Council Meeting Date: August 2, 2010 **Agenda Item: 5(b)**

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Continued Discussion of the Transportation Master Plan: Concurrency and Funding
DEPARTMENT:	Public Works
PRESENTED BY:	Mark Relph, Public Works Director Kirk McKinley, Transportation Services Manager Alicia McIntire, Senior Transportation Planner

PROBLEM/ISSUE STATEMENT:

The purpose of this staff report is to discuss policy issues associated with transportation concurrency and funding for transportation projects. The outcome of this discussion will provide direction to staff for the Transportation Master Plan update. The recommendations included in the Transportation Master Plan will eventually result in amendments to City programs, funding policies or codes, such as the development code or engineering development guide.

BACKGROUND

Attachment A provides a summary of the purpose and scope of the Transportation Master Plan (TMP) and includes policies which Council will be asked to address over the next few months as the City updates the TMP. The main topics of the TMP to be addressed are:

- Bicycle and pedestrian transportation
- Transit
- Stormwater management
- Traffic modeling, capacity and operations
- Neighborhood traffic action plans
- Funding
- Regional integration
- Maintenance

ISSUES

In March, staff presented Council with a status report regarding the City's TMP update. At that meeting, staff explained we would be returning to Council for a series of policy discussions that would guide development of the TMP update. To date, we have discussed sidewalk maintenance and design, bicycle transportation, transit and light rail. This report and discussion focuses on concurrency and funding.

Concurrency

The projects listed in the TMP help ensure that adequate transportation facilities are in place to support growth. Concurrency is one of the goals of the Growth Management Act (GMA), with special attention called out for transportation. The GMA requires that transportation improvements or strategies to accommodate growth are made concurrently with development. "Concurrent with the development" is defined by the GMA to mean that any needed "improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years." Cities have flexibility regarding how to apply concurrency within their regulations, plans and permitting processes.

Transportation concurrency is measured by comparing the existing or planned capacity of transportation facilities to the anticipated capacity that will occur as a result of a development. This is generally measured using Level of Service (LOS) standards adopted in a comprehensive plan. If the existing or planned capacity is greater than what is needed for the proposed development, the applicant passes the concurrency test. The applicant fails the concurrency test if the proposed development exceeds the existing or planned capacity of the transportation facilities. If an applicant fails the concurrency test, the following alternatives are available:

- The applicant can modify the proposal to reduce the transportation impacts;
- The applicant can propose mitigation that results in an acceptable LOS; or
- The application is denied.

Shoreline's Concurrency Program: The City's existing concurrency program measures Level of Service (LOS) at the signalized intersections on arterial streets. LOS is represented on a scale ranging from A at the highest level (free flow) to F at the lowest level (high congestion). LOS A and B represent minimal delays, and LOS C represents generally acceptable delays. LOS D represents an increasing amount of delay and an increasing number of vehicles stopped at the intersection. An intersection with LOS E is approaching capacity and is processing the maximum number of vehicles possible through the intersection. LOS F means that the intersection is operating with excessive delays, meaning that it has a high level of traffic congestion. Vehicles approaching an intersection with LOS F may have to wait for more than one signal cycle to get through the intersection. The City has adopted LOS E as the level of service standard for evaluating planning level concurrency and reviewing traffic impacts of developments. The 2000 Highway Capacity Manual measures LOS as delay per vehicle at intersections in the following manner:

LOS	Average Signalized Intersection Delay Per Vehicle (seconds)	Average Unsignalized Intersection Delay Per Vehicle (seconds)	Descriptions of Level of Service Operations
A	<10	<10	Highest driver comfort. Little delay. Free flow.
B	<10 and>20	<10 and >15	High degree of driver comfort. Little delay.
C	<20 and >35	<15 and>25	Some delays. Acceptable level of driver comfort. Efficient traffic operation.
D	<35 and >55	<25 and >35	Long cycle length. Some driver frustration. Efficient traffic operation.
E	<55 and >80	<35 ar d >50	Approaching capacity. Notable delays. High level of driver frustration.
F	>80	>50	Flow breaks down. Excessive delays.

Development proposals that generate more than 20 trips during the p.m. peak travel period are evaluated using a Traffic Impact Analysis prepared by the applicant. (Twenty p.m. peak hour trips is the equivalent of 32 apartments, or 13,500 square feet of office space, or 5,400 square feet of retail space.) This analysis identifies any direct impacts to City roadways or intersections. If there will be impacts, they are mitigated through the City's SEPA review process.

Concurrency Program Update: As part of the TMP update, the City contracted with Randy Young of Henderson & Young Co. to evaluate the City's existing concurrency process and recommend changes, if needed. The goals staff laid out for Young were:

- any new program needed to be easy and inexpensive to implement,
- easily understood by the development community and
- customized to reflect the built out nature of Shoreline.

At the beginning of this process, a multi-modal concurrency approach that included bicycles, pedestrians and transit was discussed among staff and the consultant. It was determined that this approach would be cumbersome and expensive for the City to administer and would not suit our fully built-out community, where large developments are not anticipated. Appendix B outlines a draft proposed transportation concurrency framework for the City that accomplishes the identified goals. This framework focuses on mitigating the impacts of traffic growth only, with an additional suggested system that would help the City achieve its goals for improved transit and nonmotorized transportation.

Current Transportation Funding in Shoreline

Funding for transportation projects in Shoreline comes from many sources. Real estate excise tax, grants, support from the recently established Transportation Benefit District

(TBD), the City's general fund and the fee in-lieu program all fund transportation projects in Shoreline. Several of these funding sources are currently designated for specific projects. For example, the funds collected by the TBD are currently being applied towards the City's annual road surface maintenance program. The $20 license fee was authorized by the TBD for the purpose of preserving, maintaining, and operating the transportation infrastructure of the City. Grant funding is generally awarded for a specific project identified in the grant application. The availability of grant funding for the construction of sidewalks is extremely limited. Most of the City's sidewalk projects that are funded by grants are part of larger capital projects, such as the Aurora Corridor project.

