

THE CONCURRENCY MANAGEMENT SYSTEM FOR THE SPOKANE REGION

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SRTC

GUIDELINES FOR THE DEVELOPMENT OF
LOCAL AND REGIONAL CONCURRENCY
MANAGEMENT SYSTEMS FOR
TRANSPORTATION

PREPARED BY SRTC

APPROVED BY THE SRTC BOARD
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GUIDELINES FOR THE DEVELOPMENT OF LOCAL AND REGIONAL CONCURRENCY MANAGEMENT SYSTEMS FOR TRANSPORTATION

INTRODUCTION

The Growth Management Act requires Spokane County, and incorporated jurisdictions within the County, to “adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to fall 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.”

It is the responsibility of Spokane County, and its incorporated jurisdictions, to develop Concurrency Management Systems (CMS) and adopt ordinances, which implement those systems. The Spokane County Growth Management Steering Committee directed Spokane Regional Transportation Council (SRTC) to coordinate the development of those systems.

A CMS sub-committee of the Transportation Technical Committee (TTC), the Citizens’ Advisory Committee on Transportation (CACT), and SRTC was convened for the purpose of developing CMS guidelines. These guidelines would then be used by local jurisdictions as they develop their Concurrency Management Systems. The CMS sub-committee, after completing its work, submitted the guidelines to the full TTC and CACT for additional review and comment. These guidelines are now submitted to the Spokane Regional Transportation Council Board for review and adoption.

Concurrency Management System Issues

Several significant issues were identified by the CMS subcommittee relative to establishing a CMS. The issues are as follows:

- Responsibility for congestion management system implementation
- Transportation system performance standards
- Transportation facilities subject to concurrency requirements
- Thresholds for requiring concurrency review of proposed land uses
- The appropriate timing of concurrency review in the planning process
- Exemptions from concurrency review requirements
- The use of concurrency requirements to achieve land use and transportation objectives
- Transferability of concurrency determinations (certificates)
- Expiration of concurrency certificates
- Transportation improvement financing
- Transportation Impact Mitigation
- Transportation Demand Management (TDM) strategies

- Data requirements for a CMS
- The impacts of vested developments
- Ordinance development and adoption

These issues are discussed, in the order shown above, throughout the remainder of this report.

JURISDICTIONAL RESPONSIBILITIES

It is the responsibility of local jurisdictions to adopt and implement concurrency management systems. However, it is proposed that Spokane County’s CMS consist of two levels of concurrency review;

- local concurrency review and the issuance of determinations, and
- a regional concurrency review process.

This section discusses the *general* responsibilities of local jurisdictions and SRTC for concurrency system management. Many responsibilities are covered in greater detail either in the body of this report, or in the attached “discussion topics” paper.

Local Responsibilities

Local jurisdictions have responsibility for reviewing land use proposals within their jurisdiction for concurrency, and making determinations as to whether concurrency requirements are met as specified by their ordinance. Concurrency review will be accomplished through the development review process of the jurisdiction.

In general, local jurisdictions will be responsible for;

- identifying which transportation facilities, within their jurisdiction, are subject to concurrency review
- establishing standards for transportation system performance for those facilities,
- establishing thresholds, such as trip generation, to be used for making decisions as to when a concurrency review and determination is required relative to a land use proposal,
- review of traffic analyses,
- the issuance of concurrency determinations based on acceptable traffic analysis methodologies,
- instituting transportation improvement financing mechanisms, such as transportation impact fees, and
- the adoption of local concurrency ordinances in order to implement the concurrency management system.

Regional Responsibilities

Spokane Regional Transportation Council (SRTC), as required by law, is responsible for monitoring and evaluating the performance of regional transportation facilities as effected by land use and transportation improvement decisions. In order to accomplish this, a Congestion Management System for the Spokane region was developed by SRTC and approved by the Federal Highway Administration.

With respect to responsibilities under the state's Growth management Act, SRTC must certify that the transportation element of a local jurisdiction's comprehensive plan is adequate to support the land use element of the plan, as measured by performance standards established for regional transportation facilities.

