Mojave Black-collared lizard	Northern Leopard Frog	Western Toad	Woodhouse's Toad	Bald Eagle	Inland Columbia Basin Redband Trout	Ferruginous Hawk	Long-Billed Curlew	Western Burrowing Owl	Slick Spot Peppergrass	Western Small-Footed Myotis	Shining Flatsedge	Long-Legged Myotis	Aase's Onion	Mulford's Milkvetch	Wovenspore Lichen	Ground Snake	
18	SH 16	X	X	X	X	X	X				X		X				X				X		X		X							X
19	Chinden (US 20/26)	X	X	X	X	X	X	X			X	X	X			X	X		X				X		X		X				X	
20	State St – CL to Glenwood /Gary Ln (SH 44)	X	X	X	X	X			X		X		X		X	X	X	X	X		X		X		X	X	X	X			X	
21	Glenwood Ave (SH 44)	X	X	X	X	X	X	X	X	X	X		X		X	X	X	X	X				X				X	X				
22	Eagle (SH 55) (I-84 westbound off to Franklin)	X	X	X	X	X					X		X	X		X	X															
23	Eagle (SH 55) (Beacon Light to CL)	X	X	X	X	X	X	X			X		X			X	X		X				X			X	X					
24	Ten Mile Rd Interchange	X	X	X	X	X	X				X		X										X									
25	Boise Rail Corridor			X	X	X	X	X			X	X	X	X	X	X	X	X	X				X	X	X	X	X	X	X			

No.	Project Name	Important Habitat								Known Threatened, Endangered, or Sensitive Species/ Species of Special Concern																					
		Jurisdictional Waterway	Jurisdictional Wetlands	Waterfowl (1)	Song bird (2)	Small mammal (3)	Large mammal habitat (4)	Cold/warm water fishery	Great blue heron (5)	Bald eagle	Gray Wolf	Peregrine Falcon	Pygmy Rabbit	Townsend's Big-eared bat	Mojave Black-collared lizard	Northern Leopard Frog	Western Toad	Woodhouse's Toad	Bald Eagle	Inland Columbia Basin Redband Trout	Ferruginous Hawk	Long-Billed Curlew	Western Burrowing Owl	Slick Spot Peppergrass	Western Small-Footed Myotis	Shining Flatsedge	Long-Legged Myotis	Aase's Onion	Mulford's Milkvetch	Wovenspore Lichen	Ground Snake
26	Downtown Boise Circulator and Multi-Modal Center									X	X		X		X	X	X	X	X					X	X	X	X	X	X		
27	Multi-Modal Center BSU									X	X		X		X	X	X	X	X					X	X	X	X	X	X		

Source: Destination 2030 Limited Plan Update – Environmental Inventory Summary Report (2004)

Historic and Archeological Resources



Transportation projects can affect historic and archeological resources during and after construction. A proposed roadway or rail corridor may require land occupied by these resources, meaning a building would need to be demolished or relocated or an archeological site be evaluated prior to earthwork. Knowing where these properties exist is an important step in mitigation during project design.

The National Register of Historic Places is the National Park Service’s official list of the nation’s cultural resources deemed worthy of preservation. In Idaho, it is administered by the Idaho State Historical Society. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. These resources contribute to an understanding of the historical and cultural foundation of the nation.



Properties nominated to the Register are generally at least 50 years old and are significant in terms of one or more of the following criteria:

Are significant in American history, architecture, archaeology, engineering and culture.

Possess integrity of location, design, setting, materials, workmanship, feeling and association.

Associated with events that made a significant contribution to our history.

Associated with the lives of persons significant in our past.

Embody the distinctive characteristics of a type, period or method of construction, represent the work of a master, possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction.

Have yielded, or may be likely to yield, information important in prehistory or history.

Many of the project locations cross over urban, suburban, or rural agricultural lands. According to files at the Idaho State Historic Preservation Office, all recorded cultural resources within the project areas are architectural or engineering resources, primarily relating to agriculture.



Many historic architectural resources in the towns of Eagle, Star and Garden City are not yet recorded in state records or evaluated for National Historic Register significance, although some may have been recorded by local historical societies. One National Register-listed site was identified, the E.F. Hunt

house in Meridian, which was built by the renowned firm of Tourtelotte and Hummel in 1913.

Some sites located and registered may no longer be considered eligible for historical significance. A summary of important historical places to consider is listed below in Table 6.5.

Table 6.5: Historical Importance Inventory

No.	Project*	General Location	NRHP Sites	Other sites of Interest	Possible action	No historical issues located
1	Cole Rd	Overland Rd – Franklin	1	1	4f	
2	Fairview Ave	Meridian Rd – Maple Grove Rd	1	2	None conclusive	
3	Five Mile Overpass	North of Overland to South of Franklin		1	None conclusive	
4	Five Mile Rd	Franklin Rd – Fairview Ave	3		Cultural Resource survey and report completed	
5	Franklin Rd	Eagle Rd (SH 55) – Five Mile Rd	3		Ridenbaugh Canal	
6	Glenwood St / Cole Rd couplet	Two way couplet to Mountain View Dr.	3		4f	
7	Kuna Mora Rd	Connect Meridian Rd (SH-69) to Kuna Mora Rd	2	2	4f	
8	ParkCenter Bridge – East	ParkCenter Blvd – Warm Springs Ave.				X
9	State St.	Gary Lane – 28 th				X
10	Three Cities River Crossing	Chinden Blvd (US 20/26) – State St (SH 44)				X
11	I-84	Ada/Canyon County Line – Wye IC	8		4f	
12	I-84	Orchard IC – Gowen IC				X
13	Meridian Rd IC	Interchange improvement				X
14	Orchard IC	Reconstruct Interchange				X
15	Vista IC	Reconstruct Interchange				X
16	Broadway (US 20/26) IC	Reconstruct Interchange				X
17	Gowen IC	Reconstruct Interchange				X
18	SH 16	State St (SH 44) – County Line				X
19	Chinden Blvd (US 20/26)	County Line – Eagle Rd (US 55)	8	4	4f	
20	State St (SH 44)	County Line – Glenwood Ave (SH 44)/Gary Ln	3 3	2 1	4f	
21	Glenwood Ave (SH 44)	US 20/26 (Chinden Blvd) – State St (SH 44)	1	1	4f	
22	Eagle Rd (SH 55)	JCT I-84 WB off ramp – Franklin Rd	1		None conclusive	
23	Eagle Rd (SH 55)	Beacon Light Rd – County Line	6	3	4f	
24	Ten Mile Rd IC	At I-84				X
25	Boise Rail Corridor	Feasibility Study and ROW acquisition				X
26	Downtown Boise Circulator & Multi-modal Center					X
27	Multi- modal Center	BSU				X

NRHP = National Register of Historic Places

4f = protects historical properties, would have to go through a mitigation process

Source: Destination 2030 Limited Plan Update – Cultural Resources Overview (2004)

Environmental Evaluation Summary

Information developed from the inventories in Tables 6.3, 6.4, and 6.5 is summarized in Table 6.6.

Table 6.6: Environmental Evaluation Summary

No.	Project*	General Location	Noise Issue*	Jurisdictional Waterway	Jurisdictional Wetlands	Important Habitat	Threatened, Endangered, Sensitive	NRHP Sites	Other Sites of Interest
1	Cole Rd	Overland Rd – Franklin	280	X	X	3	8	1	1
2	Fairview Ave	Meridian Rd – Maple Grove Rd	520	X	X	3	7	1	2
3	Five Mile Overpass	North of Overland to South of Franklin	220	X	X	3	6	0	1
4	Five Mile Rd	Franklin Rd – Fairview Ave	320	X	X	3	6	3	0
5	Franklin Rd	Eagle Rd (SH 55) – Five Mile Rd	340	X	X	3	5	3	0
6	Glenwood St / Cole Rd couplet	Two way couplet to Mountain View Dr.	200	X	X	3	10	3	0
7	Kuna Mora Rd	Connect Meridian Rd (SH-69) to Kuna Mora Rd	260	X	X	4	7	2	2
8	ParkCenter Bridge – East	ParkCenter Blvd – Warm Springs Ave.	160	X	X	7	12	0	0
9	State St.	Gary Lane – 28 th	640	X	X	4	16	0	0
10	Three Cities River Crossing	Chinden Blvd (US 20/26) – State St (SH 44)	380	X	X	7	11	0	0
11	I-84	Ada/Canyon County Line – Wye IC	>1000	X	X	4	7	8	0
12	I-84	Orchard IC – Gowen IC	>1000	X	X	3	12	0	0
13	Meridian Rd IC	Interchange improvement	540	X	X	3	3	0	0
14	Orchard IC	Reconstruct Interchange	520	X	X	2	9	0	0
15	Vista IC	Reconstruct Interchange	560	X	X	1	10	0	0
16	Broadway (US 20/26) IC	Reconstruct Interchange	740	X	X	2	10	0	0
17	Gowen IC	Reconstruct Interchange	640	X	X	3	11	0	0
18	SH 16	State St (SH 44) – County Line	540	X	X	4	7	0	0
19	Chinden Blvd (US 20/26)	County Line – Eagle Rd (US 55)	540	X	X	5	10	8	4
20	State St (SH 44)	County Line – Glenwood Ave (SH 44)/Gary Ln	>1000	X	X	4	15	33	21
21	Glenwood Ave (SH 44)	US 20/26 (Chinden Blvd) – State St (SH 44)	500	X	X	7	11	1	1
22	Eagle Rd (SH 55)	JCT I-84 WB off ramp – Franklin Rd	640	X	X	3	6	1	0
23	Eagle Rd (SH 55)	Beacon Light Rd – County Line	640	X	X	5	8	6	3
24	Ten Mile Rd IC	At I-84	>1000	X	X	4	3	0	0
25	Boise Rail Corridor	Feasibility Study and ROW acquisition	-			5	16	0	0
26	Downtown Boise Circulator & Multi-modal Center		-			0	14	0	0
27	Multi-modal Center	BSU	-			0	14	0	0

* Distance at which noise could approach FHWA NAC for Land Use Category B (i.e. 66 dBA) using 2030 traffic volume and speed

NRHP = National Register of Historic Places

Environmental Issue Policies

1. COMPASS will coordinate with the transportation implementing agencies to evaluate potential effects of projects on the natural and built environment. As projects move into implementation--generally with preliminary design and engineering--the

transportation agency with responsibility for the project will oversee any environmental reviews.

2. COMPASS will consider funding an environmental inventory and mapping program for use in transportation planning and design. The inventory/mapping system would be part of the established geographic information system now operated by many local governments. Such a program could be considered for funding under the Enhancement funding category of TEA-21.
3. COMPASS will consider funding a historic inventory and mapping system, also to be compatible with the geographic information system. Such a program could be considered for funding under the Enhancement funding category of TEA-21.
4. COMPASS will work with local governments to preserve historic resources identified in local historic resource inventories from adverse impacts of road construction, especially within arterial corridors.
5. COMPASS will work with local governments and transportation agencies to prepare guidelines for residential, commercial, and other uses along arterials, limited access highways, and freeways. These guidelines should address noise attenuation through techniques such as earth berms, sound walls, and increased setbacks.
6. COMPASS will work with local governments to continue development of neighborhood boundary maps, which can be used by transportation agencies in planning and design of facilities and services.
7. COMPASS will offer assistance to implementing agencies in identifying and evaluating runoff issues during project implementation.
8. COMPASS will offer assistance in identifying and evaluating truck routes and regulatory policies.
9. COMPASS will assist in developing and supporting legislation on regional drainage districts.
10. COMPASS will assist in efforts to establish scenic road corridor status along State Highway 21 and State Highway 55.
11. COMPASS will seek funding to conduct a noise study along principal and minor arterial roadways to provide local governments with the technical basis and implementation options necessary to develop uniform land use policies and zoning and subdivision regulations to mitigate noise impacts.
12. COMPASS will support a Treasure Valley regional storm drainage master plan to quantify and qualify water quality issues and responsibilities.

Chapter 7: Public Transportation

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Introduction

Public transportation is an essential element of Ada County’s overall transportation system. Alternatives ranging from vanpools and buses to Park & Ride facilities and bicycle lanes or pathways offer convenient transportation alternatives to citizens who need access to jobs, education, medical care, shopping and other activities.

Destination 2030 Limited Plan Update confirms the COMPASS commitment to public transportation countywide and in the Boise metropolitan area, while placing new emphasis on a regional system that connects Ada County with Canyon County – a combined area commonly called the Treasure Valley. While Ada County is recognized as the regional hub for employment and shopping opportunities, the Canyon County employment base has changed and grown over the years, generating increased bi-directional travel between the two counties.

This chapter identifies goals, service areas and funding options to help achieve the public transportation vision for both Ada and Canyon Counties and concludes with public transportation policies.

This chapter contains relevant information from the following documents:

- State Street Corridor Study (2004)
- Downtown Boise Mobility Study (2004)
- ValleyRide Regional Operations Capital Improvements Plan (2004)
- ValleyRide Strategic Plan (2002)
- I-84 Study (2001)
- Transit Development Plan: Service Alternatives Technical Memorandum. (2001)
- The Treasure Valley Alternative Transportation Analysis (1995)

All can be obtained from COMPASS.

The Vision Statement adopted originally by the APA Board in September 1995 and continued in this plan says:

While the future transportation system will continue to orient mostly toward people traveling in automobiles, convenient transportation alternatives will be provided where practical which allow opportunities to travel to work, school, shopping, and other services within Ada County and in other parts of the Treasure Valley. The long-term, area wide goal for non single-occupancy vehicle alternatives is 25% of travel, although levels may vary within the County depending on land uses and service alternatives. Public policies should favor development and use of travel alternatives.

Vanpools, carpooling, commuter buses, park & rides, high occupancy vehicle lanes, telecommuting, bicycle and pedestrian facilities, and other alternatives will be considered. Whenever practical, such alternatives will be offered or coordinated through the private sector to improve efficiency and lower costs.

Issues Addressed in this Chapter

Mobility between Ada and Canyon Counties is essential to the economic welfare and future livability of the region. Accessibility to the transportation network by all users is also a critical component of the system. To create a comprehensive regional system alternative public transportation needs to be addressed at three levels: intercounty, countywide and the Boise metropolitan area. To reduce the demand on the transportation system in the community, policies need to be geared toward attaining 25 percent of travel within the region by alternative transportation during the peak hour as well as throughout the day.

Regional Transportation Planning Area

The regional transportation area for the *Destination 2030 Limited Plan Update* includes Ada County and its six cities: Boise, Eagle, Garden City, Kuna, Meridian and Star, as well as intercity connections between Ada County and the cities of Caldwell, Middleton and Nampa in Canyon County. Various agencies and government entities are involved with alternative transportation programs in the Treasure Valley.

The Ada County Highway District builds and maintains all non-state roadways in the county, and coordinates several alternative transportation programs such as vanpools and incentive programs. ValleyRide (transit authority) coordinates public transportation, including operation of the ValleyRide bus service that serves Boise and Garden City. The Federal Transit Administration provides funds to ValleyRide for transit capital and operations.

The Boise Urbanized Area population exceeded 200,000 with the 2000 Census and expanded to include Garden City, Meridian, and Eagle. The shift from small urban to medium urban status has had a significant effect. Under current regulation, the Boise Urbanized Area is no longer eligible to use federal funds for operations. However, this regulation was waived the first two years that Boise reached this status. Congress is currently working on the new transportation bill that could alter this regulation temporarily. The Nampa/Caldwell area was also designated an urbanized area over 50,000 in population, making services in that area eligible for transit funding under the Federal Transit Administration.

ValleyRide, the Treasure Valley's regional public transportation authority became the designated recipient for federal transit funds in October 2002. Most communities outside Boise and Garden City are not currently served by fixed-route transit systems. The need in these areas is discussed later in this chapter.

Public Transportation Programs and Planning Efforts

Acknowledging the growing interdependence of their communities, Treasure Valley leaders began efforts several years ago to jointly plan public transportation options. Following are descriptions of public transportation programs and planning efforts underway in the Treasure Valley.

Regional Public Transportation Authority

In 1994, the Idaho Legislature approved legislation establishing conditions for forming a Regional Public Transportation Authority (Title 40, Chapter 21). The law required approval by a simple majority of voters within a particular region and appointment of a board by local governments to oversee the agency. In November 1998, more than 70 percent of the voters of Canyon and Ada Counties approved creation of two agencies to coordinate and improve public transportation in the Treasure Valley. The two regional authorities then merged into one organization to identify the travel demand, develop transit services and identify transit funding. The authority went through a prolonged organizational development effort during its first two years. An executive director was hired in late 2000. The transit authority currently operates ValleyRide (formerly Boise Urban Stages and Garden City Interline) and contracts for services in Nampa and Caldwell as well as intercounty express service.

The members of the transit authority include:

- The fourteen cities in Ada and Canyon Counties
- Ada and Canyon Counties
- Ada and Canyon County Highway Districts
- Capital City Development Corporation
- Boise State University

The member agencies appoint board members to represent their interests. Among the existing and proposed services that fall under the jurisdiction of the transit authority are:

- Fixed-route buses that run on designated streets and schedules.
- On-demand services that provide special transportation for persons with disabilities or seniors.
- Private transportation services that receive public funds.

For more information, visit the transit authority's web site at www.valleyride.org.

In 2001, the transit authority commissioned a plan to guide public transportation in its region. A consultant prepared the plan after participating in a series of public meetings held across the area in Summer 2001. The plan, titled "Transit Development Plan: Service Alternatives Technical Memorandum" (December 2001) presented a package of services designed to meet ridership goals established in *Destination 2020* and in the I-84 Corridor Study. More information is presented later in this chapter.

In 2002, the transit authority hired a consultant to prepare a detailed strategic plan that explored the vision of the authority’s board members and set priorities, goals, strategies, and objectives to meet that vision. The overall priorities of the plan include:

1. Secure Stable Funding
2. Public Education/Public Outreach
3. Providing Efficient Services – Maximize Service
4. Develop, Improve, and Increase Partnerships
5. Develop a Rail Strategy

Treasure Valley Alternative Transportation Analysis

Needs for public transportation within Ada and Canyon Counties were identified to some extent in the Treasure Valley Alternative Transportation Analysis (TVATA). Consultants prepared the analysis for the Ada Planning Association (now COMPASS) in 1995. It evaluated transportation choices for intercounty travel between Ada and Canyon Counties, as well as other key travel corridors and to develop an action plan for future direction. The major recommendations of TVATA were to:

- Modestly expand the existing transit system by targeting unserved areas, linking key origins and destinations, increasing frequencies, providing more connections between communities, expanding the carpool and vanpool programs, and offering incentives to encourage carpooling, vanpooling and transit use.
- Protect the Union Pacific Railroad right-of-way for future transit uses, including long-term fixed guideways such as busways or rail.
- Develop transit building blocks over time by adding needed services and improvements over time as regional transit opportunities evolve in the two counties.
- Create a regional transportation authority (RTA), which would serve as a focal point for community contact, would coordinate services, and would identify funding sources.
- Develop an assessment of regional transit costs.

