Council Meeting Date: May 20, 2013 **Agenda Item:** 9(a)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion of Transportation Concurrency and Impact Fees
DEPARTMENT:	Public Works
PRESENTED BY:	Alicia McIntire, Senior Transportation Planner
ACTION:	___Ordinance ____Resolution ____Motion __X__Discussion

PROBLEM/ISSUE STATEMENT:

In 2011, Council adopted an updated Transportation Master Plan (TMP). One chapter in the plan discussed transportation concurrency and level of service. The plan includes policies identifying the transportation levels of service in the City as well as direction to adopt an impact fee program. These policies were included as part of the 2012 Comprehensive Plan update. The TMP also includes a draft framework for evaluating transportation concurrency.

During development of the TMP, the City's transportation concurrency consultant made a presentation to Council explaining state law addressing transportation concurrency requirements, options available for implementation of an impact fee program and a description of the draft transportation concurrency framework. Because there has been a lapse of about 2.5 years since that presentation, the City's consultant, Randy Young of Henderson, Young & Co, is returning to provide a refresher presentation to Council.

RESOURCE/FINANCIAL IMPACT:

There is no financial impact associated with tonight's discussion. The resources needed for development of an updated concurrency methodology and impact fee program were allocated as part of the Transportation Master Plan update and are still available. Upon adoption of an impact fee program, the City would begin collecting impact fees in conjunction with building permits. These fees would be applied toward design and construction of the transportation improvements needed to accommodate growth and maintain the City's adopted level of service for transportation facilities.

RECOMMENDATION

Staff recommends that Council direct staff to continue the development of an updated concurrency methodology and develop an impact fee program for Shoreline. If Council determines that it does not want staff to develop an impact fee program, then Council should direct staff to develop an alternative concurrency methodology.

Approved By: City Manager ***JU*** City Attorney ***IS***

BACKGROUND

In 2011, Council adopted an updated Transportation Master Plan (TMP). One chapter in the plan discussed transportation concurrency and level of service. The plan includes policies identifying the transportation levels of service in the City and direction to adopt an impact fee program. These policies were included as part of the 2012 Comprehensive Plan update. The TMP also includes a draft framework for evaluating transportation concurrency.

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.

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). Impact fees can be levied for schools, parks, fire and transportation.

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.

DISCUSSION

The City's existing concurrency program measures Level of Service (LOS) at the signalized intersections on arterial streets, unsignalized intersecting arterials and on principal and minor arterial street segments. Intersection LOS is measured by average delay and roadway segment LOS is measured as a volume to capacity ratio (V/C). 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 2010 Highway Capacity Manual measures LOS in the following manner:

Level of Service	Roadway Segments V/C Ratio	Signalized Intersections Average Delay (sec/veh)	General Description
A	≤ 0.60	≤ 10	Free Flow
B	> 0.60 - 0.70	> 10 - 20	Stable Flow (slight delay)
C	> 0.70 - 0.80	> 20 - 35	Stable Flow (acceptable delay)
D	> 0.80 - 0.90	> 35 - 55	Approaching Unstable Flow (speeds somewhat reduced, more vehicles stop and may wait through more than one signal cycle before proceeding)
E	> 0.90 - 1.0 >	55 - 80	Unstable Flow (speeds reduced and highly variable, queues occur, many vehicles have to wait through more than one signal cycle before proceeding)
F	> 1.0	> 80	Forced Flow (jammed conditions, long queues occur that do not clear, most vehicles wait through more than one signal cycle before proceeding)

The City has adopted LOS D at signalized intersections and unsignalized intersecting arterials and a V/C ratio of 0.90 or lower for principal and minor arterials as the level of service standard for evaluating planning level concurrency and reviewing traffic impacts of developments. 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.

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 the 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 Shoreline as a fully built-out community, where large developments are not anticipated. Appendix A 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. Randy Young presented this approach to Council in August 2010. Council directed staff to proceed with development of a program based upon this approach.

Relationship of Concurrency and Impact Fees

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. Concurrency and impact fees are not dependent upon one another – a City can have one without the other.