As shown in the recently adopted 2011-2016 Transportation Improvement Program, the City's list of desired transportation projects includes many that are unfunded. This is common in jurisdictions, as the need for transportation improvements is continuous and new projects are needed to maintain existing infrastructure or accommodate growth.

Privately Constructed Frontage Improvements: One mechanism the City has utilized to help with the construction of sidewalks is the requirement for private development to construct frontage improvements in the right-of-way adjacent to the development site. Developers of new multi-family and commercial projects and substantial additions or remodels to existing multi-family and commercial buildings, must construct the required frontage improvements, including curb, gutter, sidewalk, landscaping and drainage. Some single-family residential development must also construct frontage improvements, such as projects located on arterials.

While it is beneficial to the City to have private development construct sidewalks, there are some problems that can arise as a result, especially on local streets where pre-existing sidewalks do not exist. If the City does not have a defined plan for the street, it can be challenging to place the curb in the appropriate location and at the proper elevation. If the street will be widened in the long term and additional right-of-way is needed, a sidewalk placed at the edge of the right-of-way might still end up being in the wrong location and need to be removed and reconstructed. This can add costs to a City project in the long term, for both removal of the improvements and acquisition of right-of-way that could have been extracted as a dedication through the permitting process. It is staff's goal that many of these problems are alleviated through the creation of the Master Street Plan as part of the TMP update.

Fee In-Lieu Program: Other single-family residential development, including new construction and substantial remodels and additions, have the option of constructing frontage improvements or paying a fee in-lieu of this construction. The City calculates this fee utilizing our bond quantity worksheets and adjusts that cost to account for reduced labor costs and mobilization. This results in a cost that is almost always significantly lower than the cost of the frontage improvement construction, making it very appealing to developers. It should be noted that the fee in-lieu option is only available to developers of single-family residential properties not on arterials or corners or projects on Aurora Avenue N where final design has not been completed.

Since the fee in-lieu program's inception in 1998, 106 fee in-lieu payments, totaling approximately $640,000 have been collected; these figures do not include payments

allocated to the Aurora Corridor Project, Interurban Trail or the North City Business District. These funds have been used or are designated to be used for sidewalk projects. It is anticipated that almost all of the fee in-lieu funding will be depleted by the end of 2011 and the City's 2011-2016 Capital Improvement program estimates the City will continue to collect approximately $50,000 annually. The typical cost of a free standing sidewalk is $300 per linear foot. This includes a concrete sidewalk, curb, gutter, amenity zone and drainage, as well as the design, construction management and construction costs. For a typical residential lot measuring sixty feet in width, frontage improvements would amount to $18,000.

Additional Funding Options

Funding options to construct transportation improvements not currently employed by the City are available. Some options are listed below.

Impact mitigation: The underlying premise of impact mitigation is that development, rather than the general taxpaying public, should be responsible for mitigating the impacts that occur as a result of development. Mitigation of impact is a one-time payment or improvement by development for the capital costs or facilities needed by new development. Mitigation can be required pursuant to the State Environmental Policy Act (SEPA) or the Growth Management Act (GMA).

SEPA mitigation addresses impacts on adjacent or nearby streets and places the full burden for the mitigation on the development that exceeded the City's acceptable level of service. Small scale development is exempt from SEPA mitigation. Larger developments must pay for a traffic study that determines their impacts.

GMA mitigation addresses impacts on all arterial and collector streets in the City, not just the nearest streets. The amount of mitigation is limited to each applicant's proportionate share of the mitigation projects. No development is exempt from GMA mitigation. Each development's impact is determined by standardized trip generation tables and standardized costs per trip, so mitigation costs are predictable in advance, and no development has to pay for traffic studies for impact mitigation.

The majority of cities in our region charge an impact fee associated with development. The fees cover a broad range, depending upon the estimated costs of the transportation improvements that will be needed to accommodate growth. Attachment C shows the adopted impact fees for several cities in this region. Staff has estimated that if Shoreline had an impact fee system similar to that of Edmonds, the City would have collected approximately $2.2 million over the past ten years. However, because impact fees can only be collected to pay for the impacts of growth, there needs to be another source of funding to cover the costs of correcting any existing deficiencies.

Voter Approved Options: There are several voter approved options available to fund transportation projects or programs. These are established as Transportation Benefit Districts (TBD). Cities may establish TBDs to fund a variety of transportation projects, such as capital improvements, operation of city streets, high capacity transportation systems, and other transportation programs of regional or statewide significance. A

specific project or purpose must be identified when a funding source is established through a TBD.

Motor Vehicle License Renewal Fee: The Shoreline City Council established a TBD in 2009 that includes the municipal limits of the City and is funded as an annual motor vehicle license renewal fee of $20. This fees collected through this district are used to fund the City's annual road surface maintenance program. With voter approval, this fee can be raised to up to $100. Specific programs or projects that will be funded as part of the TBD must be identified prior to its approval.

The existing TBD is projected to generate approximately $600,000 annually. For every $10 increase to the motor vehicle license renewal fee, the City would collect an additional $300,000.

General Obligation Bonds: With a 60 percent approval rate, voters can authorize the City to borrow money that will be paid back over time via a property tax increase. General obligation bonds are for a finite amount and generally fund a one-time project, such as construction of specific improvements.

Revenue Bonds: Revenue bonds can be used to construct a facility. They have an income source that assists with the repayment of the bonds such as tolling.

Property Tax Levy Lid Lift: Voters can approve a property tax levy lid lift in order to provide a dedicated, six year revenue source. This lift can be reapproved. The City's levy rate cannot exceed $1.60 per $1,000 of assessed property value. Based upon existing conditions, the City's projected levy rate will be $1.20 in 2011. Due to its time frame, a levy lid lift is a common source of funding for on-going programs, as well as specific projects.