I-84 Study

COMPASS and the Idaho Transportation Department commissioned a study of the I-84 corridor starting in calendar year 2000. The Study examined the transportation system needs for the I-84 Corridor from the Wye Interchange east of Boise (east terminus) to State Highway 44 (west terminus) west of Caldwell. Among other activities, the I-84 Study evaluated the potential of transportation alternatives to reduce demand and possibly reduce the need to widen roadways. Travel demand management (TDM) strategies are aimed at reducing travel demand by influencing people’s travel behavior through one of the following methods:

- Passive measures that include incentives designed to promote transit and rideshare as alternatives to the use of single-occupant vehicles (SOVs).

- Economic measures that create disincentives to driving alone such as roadway user fees, parking fees or subsidies for programs to encourage the use of other modes.
- Administrative mechanisms designed to coordinate TDM efforts.

Funding Issues

As discussed above, long-range regional public transportation programs will require significant funding to connect urban areas in the Treasure Valley. The Treasure Valley Alternative Transportation Analysis (TVATA) pointed out that funding a high quality system is one of the biggest challenges for the Treasure Valley communities, particularly in the area of transit operational costs.

Local Funds

Local governments contribute funding to public transportation, including:

Table 7.1: Local Agency Contributions to Public Transportation

	City of Boise	City of Garden City	Ada County Highway District	Cities of Meridian, Nampa, and Caldwell	Ada County
ValleyRide	\$	\$		\$	
Taxi Scrip	\$				
Senior Transportation	\$				\$
Commuteride			\$		

More information can be found below under “Services in Ada County.”

Federal Funds

The U.S. government has provided funding to support public transportation since the early 1960’s. The current legislation, the Transportation Equity Act for the 21st Century (TEA-21), sets up several categories of funding managed by the Federal Transit Administration (FTA):

- Section 5307. FTA formula grants to public transit systems in all urban areas. Funds authorized through Section 5307 are awarded to the Governor of the State to provide capital and operating assistance to transit systems in urban areas with populations between 50,000 and 200,000 and capital-only assistance to populations of at least 200,000. Transit systems in urbanized areas with populations greater than 200,000 receive their funds directly from FTA. Since funds are earmarked for an area based on a formula—population, density, transit service factors, etc.—there is predictability in the amount of funding.
- Section 5309. FTA discretionary grants to public transit agencies for capital projects such as buses, bus facilities and rail projects. Since a transit agency must compete technically and politically for funds, the amount of funding is not predictable.

- Section 5310. FTA formula capital grants to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local operators in both rural and urban settings, who are either nonprofit organizations or the lead agencies in coordinated transportation programs. The funding to the State is based on a formula. The funds are routed through the Idaho Transportation Department, which targets a proportion of the funds to each of the six districts in the state and awards grants in a competitive process.
- Section 5311. FTA formula capital and operating grants to public transit systems in areas with populations of less than 50,000. The funding to the State is based on a formula. The funds are routed through the Idaho Transportation Department, which targets a proportion of the funds to each of the six districts in the State and awards grants in a competitive process.
- Jobs Access/Reverse Commute (JARC). FTA competitive grant program to assist states and localities in developing new or expanded transportation services that connect welfare recipients and other low-income persons to jobs and other employment related services. No organization in Ada County has completed the requirements to apply for this funding.

In addition to these sources, there are several other types of funds:

- Congestion Mitigation/Air Quality (CMAQ). A flexible funding program administered by the Federal Highway Administration (FHWA) that funds projects and programs to reduce harmful vehicle emissions and improve traffic conditions. CMAQ funds may be used for transit projects, rideshare projects, high-occupancy vehicle lanes, or other purposes.
- Surface Transportation Program. Flexible funds awarded to the State of Idaho. Road construction and major maintenance, transit capital projects, vehicle purchases, park-and-ride construction, and bikeway construction are eligible under STP. Transit operations costs are not eligible.

There are limitations and conditions imposed by any federal grant. Local match is usually required, with rates varying from 7 to 50 percent. Occasionally, local match is reduced or eliminated for high-priority projects such as implementing measures for persons with disabilities. Using federal grants also requires adherence to a large number of federal rules, many of which increase the cost of service or equipment.

Generally, the major constraint of many federal grants is that few are available to fund operations costs on an on-going basis. Operations costs include fuel, drivers' wages, etc. Given that 70 percent or more of public transportation costs in smaller metropolitan areas are operational costs, reliance on federal funding to pay such costs is unrealistic. In fact, federal operating assistance accounted for 5.4 percent of the total operating cost revenues in 2002. ([National Transit Summaries and Trends](#); National Transit Database (NTD). 2002. (www.ntdprogram.com)). As is shown in Table 7.2, transit and flexible funds available for transit use are relatively small in comparison to the needs discussed later in this chapter. The greatest potential lies in seeking discretionary funding for capital needs under Section 5309.

The TVATA and the Transit Development Plan identified several potential sources for transit funding, particularly for operations costs, many of which would require state legislation and/or local ordinances. Since projected costs would exceed the ability of local governments to support with property taxes, other dedicated funding sources would be needed to greatly increase and improve public transportation services.

Other Potential Sources-National Examples

If only 5.4 percent of operating costs are covered by federal funds for transit systems in the United States, what is the source for the other funding? Often, citizens think that fares paid by the transit riders cover most costs of public transportation. However, Figure 7.1 shows that fares in medium sized systems across the U.S. covered only 19.4 percent of the costs, while state and local assistance provided over half the cost. (2002 NTD) Only in the larger systems, serving 1 million or more people, did fares equal the amount contributed by state and local governments. For ValleyRide, the percentage of costs covered by fares was 14 percent in 2002. (2002NTD)

Table 7.2: 2003 Federal Funding

Funding Sources	National	Idaho	Region
Federal Transit Administration Funding (dollars shown in millions)			
Section 5307	\$3,411.9	\$5.02	\$3.21
Section 5310	\$90.2	\$0.45	\$0.10
Section 5311	\$238.9	\$1.84	\$0.31
Section 5309 (Bus)	\$650.9	\$2.46	\$1.86
Section 5309 (New Start Fixed-Guideways)	\$1,239.7	n.a.	n.a.
Job Access/Reverse Commute	\$104.3	n.a.	n.a.
FTA Funding Total	\$5,735.90	\$9.77	\$5.48
Federal Highway Administration Flexible Funding Fiscal Year 2003 (dollars shown in millions)			
Surface Transportation Program	\$5,602.02	\$35.10	\$10.05
Congestion Mitigation/Air Quality	\$1,366.70	\$1.83	\$1.08
Flexible Funding Total	\$6,968.72	\$36.93	\$11.13
Total Federal "Transit Eligible" Funding	\$12,704.62	\$46.70	\$16.61
Sources: National transit funding is taken from the Federal Register. March 12, 2003 National highway funding was obtained at the Federal Highway Administration Notice of Apportionments web site at http://www.fhwa.dot.gov/legsregs/directives/notices.htm			
Regional funding is based on the Statewide Transportation Improvement Program. Idaho Transportation Department. September 2003.			
Regional funds are funds programmed for expenditure in Ada and Canyon Counties during 2003. No implication is made that these funds would be made available for public transportation.			

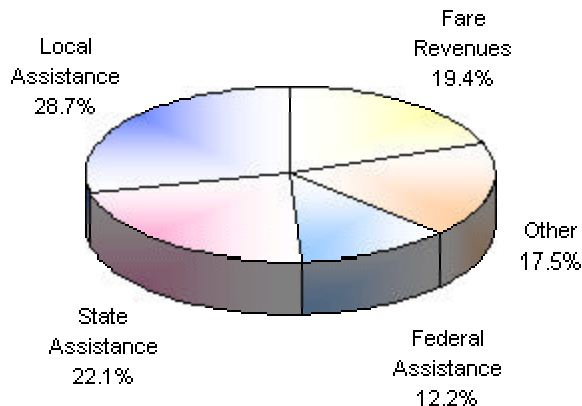


Figure 7.1: Sources of Operating Funds for Urbanized Areas with more than 200,000 and less than 1 million population (2002)

While public transportation is subsidized, the assumption that automobile costs are paid for totally by users is not true. While the size of the auto subsidy is hotly debated, certain hidden costs are not paid directly by drivers or are not paid in proportion to the drivers' impacts:

- “Free” parking provided by employers, services, and stores. (A surface lot parking space may cost \$1,500 or more for land and construction. A 1 million square foot shopping center may have 5,000 spaces or more. Parking garages average about \$7,000 per space. (International Parking Institute. <http://www.parking.org/main/faq.htm>) Costs per space escalate rapidly in urban areas where land values are much higher.)
- Maintenance and other costs covered by property taxes or general revenues of the local government.
- Environmental and health costs attributable to pollution or waste disposal. (What happens to the millions of tires discarded each year?)
- Excess capacity needed to handle traffic during 2-4 hours per day.

Many sources on the Internet discuss both transit and auto subsidies at great length. Generally, these contributions come from taxes levied directly by either transit agencies or tax dollars contributed by local governments to transit. Table 7.3 shows a breakdown of how state and local governments obtained the funds. The combined contribution amounted to 13.3 billion in 2002.

Table 7.3: National Sources of State and Local Funds for Public Transportation

Tax sources	Percent of State and Local Contributions
General revenues of the government entity	28.5%
Dedicated taxes and fees	
Income taxes	2.4%
Sales taxes	38.0%
Property taxes	3.4
Gasoline taxes	4.9%
Other taxes	9.6%
Bridge, tunnel and highway tolls	1.9%
Other dedicated taxes	4.7%
Other funds	6.7%
Source: "2002 National Transit Summaries and Trends: Aggregate Data by Forms." National Transit Database. Web publication at www.ntdprogram.com . Table shows funds expended on operations.	

Dedicated sales taxes nearly equal funds from general revenue accounts. General revenues are funds that can be used by state or local governments for any purpose: schools, police, parks, and other public services. Dedicated taxes and fees are legally constricted for use in a particular function. The most common dedicated funding source in the U.S. for transit is the sales tax, but other areas in the country have used dedicated property taxes, income taxes, gas taxes, vehicle excise taxes, and payroll taxes. Payroll taxes are used in Portland and Eugene, Oregon. Payroll taxes are similar to income taxes but are levied on the employer. For example, an employer with a payroll of \$1 million would pay \$6,000 under a dedicated 0.6 percent payroll tax. In Eugene, this system helps fund a transit system with an operating budget of \$20 million (2001) for a service area population of approximately 260,000. In comparison, the service area for the ValleyRide transit authority was 442,000 (2000 Census).

In Idaho, no dedicated funding source has been authorized for public transportation. Highways and streets are funded in part by a dedicated fund called the "Highway Distribution Account" (HDA). State-levied fuel taxes, registration fees, tire taxes, and other taxes and fees go into the HDA, which under Idaho constitution is restricted for the purpose of building and maintaining roads. In 2003, \$302 million was distributed to eligible users under HDA. Of that amount, \$115 million was distributed to local governments for local road construction, maintenance and other kinds of assistance. During that same year, approximately \$312,000 in State funds was provided by the State of Idaho for public transportation, all of which is used in rural areas. (For an excellent summary of highway funding, visit the Idaho Transportation Department web site at www.itd.idaho.gov/AboutTD/overfund.htm) Currently, Idaho law does not permit local tax options for any purpose with limited exceptions for resort communities that meet very restricted conditions.

Local Funding Options

In 2003, ValleyRide was instrumental in organizing a state-wide study on public transportation challenges and funding issues. This study involved the state legislature. The state legislature formed the Interim Committee on Public Transportation and Air Quality in 2004 to further this study. The hopeful outcome of this interim committee is local option authority to fund public transportation in regions across the state. The committee is expected to reach a conclusion during the Legislative session in the spring of 2005.

Americans with Disabilities Act of 1990

Passed by the Congress in 1990, the Americans with Disabilities Act of 1990 mandates equal opportunities for persons with disabilities in the areas of employment, transportation, communications and public accommodations. Under this Act, often referred to as the ADA, most transportation providers are obliged to purchase lift-equipped vehicles for their fixed-route services, and must assure system-wide accessibility of their demand-responsive services to persons with disabilities. Public transit providers also must supplement their fixed-route services with paratransit services for those persons unable to use fixed-route service because of their disability. The services discussed in this chapter are subject to provisions of the ADA.

Services in Ada County

This section provides an overview of existing public transportation services in Ada County and three of its municipalities outside the Boise Metropolitan Area.

ValleyRide

The City of Boise began providing public transportation services in April 1973 after a private provider dropped its bus service due to financial losses.

The transit authority currently operates the fixed-route bus system, called ValleyRide and the paratransit service called ACCESS. Both the fixed-route and paratransit (demand-responsive) services cover an area of 64.5 square miles.

ValleyRide serves a current Boise City population of approximately 200,062, with the population for Ada County being 346,212 (2004 estimates prepared by COMPASS). The most recent forecast is for Ada County to have a population of 561,000 by the year 2030 – an increase of more than 86 percent from 2000.

ValleyRide is funded by transit fares, Boise City and Garden City general revenues from property and sales taxes, Federal Transit Administration funds and miscellaneous sources. Table 7.4 shows sources of ValleyRide revenues from 1991 through 2003. Not only does the transit authority need to identify funding sources to expand ValleyRide, but also sources need to be found to keep service at the current level, as the ability to use federal funds for operating costs could be eliminated starting in fiscal year 2005.

Table 7.4: ValleyRide Revenues

Year	Federal	Local	Fare box	Other	Total
1991	\$851,785	\$811,593	\$239,500	\$86,555	\$1,989,433.00
1995	\$671,193	\$1,585,978	\$500,609	\$233,792	\$2,991,572.00
2000	\$1,745,973	\$1,878,969	\$664,062	\$122,122	\$4,411,126.00
2001	\$2,154,485	\$1,890,896	\$626,466	\$184,700	\$4,856,547.00
2002	\$2,071,322	\$2,347,718	\$734,191	\$115,455	\$5,268,686.00
2003	\$2,541,811	\$3,219,491	\$713,842	\$120,526	\$6,595,670.00

Note: Revenues do not include those for capital acquisitions.
Source: Boise City Finance, ValleyRide and Annual Reports filed with the Federal Transit Administration.

ValleyRide provides the following services, which are described below.

ACCESS Service

This demand-responsive fleet of transit vans is operated for persons with disabilities who are unable to ride the fixed-route system due to their disability. ACCESS operates eight vans Monday through Friday from 5:15 a.m. to 7:40 p.m. and from 7:45 a.m. to 6:10 p.m. on Saturday. Ridership on ACCESS has increased during recent years. During 2003, ACCESS provided 30,290 passenger trips, up 10 percent from 2001.

The number of trips provided by ACCESS will continue to increase as ValleyRide meets the requirements outlined by the Federal Transit Administration and the Americans with Disabilities Act.

ValleyRide purchased eight replacement vehicles for ACCESS in 2002.

Fixed-Route Service

ValleyRide currently operates 17 regular fixed-routes Monday through Friday that link residential areas with major work sites, downtown Boise, hospitals, shopping centers and the Boise Towne Square Mall. The primary focus of fixed-route service is downtown Boise, with 14 routes connecting the central business district with points throughout the city.

Both Boise State University and Boise Towne Square Mall serve as minor hubs, with three routes serving the University directly and four routes providing service to the mall and the surrounding area.

The Monday through Friday routes operate on a 30-minute frequency during peak hours (5:15 a.m. to 8:45 a.m. and 2:45 p.m. to 7:40 p.m.) and a 60-minute frequency during mid-day service hours (8:45 a.m. to 2:45 p.m.). The regular weekday service hours are from 5:15 a.m. to 7:40 p.m., a total of 14.5 hours per weekday.

Seven routes operate on Saturday at 45-minute frequencies from 7:45 a.m. to 6:15 p.m. Except for one route, all Saturday routes run differently from those operated on weekdays. Boise State University and the Boise School District have contracts with ValleyRide for their students (college and high school only), employees and faculty members to ride free on ValleyRide with a picture identification card. Table 7.5 shows the fare structures from 1975 through 2004.

Table 7.5: ValleyRide Transit Fare Structure

Year	Adult (Cash \$)	E / D* (Cash \$)	Youth** (Cash \$)	Children Under 6	Monthly Youth** (Pass \$)	Monthly Adult (Pass \$)	Monthly E / D* (Pass \$)
1975	\$0.25	\$0.10	\$0.25	Free	N/A	\$8.75	N/A
1980	\$0.25	\$0.10	\$0.25	Free	N/A	\$8.75	N/A
1985	\$0.55	\$0.25	\$0.35	Free	N/A	\$16.00	\$7.50
1991	\$0.50	\$0.25	\$0.35	Free	N/A	\$16.00	\$10.00
1995	\$0.75	\$0.35	\$0.50	Free	\$18.00	\$27.00	\$13.50
2001	\$0.75	\$0.35	\$0.50	Free	\$18.00	\$27.00	\$13.50
2004	\$1.00	\$0.50	\$0.65	Free	\$24.00	\$36.00	\$18.00

Persons who are elderly or disabled.
 **Persons age 6-18

Figure 7.2 below shows ridership levels from 1990-2003. The system carried a peak of 1.32 million trips in 1995. Ridership is generally related to the amount of service provided, as is shown in the chart. Reliability of service is also a key factor in ridership. On-time performance declined in 2000 leading to a loss of riders. Service adjustments in 2001 to restore reliability helped to reverse the decline, even with a cut in service hours. There were 1.2 million trips in 2003.

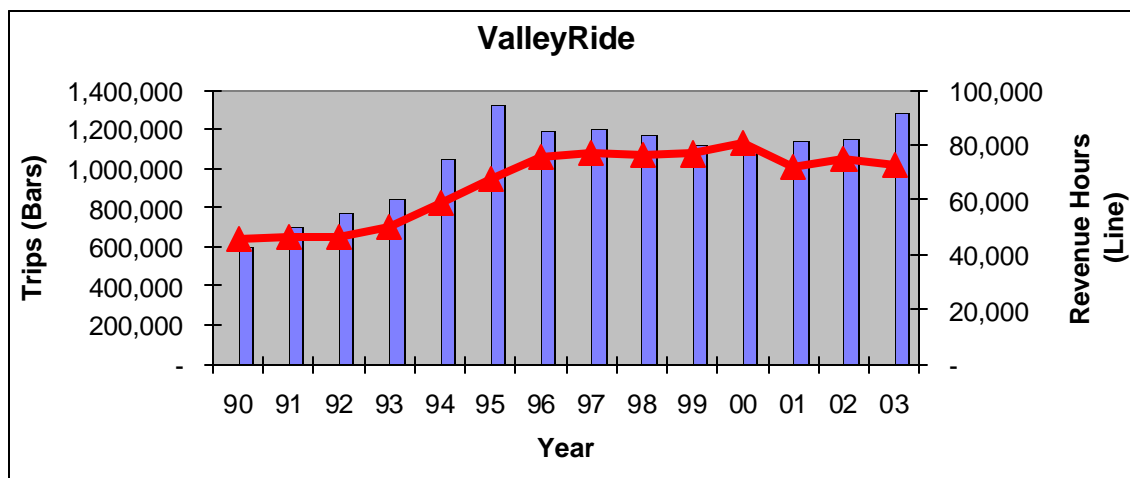


Figure 7.2: ValleyRide Ridership Levels

ValleyRide has a fixed-route fleet of 39 buses, all of which are powered by compressed natural gas (CNG), 8 vans, and 2 diesel trolleys.