The majority of cities in our region charge a transportation 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 B shows the adopted transportation impact fees per single family dwelling unit for several cities in this region. These fees range from $625 to $14,854 per single family dwelling unit.

Implementation in Shoreline

In order to identify locations where transportation facilities would fail to meet the adopted LOS, traffic modeling was performed as part of the TMP development. Utilizing growth assumptions of 5,000 new jobs and 5,000 new housing units in the next twenty years, the traffic model identified the following projects as necessary to help ensure that adequate transportation facilities are in place to support growth while maintaining the City's adopted LOS:

1. Addition of a center two-way left-turn lane and traffic calming measures on Meridian Avenue N from N 145th Street to N 205th Street
2. Intersection improvements at N 185th Street and Meridian Avenue N

3. Addition of a center two-way left-turn lane on N 175th Street from Stone Avenue N to Meridian Avenue N
4. Intersection improvements at N 175th Street and Meridian Avenue N
5. Extension of left-turn pockets on N/NE 175th Street between Meridian Avenue N and the I-5 on-/off-ramps
6. Addition of a center two-way left-turn lane on NE 185th Street from 1st Avenue NE to 7th Avenue NE
7. Intersection improvements at NE 175th Street and 15th Avenue NE

An impact fee program for the City will be based upon the costs for these projects. A cost per trip will be calculated to allow the fees to be distributed in proportion to the type and size of development. Since impact fees are designed to cover the costs for growth citywide, mitigation is still required for localized impacts resulting from individual developments. These impacts are evaluated as part of the City's SEPA process.

Impact fees can be used for any phase of a project including project administration, design, environmental review, right-of-way acquisition and construction. However, because impact fees can only be collected to pay for the impacts of growth, additional funding will be needed to cover the costs of correcting any existing deficiencies. Impact fees can be used as a match when pursuing grants.

The attached draft transportation concurrency framework outlines a concurrency program that functions best when combined with an impact fee. It 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. Should the City decide not to adopt an impact fee program, a different framework would need to be developed, as the draft framework has been designed to work in conjunction with an impact fee program. Additionally, if improvements to maintain transportation LOS cannot be funded, the City will need to make a decision about how to meet its concurrency standard. The City may choose to restrict growth by denying or delaying land use permit applications or accept a lower transportation level of service.

There are several concerns about how impact fees will influence development in a city. These include concerns that development will occur elsewhere, that housing will be unaffordable or that the timing is wrong because of the bad economy. Cities with impact fee programs have found that impact fees produce benefits that equal costs and they are a small portion of the total cost of a project. Additionally, development decisions are generally based upon location, availability of land, price of land and nearby attractions. Although issues such as interest rates, land costs and amenities provided by development have a larger effect on affordability than impact fees, some jurisdictions opt to allow a waiver for low-income housing. Finally, research has shown that impact fees have not stalled development nor has reducing or eliminating impact fees served as a mechanism to stimulate development. As the market recovers and growth begins, development will need to pay its share.

The Point Wells development will result in significant transportation impacts in the City. The anticipated growth at this site was not included in the traffic model so that the impacts of this development would be identified and mitigated separately. Because the property is not located in Shoreline, the developer would not be subject to the City's impact fees but is required to provide mitigation as part of the SEPA process.

STAKEHOLDER OUTREACH

The City undertook an extensive public outreach process during development of the TMP. In addition to the presentation made to Council in August 2010, there were several opportunities for the public to comment. Additional public outreach can accompany the development of a new concurrency methodology and impact fee program.

COUNCIL GOAL(S) ADDRESSED

This project addresses Council Goal 2: Improve Shoreline's utility, transportation, and environmental infrastructure.

RESOURCE/FINANCIAL IMPACT

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RECOMMENDATION

Staff recommends that Council direct staff to continue the development of an updated concurrency methodology and develop an impact fee program for Shoreline. If Council determines that it does not want staff to develop an impact fee program, then Council should direct staff to develop an alternative concurrently methodology.

ATTACHMENTS

Attachment A: Draft Transportation Concurrency Framework, prepared by Henderson, Young and Co., dated January 26, 2010
Attachment B: Transportation Impact Fees: Washington Cities

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.