Sales Tax Increase: A voter approved sales tax of up to 0.2%, which may not exceed a ten-year period without voter reauthorization, is another option for Transportation Benefit Districts. Similar to a property tax levy lid lift, a sales tax increase is used for specific projects as well as longer-term programs.

Local Improvement District: Local Improvement Districts (LIDs) are special assessment districts in which road improvements will specially benefit primarily the property owners in the district. They are created under the sponsorship of a municipal government and must be approved by both the local government and benefitted property owners. RIDs permit improvements to be financed and paid for over a period of time through

Relationship of Concurrency and Impact Fees

The attached Draft Transportation Concurrency Framework, prepared by Henderson, Young and Co (attachment B) outlines a concurrency program that functions best when combined with an impact fee. Concurrency and impact fees are not dependent upon one another – a City can have one without the other. The draft framework allows the City to implement a program that is easy to administer, understandable and predictable for the development community and results in development paying for the improvements needed to mitigate the traffic impacts that occur due to growth. The City

will be able to reexamine the need for growth related transportation improvements as the forecasts for growth change, and adjust the impact fee accordingly.

Under state law, the City is required to have a concurrency standard by which to measure growth. An impact fee is not required but is allowed under state law.

RECOMMENDATION

Staff is requesting that council provide direction for staff to pursue and refine the proposed concurrency and impact fee framework developed by Henderson, Young and Co. in a manner that accomplishes other City goals, such as multi-modal transportation and funding for transportation projects needed to accommodate growth. Additionally, staff is requesting direction from Council to identify alternate funding sources for transportation improvements.

Approved By: City Manager ____ City Attorney ____

ATTACHMENTS

Attachment A: Purpose, scope and the Inputs and Outcomes of the TMP
Attachment B: Draft Transportation Concurrency Framework, prepared by Henderson, Young and Co., dated January 26, 2010
Attachment C: Transportation Impact Fees: Washington Cities

ATTACHMENT A
TRANSPORTATION MASTER PLAN UPDATE

General Purpose and Scope of the TMP

The Transportation Master Plan (TMP) contains policies and projects that support the future land uses in the City's Comprehensive Plan. These policies affect choices for travel modes, such as car, bus, bicycle and on foot. By knowing how Shoreline will grow in the future, the City can plan for how the transportation system will need to change to accommodate that growth. The projects listed in the TMP help ensure that adequate transportation facilities are in place to support growth, which is known as concurrency.

The current TMP includes an inventory of the existing transportation systems and traffic forecasts for the year 2022. The updated plan will use revised growth targets to plan through 2030.

The TMP addresses several interrelated topics. They include:

- Bicycle and pedestrian transportation – Walking and bicycle travel are important elements of the City's transportation network. Residents who are unable to drive or choose to travel without a car need to have safe, well-maintained facilities that connect them from their homes to destinations.
- Transit – Like walking and bicycling, transit provides another alternative to travel by car. Transit must be frequent, affordable, accessible and travel to desired destinations in order for it to be a successful and appealing form of transportation. Shoreline has a high demand for commuter transit service, as well as all-day transit service. As light rail service begins in Shoreline in the next ten years, transit service throughout the City will change as some buses are directed to feed the light rail stations. The City's bicycle and pedestrian network must be highly integrated with the transit routes serving the City.
- Stormwater management – Streets and sidewalks create large areas of impervious surfaces and the associated stormwater runoff must be collected and treated appropriately. Shoreline has a large conventional stormwater system that collects and treats runoff from the entire City, including private property and streets. This system is predominantly located underneath the street network. As new technologies emerge and stormwater management regulations change, the City's right-of-way can be used in different ways to treat stormwater.
- Traffic modeling, capacity and operations – The City and the surrounding area are projected to grow and major changes to the region's traffic network are planned, such as tolling of state highways and expansion of light rail. As a result of these changes, traffic within and through Shoreline will change. Some areas of the City are likely to experience increased traffic congestion and delays. By utilizing traffic modeling software, the City can anticipate where these problems are likely to occur and plan for solutions to correct them.

- Neighborhood traffic action plans – Over the past few years, the City has been working with residents to identify traffic concerns and develop recommended solutions for each of Shoreline's neighborhoods. The recommendations are used to guide short and long term improvements in the neighborhood.
- Funding – The City has many transportation improvement needs and funding all of these needs is a significant challenge. Resources are limited and the City must prioritize projects. The City has been successful in receiving grants for many of our large capital projects, such as Aurora and the Interurban Trail, and will continue to pursue grant funding in the future. Other funding options to construct transportation improvements are also available, although currently not employed by the City.
- Regional integration – Transportation in Shoreline is heavily influenced by surrounding jurisdictions and transit providers. I-5 and three state highways, as well as regional arterials, are within Shoreline, resulting in significant pass through traffic. The City's transit service is provided by outside agencies that also serve many other jurisdictions. These factors, as well as our location adjacent to the county line, emphasize the need for us to coordinate regionally as we plan transportation improvements and participate in regional transportation decisions.
- Maintenance – All transportation facilities require maintenance. Age, degree of use, original construction methods and materials all contribute to the maintenance needs of a given facility. Due to combinations of all of these factors, Shoreline has various maintenance needs throughout the City. Newly constructed projects will also have long-term maintenance needs as well.

The relationship between these topics and how they affect the City's transportation system will result in plans, policies and procedures within the TMP. The TMP, in turn, will influence, guide and support the development of other City documents. The TMP will address prioritization, funding, maintenance and stormwater management for recommended projects and programs.