Commuteride Program

The Ada County Highway District operates a carpool and vanpool-matching program, called Commuteride, and sponsors a number of small Park and Ride lots in the Treasure Valley.

The 2004 program budget was \$1.2 million. Approximately 36 percent is generated from vanpool user fees and employer contributions. The rest of the funding comes from federal and local Ada County Highway District matching funds. Funding for the carpool and vanpool program has increased as demand for alternative transportation increased over the years.

Fares are established to recoup all operational costs except insurance. In 2004, approximately 54 percent of Commuteride program funds were dedicated to the purchase, operation and maintenance of vans. Ada County Highway District owns 71 15-passenger vans, five backup vehicles and one ADA-lift equipped van. In fiscal year 2003, the Commuteride Vanpool averaged 440 monthly riders (129,454 passenger trips).

Vanpool service covers Ada, Canyon, Elmore, Gem and Payette counties. While most vans come from outlying cities to work sites in the Boise area, 16 vans serve commuters working in the Mountain Home Air Force Base area. Boise to Nampa is another reverse commute situation being considered. Most growth of the Commuteride program appears to be in the Canyon and Elmore County areas with increase interest in “reverse commuting” from the Boise area to these outlying areas.

Administrative costs are covered by Surface Transportation Program-Urban funds. Vanpools depend on a stable group of riders (a minimum of 11 riders and one driver). Riders are sensitive to both price and convenience, so a change in the price or convenience can encourage or discourage riders. Commuteride’s vanpool program has been very successful in providing transportation options to commuters.

A summary of the program’s success for fiscal year 2003 is as follows:

- Total passenger trips: 129,454
- Total route miles traveled: 669,553
- Total vehicle miles saved: 7,175,019
- Reduction of carbon monoxide pollutants (lbs): 326,137
- Total commuter costs saved: \$2,691,000 (Based on the IRS rate of 37.5 cents per mile)

Between 1992 and 2002, the number of vans in the program increased from 10 vehicles to 43. In 2003, the van fleet increased 35 percent to a total of 58 vehicles. In 2004 the fleet grew to 71 vans and in 2005 Commuteride will add another 15 vehicles to its fleet for a total of 86. Because the fleet is growing rapidly, staff is exploring other operation and maintenance options to improve efficiency.

Carpool/Guaranteed Ride Home Programs

Commuteride maintains a database with over 1,600 names of people interested in carpooling. Commuters who use an alternative to driving alone may sign up for the guaranteed ride home program, which reimburses commuters for the cost of their taxi ride home should they have an emergency, become ill or be required to work unscheduled overtime.

More employers are developing employee programs to encourage use of alternative transportation instead of a single-occupant vehicle. Some provide vanpool or transit subsidies, preferential carpool parking spaces, flextime and various other incentives. The partnership between Commuteride and area employers has demonstrated the desire of public agencies and businesses to reduce the demand on the transportation system in the community.

This partnership between Commuteride and area employers should be explored further in the future. As federal and local funds decrease over time, alternative funding sources need to be expanded.

The vanpool and carpool programs are very successful in reducing the number of vehicles on the roadway and provide various benefits to the region. Regional jurisdictions need to actively support the Commuteride program, giving it strong political support and working to assure adequate and consistent funding.

Park and Ride Facilities

Park and Ride facilities provide central collection points where individuals can park their vehicle or be dropped off, park their bike, or conveniently walk to and transfer to a carpool, vanpool, or bus to reach their destination. These facilities can be designated formal sites on public property or as joint-use facilities on private property, including churches or retail shopping centers. By providing a convenient meeting location for commuters in Ada County and outlying communities, more commuters will be encouraged to carpool, vanpool or use the bus where available.

The size of the Park & Ride facility may vary from a few parking spaces in less traveled corridors or lightly populated areas to hundreds of parking spaces in high demand corridors of densely populated areas.

The Ada County Highway District has identified 11 existing Park & Ride facilities throughout Ada County: six in Boise, four in Meridian and one in Kuna (see Figure 7-3). Ten of these lots are joint-use facilities. Another 11 lots are located in the Caldwell, Nampa, Emmett, Middleton, Mountain Home, and on I-84 at Exit 13 in Payette County. Most are donated by local businesses and churches. Two Park & Ride lots were recently constructed in Meridian: one at Eagle Road/Overland and the other at Meridian Road (SH 69)/Overland. These lots are for Park & Ride only. ACHD Commuteride and ValleyRide are identifying additional facilities and opportunities. Locations can include remnant parcels of right-of-way near freeway interchanges or major roadways near large

commercial or residential areas or a major shopping center with abundant parking spaces that are only needed during peak shopping periods. Possible sites may be in existing parks or other public locations such as fairgrounds. Small lots could also be incorporated into the site design for large residential and commercial developments.

Potential sites for interceptor lots are identified at freeway interchanges near metropolitan boundaries and on state highways, including a site at I-84 between Cole Road and Broadway Avenue. Other sites along the principal commuting routes have not yet been identified.

Developing a comprehensive Park & Ride system will provide numerous community benefits, including reductions in traffic congestion, parking demand at downtown Boise work sites, energy consumption, and air pollution.

The I-84 Study presented recommendations discussed below concerning expansion of the Commuteride program. These improvements would cost \$46 million over the next 20 years—averaging \$2.3 million per year. Most of this cost would be in addition to the current level of expense.

Inter-County Limited Express

The privately owned commuter bus service, Commuters Bus, Inc., began daily operation between the Caldwell/Nampa areas and Boise in October 1995. Service was provided to downtown Boise, ParkCenter area and Boise State University. The company added a route in May 1999 that served Caldwell, Middleton, Star and Eagle to Boise. However, this service was eliminated in 2004 due to budget constraints. From April 2003 to March 2004 17,604 rides were provided through the Commuters Bus line.

The Treasure Valley Metro started in June 2000 to address congestion related to the reconstruction of the I-84/I-184 interchange, known locally as the “Flying Wye.” In April 2004, Treasure Valley Metro carried nearly 2,991 riders between Nampa, Meridian, and Boise. Of the total ridership, most (2,706) rode the peak hour commuter service.

The transit authority will become the contracting agency for inter-county limited express services beginning October 2004 under the name ValleyRide Express. The federal funding source for the service is the Federal Transit Administration Section 5307 formula funds. Local match has been requested from Ada and Canyon Counties and the cities of Boise, Caldwell, Nampa, and Meridian. ValleyRide Express will run three larger vehicles on this route during peak hours for expanded capacity, and smaller vehicles during the mid-day runs. More information on ValleyRide Express services and other area transit services can be found at www.valleyride.org.

Taxicabs

Over 20 taxi companies serve Ada County. The majority of companies have their hub in Boise, though many provide service to communities throughout the Treasure Valley. Meridian has two local taxi services. While taxi companies are interested in creating hubs in smaller cities such as Eagle and Kuna, costs are still prohibitive for routine

transportation needs. Taxicab fares consist of a base charge plus additional charges for mileage or waiting time.

Boise City Scrip

Boise City Scrip is a subsidized taxi program operated by Senior Solutions. The program provides discount taxi services for people 15 years or older with physical or mental disabilities that prevent them from driving. Through the Scrip program, discounted Scrip coupons are sold to eligible clients who use them to pay for taxi fare for their transportation needs. There were approximately 350 active users of the program in 2003. The program receives funding from the City of Boise (about \$80,000 in fiscal year 2003). The total cost of the program is about \$127,000, with additional funds coming from the discounted fee users pay for the service.

Rural scrip was a program that provided similar services for residents who lived in Ada County but outside Boise City limits. This program was federally funded until 2003. However, because the larger cities outside of Boise, such as Meridian and Eagle are no longer considered eligible for “rural” funds, federal funding was stopped and the program no longer operates. A new source of funding is needed in order to re-establish services to Ada County residents who live outside the Boise City limits.

Senior Center Vans

Senior Centers in Boise, Eagle, Garden City, Kuna, Melba, Meridian, Parma and Star each operate a van for seniors (55 and older) in their respective communities. These vehicles were awarded by the Idaho Transportation Department through the 5310 program. The vans primarily provide transportation to and from the Senior Centers for meals. Many of the cities also use the vans to provide transportation to doctor’s appointments, shopping areas and group entertainment activities. Most of the existing vans are fairly new and have lifts for wheelchair access.

Public Transportation Needs

Ada County residents outside Boise and Garden City lack local fixed-route services and paratransit services, but they have access to the Commuteride program or other regional services. Public transportation in these areas can be added, with the level of service dependent on demand. Within areas now served by public transportation, service frequency and coverage deters many residents from using public transportation. Surveys done over the past 15-20 years indicate constant themes among transit riders and persons who might use transit:

- More frequent service, especially during commute hours.
- Better geographic coverage to decrease the walk distance and increase access to more homes and destinations.
- Expanded hours of service, so people can get to and from work, school, or other destinations earlier in the morning and later in the evening.

- Faster travel on transit, so the travel times come closer to the travel times of using a personal vehicle.

Population, employment, residential density and household characteristics will help determine the direction public transportation services will take in the future. The availability of funds will also be a major factor in expanding and improving services. The three major studies referenced earlier in this section addressed some issues and policies.

Regional Operations and Capital Improvements Program (ROCIP)

In 2003, ValleyRide hired Nelson\Nygaard to conduct a long-range (six-year) operations and capital improvements study. All regional services in Ada and Canyon counties including ValleyRide's bus operation in Boise and Garden City, contracted services, and ACHD's Commuteride were evaluated and modified to maximize these services within current budgets. This plan also defines and provides the foundation and direction for expansion of services as budgetary considerations change in the future. The ROCIP should be complete by the fall of 2004; however, plan implementation could take a year or more, depending on funding availability. More information on the ROCIP can be located on the ValleyRide website (www.valleyride.org).

Treasure Valley Transportation Analysis

The *Treasure Valley Alternative Transportation Analysis* recommended the following general transit goals:

- Develop two basic service types for the area: connecting service between communities and general-purpose local transit (vehicles operating on a schedule and a designated route) within the larger communities.
- The first goal can be met by providing peak-hour express bus services on key corridors between major attractions in Caldwell, Nampa, Meridian, Eagle and Boise. Smaller vehicles and emphasis on vans and feeder services should be considered for smaller communities. To meet the latter goal, improve the existing Boise Urban Stages (now ValleyRide) system as usage and demand develops. Start local service in Caldwell, Nampa and Meridian.
- Identify and preserve rights-of-way for future high-capacity transit options. This could include rail, busway, other transit services, and other public uses such as utilities. The corridor of highest concern is the Union Pacific Railroad track between Nampa, Meridian, and Boise.
- Consider the need for a dedicated funding source for transit. Other areas – Portland, Denver, Spokane, Reno, and Salt Lake – have such funding.
- Develop a transit service plan for intercommunity service with routes, stations, and park-and-ride lots that can be part of the commitment to a dedicated right-of-way service.
- Support alternative transportation through appropriate land use designs, employer programs, and managed parking on both publicly owned lots and requirements for parking in future developments. Only with such supportive policies and funding can the share of alternatives be increased.

- Make commitments to improved alternative transportation services and land use/parking policies before making decisions on higher-capacity transit technologies, such as rail, or other fixed-guideway systems. Fixed-guideway systems are those in which the vehicles are confined to rails or other devices. Their ability to move more passengers per hour than buses comes at a cost of inflexible routes and very high capital investments. Buses and vans, which operate on the street system, provide greater flexibility, especially in lower density communities. Communities with successful fixed-guideway services are always accompanied by a high level of bus and van services which act as “feeders.”

Downtown Boise Mobility Study

In 2003/2004 the transit authority and several partnering agencies hosted a study on transportation issues in the downtown Boise core. The major recommendations from the study included creating a downtown circulator system and a multi-modal center. The study did not specify technology for the downtown circulator. However, the Downtown Boise Mobility Study recommended further study to determine the best alternative.

The study also recommended the creation of a multi-modal center connecting the downtown circulator to other modes of transportation. The multi-modal center would include a transit center, parking (with special preference given to high occupancy vehicles), bicycle racks, possibly the hub for the Greyhound Bus company, and retail shopping.

Boise State University (BSU) is also planning to build a similar multi-modal center on its campus. This facility would provide parking, bicycle racks, and transit connections to BSU students as well as the general public.

Discretionary funds have been requested for the circulator system and the two multi-modal centers through the new transportation bill.

Other improvements to the transportation system were recommended as part of this study. These recommendations include an improved pathway and sidewalk system, improvements to the freight delivery system, enhancements to the roadway system, visual gateway signage, and many others.

State Street Corridor Study

The State Street Corridor study provided a template for future principal arterial improvements in the Treasure Valley. The study dealt with traffic, transit and land use issues as a combined system to assure compatibility. It looked at all modes of transportation. The recommended scenario was the “transit” scenario that will provide for the safe and efficient movement of traffic with the ability to adapt to a growing regional transit system through the addition of new transit lanes. The outcome of this study includes promoting Transit Oriented Development along the corridor.

Transit Development Plan

As noted above, ValleyRide commissioned a plan to guide public transportation in its region. The *Transit Development Plan: Service Alternatives Technical Memorandum* (December 2001) presented a package of services designed to meet ridership goals established in *Destination 2020* and in the I-84 Study. The plan started with the goal approved by COMPASS in 1995 targeting 25 percent of trips to be served by alternative transportation, including buses, carpools, walking, biking, and telecommuting. A specific goal of 5 percent for transit was set in the I-84 Corridor Study, described above. The plan concluded that 5 percent was reasonable, comparing the area with others across the U.S. that have achieved that goal or exceeded it.

To achieve the goal would require a significant investment in services. Using information from *Destination 2020* on projected future trips, the plan estimated daily ridership would need to be 73,000 trips by 2020 to meet the 5 percent goal. The concept in the plan envisions a “core” urban service area surrounded by rural areas (see Figure 7.3) In the urban service area, service coverage and frequency would be higher, with a range of services, including:

- Primary and secondary routes. Fixed-routes with larger buses (30 to 40-foot transit coaches).
- Premium routes. Main trunk routes, notably along the I-84/Union Pacific Rail line corridors, serving major activity centers.
- Special. Custom operations including demand-responsive services for persons with disabilities.
- Express routes. Commuter-oriented peak hour services similar to those provided by Commuters Bus and Treasure Valley Metro. (See below for more information)

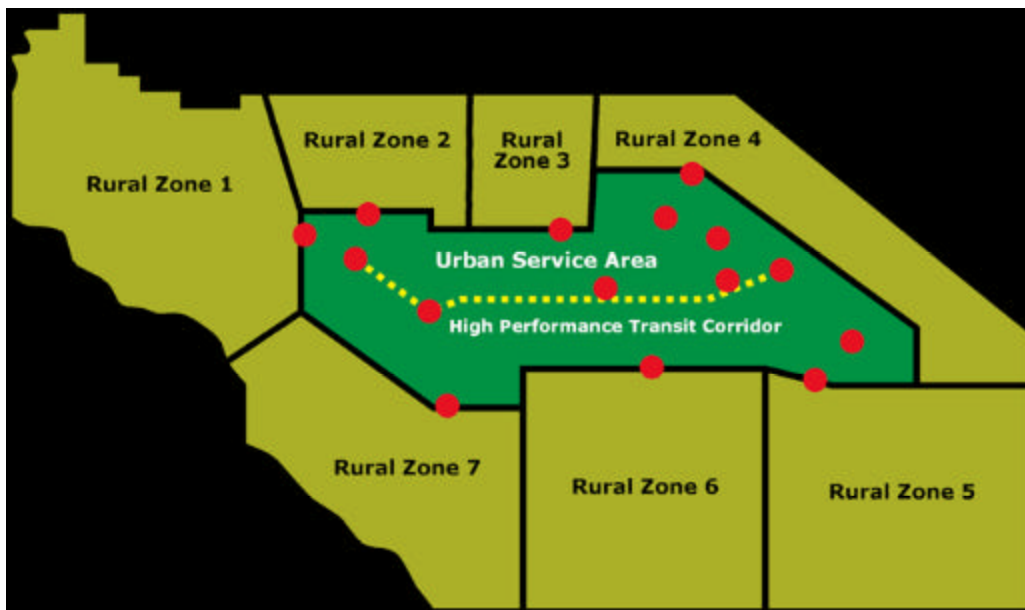


Figure7.3: ValleyRide Fixed Route and Rural Service Zones

Rural areas would be served by a different package considered more suitable to the lower population and densities. Smaller vehicles would be used, and most routes would connect to “transit centers” located at the periphery of the urban service area. These centers would allow rural residents easy access to the urban transit services.

The plan presented four levels of service with operating and capital costs as summarized in Tables 7.6 and 7.7.

Table 7.6: ValleyRide TDP Annual Operating Costs in the Year 2020 by Alternative

Funding Category	Annual Operating Costs*			Funding Sources*	
	Total	Fares	Balance	Federal	Local Needed
Minimum	\$16,440	\$3,288	\$13,152	\$800	\$12,352
Moderate	\$26,269	\$6,567	\$19,702	\$800	\$18,902
Maximum	\$51,494	\$15,448	\$36,046	\$800	\$35,246
Maximum with Rail	\$61,251	\$21,438	\$39,813	\$800	\$39,013

* Costs are in thousands and in 2001 dollars.

Table 7.7: ValleyRide TDP Annual Capital Costs by Alternative

Funding Category	Annual Capital Costs*			Funding Sources*	
	Fleet	Facilities	Total	Federal	Local Needed
Minimum	\$3,151	\$14,756	\$17,907	\$14,326	\$3,581
Moderate	\$4,951	\$21,319	\$26,270	\$21,016	\$5,254
Maximum	\$6,623	\$25,756	\$32,379	\$25,903	\$6,476
Maximum with Rail	\$9,968	\$42,006	\$51,974	\$41,579	\$10,395

* Costs are in thousands and in 2001 dollars.
Source: Transit Development Plan. Figures 24 and 25. pp. 41-42.

The annual local funding needed to implement the plan would range from \$16 million for the minimum service level to nearly \$50 million for the maximum service with rail. In comparison, the total operating costs for transit in the two-county area for 2001 was \$4.9 million, including federal, local and fare revenues. The plan assumes implementation would be incremental, with the minimum level achieved by 2005 and the maximum level by 2015. The “maximum-with-rail” alternative would replace some of the buses operating along the premium corridor when implemented.

The plan also notes the need for several follow-up plans:

- Comprehensive Transit Operations Plan
- Fleet Specifications and Procurement Plan

- Passenger Facilities Plan
- Major Investment Study for the Premium Corridor
- Maintenance Facilities Plan
- Organizational Development Plan

Implementing the Transit Development Plan would require a significant increase in public funding. To generate \$16 million to fund capital and operations for the minimum system, the following tax rates would be needed. All assume a local option tax in which all revenues would be retained in the two-county area.

- 0.5 percent sales tax. Current rate is 5.0 percent, which is collected by the State of Idaho and distributed in part back to local governments based on a state formula.
- 0.4 percent vehicle excise tax (a tax based on the value of the vehicle). Currently, no vehicle excise tax is collected by the State or by local governments. A registration fee is charged by the State and is put into the Highway Distribution Account. The Ada County Highway District does charge a \$20 registration fee for vehicles with owners listed Ada County as their county of residence. This latter fee is a local option fee, under which funds are retained in the County.
- 10 cents per gallon gas tax. Current State tax is 25 cents, collected at the distributor level and put into the Highway Distribution Account. Another 18.4 cents per gallon (24 cents for diesel) is levied by the Federal government and put into the Federal Highway Trust Account or the Mass Transit Account.