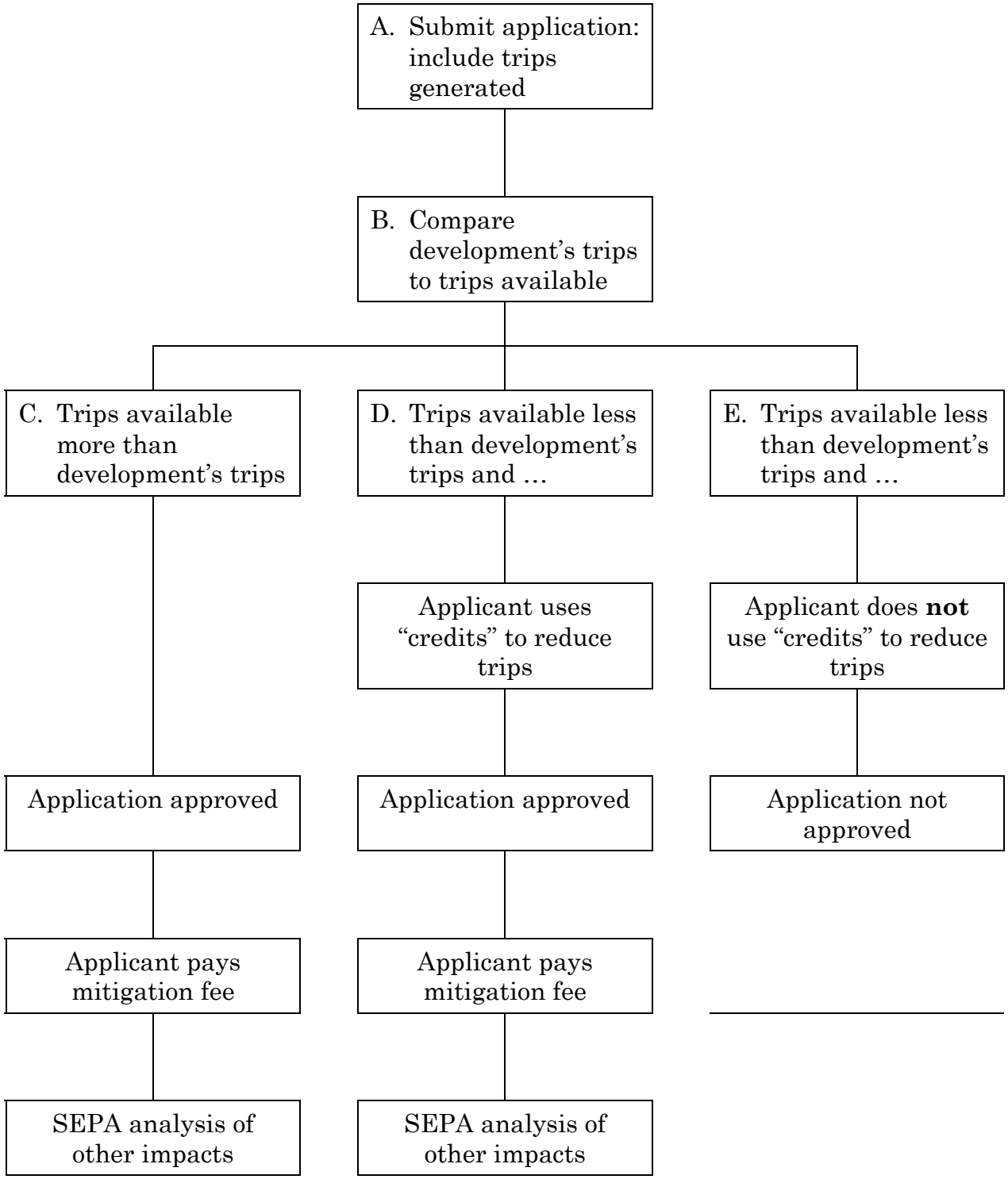
B. The number of trips from the proposed development is compared to the number of trips available for development.