SRTC has no review authority with respect to making individual project concurrency determinations. Those determinations are solely the responsibility of local jurisdictions. However, under Congestion Management System requirements, SRTC is responsible for assessing the performance of the regional transportation system based on the comprehensive land use plans of the jurisdictions. This system will be impacted by concurrency determinations being made at the local level. SRTC is also responsible for the on-going evaluation of comprehensive plans, as amendments are made to those plans on an annual basis.

Consequently, SRTC has a regional responsibility for assessing how decisions, made pursuant to the requirements of local concurrency management systems, may impact regional facilities. In order to accomplish this, SRTC will be responsible for the following:

- Monitor and evaluate the performance of regional transportation facilities, as identified in the Congestion Management System, and any other regional facilities as necessary.
- Establishing travel time performance standards for regional transportation facilities.
- Reporting how travel time on regional facilities:
 - May be impacted by approved residential, commercial and industrial building activity, and
 - May be affected by proposed amendments to the land use or transportation element of a jurisdiction's comprehensive plan
 - Using the Automated Vehicle Identification (AVI) system, provide travel time data. This data will serve two purposes:
 - The AVI system measures how land use changes and facility improvements effect travel times. This is accomplished by recording corridor travel times, for several vehicle classes, on a daily basis.
 - A check on the performance of the regional travel demand model.
 - Conduct an annual assessment of travel times to determine the cumulative impact of approved developments on regional facilities with respect to:

- How travel times may be effected by the cumulative impact land use changes approved during the preceding 12 months, and
- How travel times may be effected by proposed comprehensive plan changes

Having a two-pronged approach to concurrency review, regional and local, accomplishes several purposes, it

- secures responsibility for concurrency determinations for development approvals as well as proposed land use changes at the local level,
- encourages continuity with respect to how jurisdictions collaboratively design their local concurrency management system,
- fosters cooperation between local jurisdictions with respect to consistency between concurrency management systems, and how cross-jurisdictional facilities will be treated, and
- provides a mechanism by which the cumulative impacts of approved land use changes can be measured and evaluated at the regional level.

TRANSPORTATION SYSTEM PERFORMANCE STANDARDS

Local Jurisdictions

It is the responsibility of local jurisdictions to establish *minimum* performance standards for facilities within their authority. It is the minimum performance standard which must be maintained, through mitigation measures or otherwise, for the concurrency requirement to be met by the developer/property owner.

The Highway Capacity Manual, Special Report 209, provides much of the methodological background, which will be used by local jurisdictions for the evaluation of facility performance. The application of performance standards, as part of the concurrency requirement, may occur in a number of ways. Below are several examples of how performance standards may be used:

- intersection level-of-service
- roadway level-of-service
- maximum PM peak volumes on critical links (roads which currently have high volume to capacity ratios)
- average congestion values (volume/capacity ratios) for links/intersections within a defined area

The transportation element of local comprehensive plans must include system performance standards for facilities within their jurisdiction. System performance standards are yet to be defined by the jurisdictions. The determination of performance standards must be accomplished in order for the concurrency management system to work.

Consistency & Coordination Among Jurisdictions

Local jurisdictions are responsible for coordinating the development of their system with those concurrency management procedures being developed by adjacent jurisdictions. Consequently, there are issues that must be considered in developing local concurrency management systems.

- Performance Standards:

What regionally accepted (in order to achieve a *level playing field*) performance standards will be used to assess the operation of local transportation facilities?

- Methodology

The methodology used to evaluate the performance of local transportation facilities should be regionally consistent. The methodology, assumptions, parameters, and software to be used for the analysis should be consistent between jurisdictions.

- Air Quality Conformity Review

The regional system will be subject to air quality conformity review on an annual basis as part of the regional concurrency certification process. For local jurisdictions, air quality conformity review will be conducted on a project-by-project basis during the design phase.