This plan does not advocate any one of the above measures, they are listed simply to inform the reader about the level of effort involved in funding public transportation. Getting legislative and voter approval for any of these options will require extensive public involvement, both within the region and across the state.

I-84 Study (Public Transportation Related Recommendations)

The transportation demand management (TDM) element of the I-84 Study was tailored to implement the goal of 25 percent of all trips via non-single occupant vehicle (SOV) modes by the year 2020. To meet this goal within the I-84 Corridor, COMPASS emphasized the need to prioritize implementation of effective TDM measures. The TDM element was at the top of a long list of proposed interstate improvements. Travel demand analysis conducted by COMPASS in coordination with the transit authority and ACHD Commuteride staff assumed a TDM element targeted to peak period commuter trips within the most heavily traveled section of I-84 (west of the Wye Interchange). To attain the 25 percent goal by 2020 the following items would need to be implemented:

- Transit trips increase from 1 percent to 5 percent
- Vanpool/carpool increase from 10 percent to 12 percent
- Bike/walk remains at 3 percent

- Work at home remains at 5 percent

The TDM element included the addition of 18 park-and-ride lots, an ambitious marketing program, and implementation of the Intelligent Transportation System (ITS) Plan. Table 7.8 presents cost estimates for the TDM element of the I-84 Study. The future TDM facilities and the potential rail corridors are illustrated in Figure 7.4. The TDM policies supported several other considerations in the corridor. First, was the preservation of existing rail corridors in both Canyon and Ada Counties. Second, as new lanes are proposed for the freeway mainline, the potential for high occupancy vehicle (HOV) lanes would be considered. Third, each new interchange proposal would examine the potential for adding a park-and-ride facility and ramp metering on the entrance ramps.

Table 7.8: I-84 Corridor Transportation Demand Management Cost Estimate

Description	Type	Cost
Park-and-Ride Lots (18 new lots)	Capital & O&M	\$16,000,000
Commuter Vans (34 new vans)	Capital	\$1,200,000
	O&M	\$6,800,000
Marketing and Employer Programs	Operations	\$12,000,000
Transit Intelligent Transportation Systems	Capital	\$10,000,000
Total		\$46,000,000
Annualized Cost for 20 Years		\$2,300,000
Note: All cost estimates are in 2001 dollars. Includes employer-based TDM incentive programs such as those currently implemented by ACHD Commuteride. Costs shown exclude express bus services, which were covered in the Transit Development Plan estimates.		

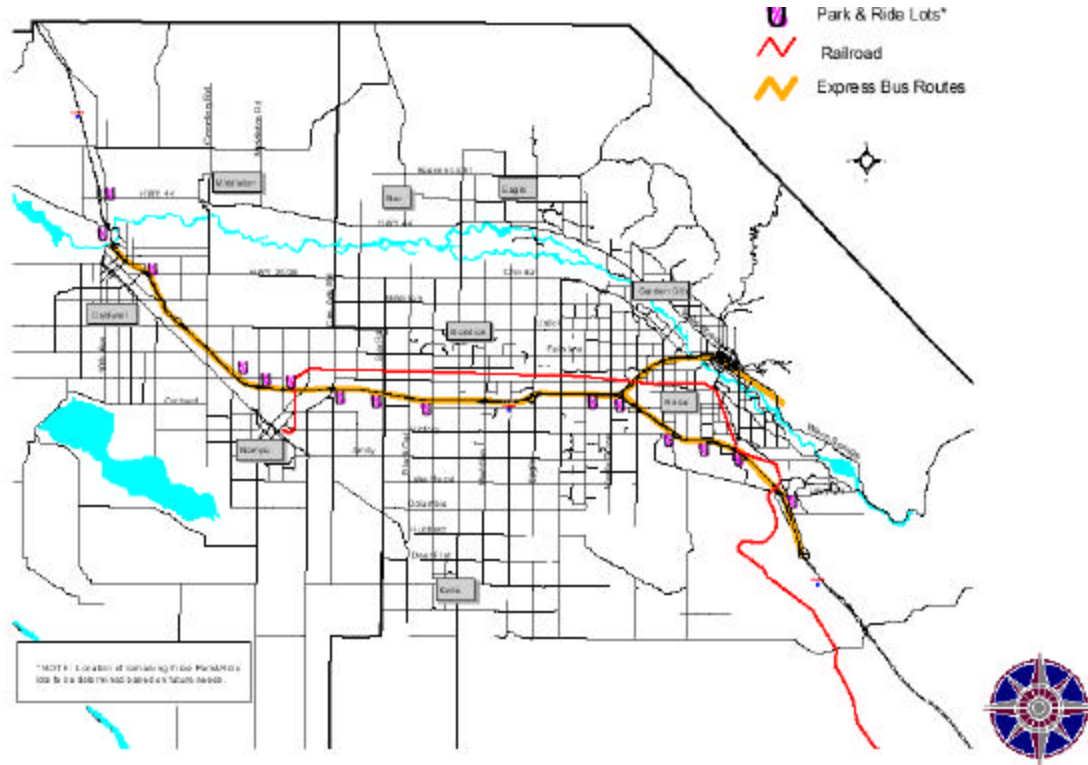


Figure 7.4: Future TDM Facilities and Rail Corridors

Rail Corridor Evaluation

The transit authority conducted a preliminary technical survey to assess the possible costs of acquiring the Union Pacific branch line between Nampa and Boise for a future commuter or light rail line. Union Pacific has not been approached about selling the line at the time of this plan. Congressional funding has been requested for rail corridor preservation.

Project List

Table 7.9: Project List for Alternative Transportation Projects

Project (* indicates new to 2030 Plan)	Description	Estimated Cost (FY 2005 Dollars)	Responsible Party	Cost Reference
Boise Rail Corridor*	Feasibility Study and ROW Acquisition	\$20,500,000	ValleyRide	TIP
Downtown Boise Circulator and Multi-Modal Center*	Downtown circulator system and multi-modal center	\$50,000,000	CCDC	TIP
Multi-Modal Center	Multi-modal center at BSU	\$12,500,000	BSU	TIP
Total		\$83,000,000		

Public Transportation Policies

Mobility between Ada and Canyon Counties is essential to the economic welfare and future livability of the region, but accessibility to the transportation network by all users is also a critical component of the system. To create a comprehensive regional system, alternative public transportation needs to be addressed at three levels: intercounty, countywide and the Boise metropolitan area. To reduce the demand on the transportation system in the community, policies need to be geared toward attaining 25 percent of travel within the region by alternative transportation during the peak hour as well as throughout the day.

This public transportation component of *Destination 2030 Limited Plan Update* looks at transportation needs at three levels: intercounty, countywide, and Boise Metropolitan Area. This creates a comprehensive regional transportation system. It strives to meet the vision of obtaining 25 percent of the travel by alternative transportation for the region. Policies to meet this vision are:

1. COMPASS will actively support the Transit authority as it coordinates all transit services in the region and develops dedicated funding source(s) for those transit services.
2. COMPASS will assist in development and implementation of the Treasure Valley Alternative Transportation Analysis recommendations developed in 1995. The analysis recommends to:
 - a. Modestly expand the existing transit system by targeting unserved areas (Nampa/Caldwell area and Meridian).
 - b. Link key origins and destinations.
 - c. Increase frequencies.
 - d. Provide connections between communities.
 - e. Offer incentives to encourage transit use.
 - f. It also suggests protecting Union Pacific Railroad right-of-way for a future transit facility.
3. COMPASS will develop building blocks that will include all levels of appropriate transit services and may build to a fixed guideway transit system. If studies determine a fixed guideway system is needed and achievable in the near term or within the planning horizon of the Long-Range Transportation Plan, such a system will be developed.
4. COMPASS will support continuation and expansion of the Commuteride program and work to assure adequate and consistent funding.
5. COMPASS will support development and implementation of a regional Park & Ride program to serve transit, carpool, and vanpool services.
6. COMPASS will support implementation of the Transit Development Plan as approved by ValleyRide and incorporated into this plan by reference.

7. COMPASS will support the operation and funding of the Boise Scrip Program and the numerous vans operated through local Senior Centers.
8. COMPASS will work with local employers and governments to foster the use of alternative transportation through employee benefits.
9. COMPASS will develop and support legislation for funding public transportation.
10. COMPASS will assist local governments when requested in developing land use policies and designs to foster alternative transportation, specifically including higher densities and pedestrian oriented designs along transit routes and at major destinations.
11. COMPASS will assist local governments and businesses in the development of parking strategies to encourage use of alternative transportation.
12. COMPASS will study and report on options in the Treasure Valley for congestion pricing as a means to reduce automobile travel and enhance revenue available for public transportation.
13. COMPASS will actively support updates of the Transit Development Plan as adopted by ValleyRide. The Transit Development Plan and subsequent strategic planning documents will address markets, services, capital needs, park-and-ride and other intermodal facilities, financing, and policies over a five-year period. The area to be covered by the Transit Development Plan includes Ada and Canyon Counties.
14. COMPASS will monitor the percentage of funding from flexible sources going into alternative transportation projects and report this as a part of the annual transportation system performance report.
15. COMPASS will work with the Ada County Highway District, employer groups and chambers of commerce to develop a “best practices” manual of incentives for promoting alternative transportation.
16. COMPASS studies for roadway capacity expansion shall include analyses of alternative modes that may provide the needed capacity.
17. COMPASS will work toward developing level of service criteria for evaluation of transit service.

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Chapter 8:

Non-motorized Transportation

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Introduction

Bicycles and walking have been around as a means of transportation even longer than cars. On Memorial Day in 1880, 130 high-wheelers founded the League of American Wheelman (LAW) in Newport, RI to advance bicycle riding. They lobbied for better roads, literally paving the roads for us today.

“This organization is composed of men interested in bicycling in all its many branches, in the construction of good roads, and in the protection of the rights of all others who are riding wheels... In the many League meets you may take part in racing and so on, and most important of all, you become an influence for improving the roads of the United States in a way that would be totally beyond your power as an individual.”

- The Bicycling Department; Volume XVII, Number 871 of Harper's Round Table;
Published Tuesday, July 7, 1896

Bicycling and walking play an important role in today's transportation system as well, and the Treasure Valley has a long history of bikeway/pathway planning. In the 1970's, a bikeway plan was developed for Boise which was the beginning of the Boise River Greenbelt and many on-street bike lanes. Through the 1980's local jurisdictions and the Boise River Trail Foundation worked together to expand the greenbelt along the river. In the 1990's, Federal, State, Local agencies and over 300 of the general public developed the Ridge-to-Rivers Pathway Plan. The adoption of that plan brought significant improvements to the bikeway/pathway system in Ada County. In the 2000's the local jurisdictions have all expanded the bicycle/pedestrian components of their comprehensive plans.

In light of past efforts, this plan recognizes bicycling and walking as an essential component of Treasure Valley's transportation system. This plan envisions a completed greenbelt along the Boise River, spanning Ada and Canyon Counties combined with a comprehensive on-street bikeway system and sidewalks that connect neighborhoods, schools, parks, transit centers, and places of employment. People of all ages and abilities ride bicycles, jog, walk, or use other non-motorized means for transportation or recreation. As an integral part of *Destination 2030 Limited Update*, this chapter describes the issues, projects, and policies necessary to advance the Treasure Valley's non-motorized transportation system.

Issues Addressed in this Chapter

COMPASS and other cooperating agencies will continue building on the successes of past years and work toward expanding the boundaries of the bikeway. Efforts will continue in the following areas:

- Extending the Boise River Greenbelt to Eagle Island and ultimately into Canyon County.

- Continuing to incorporate bikeway and sidewalk planning into the development review and roadway design process.
- Pursuing opportunities to include the Union Pacific Railroad corridor and canal rights-of-way in the system and connecting them to the on-street network.

This chapter is composed of two distinct but interconnected bikeway types:

1. On-street Bikeways

These facilities are designated on certain roadways and intended to support safe and efficient bicycle transportation.



2. Multiple-Use Paths

These off-street pathways, such as the Boise River Greenbelt, support both recreation and transportation opportunities and connect to the on-street network. This type of pathway is also designed for pedestrians.



Projects

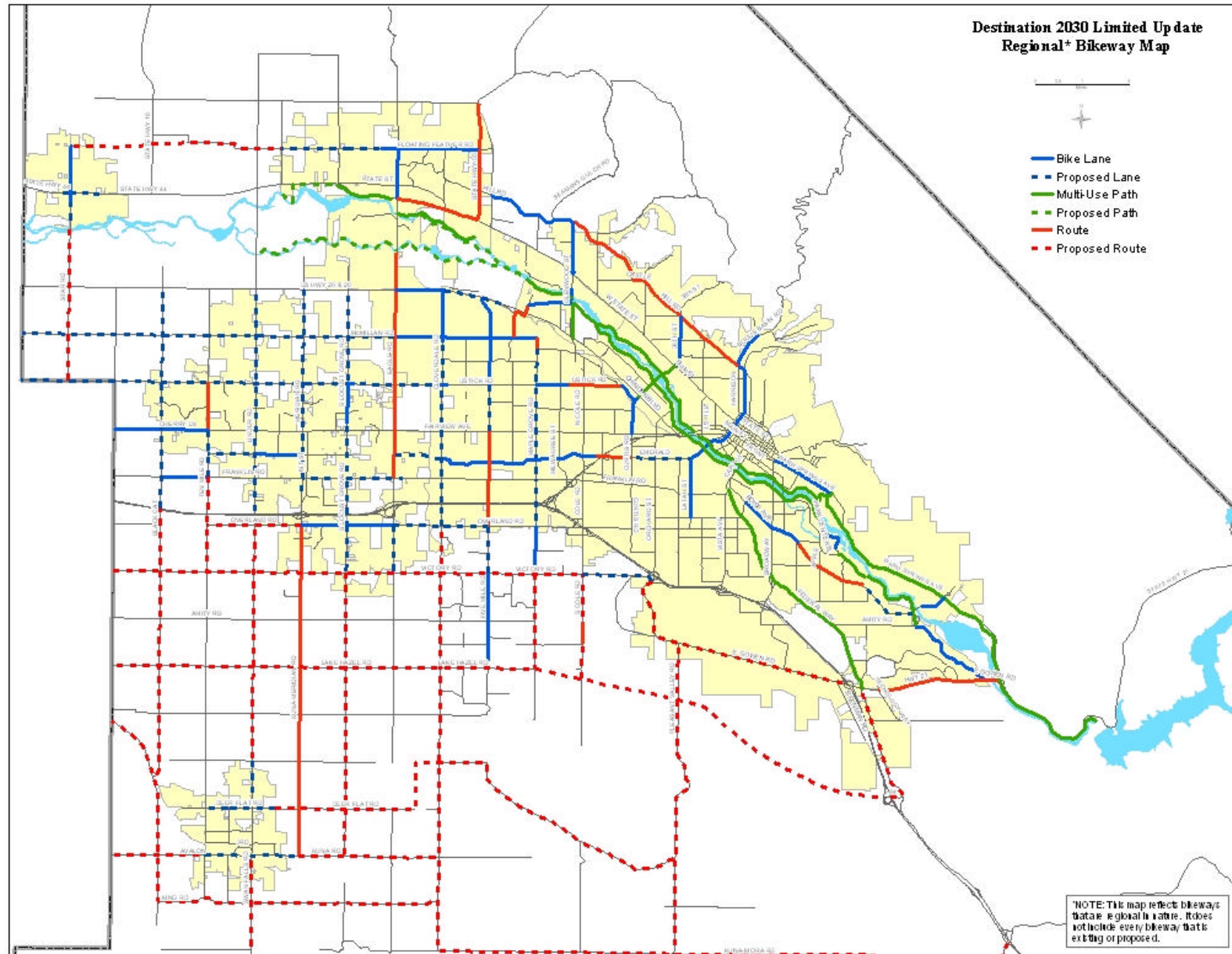
This plan aims to be consistent with other bikeway and pedestrian planning efforts in the Treasure Valley. To this aim, this plan acknowledges and incorporates specific projects or policies identified in the following plans:

- Idaho Transportation Department; Statewide Transportation Improvement Program
- Ada County Highway District; Five Year Work Program
- Ridge-to-Rivers Pathway Plan
- Comprehensive Plans from all local jurisdictions in Ada and Canyon Counties

Map

This plan includes a composite map that reflects the existing and proposed projects identified in the plans above. (See figure 8.1) Due to the changing nature of plans and projects, this map is not intended to mirror these plans nor is it intended to be written in stone. It is for illustrative purposes to be used as a guide to further the policies stated below.

Figure 8.1



Policies

This plan establishes the following policies as they relate to non-motorized transportation:

1. Recognize that the bicycle is a vehicle with legal access to all public roads. Within engineering safety guidelines, roadway arterials, collectors and bridges will be designed for the needs of motor vehicle drivers, bicyclists and pedestrians.
2. Support separation of the sidewalk from the traffic lanes on arterial street projects by strips of land, commonly known as parking strips.
3. Support funding to encourage the expansion of the Boise River Greenbelt to connect the various jurisdictions in Ada and Canyon County .
4. Encourage all new developments along waterways, railroad corridors, the benches or utility rights-of-way to include multiple-use paths or reserve an easement for future use of such facility.
5. Develop consistent education and signage material from one community to another.
6. Increase access between the multiple-use pathway and the on-street bikeway system to enhance the transportation and recreation nature of the bikeway system.
7. If Union Pacific seeks to discontinue rail line service or vacates rail lines in Ada County, COMPASS will work with Federal, State and Local governments along with non-profit agencies to preserve and retain this railroad corridor for recreational paths, open space, and alternative trans it uses to benefit current and future residents of the community.

Funding Policies

Bikeway funding has come from numerous sources. This plan supports the following goals for funding bikeways:

1. Pursue opportunities for eligible federal funding, particularly transportation enhancement funds (such as Surface Transportation Program local funds).
2. Identify opportunities to include bikeway development as part of larger roadway reconstruction and improvement projects.
3. Encourage private development to include bikeway projects as an integral part of their development.
4. Assist local agencies in securing private donations for specific pathway projects.
5. Seek funding from other sources, such as State Parks and Recreation, the Rails to Trails Program, community development block grants, and other potential funding sources.

"When I see an adult on a bicycle, I have hope for the human race". -H. G. Wells

Chapter 9:

Urban Goods Movement

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Introduction

Urban goods movement is the movement of goods into, out of, through and within the transportation planning area by all modes. This includes:

- Air, rail, and truck transportation
- Pipelines that transport petroleum, natural gas, water, and waste
- Collection and movement of trash
- Collection and movement of mail

Since pipelines are underground, they are not addressed in this chapter. Fostering greater efficiency in the movement of goods requires consideration of all activities involving urban streets, waterways, railroads, terminals, and loading docks. The movement of goods, both now and in the future, affects an area far beyond Ada County.

This chapter briefly describes the status and expansion plans for the Boise airport, the status of roadway and rail transportation, and the need for more planning for efficient urban goods movement.