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 B
TRANSPORTATION IMPACT FEES: WASHINGTON CITIES

City	Fee (SFDU)		Source
Gold Bar	624.70	x	2012 AWC Survey
Carnation	636.00		2012 AWC Survey
Pasco	709.00		2012 AWC Survey
Renton	750.00		2012 AWC Survey
Blaine	770.10		2008 AWC Survey
Washougal	775.00		1997 AWC Survey
Edmonds	840.72		HYCo Files
Anacortes	900.00		2012 AWC Survey
Everett	900.00	x	2012 AWC Survey
Oak Harbor	907.00		2012 AWC Survey
Burien	957.00		2012 AWC Survey
Edgewood	1,162.00		2012 AWC Survey
Sumner	1,165.00	x	2012 AWC Survey
Mountlake Terrace	1,242.00	x	2012 AWC Survey
West Richland	1,247.35		2012 AWC Survey
Yelm	1,334.21		2012 AWC Survey
Tukwila	1,361.00		2010 AWC Survey
Vancouver	1,458.34		2012 AWC Survey
Sedro-Wooly	1,500.00		2006 AWC Survey
Richland	1,519.10		2012 AWC Survey
Lacey	1,616.00		2012 AWC Survey
Issaquah	1,646.62		2012 AWC Survey
Newcastle	1,704.98		2012 AWC Survey
Ellensburg	1,758.00	x	2012 AWC Survey
Bellevue	1,768.00		2012 AWC Survey
Mukilteo	1,875.00	x	2012 AWC Survey
Ridgefield	1,943.00		2012 AWC Survey
Bellingham	1,951.00		2010 AWC Survey
Lynden	2,016.00		2012 AWC Survey
Yacolt	2,050.00		2012 AWC Survey
Bothell	2,093.00		Mirai 12/26/07
Gig Harbor	2,124.00		2012 AWC Survey
Orting	2,149.00		2012 AWC Survey
Stanwood	2,216.12		2012 AWC Survey
Ferndale	2,300.00		2004 AWC Survey
Granite Falls	2,500.00		2012 AWC Survey
median SFDU	2,500.00		
Monroe	2,518.38		2010 AWC Survey
Kenmore	2,602.42		2008 AWC Survey
average SFDU	2,820.42		
Tumwater	2,828.49		2012 AWC Survey
La Center	2,838.10		2012 AWC Survey
Des Moines	2,838.77		2012 AWC Survey
Sequim	2,893.00		2012 AWC Survey
Enumclaw	2,937.00		2012 AWC Survey
Mill Creek	2,939.00	x	2012 AWC Survey
Brier	3,000.00		2004 AWC Survey
Olympia	3,054.00		2012 AWC Survey
Woodinville	3,098.00		Mirai 12/26/07
Federal Way	3,111.94		2012 AWC Survey

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TRANSPORTATION IMPACT FEES: WASHINGTON CITIES

Mount Vernon	3,176.50		2012 AWC Survey
Lynwood	3,209.20		2012 AWC Survey
University Place	3,230.00		2012 AWC Survey
Shelton	3,282.39	x	2012 AWC Survey
Arlington	3,355.00	x	2012 AWC Survey
Camas	3,410.00		2012 AWC Survey
Burlington	3,633.00	x	2012 AWC Survey
Kent	3,702.00		2012 AWC Survey
Kirkland	3,825.00		2012 AWC Survey
Auburn	3,882.61		2012 AWC Survey
Bonney Lake	4,035.00		2012 AWC Survey
Buckley	4,153.00		2012 AWC Survey
Puyallup	4,500.00	x	2012 AWC Survey
Covington	4,505.00		2012 AWC Survey
Wenatchee	4,830.00		2012 AWC Survey
Sultan	5,272.00		2010 AWC Survey
Maple Valley	6,272.00		2012 AWC Survey
Marysville	6,300.00		2012 AWC Survey
Fife	6,478.00		2010 AWC Survey
Redmond	6,916.19		2012 AWC Survey
Duvall	7,480.00	x	2012 AWC Survey
Sammamish	14,853.96		2012 AWC Survey
Deer Park	350 /parking space		2010 AWC Survey
Poulsbo	283.50/trip		2012 AWC Survey
Zillah	0.39/sq ft		2012 AWC Survey
73 cities w/ transp impact fees		x	= rate per p.m. peak trip