One of the significant transportation planning tools that will result from the TMP will be a Master Street Plan. The Master Street Plan will be a long range plan that identifies the cross-section and right-of-way needs for all of the City's arterials. By using the results of the traffic model, staff will know where improvements are needed to accommodate future traffic growth. Additionally, each arterial will be examined by staff to determine what other future improvements may be desired, such as sidewalks, bicycle facilities, landscaping or stormwater treatment. Through these processes, the City will identify the specific cross-section for each arterial, or in some cases, section of an arterial. The Master Street Plan will be used as a guide as the City plans for future right-of-way improvements. Additionally, by knowing the right-of-way needs for a given roadway, the City can ensure that the appropriate improvements are installed in the correct location when required for private developers. For non-arterial streets, the City will develop a menu of cross-sections that can be utilized when designing these streets.

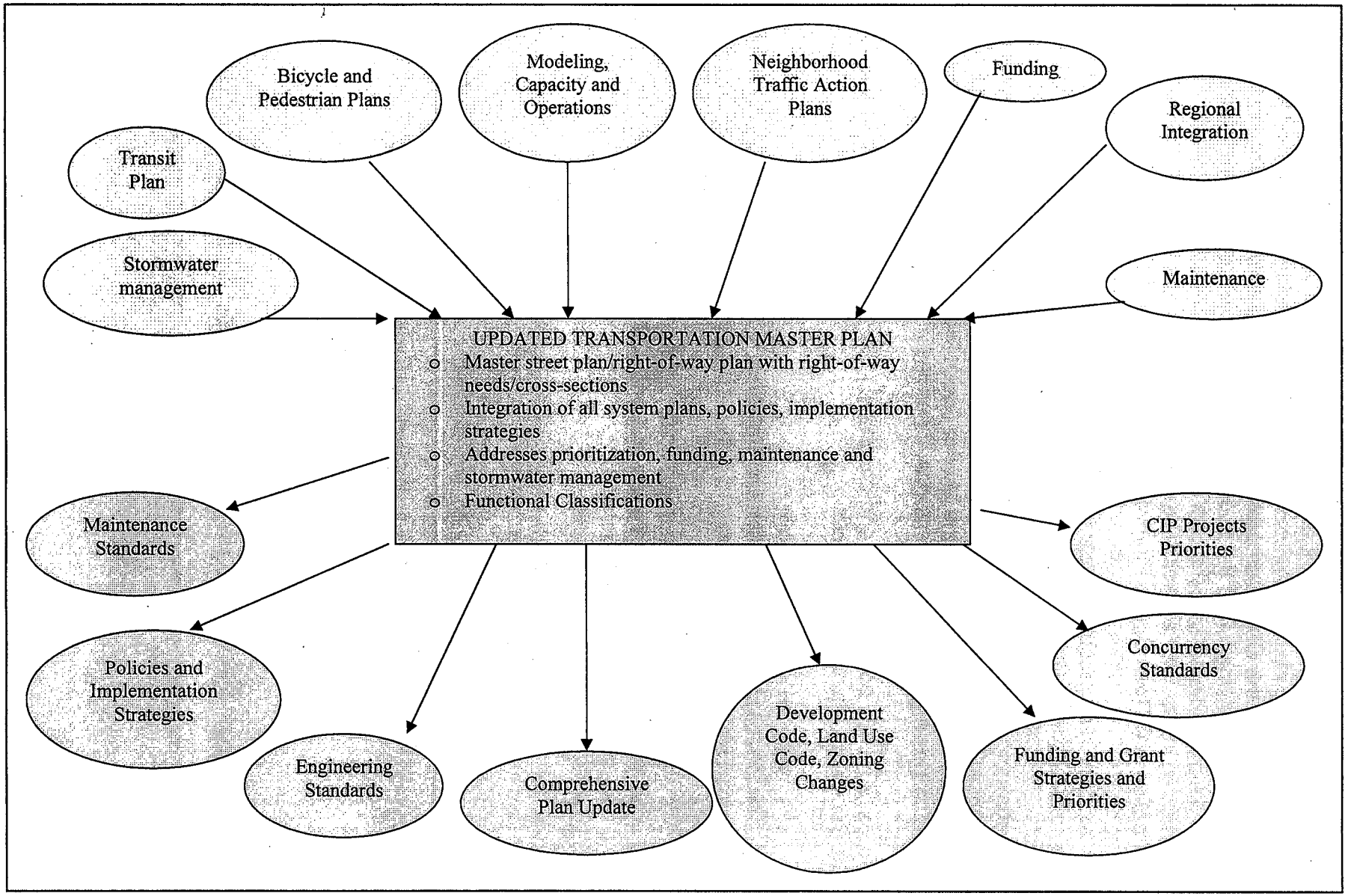
The updated TMP seeks to be a document that is highly integrated with other City system plans, long range plans and implementation strategies. The TMP will work in coordination with the City's Comprehensive Plan and the region's long range growth strategy by identifying future transportation needs based upon planned growth in the City and surrounding areas. Policies outlined in the adopted Sustainability Strategy will be reflected in the TMP as well. The City's Stormwater Master Plan and Parks, Recreation and Open Space Plan will be used to develop the TMP.

The existing TMP recommends a functional classification for all of the streets in the City. This recommendation was adopted with the Comprehensive Plan. Streets in the City are classified as Principal Arterials, Minor Arterials, Collector Arterials, Neighborhood Collectors or Local Streets. Each classification serves a different function, with differing traffic speeds, volumes, lanes, transit service, bicycle facilities and walkways. During the TMP update and creation of the Master Street Plan, staff will evaluate the existing classifications and recommend changes, if needed.

Examples of City policies, plans and documents that will be influenced by the Transportation Master Plan include:

- Maintenance standards;
- Policies and implementation strategies;
- Engineering standards;
- Comprehensive plan;
- Development code, land use code, zoning changes;
- Funding and grant strategies and priorities;
- Concurrency standards; and
- CIP projects and priorities.