Issues Addressed in this Chapter

While considerable effort has been devoted to developing planning techniques for people movement in urban areas, there has been no coherent approach to the study of goods movement. Local officials will need to be increasingly concerned about the impact of urban goods movement on the functioning of their transportation systems and local economies.

Boise Air Terminal Status and Expansion

Status

Current surface access to the airport is excellent, with three interchanges (Orchard, Vista and Broadway) serving the northern airport area and two (Gowen and Isaac's Canyon) providing access to the southern area. The southern area now consists mainly of industrial and Air National Guard facilities.

The Boise Airport Master Plan (February 2001) calls for Gowen Road to be realigned a half-mile south of a new third runway at a cost of \$17 million. This realignment may tie back into Gowen or to Eisenmann Road, allowing access to either Gowen or to Isaac's Canyon interchanges on I-84. The new runway is being constructed south of the existing alignment of Gowen Road.

Driving the expansion of the Boise Airport is the forecasted increase in passengers, freight and airport operations. The Airport Master Plan provided the forecasts shown in Table 9.1.

Table 9.1: Boise Airport Activity Forecast

Passengers	
1999	1,421,851
2020	2,620,000
Air Freight and Air Mail	
1999	42,438 tons
2020	129,600 tons
Total Operations (Landings and Takeoffs)	
1999	179,891
2020	257,980
Source: <i>Boise Airport Master Plan: Final Report</i> . February 2001. Exhibit 2E: Aviations Forecasts Summary	

Expansion Plans

Based on the forecasted increase, the Boise Airport Master Plan calls for an aggressive program of improvements to meet future demand, as well as solve existing problems. A major expansion and upgrade of the Boise Airport began in 1999 with the construction of new parking facilities. Expansion will continue as part of a phased process. Among the elements called for in the Master Plan are:

- Expanding parking facilities by 6,000 spaces (several phases)
- Relocating Air Traffic Control Tower
- Expanding Terminal Building (several phases through 2006)
- Building or extending runways
- Purchasing land for airport expansion or to control development in noise protection areas
- Relocating existing radar and other facilities

The total projected cost of all improvements, including some already completed, was estimated at \$334.8 million.

Airport Influence Area

The Boise Airport represents a critical component in regional transportation for many reasons. It connects the Treasure Valley to the national and international economy—a major asset for many corporations when considering locating and expanding offices and plants. It provides residents easy access for personal and business travel. Finally, it is a massive investment in land and facilities, as indicated above in the expansion budget. Residential development around airports can put that investment at risk by exposing people to higher risk from aircraft operations and to noise. In many communities, airports were required to relocate to more remote areas due to pressure from nearby residents. One of the mechanisms to reduce the potential of inappropriate development around an airport is the establishment of an airport influence area.

Development within the airport influence area (shown in Figure 9.1) is required to meet conditions established by Boise City and Ada County. There are three sub-areas contained within the airport influence area:

- A. The outermost area permits most uses allowed by the underlying zoning with a condition that new residences and schools be insulated against sound to achieve a reduction of 25 decibels.
- B. The next area allows only low-density residential (in parts of this area) and manufacturing/commercial uses. Schools are not permitted. Noise sensitive areas of buildings must be sound insulated.
- C. The innermost area does not allow any new residential uses. Manufacturing and commercial uses are permitted only with sound insulated buildings.

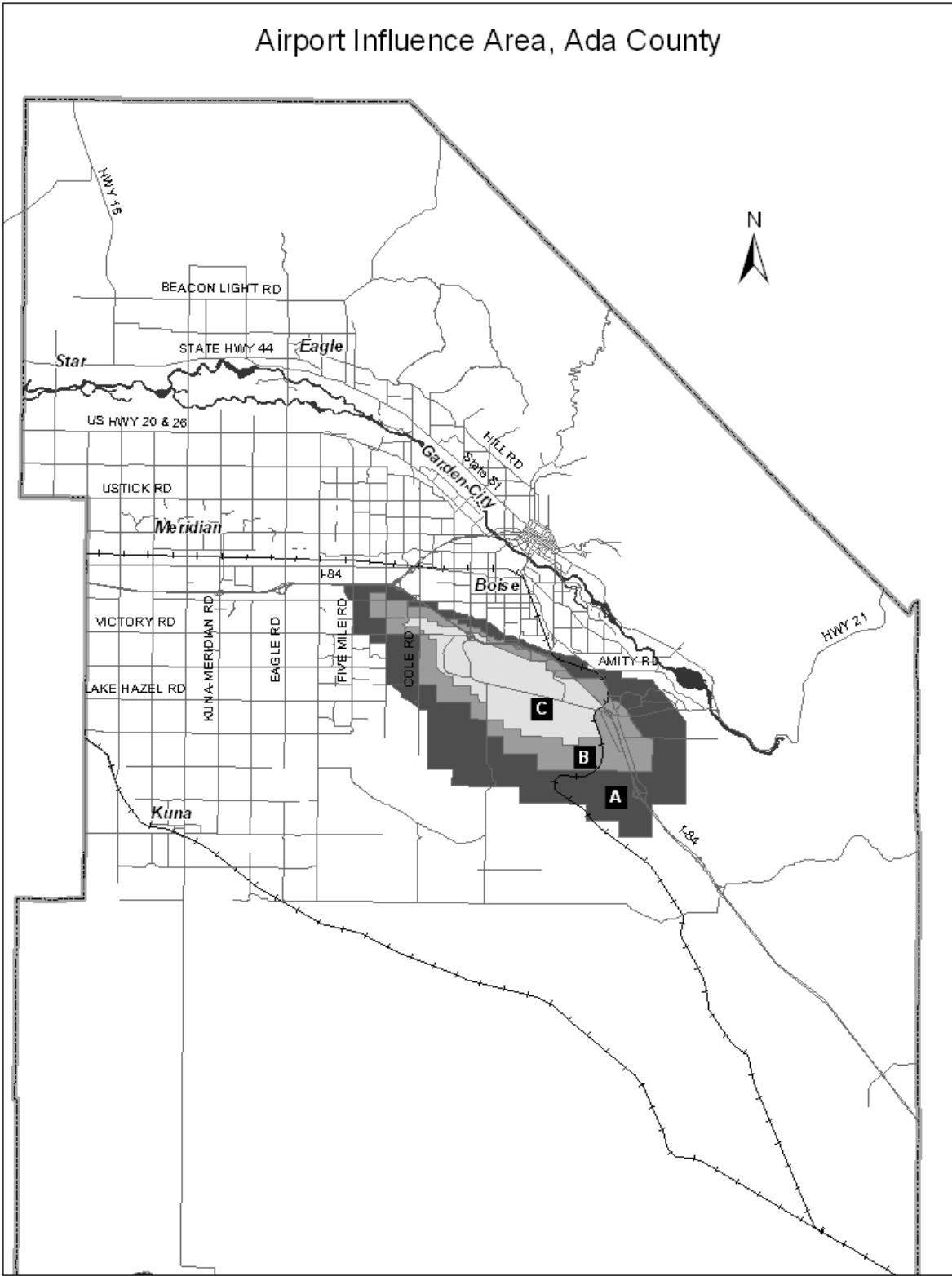


Figure9.1: Airport Influence Area

The Roadway System

While a large quantity of goods are transported into and out of the area by air, most goods movement in Ada County occurs on the roadway system in the form of deliveries. Except for government service functions such as mail delivery and garbage collection, most freight and many different types of products are moved by private industry. A number of firms engage in many different kinds of delivery operations ranging from route sales to deliveries to homes, retail stores and industrial sites.

Industrial and retail shippers and receivers have many requirements regarding time of shipment and time of delivery. In many cases, delivery is just one function in an operation such as producing and marketing perishable goods. Such conditions limit the potential for cooperation and consolidation of operations necessary to streamline goods movement within our community.

Rail Transportation

Rail transportation has been an integral part of Ada County's development since early days. A main line track was built through Kuna in the late 1800's. Construction in the 1920's of the Boise "cut-off," starting in Nampa and connecting back to the main line south of the City of Boise, was a major improvement in the County's tie to regional transportation.

Due to poor ridership and reduced federal subsidies, Amtrak passenger service through Boise ceased in May 1997. Discussion about restarting rail service continues.

Although rail accounts for a small portion of goods movement in Ada County, many businesses continue to depend on access to rail as well as highway and air modes. The Boise cut-off serves many rail customers. Motive Power, for example, has a major rail shop in the southeast area of Boise, which depends on rail connections. Rail freight traffic is limited to local shuttles operated by Idaho Northern & Pacific Railroad, which leased track rights from Union Pacific Railroad, the owner of the line.

In August 1999, Union Pacific sought to abandon 18.2 miles of rail. The section is between the old town site of Orchard and Hillcrest (west of Isaac's Canyon Interchange). On April 17, 2000, Union Pacific donated 14.7 miles of the abandoned section to the City of Boise, which purchased the remaining 3.5 miles from UP in order to preserve the track for both commuter and intercity rail transportation. Figure 2 shows the railroad and the abandoned section.

Present Opportunities with Rail Corridors

Rail lines share the same community sensitivity issues as airports and interstates. Although the tracks were in place before most of the adjacent housing was developed, residents often are concerned about the noise and safety impacts of trains passing through their neighborhoods. Industries that depend on rail connections also may not be viewed as

desirable neighbors when seeking to expand or relocate. Residents near the tracks, for example, may contest public uses in the corridor, such as a light-rail line.

Use of the rail corridor for commuter rail may require development or redevelopment to higher intensity mixed uses. National studies indicate that the area within a quarter-mile of a rail station should have residential densities of at least 30 units per acre, along with employment, shopping, and services within a short walk.

Trans-shipment of goods to and from rail cars and trucks has declined with the advent of container shipping, but the preservation of the rail corridor for freight will continue to be a priority in the area's economic development scheme. The corridor presents opportunities for freight and offers a precious resource for other transportation and utility needs in the form of a continuous, multiple-use corridor. Limited freight traffic on the Boise Cut-off actually constitutes a benefit, since main line tracks are frequently heavily used by freight trains of a mile long or more. This traffic often prevents consideration of the corridor for other uses such as fixed-guideway transit, pathways and utility transmission lines.

The length and speed of the main line freight train is an issue in one community – Kuna. While the train speeds present one kind of safety concern at the crossings, train stoppages in the Kuna area also create a safety issue. Development south of the tracks is barred to emergency services based on north of the tracks when trains up to 1.5 miles long are stopped for prolonged periods.

Resolutions to these issues exist and include the following:

- Plan and design land uses along the rail corridor that are not in conflict with rail traffic. Sound walls and noise-insulated construction can reduce the effects of noise on sensitive uses. New rail-oriented businesses can be designed to reduce effects on neighboring properties.
- Provide notice to buyers along the rail corridor about rail traffic.
- Develop corridor plans for redevelopment to support transit.
- Conduct environmental assessments of any public transportation use of the corridor. (If federal funds were used in implementing such a project, an environmental assessment would be the minimum requirement under the National Environmental Policy Act.)

Figure 9.2 depicts current railway in Ada county as well as the section of rail that was partly purchased by the City of Boise and partly donated by the Union Pacific Railroad in April 2000.

Railroad Location, Ada County

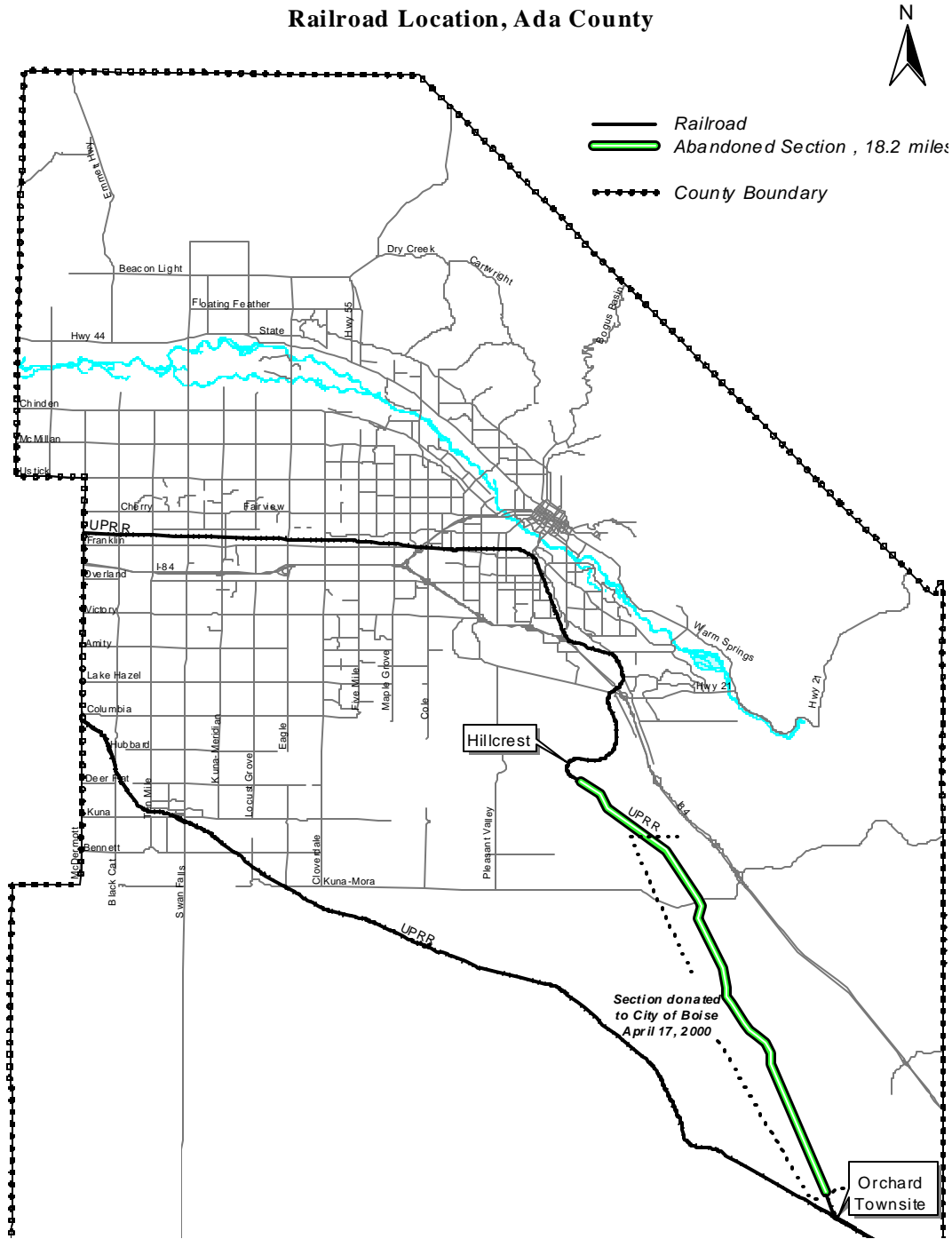


Figure 9.2: Donated/Purchased Railroad Section

The Need for More Planning

More Information is Needed

Local government planners and engineers have limited data about the relationship of truck movement to the design and operation of the roadway system. Usually, to establish traffic volumes for planning purposes, projected truck trips are included in the total number of vehicle trips. While this approach may be adequate for determining levels of traffic flow, it may lead planners to ignore the special operating characteristics of trucks and the loading and unloading requirements that directly affect street and project design. A Freight Movement Advisory Committee formed by APA in 1996 obtained only limited data on the inter-county flow of goods. This committee has been inactive for several years. More data are needed on specific movements, patterns, terminal facilities locations and destinations, the time it takes to move different types of goods and the kinds of modal transfers that take place within Ada County. These data are necessary to plan for increased efficiency and minimal routing schemes on the roadway system.

With the designation of the Boise urbanized area population as meeting the requirements of a “transportation management area” or TMA, federal regulations will require increased attention to and involvement of freight interests in metropolitan transportation planning.

Alternative Solutions are Available

Federal requirements, specifically the Transportation Equity Act for the 21st Century, encourage local governments to consider planning for urban goods movement. In the past, Federal Transit Administration and Federal Highway Administration planning regulations stressed people movement. The planning regulations included examples of actions that might be included in the Transportation Demand Measures of the Transportation Improvement Plan. Only one is related to urban goods movement—restrictions on downtown truck delivery during peak hours. Such restrictions only consider goods movement in terms of the impact on people movement, although the efficient movement of goods should be a worthwhile end in itself.

Local governments have the immediate responsibility for dealing with traffic congestion and safety, which are significantly impacted by truck movements. Goods movement, particularly by truck, is influenced by local governments through traffic and parking regulations, licensing programs, zoning ordinances, and building codes. These actions are rarely orchestrated as part of an overall goods movement policy or coordinated with the actions of other levels of government.

A major concern of local governments officials is the hazard posed by trucks in residential neighborhoods. This can be a particularly severe problem when conditions lead to trucks not using suitable arterials, e.g., lack of direct connections across a physical barrier such as river or heavy congestion on the arterials.

Delivery service takes up roughly half of the time spent by urban freight and service vehicles, and the majority of that time is spent parked. Alternatives to reduce delivery-

related congestion include adequate reserved curb space for service and goods delivery, time limits for loading zones, and/or providing curb cuts to facilitate loading and unloading. Local governments also can implement zoning ordinances and building-related ordinances that require off-street loading facilities and storage space requirements.

The Ada County Highway District approved a truck route plan in 1999. The plan established likely routes for heavy through trucks. Implementation and enforcement of the truck route plan was conditional upon adoption of ordinances by the cities and Ada County, which have the police power to enforce truck routes. To date, no local government has adopted such an ordinance.

Urban Goods Movement Policies

1. COMPASS will seek to ensure preservation of corridors for transportation and utilities by the following strategies:
 - a. COMPASS will coordinate with local governments to review the land use plan, zoning, and subdivision standards along the existing rail corridor to ensure appropriate land uses and site design to avoid encroachment and noise issues along corridor.
 - b. COMPASS will work with Ada County and Canyon County governments, state agencies, and the Union Pacific railroad to evaluate alternative transportation uses for the existing rail corridor. Use of the corridor for a pathway system should be included in the alternatives.
 - c. COMPASS will coordinate with other local and state governments to preserve the remaining rail corridor when all or part of the corridor is proposed for abandonment and sale.
2. COMPASS, in coordination with ValleyRide and other local governments, will develop a rail corridor acquisition plan to identify costs and issues, potential uses of the rail corridor, existing ownership status, and an appropriate entity for owning the rail right-of-way.

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Chapter 10:

Transportation Enhancement Needs

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Introduction

There is more to transportation planning than simply meeting travel needs. Today, Ada County and communities throughout the United States are designing transportation projects with features such as landscaping, bike paths, scenic easements and environmental mitigation that promote community pride or environmental well-being. Landscaping and other beautification projects along busy roadways convey a sense of pride and make our communities more attractive places to live and do business. In addition to enhancing a community's image, improved landscaping can encourage people to walk or ride bicycles more often, which reduces reliance on automobiles.

While many of these enhancements are strongly supported by the public, agencies and communities face a wide range of funding, maintenance and right-of-way issues that make planning more of a challenge. For example, most street landscaping in newer areas is on private property, which usually leaves maintenance up to adjacent property owners or tenants. Gateways that lead into Ada County communities, particularly along arterial streets, offer major enhancement opportunities, but are often restricted by high land prices and limited right-of-way.