Regional System

Under the Transportation Equity Act for the 21st Century (TEA-21), SRTC is responsible for the operation of a regional Congestion Management System. The goal of the system is to effectively provide decision-makers with data regarding the performance of regional transportation facilities with respect to congestion on those facilities. It was determined by SRTC, in conjunction with the GMA Steering Committee, that travel times on regional transportation facilities would be the performance standard used to assess how the system was performing. In this way, changes to the regional transportation system, in terms of land use and facility changes, could be assessed with respect to their impacts on the functioning of regional transportation facilities, whether its autos or public transit operations.

In light of TEA-21 requirements, SRTC will be responsible for concurrency review of regional transportation facilities. Regional transportation facilities are defined, at a

minimum, as those facilities, which constitute the region's Congestion Management System. (see appendix for a complete description of the regional CMS) *Travel times* on those facilities will be the criteria used to assess their performance in light of changing land uses, as well as enhancements being proposed for the transportation system. SRTC's regional travel demand model will be the primary analytical tool used to evaluate how travel times on regional facilities may be effected by changing land uses and transportation facilities.

As with local performance standards, regional travel time performance standards can be applied in a number of different ways, for example;

- uniformly within a corridor
- by segment within a corridor, or
- by sub-area within the region, with each sub-area (such as the CBD fringe) having their own travel time performance standards

While travel time is the adopted measure of performance for regionally significant facilities, it is yet to be determined what the specific travel time standards for those facilities will be, or how they are to be applied. As is the case with local performance standards, specific travel time standards will have to be established in order for the system to work. It is anticipated that recommendations for travel time standards will be developed by the Transportation Technical Committee and submitted to the SRTC Board for their review.

FACILITIES SUBJECT TO CONCURRENCY REQUIREMENTS

Local Facilities

Local jurisdictions are responsible for determining which facilities, within their purview, are subject to concurrency requirements. At a minimum, if a road is part of the regional transportation system (as reflected in the regional travel demand model), it should be subject to local concurrency review and determination.

Methodology

Local concurrency determinations may be made by using performance measures, which are more site or facility specific, as opposed to the performance measure for regional concurrency (travel time). For example, intersection level-of-service as measured by average vehicle delay during the PM peak hour may be one standard that is used to make a concurrency determination. Arterial level-of-service measures may also be employed by the jurisdiction. Depending on the size of the proposed land use change, one or several locations may have to be analyzed in order to make a concurrency determination.

Regional Facilities

Based on current and projected traffic congestion, six regional transportation corridors were designated to be part of the regional Congestion Management System. (The corridors are described in the appendix.) These corridors will constitute the region's concurrency management system. However, other corridors, or specific roads, may be designated by the SRTC Board to be included in the system.

Methodology

Regional concurrency review will occur on an annual basis, during the month of August. This will allow for any approved land use or facility changes to be incorporated into the development of the regional Transportation Improvement Program. A concurrency determination for the regional system will be made based on:

- an annual update to the regional land use data files. The update will reflect changes in land use (e.g. building permits issued, changes in employment) which occurred during the prior 12 months,
- plat applications receiving approval during the preceding 12 months,
- an annual update of the regional transportation network to take into consideration new transportation facilities and changes to existing transportation facilities,
- proposed changes to the transportation elements of local comprehensive plans, and
- proposed changes to the land use elements of local comprehensive plans

Impacts to regional transportation facilities (congestion management system) will be identified through the use of the regional travel demand model. Proposed and approved developments will be evaluated with respect to their cumulative impact on *achieving or maintaining* the travel time standard established for the relevant corridor (or sub-corridor), as estimated by the regional travel demand model and validated using SRTC's Automated Vehicle Identification (AVI) program. AVI data is currently available for the following transportation facilities in Spokane County:

- Maple/Ash couplet, between Maple Bridge and Francis
- Division Street, between N. River Dr. and Francis
- I-90, between Havana and Sullivan
- Sprague, between Argonne and Sullivan

It is SRTC's intention to expand the AVI system to include other facilities in the Congestion Management System.

Highways of Statewide Significance

In 1998 the State Legislature passed HB 1487, commonly known as the Level of Service Bill. HB 1487 identifies specific planning requirements for local jurisdictions regarding highways of statewide significance (HSS). With respect to concurrency management considerations, the law stipulates that;

- The state shall be responsible for establishing performance standards for HSS facilities, and
- HSS facilities are not subject to *local* concurrency requirements.