The Inputs and Outcomes of the TMP



Attachment B

TRANSPORTATION CONCURRENCY FRAMEWORK

SHORELINE, WASHINGTON

January 26, 2010

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1. DEFINITION OF TRANSPORTATION CONCURRENCY

A. "Transportation concurrency" requires adequate transportation facilities to be available concurrent with private development. Development is not allowed if it causes the level of service (LOS) on transportation facilities to fall below standards adopted in the comprehensive plan.

Transportation concurrency is determined by comparing the capacity of public transportation facilities needed by each application for development to the uncommitted capacity that is (or will be) available. If the uncommitted available capacity is equal to, or greater than the capacity required, the applicant passes the concurrency "test." If the uncommitted available capacity is less than the capacity required, the applicant fails the concurrency "test."

If the concurrency test is "failed" there are several alternatives: (1) the applicant can mitigate the impacts to achieve a satisfactory LOS, (2) the applicant can revise the proposed development to reduce the impacts and maintain a satisfactory LOS, or (3) the application is denied, and the proposed development does not occur.

B. Washington law establishes goals and specific requirements for transportation concurrency.

1. Goal for adequate public facilities and services:

RCW 36.70A.020. PLANNING GOALS.

(12) "... public facilities and services ... shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards."

2. Specific requirements for transportation concurrency:

RCW 36.70A.070. COMPREHENSIVE PLANS--MANDATORY ELEMENTS.

(6)(b) After adoption of the comprehensive plan ... local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes *the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan*, unless

transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6) "concurrent with the development" shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.

(6)(a)(iii) Facilities and services needed, including:...

(B) Level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;

(C) For state-owned transportation facilities, level of service standards for highways, as prescribed in chapters 47.06 and 47.80 RCW, to gauge the performance of the system. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the department of transportation's six-year investment program. ...;

(D) Specific actions and requirements for bringing into compliance locally owned transportation facilities or services that are below an established level of service standard;

(E) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;

(F) Identification of state and local system needs to meet current and future demands. Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan required under chapter 47.06 RCW;

3. Specific requirement for transportation facilities for subdivisions:

RCW 58.17.110. SUBDIVISIONS.

(2) "A proposed subdivision and dedication shall not be approved unless the city, town, or county legislative body makes written findings that: (a) appropriate provisions are made for the public health, safety, and general welfare and for such ... streets or roads, alleys, other public ways, transit stops, ..."

2. GOALS FOR SHORELINE'S TRANSPORTATION CONCURRENCY

A. Shoreline's transportation concurrency program should be simple:

1. It should be understandable to the applicants and the community.

2. It should be easy for City staff to implement and administer.

3. Shoreline is nearly built out, therefore the program will not be used enough to need or justify a more complex approach.

B. Shoreline's transportation concurrency program should support the City's interest in increasing the use of transit as an alternative to single occupancy vehicles[1].

C. Shoreline's transportation concurrency program should support a simple, fair and predictable program for mitigating the impact of development on the transportation system.

D. Shoreline's transportation concurrency program should support transportation planning and land use decisions that improve travel time and reduce travel delays.

[1] Shoreline also supports bicycle and pedestrian modes as alternatives to single occupancy vehicles, but bicycle and pedestrian level of service metrics and standards are not yet developed sufficiently to become part of Shoreline's concurrency and mitigation program.

3. BENCHMARKS AND ASSUMPTIONS FOR SHORELINE'S CONCURRENCY

There are several key elements of Shoreline's transportation plans that will serve as benchmarks for the City's transportation concurrency requirement.

A. Level of service (LOS) is the heart of concurrency: it must be understandable, accurate, and defensible. The nature of the LOS controls the nature of the concurrency ordinance. LOS standards for transportation concurrency will be the same as the City's standards in the transportation element of the comprehensive plan and the transportation plan:

B. Traffic counts and trip generation will be measured during the p.m. peak period in order to be consistent with the City's adopted standards.

C. The metric for vehicular traffic will measure traffic volume compared to road capacity.

D. Concurrency will be tested as early as possible in the development process:

1. Applications for rezoning, subdivision, or site plan approval will be tested for concurrency. If the concurrency requirement is fulfilled, the concurrency approval will apply automatically to subsequent development permits for the same development.

2. Concurrency must be tested no later than during the application for a building permit. If the proposed development has not been tested previously for concurrency, it must be tested during the application for a building permit. If the proposed development was tested and approved for concurrency before the building permit, no further concurrency test will be required.

F. Transportation concurrency will be evaluated in one citywide service area. Multiple service areas or corridors will add complexity.

4. STEPS IN SHORELINE'S CONCURRENCY FOR ROADWAYS

The steps in Shoreline's transportation concurrency for roadways are described below, and presented graphically in Figure 1 on the next page. An explanation of the technical basis for key elements in these steps is presented in Section 5 of this Framework.