This chapter describes federal funding criteria for transportation enhancement projects; several Ada County enhancement project that are already funded, along with numerous potential projects; and cost issues. The chapter concluded with updated transportation enhancement policies approved by the APA Board (now known as COMPASS Board).

Issues Addressed in this Chapter

Destination 2020 has identified numerous potential transportation enhancement improvement projects that are eligible for federal enhancement funds but will require a comprehensive inventory and mapping program. These potential projects must be evaluated and ranked by appropriate agencies, interest groups and the COMPASS Board. Various agencies, communities and private developers will also need to agree on financing and design standards for street landscaping projects.

Federal Funding Criteria

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) provided federal funding for certain “transportation enhancement” activities at the state and local level. Ten percent of ISTEA funding used by state and local agencies to build and expand roadways and transit facilities is available for these enhancement activities. The Transportation Efficiency Act for the 21st Century (TEA-21) in 1998 continued this program and expanded the list of eligible activities to the 12 specific areas shown below. (Enhancement funds cannot be used for routine or customary elements of roadway construction and maintenance or for required mitigation.)



Figure10.1: Cyclists on Eckert Bridge

Transportation Enhancement funding can be used for the following activities related to surface transportation:

- Pedestrian and bicycle facilities.
- Pedestrian and bicycle safety activities.
- Acquisition of scenic easements and scenic or historic sites.
- Landscaping and other scenic beautification.
- Historic preservation, rehabilitation and operation of historic transportation buildings, structures, or facilities, including historic railroad facilities and canals.
- Preservation of abandoned railway corridors, including conversion and use for pedestrian or bicycle trails.
- Control and removal of outdoor advertising.
- Archaeological planning and research.
- Environmental mitigation to address water pollution due to highway runoff or to reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.
- Establishment of transportation museums.

The Idaho Transportation Department administers the federal funds and solicits proposals statewide each year on a competitive basis. An eight-member Enhancement Advisory Committee reviews and ranks project applications, with the final decision made by the Idaho Transportation Board.

The Idaho Transportation Department requires a local match for this funding, based on a sliding scale, with a federal funding cap of \$500,000. Ten percent of the state's Surface Transportation Program (STP) apportionment is set-aside to fund the twelve eligible enhancement activities. ITD has estimated that approximately \$5,462,000 will be available in FY2005, FY2006 and FY2007. As of November 2003 there is not a new

transportation act and for planning purposes ITD has projected funding will be similar to funding under TEA-21.



Figure 10.2: Boise Depot

Ada County Enhancement Projects

Destination2030 Limited Plan Update has identified numerous potential landscaping projects along key roadways throughout Ada County that meet the criteria for federal transportation enhancement funding. These include several projects that are already funded and a list of potential landscaping and beautification projects along key “gateway” corridors that lead into Ada County communities.

These enhancement projects – particularly the gateway projects – have received strong support at public meetings and open houses. The projects are described below. Issues and policies dealing with historic preservation and pathway projects are described in Chapters 6 and 8.

COMPASS adopted its own criteria for establishing the priority of enhancement projects. The criteria are:

- Quality of experience. Enhancement of the “quality” or “experience” perceived by people using Idaho’s transportation system.
- Value and cost. Effective, efficient use of Enhancement funds for projects or programs clearly related to transportation.
- Support. Financial commitments, pledged contributions, and expressed approval by government agencies, the public and non-profit groups in the area.
- Importance. Significance, uniqueness and urgency, or the priority ranking assigned to a project by a metropolitan or regional planning organization.
- Plans and goals. Advancement of Enhancement-related goals and provisions in state or local plans or programs.
- Project-specific criteria. Rating factors for each of the three main project groups (historic, scenic and environmental, and bicycle and pedestrian).

- Geographic equity. This criterion is applied by COMPASS and is intended to maintain the equity in distribution of projects around the region. Areas that have not had an Enhancement project approved in the last five years are awarded additional points, while areas with more than one project in the past five years receive fewer points.

Scheduled Projects

The following projects are funded with enhancement dollars and are scheduled to be built:

- Garden Street bike/pedestrian trail to Main Street in Boise (\$121,000).
- Oregon Trail Historic Easements in Ada County (\$320,000).
- Capitol Boulevard landscaping and pathway improvements in Boise (\$467,000).
- Oregon Trail /Boise Avenue Kiosk in Boise (\$355,000).
- Eckert Pathway Extension in Ada County (\$660,000).
- Warm Springs Avenue Landscaping in Boise (\$273,000)
- Boise State University Greenbelt Improvement in Boise (\$599,000)
- Historic Locomotive Relocation in Boise (\$281,000)

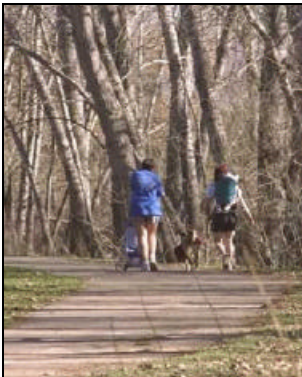


Figure 10.3: Pedestrians on a pedestrian/bike path

Potential Gateway Projects

Following is a list of potential landscaping and roadway beautification projects eligible for enhancement funding (see Figures 10.5 and 10.6 for gateway locations):

Gateway Corridors

Boise

1. Capitol Boulevard (from Depot Hill to Capitol Building) as the ceremonial entryway into Boise.



Figure 10.4: Capitol Boulevard

2. Vista Avenue from Vista Interchange north the Boise Depot.
3. Franklin Road Interchange.
4. I-84 Corridor and couplet from I-84 to Orchard Avenue.
5. Broadway Avenue (US 20/26) Interchange and Corridor from Warm Springs to I-84.
6. I-84 Corridor from Isaac Canyon Interchange Road to Meridian Road (SH 69).
7. Chinden Boulevard (US 20/26) from Cloverdale Road east to Garrett Street.
8. Orchard Street Interchange.
9. State Street (US 44) from SH 55 to 16th Street, and 16th Street to the State Capitol as a boulevard design.
10. Warm Springs Avenue from Old Penitentiary Road east.
11. Fairview Avenue (undefined).
12. Cole/Overland Interchange.
13. Gowen Road Interchange.
14. ParkCenter Boulevard from Broadway Avenue to eventual connection with Warm Springs Avenue.
15. New State Highway 21.
16. Isaac Canyon Interchange.

Garden City

17. Chinden Boulevard (US 20/26) from Garrett Street to east.
18. Glenwood Street (SH 44) from State Street to Chinden Boulevard.

Eagle

19. Eagle Road (SH 55).
20. State Street (SH 55)-Alternate route and existing alignment of State Street.

Kuna

21. Kuna/Meridian Road (SH 69).

- 22. Linder Road.
- 23. Avalon Street.

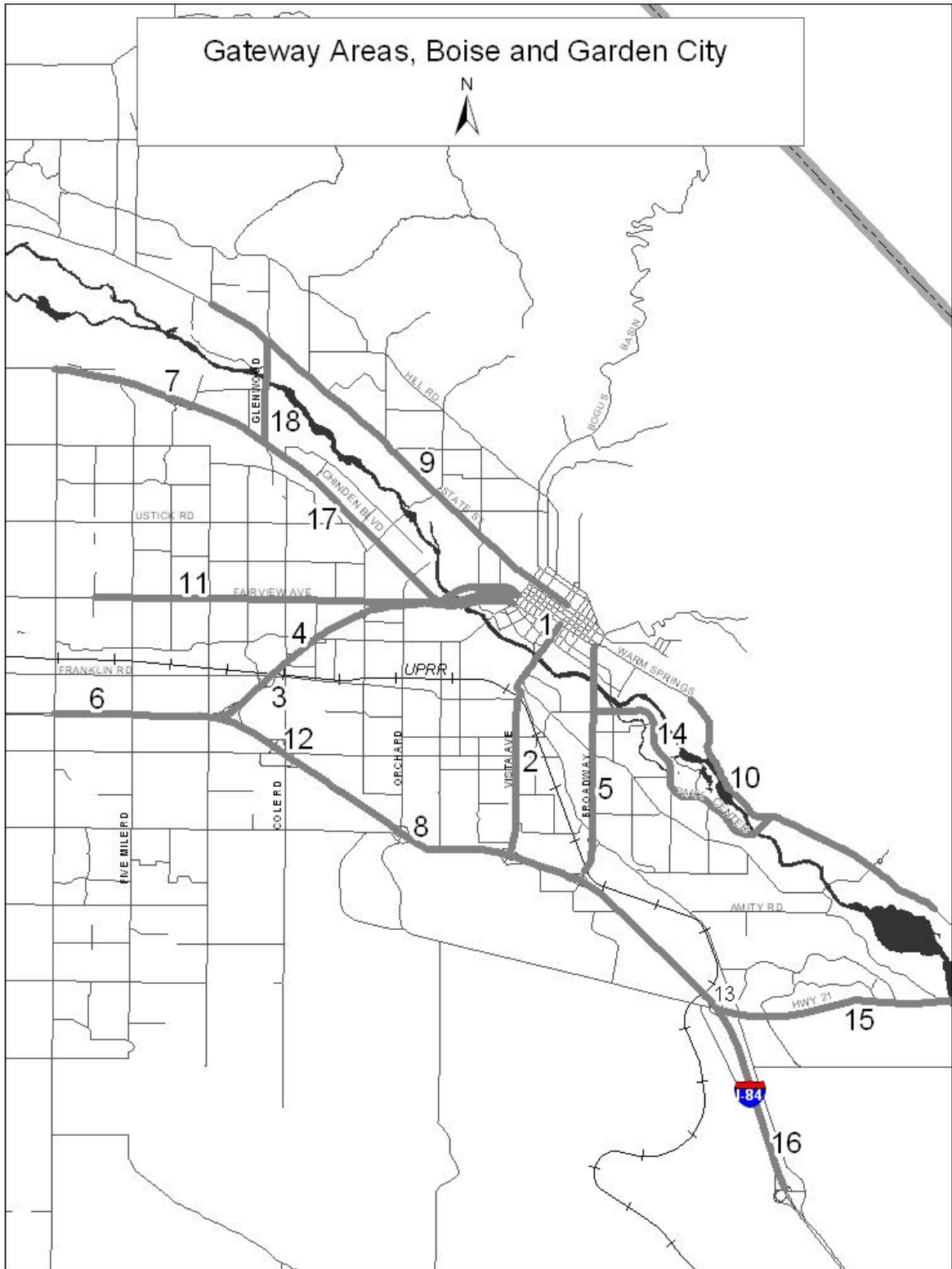
Meridian

- 24. Main Street-north and south entrances.
- 25. Eagle Road (SH 55)-north and south entrances.
- 26. Cherry lane - west entrance.
- 27. I-84 - east and west entrances.
- 28. Fairview - east entrance.
- 29. Franklin Road - east and west entrances.
- 30. Overland Road - east and west entrances.
- 31. Meridian Road (SH 69) - north and south entrances.

Star

- 32. State Street (SH 44) - east and west entrances.

Figure 10.5: Ada County Gateway Areas



Items to be considered for gateway landscaping and beautification include:

- Medians with trees, shrubs and/or flowers
- Ornamental streetlights
- A sign ordinance
- Development guidelines
- Welcome signs
- Special paving and amenities
- Parkway or boulevard landscaping strips

Landscaping within the right-of-way must meet traffic safety standards established by the Idaho Transportation Department and the Ada County Highway District to ensure that landscaping does not obstruct drivers' views. Large trees, for example, must be kept a minimum distance back from lanes and ramps on the interstate. Gateway improvements require the cooperation of area governments and the private sector. Leadership will be needed from the appropriate transportation agency to identify or negotiate funding for construction and engineering costs of landscape improvements and to help identify and apply for funding. Maintenance of gateway improvements, such as labor, equipment, power, water and materials, is normally the responsibility of local governments. Ideas and actions developed for gateway landscaping will demonstrate to adjacent owners the community and business benefits of making their own properties more attractive.

Cost Issues

Ada County Highway District's policy manual requires planter strips on all arterials and three-lane collectors unless waived by the Ada County Highway District. However, right-of-way is a major cost issue when the Ada County Highway District considers public street landscaping. Assuming land value of \$50,000 per acre, the additional right-of-way needed to landscape one mile of new arterial or collector (26,400 square feet) costs about \$264,000.



This additional cost can sometimes be partially absorbed when done in conjunction with earth berms or walls used to reduce noise from roadways. Landscaping is often used to improve the appearance of these sound control measures. Landscaping that is part of a street project may also be done to replace the landscaping removed from private property during construction.

Maintenance is also an important – and ongoing – cost factor. The Idaho Transportation Department and the Ada County Highway District require local governments or private entities to permanently maintain landscaping requested along local and state roadway interchanges. For example, the City of Boise is responsible for maintaining the

landscaping along the Broadway/Chinden corridor. A church has agreed to maintain the landscaping of the Cole/Overland Interchange project that abuts its property.

Cities also are responsible for tree pruning along their neighborhood streets. A 1995 study for the City of Boise concluded that 78 percent of the nearly 17,000 street trees had gone un-pruned longer than normal standards. A task force recommended that the city spend an additional \$110,000 a year on tree pruning and removal alone.

Transportation Enhancement Needs Policies

1. COMPASS will consider use of Enhancement funds for developing a comprehensive inventory and mapping system to be used during the annual development of the Transportation Improvement Program (TIP). COMPASS will seek input from historic preservation agencies interested in developing such a system.
2. COMPASS will consider use of Enhancement funds for pathway implementation and corridor preservation during TIP development. COMPASS will use the evaluative criteria developed in cooperation with appropriate local agencies and groups for ranking such projects by the COMPASS Board.
3. COMPASS will work with appropriate local governments, Idaho Transportation Department, and Ada County Highway District to develop a model "Public Street Landscape Agreement" which will include items such as financial participation, design standards, and maintenance.
4. COMPASS will coordinate with appropriate local governments, Idaho Transportation Department, and Ada County Highway District during TIP project development to identify projects on gateway streets. The TIP will describe any landscape elements specific to these projects.
5. COMPASS will work with appropriate local governments, Idaho Transportation Department, and Ada County Highway District to develop standards for street landscaping that promote an attractive, efficient, and safe travel environment.
6. COMPASS will work with public and private entities, including the Chambers of Commerce and area developers, to increase private participation in street landscaping. Development standards, private sector financial participation, and public education will be explored.

Chapter 11:

Congestion Management System

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Introduction

A Congestion Management System (CMS) is a process for collecting data and identifying congested transportation facilities with the intent of identifying and implementing appropriate mitigation measures. The goal of a CMS is not to eliminate congestion, but instead slow the rate at which it increases. Federal regulations provide general requirements for a CMS. However, there is no provision requiring federal approval of an area's CMS. Generally, a CMS should be designed to:

- Define and measure congestion
- Identify and evaluate congestion and its causes
- Identify and evaluate mitigation strategies
- Define implementation responsibilities
- Define an evaluation process
- Be included in all aspects of transportation planning

In 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA) required metropolitan planning organizations in Transportation Management Areas (TMAs) to implement a CMS. An urbanized area is designated a TMA when its population exceeds 200,000. The results of the 2000 Census indicated that the population of the urbanized area in Northern Ada County was 272,625. Therefore, on July 8, 2002 the Federal Highway Administration officially designated the Boise Urbanized Area as a TMA.

For the purposes of the *Destination 2030 Limited Plan Update*, travel time data collected as part of the Treasure Valley CMS was used to qualitatively analyze roadway congestion in 2030. This was done using the deficiency analyses conducted with the travel demand model (refer to Chapter 3). This analysis may be helpful to those entities looking to identify and implement congestion management strategies (or projects) to improve travel time, particularly in locations defined by the CMS as highly congested.

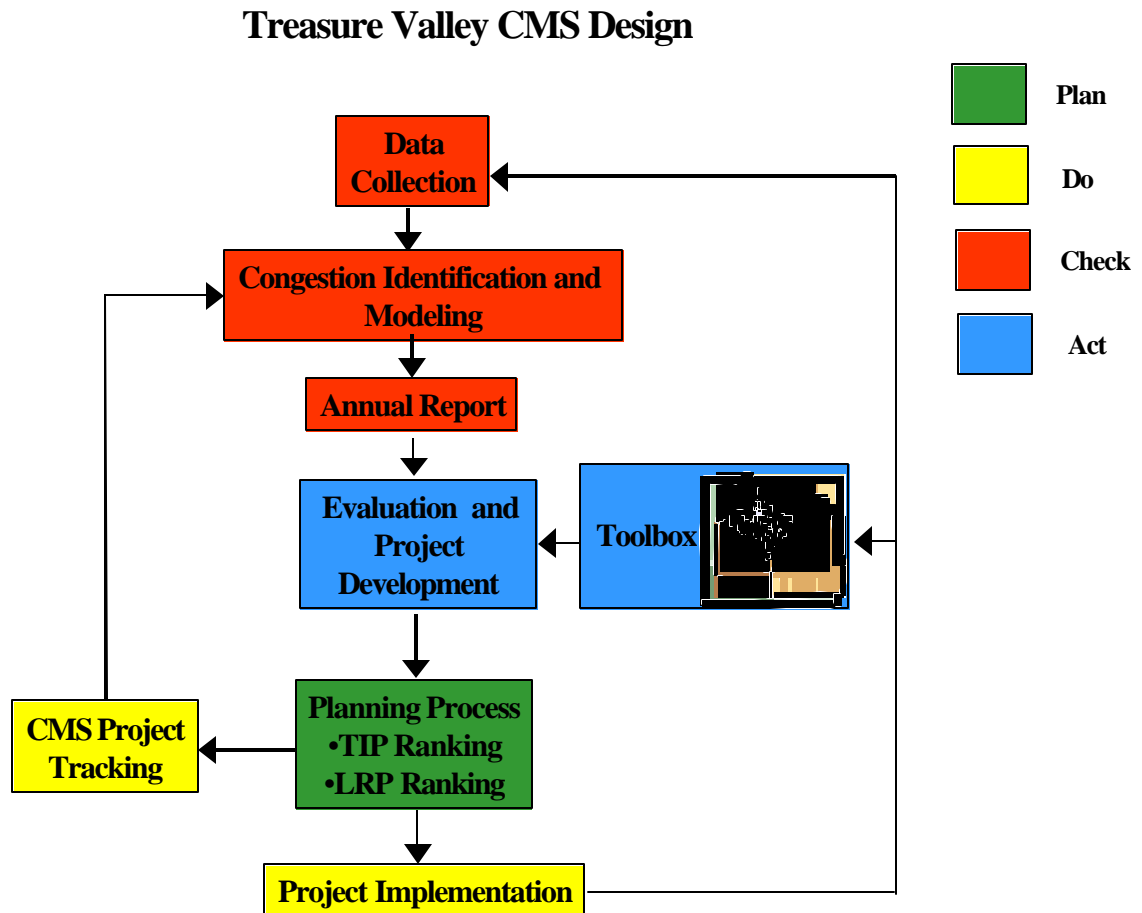
Although the Treasure Valley CMS has yet to be completed, COMPASS' Congestion Management Team and Regional Technical Advisory Committee have endorsed several key components of the system. However, it must be noted that the COMPASS Board has not had an opportunity to endorse these system components. Once all the components are in place and documented, a Treasure Valley CMS Plan will be drafted and put before the COMPASS board for endorsement.