In summary, the intent of the legislation is to recognize the importance of specific statewide transportation facilities. These facilities need to be included within the transportation element of local comprehensive plans. It is also the responsibility of local jurisdictions to estimate the impacts to HSS facilities resulting from land use assumptions and to monitor the level of service (performance) of those facilities.

At this juncture, there are many issues that remain to be resolved, especially those relating to implementation of the law. A statewide committee is currently developing implementation guidance to be used by state and local jurisdictions.

CONCURRENCY REVIEW THRESHOLDS

Local Concurrency

Due to non-existent, or insignificant, traffic impacts, not all land use proposals will require a concurrency determination. Local jurisdictions have responsibility for establishing traffic impact thresholds for requiring a concurrency determination for a proposed land use action. There are several methods by which thresholds can be established, such as a land use proposal's trip generation, impacts to critical transportation facilities, and the relationship of existing to proposed trip generation within a Transportation Analysis Zone.

Regional Concurrency

Annually, SRTC will be responsible for evaluating the performance of regional facilities with respect to transportation impacts attributable to land use changes approved during the prior twelve months. In addition to assessing *approved* land use changes, SRTC will also be responsible for evaluating the transportation impacts of land use proposals which require that the Comprehensive Plan of a local jurisdiction be amended (regionally significant developments).

There are several ways to establish thresholds for what constitutes a "regionally significant land use proposal". For example, any land use proposal requiring an

amendment to a Comprehensive Plan would be a “regionally significant development”. And, Comprehensive Plan amendments could be required any time the potential growth in a Transportation Analysis Zone (as measured in housing units, employees, etc.), due to a proposed land use change, exceeds the 20 year growth forecast in that TAZ (as reflected in the jurisdiction’s Comprehensive Plan).

THE TIMING OF CONCURRENCY REVIEW

Local Concurrency

Local concurrency review occurs on an as-needed basis relative to land use proposals submitted to the local jurisdiction by developers/property owners. Review should occur as early as possible in the land use planning process. The initial review of a land use proposal should include an assessment as to whether or not the proposal will require a concurrency analysis. The proponent should be promptly advised of any circumstance (such as the exceedance of trip generation thresholds) that warrants a concurrency analysis, and the issuance of a certificate, in order for the project to be approved.

Regional Concurrency

Regional concurrency *review* occurs only on an annual basis. The timing of the regional review will coincide with the annual update process for the Comprehensive Plans of local jurisdictions. Therefore, it is important that all local jurisdictions agree to concurrently conduct their annual review and updates of their comprehensive plans. This will allow for measuring the collective effects of any proposed comprehensive plan amendments as well as any land use changes (those not requiring a comprehensive plan amendment) approved during the prior year.

Theoretically, annual concurrency review by SRTC will be a check on the effectiveness of local concurrency systems. If SRTC’s annual review indicates that performance standards on regional facilities are being maintained, taking into consideration land use changes and facility improvements where required, it may be an indication that the local concurrency process is having the desired effect. Conversely, if the annual review reveals a degradation of performance below regionally adopted performance levels for travel time, it may signal the need to review and adjust local concurrency determination procedures.

CONCURRENCY REVIEW EXEMPTIONS

No land use proposal should be exempt from meeting concurrency requirements unless the proposal does not exceed thresholds, as adopted by local jurisdictions, for level-of-service or trip generation.

USING CONCURRENCY TO ACHIEVE LAND USE AND TRANSPORTATION OBJECTIVES

Though not required as part of a concurrency management system, it is believed that performance standards have the ability to encourage, or discourage, certain travel behaviors or land uses. By selectively applying standards in a corridor, a transportation agency may be able to influence the mode choice of system users. For example, by allowing for lower standards in a heavily urbanized environment (resulting in greater delay and lower travel times), commuters may be compelled to use alternative modes of transportation, such as high-capacity. In turn, lower standards may more easily allow for relatively intense land use proposals to proceed, without significant mitigation requirements and associated costs. Again, some locations may require intense land use to promote the use of alternative transportation modes.