A. An application for development is submitted, including the number of trips it will generate.

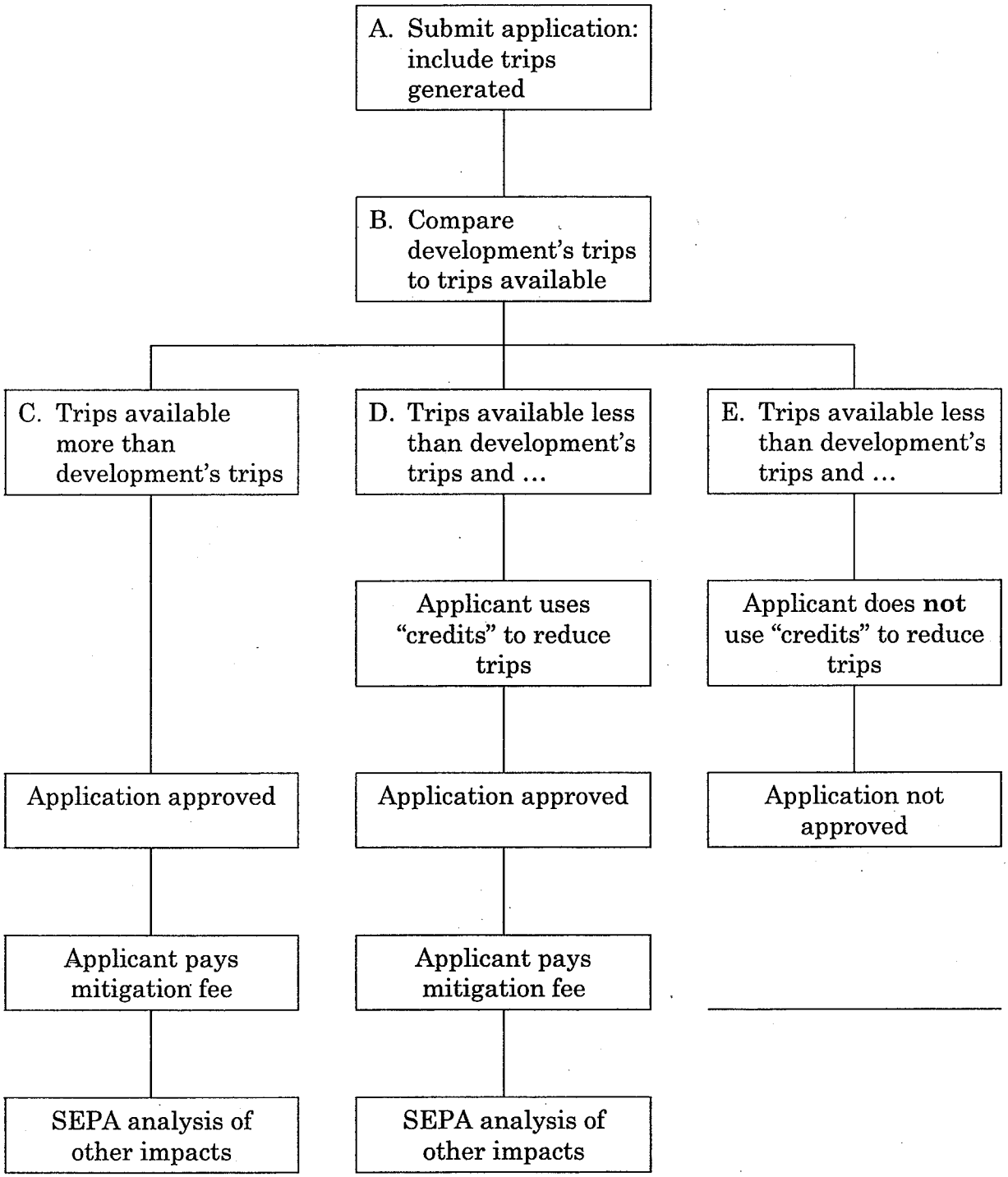
B. The number of trips from the proposed development is compared to the number of trips available for development.

C. If the there are more trips available than the development will generate, the concurrency requirement is fulfilled (subject to the development paying the mitigation fee for its share of the City's transportation plan improvements that were included in determining the number of trips available). The trips needed by the applicant will be subtracted from the available balance and "reserved" for the applicant. The applicant will receive a certificate or similar confirmation of the approval of concurrency and the reservation of trips for the development. The application will then be reviewed pursuant to SEPA to identify and mitigate any other transportation impacts not included in concurrency.

D. If there are not enough trips available to serve the trips generated by the development the applicant can use "credits" to reduce its trip generation by providing one or more specific additional mitigations from the City's pre-approved list of trip-reducing credits. When the applicant's reduced trips are less than the trips available, the concurrency requirement is fulfilled (subject to the development paying the mitigation fee for its share of the City's transportation plan improvements that were included in determining the number of trips available). The trips will be "reserved" for the applicant, and a certificate will be issued in the same manner as Step C, above. The application will then be reviewed under SEPA in the same manner as Step C.

E. If there are not enough trips available to serve the trips generated by the development and the applicant is unable or unwilling to reduce its trip generation the concurrency requirement is not fulfilled, and the City cannot approve the development.

Figure 1: Steps in Shoreline's Transportation Concurrency for Roadways



5. TECHNICAL BASIS OF SHORELINE'S CONCURRENCY FOR ROADWAYS

A. The number of trips initially available for development (see Step 4-B) is determined by using the traffic model as follows:

1. The model is run with the existing network, current land use (existing dwelling units and commercial square feet), and recent traffic counts in order to identify any existing deficiencies compared to adopted level of service standards.

2. Capital improvements are identified that will eliminate existing deficiencies.

3. The model is run with the improvements from 2, above, added to the existing network, and with future development (dwelling units, commercial growth) added to the current land use. The result will identify future "deficiencies" caused by growth (i.e., intersections, street segments and/or other elements of the transportation system that will operate in the model below the adopted standard for level of service).

4. Capital improvements are identified that will create capacity needed to serve future development (i.e., eliminate the future "deficiencies" identified by the model during 3, above).

5. The model is run with the improvements from 4, above, added to the model version from 3, above, in order to confirm that the improved network will serve current and future development without any deficiencies.

6. Subtract the total trips from model results from 1, above, from the total trips from model results from 5, above. The difference is the number of trips that can be added by growth and accommodated by the improved network.

B. The number of trips available for development (see Step 4-B) after one or more applications have been processed is as follows:

1. The number of trips that can be added by growth and accommodated by the improved network from A-6, above, is the beginning entry in a ledger of available trip capacity.

2. Each time an application for development is approved for transportation concurrency, the number of trips for the new development is subtracted from the previous balance of trips available, and a new balance is entered in the ledger. This ledger tracks trip capacity in the same manner that a checkbook balance tracks money.