System Overview

Fundamentally, a management system's framework includes a plan on how best to go about producing a particular result, implementation of the plan, continuous monitoring of the plan's results, and corrective action to improve the performance of the plan. Commonly, this framework is referred to as a "Plan-Do-Check-Act" cycle and is used as the basis for quality and environmental management systems throughout the world.

The draft Treasure Valley CMS uses this universal management system framework. Long-range transportation plans, like the *Destination 2030 Limited Plan Update*, establish a plan for achieving a desired transportation system within Northern Ada County. To achieve the desired transportation system, the Treasure Valley CMS collects data, analyzes it, and annually reports on the performance of the transportation system in regards to congestion. The data collection, analysis, and reporting are intended to provide the system’s audit (or “Check”) function. Once deficiencies are identified, the transportation agencies that COMPASS serves can then determine how best to improve the transportation system’s performance. Through project development, transportation agencies “Act” to mitigate congestion. Mitigation actions are then included into transportation plans (“Plan”) and eventually implemented through project construction or policy implementation (“Do”). Transportation system impacts associated with implementation can then be measured during data collection. Figure 11.1 is a process flow diagram of the draft Treasure Valley CMS. The current draft CMS only applies to roadway travel.

Figure 11.1: Treasure Valley CMS Process Diagram



System Evaluation

COMPASS and the Idaho Transportation Department (ITD) collaborate annually to collect travel time data as part of the Treasure Valley CMS. In the spring of each year ITD and COMPASS staff drive Treasure Valley interstates and principal arterials during peak (6:30 to 8:30 a.m. and 4:00 to 6:30 p.m.) and free flow, or ideal, (2:00 a.m. to 5:00 a.m.) periods. The time it takes to travel a given section of roadway is recorded into a computer for processing. The ratio of peak travel time to free flow travel time produces an index used to identify congestion on roadways. This ratio is referred to in the Treasure Valley CMS as the Sanderson Index (SI). An SI of 2.0, for example, means that it takes twice as long to travel the route during the peak (or congested) period than during free flow (or ideal) conditions. Analysis of travel time data yields information about trends in roadway congestion on specific travel routes within cities, districts, or specific locations (e.g. near intersections). Based on SI and general roadway location, the Treasure Valley CMS defines low, medium, and high levels of congestion. Table 11.1 displays the Treasure Valley CMS definitions of congestion, which were established by local transportation experts.

Table 11.1: Treasure Valley CMS Congestion Definitions

Congestion Thresholds (Based on SI Values)			
Roadway Class	Low	Medium	High
Freeway	<1.25	1.25-1.50	>1.50
Suburban	<1.75	1.75-2.25	>2.25
Urban	<2.00	2.00-2.50	>2.50

Travel time data is compared to these standards annually and reported to local transportation agencies. This annual report serves as an evaluation mechanism to measure “how we are doing” in managing congestion. It provides information on congestion to local transportation agencies so that they may design and develop specific transportation and land use projects and policies to mitigate and improve travel time if possible. Annual reports also track past mitigation projects to document their impacts on congestion in the Treasure Valley. Annual report information is used to refine the list of applicable mitigation measures (“toolbox”) and identify gaps in the travel time data collection.

Congestion Mitigation

There are several types of congestion mitigation strategies. Road building and intelligent transportation system (ITS) strategies focus on increasing or managing the capacities of roads. Public transportation and travel demand management (TDM) strategies help to manage congestion by either shifting vehicle trips from peak travel times to off-peak times or removing vehicle trips from roadways. Land used strategies (such as access management or Smart Growth design principals) manage roadway congestion by influencing the travel mode choices available. Certain types of development patterns necessitate the use of personal vehicles for travel. Development patterns that locate employment and housing closer to each other can mean shorter and/or fewer vehicle trips, reducing roadway capacity and reducing roadway congestion.

The development of applicable mitigation measures to address specific deficiencies is delegated to each transportation agency in the valley. However, the draft Treasure Valley CMS does provide some guidance on mitigation measures to the local transportation agencies in the form of a “Toolbox.” The “Toolbox,” presented in Table 11.2, is evaluated on a regular basis via the annual data collection and reporting process. Quantitative evaluations of most congestion mitigation measures specific to the Treasure Valley are not available. In other cases, it is not possible to evaluate mitigation measures. Therefore, the “Toolbox” is a qualitative evaluation of measures.

Table 11.2: Treasure Valley CMS “Toolbox”

CMS “Toolbox” - Congestion Mitigation Strategy Categories		
	Area Wide	Corridor / Project Specific
Short Term (Within 5 Years)	<ul style="list-style-type: none"> ❖ Access Management policies for all congested roadways ☐ Zoning Ordinance Standards ☐ Employer Based Strategies ☐ Access Management policies for all development along congested roadways 	<ul style="list-style-type: none"> ❖ Intelligent Transportation Systems ➤ Intelligent Transportation Systems ❖ Additional Roadway Capacity ❖ Non-motorized Mode Improvements ❖ Intersection Improvements ❖ Preferential Based Strategies ➤ New or increased access to transit ☐ Non-motorized Mode Improvements
Long Term (Greater than 5 Years)	<ul style="list-style-type: none"> ☐ Comprehensive Plan land use strategies ➤ Intermodal Project integration / design ➤ New or increased access to transit 	<ul style="list-style-type: none"> ❖ Additional Roadway Capacity listed in regional long-range plan ➤ Addition of transit oriented fixed-guide way

Implementing Agency Legend (note: the current draft only applies to roadway congestion):

- ❖ Roadway Agencies (Ada County Highway District, Idaho Transportation Department, all cities and highway districts in Canyon County, and some cities in Ada County)
- Transit Providers (ValleyRide and ACHD Commuteride)
- ☐ City and County Level Governments

Policy and Project Implementation

Mitigation projects and policies proposed by implementing agencies are included into COMPASS’ planning process. For example, congestion mitigation projects are given some special consideration during transportation improvement programming. During project ranking, proposed projects requesting STP-Urban and Enhancement funds are given points related to their potential benefits to identified congested facilities. Once built (or implemented in the case of transportation policies), their benefits may be measured during the annual data collection process.

Destination 2030 Limited Plan Update Congestion Analysis

Travel time data for interstate and principal arterial roadways in Northern Ada County has been collected for 2003 and 2004. Table 11.3 lists the highly congested roadways based on data collection efforts in either 2003 or 2004 and the endorsed technical definition of congestion (Table 11.1). Because only two years of data are available, it is difficult to identify any consistent trends in roadway congestion.

The collected travel time data in Table 11.3 shows that major roadway projects, such as the “Wye Interchange,” may be heavily influencing travel in Northern Ada County. The effects of ramp closures and lane restrictions may have caused some of the congestion identified in 2003. As ramps were reopened and restrictions removed in 2004, travel time on some 2003 “high” congested facilities improved. Some of these facilities improved enough to be considered in the “medium” or “low” congestion range for 2004. Completed traffic signals, relocation of major businesses and traffic pattern changes due to construction also caused reductions in 2004 travel times. However, many of the facilities identified in 2003 as highly congested remained so in 2004. A small number of facilities went from the “low” category in 2003 to the “high” category in 2004, highlighting the potential trend of increasing roadway congestion in the region.

Table 11.3: Roadways in the “HIGH” congestion category in either 2003 or 2004

Roadway	Termini	Direction	2003 SI	2004 SI	Percent Change in SI
Interstate 84	Eagle Rd. to Maple Grove (2003)/Five Mile Rd.(2004)	East Bound	1.02	2.16	111%
Orchard St.	I-184 east bound Ramp to Bond St.	North Bound	1.58	2.37	50%
Eagle Rd. (SH 55)	Interstate 84 east bound ramps to St. Luke's Ln.	North Bound	1.19	1.63	37%
Meridian Rd. (SH 69)	Victory Rd. to Overland Rd.	North Bound	2.39	2.79	17%
Cole Rd.	Franklin Rd. to Overland Rd.	South Bound	1.54	1.59	3%
Franklin Rd.	Nola Rd to Eagle Rd.	East Bound	3.45	3.45	0%
Interstate 84	Meridian Rd. to Eagle Rd.	East Bound	1.50	1.45	-3%
State St. (SH 44)	Horseshoe Bend Rd. to SH 55	West Bound	2.47	2.37	-4%
Eagle Rd. (SH 55)	St. Luke's Ln. to Franklin Rd.	North Bound	2.73	2.62	-4%
Main St.	1st St. to Broadway/Ave B	East Bound	4.20	3.41	-19%
Meridian Rd. (SH 69)	Interstate 84 west bound ramps to Interstate 84 east bound ramps	South Bound	1.69	1.31	-22%
Eagle Rd. (SH 55)	St. Luke's Ln. to Interstate 84 east bound ramps	South Bound	2.04	1.60	-22%
Overland Rd.	Curtis Rd. to Cole Rd.	West Bound	1.58	1.18	-25%
Main St.	13th St. to 9 th St.	East Bound	2.58	1.94	-25%
Franklin Rd.	Milwaukee St. to Cole Rd.	East Bound	3.76	2.73	-27%
Fairview Ave.	Orchard St. to Curtis Rd.	West Bound	2.55	1.82	-29%
Orchard St.	Bond St. to I-184 east bound Ramp	South Bound	3.84	2.50	-35%
Orchard St.	Bond St. to Chinden Blvd.	North Bound	2.58	1.68	-35%
Interstate 1-84	Curtis Rd. to Orchard St.	East Bound	1.53	0.99	-35%
Vista Ave.	Interstate 84 east bound ramps to Wright St.	South Bound	3.26	2.06	-37%
State St (SH 44)	Begin new roadway alignment to Linder Rd.	West Bound	2.30	1.42	-38%
Fairview Ave.	Mitchell St. to Five Mile Rd.	West Bound	2.77	1.72	-38%
Vista Ave.	Wright St. to Interstate 84 east bound ramps	North Bound	5.43	3.29	-39%
Overland Rd.	Owyhee St. to Vista Ave.	East Bound	2.43	1.27	-47%
Franklin Rd.	Cole Rd. to Milwaukee St.	West Bound	4.17	2.14	-49%
Franklin Rd.	Milwaukee St. to Maple Grove Rd.	West Bound	2.38	1.22	-49%
Vista Ave.	Overland Rd. to Kootenai St.	North Bound	2.37	1.12	-53%
Capital Blvd	University Dr. to Depot Rd. (Eastover Rd)	South Bound	2.45	1.07	-56%
Franklin Rd.	Five Mile Rd. to Cloverdale Rd.	West Bound	3.42	1.42	-58%
Overland Rd.	Roosevelt St. to Orchard St.	West Bound	3.25	1.12	-66%
Fairview Ave.	Liberty St. to Curtis Rd.	East Bound	4.42	1.49	-66%

As discussed in Chapter 3, a roadway deficiency analysis was conducted with COMPASS' travel demand forecast model for the *Destination 2030 Limited Plan Update*. Figure 3.2 (page 45) in that chapter shows the forecasted deficiencies associated with the current Northern Ada County roadway network serving the forecasted 2030 population and land uses. Under this scenario, almost half of the roadway network is over capacity or deficient.

Figure 3.3 in Chapter 3 (page 46) shows how the roadway network might function if the projects listed in this plan are built by 2030. Although many of the facilities in the figure are identified as potentially being 21% or more over capacity, the severity of the deficiencies are decreased when compared to the current (2005) roadway network serving the forecasted 2030 population and land uses.

Table 11.4 compares forecasted 2005 and 2030 travel times calculated for common Northern Ada County routes using the travel demand model. Forecasted 2005 travel times are based on near-term conditions; a roadway network including roadway projects planned for completion by the end of 2005 with 2005 population and land use forecasts. Year 2030 travel times are based on the scenario described by this *Destination 2030 Limited Plan Update*. In general, 2030 forecasted travel times increase when compared to the modeled 2005 (or near-term) condition. However, it should be noted that the 2030 analyses account for the goal stated in Chapter 7 of 25% of person trips made using alternative modes of transportation (such as transit, vanpool, carpool, walk, and bike). This goal is reflected in the travel demand model's auto occupancy rate.

Table 11.4: Comparison of Forecasted Travel Time

Primary Route(s)	From	To	2005 Travel Time (min)	2030 Travel Time (min)
Franklin Rd.	Downtown Meridian	Crossroads Shopping Center (Eagle Rd. and Fairview Ave.)	4.9	5.6
Eagle Rd. (SH 55)	Downtown Eagle	St. Luke's Medical Center in Meridian	10.0	11.6
Fairview Ave.	Downtown Meridian	St Alphonus Regional Medical Center	14.7	17.7
State St (SH 44) and Chinden (US 20/26)	City of Star	Hewlett-Packard Campus	14.0	17.4
State St. (SH 44)	City of Star	Downtown Boise	25.4	31.1
Chinden (US 20/26)	North Meridian	Hewlett-Packard Campus	9.7	10.5

Considering the potential trend toward increasing travel times from collected data (2003 and 2004 SI data) and the forecasted increase in travel time from 2005 to 2030, it can be assumed that roadway congestion will increase in Northern Ada County. However, the severity of roadway congestion is dependent upon the capacity of the roadway network and the number of single-occupant vehicles on the roadway (i.e., use and/ or availability of alternative modes of transportation). The roadway network deficiency analysis in Chapter 3 shows that as the project listed in this *Destination 2030 Limited Plan Update* are built, deficiencies are less severe and, in some case, roadway capacities are preserved.

Therefore, it is highly likely that the projects proposed in this *Destination 2030 Limited Plan Update* will decrease the severity of the forecasted roadway congestion increases in Northern Ada County.

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Appendix 1-A: Mitigation Guidelines Summary

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Mitigation Policy Summary

APA Board (now COMPASS Board) Endorsement: February 17, 1997

Preamble

The mitigation process should be a component of all future transportation projects serving the area, affecting not only highway and street construction, but also public transportation (buses, rail and others), bike paths, and pedestrian walkways. Rather than viewing mitigation as “discretionary”, implementing agencies should treat mitigation as an integral part of the projects.

The mitigation process and the policy should benefit the entire community as well as the neighborhoods in which the projects occur. Recognizing that an effective transportation system is vital to the future of the community, the costs or impacts of the projects should not fall unfairly on the residents, businesses and property owners of the streets and neighborhoods in which the projects occur.

The results of a well-designed mitigation policy will be:

- Less negative energy expended in implementation of projects.
- Reduce future mitigation problems.
- Better investment of tax dollars for future projects.
- Higher quality projects.
- Community needs served in a more timely fashion, while considering the efficient use of public funds.

The concepts described below were intentionally kept in an outline form. The implementing agencies will need the flexibility to consider how their policies and ordinances can incorporate these principles. This approach will best ensure that the policies are useful to the decision makers.

1. Public Involvement

With the heightened concern for citizen involvement in planning and design, the policies should:

- a. Be clearly defined and in writing. The ultimate policies should be approved by the APA Board.
- b. Be easily available to the public.
- c. Clearly delineate who has authority to make decisions; consider and approve waivers, if any; and/or change or modify the policies.
- d. Establish impact thresholds and proposed mitigation at the earliest possible time to ensure that planning and decision making reflect the needs of the project and the needs of the affected neighborhood(s). This should be when the principal features of the project and its impacts can be reasonably identified.
- e. Specify that project proposals be initially presented by defining the problem/goal for the project, presenting one or more alternative design concepts to accomplish

- the goal, and the preferred alternative. The proposal and each of the alternatives should include impacts and mitigation(s).
- f. Require a set of instructions for developing the specifics of mitigation for a project. These should include how affected parties are notified, what the process for meetings and review of mitigation design will be, and a defined appeals process for the affected neighborhoods. A consistent time frame for decision-making and appeals should be part of the policy.
 - g. Stipulate that the outcome of the mitigation process for each project will be a mitigation plan, consisting of design documents, narratives describing mitigation measures to be implemented as part of the project, and budgets.
 - h. Encourage a change in attitude and approach of government entities to implementing projects in Ada County, including the following principles:
 - i. Negotiations are integral parts of project. Work with citizens as partners by encouraging “workshop sessions” in advance of formal hearings as part of process. When feasible, meetings should be in the community, not in “city hall.”
 - ii. Agency should be responsive and equitable.
 - iii. Avoid “completed” designs at initial meeting, while recognizing a certain level of detail is needed for informed participation. Be reviewed and updated by the implementing agency in coordination with APA every three to five years to reflect a changing community, changing laws, transportation modes and construction materials and practices. Any updates need to include public participation.
 - i. Ensure mitigation measures are indeed focused to address the major impacts of the project through community participation in planning and implementing the project. Mitigation stakeholders should include:
 - i) Significantly impacted property owners and residents.
 - ii) Adjacent property owners and residents.
 - iii) Neighbors, communities, neighborhood associations
 - iv) Local land use agencies, local planning and zoning commissions
 - v) Special purpose districts and public service providers
 - vi) Local and regional real estate associations
 - vii) Businesses
 - j. Include stakeholders and other affected individuals early and often in project planning/design. While these groups should not have a veto over transportation projects benefiting the whole community, their input should be strongly considered in determining levels of mitigation and alternatives. Citizens must have the opportunity to be knowledgeable of their rights and responsibilities in the process.
 - k. Require communication of project plans, impact and status to stakeholders on a regular basis. As a project is developed and the impacts (noise, traffic volumes,

design and financial limitations) to the affected areas are more clearly understood, these impacts need to be communicated. This includes any deviation from the original design concepts.

- l. Require notification about decisions with a reliable mechanism (e.g., registered mail, phone calls, signs in the project area) to property owners, residents, and other affected parties, utilizing assessors' mailing list for accuracy.
- m. Improve the opportunities for future owners to understand the effects of roadway plans and mitigation decisions when they purchase the properties along affected roads. For example, information could be recorded with the property deed, and a signed statement could be required in which the buyer acknowledges these conditions.
- n. Promote meaningful dialog through the use of surveys mailed to street residents and the extended neighborhood as the best way to determine needs and priorities along with corresponding open house meetings. A major new roadway connection project would start with an open-ended survey. The second survey would narrow the possibilities. The third would provide specific direction to the mitigation package.

2. Design

- a. Designation of “residential collectors” and relaxation of corresponding design standards is not in the long-term interest of community or neighborhood.
- b. Projects need to be designed and estimated with mitigation factors as part of the project. Document project design standards: some project elements should not even be debated (i.e. sidewalks in urban areas, pedestrian cross lights at schools)
- c. Save existing trees and strive for visual appeal whenever feasible.
- d. Provide appropriate landscape setbacks in development proposals beyond ultimate required ROW on any street designated as having collector volumes or higher.
- e. Designs will include safe sidewalks with reasonable widths and, where feasible, set backs from curb.
- f. Promote reduced speeds on streets in residential areas to support pedestrian and bicycle safety. Utilize innovative traffic-calming techniques.
- g. Require developers along future major collectors or arterials to provide adequate landscaping/berm area prior to subdivision development.
- h. Require appropriate lighting on collector and arterial streets.

3. Projects Subject to Mitigation Policy

- a. Mitigation policies should be reasonably consistent among Federal, State, County, and municipal transportation projects. This would be similar to the process defined under the National Environmental Policy Act without restricting the policy to whether or not the project is federally funded.
- b. Exclude projects within existing ROW that do not entail adding capacity. Examples of projects to be excluded would be: resurfacing, traffic signal improvements, curb/gutter/sidewalk/bike path additions, or replacements.