TRANSFERABILITY OF CONCURRENCY CERTIFICATES

Following the approval of a land use application, it is quite common for conditions to change with respect to the subject property. Changes of ownership, or desires to alter the approved use of the property, are two very common occurrences. Therefore, provisions should be specified by local jurisdictions as to the transferability of concurrency certificates following a change in property conditions.

With respect to property ownership, the concurrency certificate should be attached to the property regardless of ownership. There is no transferability of the certificate to another property outside of the original approved site. As for changing uses for a property, certificates would be granted to a property with certain thresholds (e.g. trip generation) not to be exceeded. In the event changing uses of the property create an exceedance of the specified threshold, a new concurrency certificate would be required in order to receive building permits. It should be the responsibility of the property owner to track changing conditions and cumulative trip generation for the property.

CONCURRENCY CERTIFICATE EXPIRATION

When a concurrency certificate is issued to a property it, in effect, *reserves capacity* on the transportation system for the estimated trip generation created by the proposed use of the property. When evaluating the performance of the transportation system, in any given forecast year, the cumulative impacts of all properties for which certificates have been issued are taken into consideration. Consequently, when the reserved capacity is exhausted by approved certificates (as indicated by projected system performance failure), new land use proposals cannot proceed until measures are identified which maintain system capacity (performance).

Properties with certificates represent consumed capacity on the transportation system. To protect against the unrealistic consumption of capacity, concurrency certificates should include expiration (sunset) provisions, which allow for the reassignment of system capacity to other land use proposals, in the event no reasonable progress on property development can be demonstrated.

There are many ways to provide for the expiration of certificates, such as:

- a simple approval period, of 5 years for example
- directly linking the approval period to the build-out year of the project, as specified in a traffic study or application
- issuing “sub-certificates” for specific *project phases* (this would apply to relatively large residential and commercial proposals which may include many phases occurring over several years)

In tying the expiration of a certificate to a project, or phases of a project, the concurrency certificate becomes a performance contract with the property owner and should be incorporated into a developer agreement as authorized by RCW 36.70B.170. The local jurisdiction reserves capacity on the transportation system consistent with specific project phases and a timeline for those phases. Once a date for a specific phase is passed, and there is no reasonable progress, the certificate for that phase would expire. Consequently, the transportation system capacity that had been reserved by the expired certificate would become available for other potential projects.

Provisions should be available to the property owner that would allow for the extension, or a re-issuance, of the certificate.

- With respect to the land use decision appeal process, the certificate approval period would not begin until the appeal process is concluded.
- If a time extension is granted for a land use permit approval, the extension would trigger certificate reissuance.

TRANSPORTATION IMPROVEMENT FINANCING

A key issue to be addressed in a concurrency management system is facility improvement financing. How are facility improvements, required in order for a proposed land use to be approved, financed? There are many financial mechanisms, which are used to finance improvements, such as Transportation Benefit Districts (TBDs), Local Improvement Districts (LIDs), late-comer fees, and impact fees. The use of transportation impact fees is a common approach to paying for improvements needed as the result of approved development(s). Some advantages in using impact fees are as follows:

- relatively straight-forward way to manage improvement financing resulting from concurrency management system certificate decisions

- provide for the equitable distribution of improvement costs to all property developers, large and small
- analytical tools exist which can be used to document the relationship between impact fees, transportation system utilization, and facility improvements

None of the above-mentioned financing tools are specifically required as part of a concurrency management system. The only requirement is that there is a funded plan to provide the necessary facilities, in order to maintain performance standards.

TRANSPORTATION IMPACT MITIGATION

In the event a proposed land use change fails to meet any test (local or regional) for concurrency certification, there are several strategies that can be used by the applicant to satisfy the concurrency requirement. The purpose of the concurrency requirement is to ensure that adequate public services either exist, or will exist, to allow the proposed land use change to occur while maintaining performance standards for public facilities.

There are numerous strategies that can be used to mitigate the transportation impacts of a proposed land use change. If an applicant can satisfactorily demonstrate that transportation impacts resulting from the proposed development can be mitigated, so that minimum facility performance standards can be maintained, the development may be allowed to proceed. Following is a list of possible mitigation strategies. (This is not a comprehensive list and is provided for purposes of illustration only).