C. "Credits": The City's pre-approved list of trip-reduction credits available for Step 4-D contains a variety of specific mitigations that can be provided by the applicant, and the exact percentage of trips that will be credited for each specific mitigation. The City of Olympia has such a list. The following are examples from Olympia's reductions:

Action	Reduction
Install bus shelter on site or within ¼ mile of site.	1%
Install preferential carpool/vanpool parking facilities	2%
Install paid parking	3%
Underbuild parking standards by 20%, or 30% or 40%	2%, 4%, 7%
Install bike lockers or employee showers	1%

The following are other potential credits identified by DKS for the type or location of development, and for installation of bike and pedestrian improvements. The amount of the credit has not yet been determined.

- Developing a specific type of development that the City would like to encourage
- Locating development near a LINK light rail station
- Locating development near park and ride/transit centers
- Locating development near rubber tire transit corridors
- Installing additional sidewalks/non-motorized trails beyond frontage improvements required by code
- Installing bike lanes

The following is another list of potential credits identified by DKS for the funding provided by the developer. The amount of the credit has not yet been

determined, but it could be a dollar-for-dollar reduction of the transportation mitigation fee paid in Steps 4-C or 4-D (the methodology is described immediately following this list).

- Funding for Transit Signal Priority
- Funding for sidewalks
- Funding for bike lanes
- Funding for City identified roadway or intersection improvement projects
- Funding for signal improvements
- Funding for ITS components

D. All applications that are approved for concurrency will pay a mitigation fee (see Steps 4-C and 4-D).

1. The purpose of the fee is to pay for the development's proportionate share of the cost of the City's transportation plan improvements that were included in determining the number of trips needed to serve new development and therefore available for transportation concurrency (see 5-A-4, above).

2. The calculation of the mitigation fee cost per trip uses the following formula:

$$c/t = \frac{(c - d - r)}{t}$$

where c/t = the cost per trip,
c = the total cost of transportation plan improvements identified to create capacity needed to serve future development (i.e., eliminate future "deficiencies" identified by the model: see 5-A-4),
d = the portion of the cost of the improvement that eliminates existing deficiencies, if any,
r = the revenue from other sources that will pay for a portion of the capital improvement in excess of the cost of the deficiency,

t = the number of trips added by all growth planned for the City (see 5-A-6).

3. The mitigation fee cost per trip is the same for all applications. It is calculated when the transportation concurrency program is established. It is recalculated only at such time as there are significant modifications or updates to the transportation plan, traffic model, and/or the transportation concurrency program. The mitigation fee cost per trip is not recalculated for each application for development because all developments pay the same proportionate share cost per trip.

4. The amount of the mitigation fee to be paid by each applicant is calculated by multiplying the number of trips generated by the development (from Step 4-A) times the cost per trip (from 5-D-2).

5. The amount of the mitigation fee is not affected by specific mitigations that reduce trips for 5-C, above, because the mitigation fee is for the set of transportation improvements for the transportation system as a whole, whereas the specific mitigations for trip-reducing credits affect the trips generated by a specific development, and benefits to other users are incidental.

6. SHORELINE'S CONCURRENCY FOR TRANSIT

NOTE: this section of the concurrency and mitigation framework is a work-in-progress that needs more discussion among staff and consultants in order to finalize the best choice and develop the specific methodology and steps.

A. One of the following ***alternative methods*** can be used to include transit in Shoreline's transportation concurrency and mitigation program.

1. Transit supportive trip-reducing credits (see 5-C).

2. Reduce LOS for facilities or areas served by transit. Criteria would need to be established to identify the transit service that qualifies an area for reduced LOS.

3. Other, such as

   a. Transit usage (mode split), OR

   b. Transit availability (whole system): service hours, seat miles, headways, etc.), OR

   c. Applicant's trip generation (see 4-A) includes separately stated transit trip generation based on the percent usage of transit (from recent PSRC travel diaries), or on a multiplier based on persons per vehicle.

B. The steps in transportation concurrency for transit should be similar to, and concurrent with the steps for motor vehicle concurrency.

C. The mitigation program for transit concurrency should be similar to, and concurrent with the mitigation program for motor vehicle concurrency.

7. TRANSPORTATION IMPACTS NOT INCLUDED IN CONCURRENCY AND MITIGATION FEES

Shoreline's transportation concurrency and mitigation program will consider the impact of proposed development on the major components of the transportation system (i.e., arterial and collector streets and intersections and the public transit system), but it does not deal with smaller components (i.e., local streets, alleys, or driveways). The transportation concurrency and mitigation program also excludes specific impacts by proposed development on arterial and collector intersections or road segments that are not identified by the traffic model as impacted by overall growth in Shoreline. *[Question: should concurrency include local streets experiencing cut-through traffic, thus functioning like a collector?]*

Shoreline will use other programs, such as project-specific traffic impact analysis (TIA) pursuant to SEPA, to consider the impact of development on the transportation elements listed below that are excluded from transportation concurrency and mitigation.

A. Local public streets and alleys, on-site streets, driveways, and parking. These improvements are required for local access, safety, and local mobility. They are typically required by development regulations, such as subdivision or site plan regulations. They are not considered in evaluating LOS, therefore they are not included in transportation concurrency. They are not included in the City's transportation plan capital improvements, thus they are not part of the mitigation program, and therefore no credit against mitigation fees is given for making these improvements.

B. Frontage improvements on arterials and collectors. If the TIA shows an impact on an arterial or collector that is also on Shoreline's mitigation program list, the applicant will receive a credit against their mitigation fee for making the frontage improvement. If a segment or intersection of an arterial or collector has been removed from the mitigation program list, applicants will receive credits for frontage improvements they are required to make within 5 years after a segment or intersection has been removed from the mitigation program list. If the impacted arterial or collector is not on the mitigation program list, and has not been on the mitigation program list for more than 5 years, the applicant will be required to make the frontage improvement, but will not receive credit against their mitigation fee for the frontage improvement.