- c. Exclude Federal-aid projects already subject to NEPA process.

4. Natural Environment

- a. The mitigation policy should address fish and wildlife habitats, in accordance with state law for the Department of Fish and Game. The primary objective should be to protect fish and wildlife habitat and avoid population losses. Should these be unavoidable, the policy should provide for “compensation” under the following guidelines.
 - i) For long-term losses caused by habitat elimination or degradation, acquisition and improvement of alternate habitat should be provided rather than monetary restitution. The measures must be permanent and include funding necessary for annual operations, maintenance and monitoring if these are required to ensure that target goals for fish and wildlife benefits are achieved. Habitat programs should be located in the immediate area of loss. Offsite locations and different species may be substituted in compensation programs if “on-site” and “in kind” compensation is not possible.
 - ii) Monetary restitution, based on costs to replace lost resources, should be provided for losses caused by direct mortality if replacement of animals is not feasible.
 - iii) Whenever possible, replacement of losses should be by the same fish and wildlife species or by habitat capable of producing the same species that suffered the loss.
 - iv) Compensation levels will be based on loss of habitat and loss of potential for fish and wildlife production and recreation rather than numbers of animals or days of use of animals occurring at the time of loss.
 - v) In jointly funded projects requiring fish and wildlife mitigation, participating entities will share mitigation credit proportional to their contribution.
 - vi) For habitation impacts during routine and necessary projects such as new culvert placement, the policy should emphasize best management practices as prescribed in state or federal laws such as the Stream Channel Protection Act or Clean Water Act.
- b. Air quality issues related to dust during construction should be addressed by developing and adopting a traffic management plan in coordination with the neighborhoods and businesses in the project area.

5. Right of Way Preservation and Acquisition

- a. Develop a long term transportation plan (*Destination 2015*) and acquire ROW which will reduce the need for “after-the-fact” mitigation in the future.
 - i) In the rural areas the plan should create a system with designated collectors and arterials.
 - ii) Require staking of lots by developer along collector and arterial right-of-way lines.

- b. To avoid unnecessary impacts in existing neighborhoods, planning should focus on:
 - i) Design of access plans to support adequate internal circulation and minimize the number of access points to arterials.
 - ii) Acquisition of right-of-way widths adequate for future lane requirements and which minimize noise and visual impacts on adjacent residences and other uses.
 - iii) Development standards to ensure adequate off-street parking with restricted on-street parking.
- c. Property buy-out options should be pursued and funded to allow early acquisition.

6. Community/Neighborhood Integrity

The policy should seek the following:

- a. Maintain quality of life by incorporating measures (noise abatement, landscaping, safety features, etc.) to allow residents to function in their environment without suffering undue impacts. Mitigation should not be viewed as an opportunity to add amenities well beyond those needed to balance impacts.
- b. Balance between community goals and neighborhood/resident desires through the creation of an equitable process that factors in:
 - i) Community goals with regard to traffic circulation and congestion needs, gateway street status, landscape maintenance burden, etc.
 - ii) Neighborhood needs regarding pedestrian/bicycle routes, aesthetics, neighborhood circulation, etc.
 - iii) The needs of residents and businesses immediately adjacent to the street with regard to property values, safety, noise, etc.
 - iv) The above is intended to create a partnership between the agency, the neighborhood, and residents and businesses along the street. Perhaps a third of the mitigation allowance targeted at each of the three levels would be an initial goal of the process. Certain factors on specific projects would call for a different division.
- c. Promote the concept of “Master Planned” communities rather than urban sprawl subdivision. Keeping traffic localized within smaller boundaries may reduce some of the need for large arterial streets which will reduce need for mitigation.

7. Financial

- a. Allow neighborhoods the option of using a Local Improvement District (LID) for extra improvements above those seen as base improvements or included as part of impact mitigation.
- b. “Base line” mitigation should be funded by the public (community) at large or through impact fees, to the extent allowable. “Extra” mitigation would be available at an extra cost to the affected residents. Include funding options for the “extra” mitigation. Homeowners associations should also be willing to take responsibility for some long term maintenance issues that may result.

- i) Landscaping. An inventory of existing landscaping along the project corridor should be done to provide the baseline for comparison of the build options. If the project affects a corridor defined as a “gateway” corridor in an adopted public plan, the baseline will be defined by a mutually approved landscape agreement between the implementing agency and the appropriate local government(s). This agreement should specify design, construction, and maintenance responsibilities.
- ii) Visual concerns. An assessment of scenic views and glare (headlight and street light effects) should be conducted.
- iii) Noise abatement. Established national standards appropriate to the existing land uses should be incorporated into the policy for a standard of noise acceptability. A noise level assessment for the existing condition should be established through measurement or modeling for comparison of the build options.
- iv) Sidewalks. Baseline sidewalk placement and design standards would be consistent with those established in the implementing agencies design policies. Above the baseline would be:
 1. Non-standard sidewalk materials, such as brick.
 2. Additional right-of-way or construction costs for curvilinear sidewalks.
 3. Additional right-of-way or construction costs for sidewalks detached from the curb to an extent greater than the distance defined in the implementing agencies design policies, unless the safety study indicated the need for additional distance.
- v) Streetlights. Baseline lighting would consist of lighting to mitigate hazards to motorists, pedestrians and other travelers as identified in the safety evaluation. Above the baseline would be:
 1. Lighting for other issues (e.g., crime) unrelated to transportation.
 2. Non-standard lighting treatments, unless required to meet glare or historic district requirements. (Implementing agencies will need to define standard lighting treatments in their design documents.)
- vi) Safety. A accident history of the project corridor should be conducted to provide a baseline. In addition, accident rates for comparable streets should be calculated to allow a community standard for comparison.
- vii) Air quality. Established national standards for carbon monoxide and very fine particulates (PM₁₀ and PM_{2.5}) should be incorporated into the policy for a standard of acceptability. An air quality assessment for the existing condition should be established through measurement or modeling for comparison of the build options.
- viii) Private property impacts and compensation. The baseline process is defined in the rights-of-way acquisition policies of the implementing agency.
- ix) Pedestrian access. Unless identified in the safety analysis, pedestrian facilities meeting standards in the implementing agencies design policies would be

considered as baseline. Pedestrian bridges, tunnels, etc. would be above the baseline.

- c. All local government entities need to take ownership for problems and issues to ensure there can be cooperative and satisfactory resolution. The transportation agencies should be responsible for the initial construction of mitigation. The respective local government (municipalities or the County) should be responsible for on-going maintenance of landscaping and streetlights.
- d. There should be no pre-defined floor or ceiling on the percentage of transportation construction funds budgeted for mitigation. Make the magnitude of the mitigation expenditure commensurate with the magnitude of changes to the impacted area, using community wide standards.
- e. To the extent allowable under State law, the formula to determine roadway impact fees should include baseline mitigation costs as part of the projects' costs.

8. Issue Identification

- a. Identify Impacts. All project assessments should incorporate the following elements:
 - i) Short term (including construction) and long term consequences of the project and the mitigation.
 - ii) Direct and indirect (adjacent, nearby and distant) impacts.
 - iii) Recognition of the difference between rural and urban needs. The policy adopted by the implementing agencies would need to define rural and urban areas.
 - iv) Assessment of the project impacts on individuals, neighborhoods, and businesses.
 - v) Definition of the degrees and types of impacts, where possible using a threshold determination of whether or not there is an impact.
 - vi) Recognition of past decisions' impacts on neighborhoods. When future projects are planned for those areas, an effort should be made to mitigate these impacts.
 - vii) Degree of increased traffic flow.
 - viii) Noise increase.
 - ix) Historic impact based on ownership, current and desired use, national and state lists and eligibility criteria for historic designation.
 - x) Neighborhood and business issues.
 - xi) Pedestrian and bicycle safety, access, and mobility.
- b. Income level of neighborhood should not be a factor in mitigation.
- c. Present mitigation options for each element identified through the assessment process. For example, address noise levels higher than the accepted standards through buffers (berms, noise walls), modifying buildings to attenuate noise

(insulation, double glazed windows, etc.) and traffic factors (i.e., speeds and trucks).

Appendix 1-B: Previous Transportation Planning in Ada County

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1961-1978

The first known transportation plan in Ada County was approved by the Ada County Commission in 1961, followed by the Boise Metropolitan Transportation Study, completed in 1975. Both of these efforts created a functional transportation map, which established a network of arterial and collector streets to serve transportation needs. APA updated these plans in 1978.

1982 Plan

APA's first major plan led to adoption of a *1982 Transportation Plan for Northern Ada County* ("The 1982 Plan;" APA Report No. 4-83), which was based the following assumptions about transportation needs between 1982 and 2000:

- A regional mall would be located in the downtown Boise area.
- Transit ridership would increase from 2 percent of all work trips to 15 percent by 1987, and then maintain that level through 2000.
- Major residential growth would occur in Southeast and Northwest Boise.

Projects completed from The 1982 Plan included:

- The Broadway-Chinden Connector.
- The Maple Grove Road Overpass over I-84.
- Additional lanes on Curtis Road, Franklin Road, Chinden Boulevard, and other roads.

1992 Plan

The 1992 Plan updated the 1982 Plan (APA Report No. 17-92) following discussions about two major recommendations in the plan concerning an extension of Curtis Road to Chinden Boulevard and a realigned connection of Cole Road to Glenwood Street. Major assumptions in The 1992 Plan were:

- A lower growth rate than The 1982 Plan, with a forecast of only 290,000 people by 2010.
- New travel patterns based on the location of a regional mall near Milwaukee Street and Franklin Road and establishment of major employment centers outside the downtown Boise area.
- A more conservative estimate of future transit ridership, assuming that transit's share would be from 3 percent to 4.5 percent of the work trips.
- Increased residential growth forecasts for the West Bench and West Ada County areas.

Major projects completed from the 1992 plan included:

- Widening State Street from 15th to 23rd Streets and approaches to Veteran's Memorial Parkway.

- Widening Glenwood Street from State Street to Chinden Boulevard, including widening bridge.
- Widening I-84 from Eagle Interchange to the Wye Interchange (I-84/I-184).
- Improvements to Vista Avenue, Gary Lane, Franklin Road, Beacon Street.
- Improving Veteran's Memorial Parkway from State Street to 36th Street.
- Completion of the Bench/Valley Corridor Study.
- Cole/Overland Road intersection.
- Rerouting State Highway 21 from I-84 to the Diversion Dam.

Other projects programmed but not built or funded by 1995 included:

- Chinden Boulevard from Eagle Road to Hewlett Packard main entrance.
- Five Mile Road from Franklin Road to Victory Road (5 lanes), Overland Road from Eagle Road to Five Mile Road (5), McMillan Road from Cloverdale Road to Maple Grove Road (3), Curtis Road from Franklin Road to Morris Hill (5), Five Mile Road from Franklin Road to Ustick Road (5), Victory Road from Orchard Street to Cole Road (5).
- Eagle Alternate Route (Eagle Bypass).
- Federal Way from Amity Road to Gowen Road (5), Federal Way from Vista Avenue to Amity Road (5).
- I-184 from Curtis Road to the Flying "Wye".
- I-84 Flying "Wye".
- State Highway 55 (Eagle Road), Fairview Avenue to City of Eagle, and widening/realignment from State Street north.
- ParkCenter Boulevard across Boise River in the vicinity of Walnut Street.

In addition to road projects, the following alternative transportation measures were implemented from the 1992 plan:

- Addition of bike lanes to major streets resulting from the Ridge-to-Rivers Pathway Plan.
- Expansion of routes and additional buses for fixed-route services provided by Boise Urban Stages.
- Expansion of vanpool routes and vehicles for Ada County Highway District's Commuteride program.
- Completion of sections of the Greenbelt pathway, including improvements to links between the street system and the Greenbelt.

1996 Plan

The 1996 Plan, *Destination 2015* (APA Report No. 96), was adopted in February 1996 by the APA Board. Some of the key issues addressed by *Destination 2015* included:

- Growth around the regional shopping mall, Boise Towne Square Mall, was higher than projected.
- Overall growth in Ada County exceeded the annual 2 percent growth rate assumed in the 1992 Plan, with annual growth rates in the early 1990's exceeding 4 percent.
- Patterns of growth continued to show western Ada County and Southeast Boise outpacing other areas, with the City of Meridian leading in single-family residential development in 1995

Transportation Task Forces were consulted in the Cities of Eagle, Kuna and Meridian as part of the annual budget development process. One major component of *Destination 2015* was creation of a “Community Team,” a group of nearly 100 members appointed by the APA Board to develop a set of priorities and vision statements for the Plan.

1999 Plan

The 1999 Plan *Destination 2020* (APA Report No. 2-2000), was adopted in July 1999 by the APA Board. *Destination 2020* built upon the 1996 Plan and the results of the Bench Valley Study, which had its origins in 1992 Plan. The Bench Valley Study evaluated transportation options in a 33-square-mile area bounded by Overland Road, State Street, Eagle Road and Orchard. Some of the key issues addressed by *Destination 2015* included:

- A higher growth rate than the 1999 Plan, with a forecast of 492,000 people by 2025. The Demographic Area Boundaries were refined to include areas for the City of Star and Rural Foothills.
- Changes in assumptions based upon the completion of a household travel survey conducted in 1998/1999. This survey included residents in Canyon County. The survey collected travel log information from over 1600 households.
- Rebuilt the travel demand modeling area to include Canyon County, which resulted in a better forecasting tool.
- Adjustments to the residential growth forecasts by planning areas based upon more data available and the involvement of the Demographic Advisory Committee. Some of the forecasted growth was moved out of the Boise Areas to western Ada County, primarily Meridian.

The major projects recommended and either completed or budgeted from the 1996 Plan included:

- Chinden Boulevard (US 20/26) from Eagle Road to the Hewlett-Packard main entrance.
- Curtis Road extension and related improvements from Fairview Avenue to Chinden Boulevard.
- Five Mile extension from McMillan Road to Chinden Boulevard.

- I-84 widening from Cole Road to Broadway Avenue.
- Kuna/Meridian Road (State Highway 69) widening.
- Maple Grove Road extension from McMillan Road to Chinden Boulevard.
- ParkCenter East Bridge (2 lanes only).
- ParkCenter West Bridge.
- Pine Street from Locust Grove Road to Eagle Road.
- Ustick Road extension to new Curtis extension.

Destination 2020 also included a major policy that set a goal to have 25 percent of all trips made by alternative modes, including carpools, buses, walking, biking and telecommuting. To achieve this, *Destination 2020* incorporated key policies, including:

- All major streets should be considered for bike lanes or bike paths.
- APA would support the findings of the 1995 study, “Public Transportation in the Boise Metropolitan Area: A Community Vision for Transit” (produced by Boise Urban Stages).
- Support for the newly incorporated regional public transportation authority, which was established in compliance with earlier plans.
- Preservation of the Union Pacific rail corridor, which was the site of a rail demonstration in 1997. A study to evaluate the cost of acquiring the corridor and implementing a rail system was begun in 2002.

2002 Plan

The 2002 Plan Destination 2025: Long-Range Transportation Plan for Ada County, COMPASS Report No. 12-2002, was adopted in July 2002 by the COMPASS Board. Major assumptions in Destination 2025 included:

- Extended the 2020 demographic forecasts to 2025 and made adjustment at the traffic analysis zone level based upon 2000 Census data. The employment data were not adjusted but extended out to 2025.

Major projects completed from the 1999 and 2002 Plans include:

- Building the West Park Center Boulevard Bridge.
- Major expansion of the WYE Interchange, including additional lanes on I-84 and I-184.
- Widening Chinden Blvd from Eagle Road to Cloverdale Road
- Expansion of SH 69 from Kuna Road to Amity Road
- Widening Federal Way from Overland Road to Lake Forest Drive.
- Widening Boise Street in Kuna from Linder Road to Ten Mile Road.
- Construction of a new interchange on I-84 at Issacs Canyon south of Boise.

Other major projects programmed, but not built or funded by 2002 included:

- Widening Franklin Rd from Five Mile Road to Meridian Road.
- Widening Adams Street in Garden City from Kent Lane to Veteran’s Memorial Parkway.
- Widening Ten Mile Road, from Franklin Road to Ustick Road.
- Linder Road overpass at I-84.

No additional studies were added to Destination 2025.

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Appendix 1-C: Ada County Planning Thresholds

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Ada County Planning Thresholds

The Ada County Roadway Capacity Guidelines for Planning Applications is a general planning guidance for policymakers of roadway thresholds using Annual Average Daily Traffic (AADT). These thresholds (rounded to the nearest 500) were endorsed by the Community Planning Association Board on February 24, 1997.

Table 4: Ada County Planning Thresholds

Facility Type	No. of Lanes	LOS C	LOS D	LOS E	Remarks
Freeways	4	60,000	70,000	82,000	peak hour = 10% at LOS 'E'; 11% at LOS 'C/D'
	6	90,000	110,000	128,000	peak hour = 10% at LOS 'E'; 11% at LOS 'C/D'
Multi-lane Rural / Suburban (Limited Access Highway)	4	60,000	70,000	80,000	uncontrolled intersections
	4	30,000	35,000	40,000	signal control at intersections
	6	90,000	110,000	120,000	uncontrolled intersections
Two-lane Rural Highways	2	9,000	14,500	23,000	level terrain
	2	8,000	12,000	21,000	rolling terrain
	2	5,000	8,500	18,000	mountainous terrain
Urban / Suburban Collectors					
Central Business District (Downtown Area)	2	6,500	7,000	8,000	with parking
	2	7,500	8,500	9,500	without parking
	3	7,500	8,500	9,500	with parking
	3	9,000	10,000	11,000	without parking
	4	15,000	17,000	15,800	without parking
	5	17,500	20,000	22,000	without parking
	2	8,000	9,000	10,000	one-way, with parking
	2	9,500	10,500	11,500	one-way without parking
	3	12,000	13,500	15,000	one-way, with parking
	3	14,000	15,500	17,500	one-way without parking
Non-Business District (Suburban/Urban Area)	2	8,500	9,500	10,500	
	3	10,000	11,000	12,500	
	4	16,500	18,500	20,500	

Appendix 1-C: Ada County Planning Thresholds

Facility Type	No. of Lanes	LOS C	LOS D	LOS E	Remarks
Urban / Suburban Arterials					
Central Business District (Downtown Area)	2	9,500	10,500	12,000	with parking
	2	11,000	12,500	14,000	without parking
	3	11,500	12,500	14,000	with parking
	3	13,500	15,000	16,500	without parking
	4	22,500	25,000	28,000	without parking
	5	26,500	30,000	33,000	without parking
	2	12,000	13,500	15,000	one-way, with parking
	2	14,000	15,500	17,500	one-way without parking
	3	21,000	23,500	26,000	one-way, without parking
	4	28,000	31,500	35,000	one-way without parking
	5	35,000	39,500	43,500	one-way without parking
Non-Business District (Suburban/Urban Area)	2	12,500	14,000	15,500	
	3	15,000	17,000	18,500	
	4	25,000	28,000	31,000	
	5	30,000	33,000	37,000	
	6	34,000	38,000	42,000	
	7	40,000	45,000	50,000	