C. Intersections and/or segments of arterials and collectors that are not included in capital improvement projects in Shoreline's transportation plan. If the TIA shows an impact on an arterial or collector that is not on Shoreline's mitigation program list, the applicant's mitigation will be limited to the applicant's proportionate share of the cost, or the applicant must be provided a latecomer agreement that can provide reimbursement to the applicant for portions of the cost that exceed their proportionate share.

8. IMPLEMENTATION AND ADMINISTRATION OF CONCURRENCY

A. The public works department will perform the concurrency test (i.e., verify the trips generated by each applicant, and compare the trips generated to the trips available).

B. Transportation concurrency does not apply to the following development applications:

1. Vested development is exempt by state law (see RCW 19.27.095). Development is vested if the applicant submitted a completed application for a building permit before the concurrency requirement is adopted by Shoreline. Vested development will be reviewed in order to determine the number of trips it will generate, and those trips will be recorded in the concurrency ledger, but the vested applications will be approved even if trips are not available.

2. Proposed development that causes no added impacts on capital facilities. Examples include:

   a. Accessory structures to residences

   b. Amenities: swimming pools, fences, walls, signs

   c. Room addition to residences

   d. Identical replacement of structure

   e. Utility substations

   f. Use permits/right-of-way permits

   g. Completion/finishing permits if shell permit was vested or tested for concurrency

   h. Tenant improvements

   i. Remodelings (if no additional square footage and no change in use)

   j. Art projects

k. Any other development that generates no impact on transportation facilities

C. Shoreline will evaluate applications for transportation concurrency in the order in which completed applications are received. This will prevent awarding of the same trip capacity to more than one applicant.

D. If there are fewer trips available than needed by an applicant the applicant can amend their application to reduce the number of trips needed to be equal to or less than the number available.

E. Availability and reservation of trips will be documented on a separate certificate of capacity.

1. serves as a control document

2. can be recorded to disclose status to future buyers

   a. specific uses, densities, intensities

   b. expiration date

3. no change to existing forms or software

F. Fees will be charged for concurrency.

1. Concurrency application fee (due with application, not refundable)

2. Fee for reviewing independent data or traffic studies submitted by the applicant to be used in lieu of the standard data used by the City (due when independent data is submitted by the applicant, not refundable)

3. Concurrency mitigation fee (due when approved for concurrency, not refundable, but if the development does not proceed the mitigation fee runs with the land as a credit against future mitigation fees due from the property)

5. Exemptions from concurrency fees, or reduced fees, or deferral of payment until construction or occupancy is available only as follows:

   a. low-income housing: _____

d. economic development projects: _____

c. single family houses on single lots (or sub-SEPA threshold): _____

d. transit-oriented development: _____

e. other _____ : _____

G. Trip capacity reservation expires when the permit expires, unless the permit has been extended (which automatically extends the trip capacity reservation).

H. Trip capacity reservation is transferrable only to new owners of same parcel for the same number of trips reserved for the applicant

I. Shoreline will discourage monopolization of concurrency trips by tying them to the expiration of the permits, limiting transfer to subsequent owners of the same parcel, and requiring payment of mitigation fees at the time concurrency is approved.

J. Appeals of denials of concurrency:

1. Grounds for appealing a denial of concurrency include the following:

   a. Error by the City

   b. Rejection of applicant's alternative data or studies

2. Appeals of concurrency determinations will be the same as appeals of other decisions pertaining to applications for development.

3. If trip capacity was available and denial of the application was on other grounds, the City will reserve the trip capacity until the appeal is completed.

4. If trip capacity was not available therefore denial was on the grounds of insufficient trip capacity, the City will reserve any trip capacity that has not been reserved and create a temporary hold on future applications until the appeal is completed

K. Source of data used for the transportation concurrency and mitigation program:

1. The source of data for the transportation concurrency and mitigation program is the City of Shoreline, and other sources selected by the City.

2. Applicants may provided alternative data provided that they

   a. pay a fee to pay for review of the data by the City,

   b. provide documentation substantiating the alternative data

   c. provide controls (i.e., deed restrictions) to prevent variance from applicant's proposed use

L. The transportation concurrency and mitigation program will be updated within 3 months of any of the events listed below. If none of the listed events occurs within five years of the adoption or update of the transportation concurrency and mitigation program, the City will update the program.

1. Update or amendment of Shoreline's transportation plan.

2. Total traffic volume increases by 30% over the previous baseline.

3. More than 50% of the trip capacity in the original or updated ledger has been approved for applicants since the adoption or most recent update of the transportation concurrency and mitigation program.

4. Transportation capital improvements are completed that cumulatively increase the capacity of the system by more than 10% of the previous baseline.

ATTACHMENT C

Transportation Impact Fees: Washington Cities
Rates per Single Family Dwelling Unit

City	Roads
Bellevue	512
Gig Harbor	517
Gold Bar	625
Blaine	770
Washougal	775
Edmonds	841
Anacortes	900
Oak Harbor	907
Richland	916
West Richland	944
Mountlake Terrace	1,071
Tumwater	1,083
Sumner	1,177
Enumclaw	1,200
Yelm	1,289
Tukwila	1,361
SedroWolly	1,500
Lacey	1,562
Newcastle	1,705
Sultan	1,837
Bellingham	1,894
Ridgefield	1,943
Lynden	1,986
Monroe	2,043
Yacolt	2,050
Bothell	2,093
Buckley	2,093
Stanwood	2,216
Olympia	2,228
La Center	2,248
Ferndale	2,300
Issaquah	2,444
Granite Falls	2,500
Carnation	2,570
Kenmore	2,602
Camas	2,755
Brier	3,000
Woodinville	3,098
Auburn	3,138
Mount Vernon	3,253
Kirkland	3,432
Bonney Lake	4,035
Puyallup	4,547
Edgewood	4,661
Covington	5,423
Marysville	6,300
Maple Valley	6,335
Redmond	6,900
Sammamish	14,854