1) Transportation facility improvements:

- Physical Improvements
 - capacity enhancements
 - intersection improvements
- Operational Improvements
 - traffic signal improvements
 - other system improvements

TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

The use of Transportation Demand Management (TDM) to reduce the reliance on single-occupant-vehicles is generally viewed as a worthwhile transportation goal.

Consequently, the use of TDM strategies, as a way to mitigate trip generation impacts and help achieve concurrency, should be encouraged by local jurisdictions. However,

there are many issues with respect to TDM that should be considered if they are to be used as part of a jurisdiction's concurrency management system. A few of those issues are;

- quantifying the reduction of single-occupant-vehicle trips resulting from a TDM measure
- monitoring of TDMs to ensure faithful implementation
- the use of "buy-down" approaches, by local jurisdictions, to encourage the use of TDMs. This mechanism would allow developers, through the provision of "hard" TDM improvements, such as park & ride lots, to reduce their cost of improvement financing by agreeing to TDM measures and monitoring them.

Some examples of TDM strategies are:

- Trip-based programs:
 - Commute trip reduction programs
 - parking management
 - alternative work schedules
- Transit-based programs:
 - accessibility to transit
 - incentives to use transit
 - physical improvements to enhance and encourage transit use
 - site design

DATA REQUIREMENTS

A concurrency management system depends on accurate, reliable, and current transportation and land use data. As part of developing regional and local concurrency management systems, data sharing processes between jurisdictions and SRTC need to be evaluated. The goal of the evaluation process would be to ensure that all jurisdictions, and SRTC, are working with the best available data. A multi-jurisdictional task force, to be convened by SRTC, could explore any opportunities that may exist for improving the collection and dissemination of data regarding traffic, transportation facilities, and land use.

An evaluation, and refinement, of data sharing policies and processes could provide advantages to all jurisdictions involved:

- Reliable data will help minimize the potential for the concurrency decisions of local jurisdictions being invalidated based on data issues.
- Establishing protocols for data sharing will reduce the time spent seeking, obtaining and processing data. This will also improve its reliability.

- Having a central repository for data will provide advantages to the jurisdictions as well as to clients.

VESTED DEVELOPMENTS

Generally, developments approved prior to the implementation of a concurrency management system may not be subject to concurrency requirements. However, there are several issues that must be addressed with respect to how vesting relates to concurrency management.

- Legally, what constitutes a vested property?
 - Can impact fees be collected on vested plats when building permits are issued for those plats?
 - Are vested properties simply an existing liability against transportation system capacity that must be borne by local government?
- Concurrency ordinances, adopted by local jurisdictions, should include provisions specifically dealing with vested properties. SRTC will convene a workshop of legal counsels from the member jurisdictions for the purpose of reaching consensus on definitions of vesting, and other legal issues, which may emerge, as those issues relate to concurrency management.

CONCURRENCY ORDINANCES

Ultimately, conclusions reached from discussion of the issues identified above will help shape the concurrency ordinances that must be adopted by local jurisdictions. Issues, such as impact fees, vesting, data protocols, and Comprehensive Plan considerations, should be addressed in local ordinances. Shortly following the adoption of Comprehensive Plans, it may be appropriate for SRTC to convene a workshop for the purpose of establishing guidelines for local concurrency management system ordinances.

Prior to convening a workshop, the Transportation Technical Committee can develop specific recommendations for the ordinance, based on this report as well as further discussion. These recommendations would then be reviewed by the Citizens' Advisory Committee on Transportation (CACT). Following CACT review, the SRTC Board would then receive a report from the TTC detailing staff recommendations for the ordinance. The SRTC Board would then provide guidance to jurisdiction staff participating in the workshop as to ordinance content and implementation.

North	Francis Avenue	US 2	to	Bigelow Gulch Road	5.62	5.3	7.36	8.07	7.54	6.8	1.74	2.77	1.92	1.5
	Wellesley Avenue	East City Limit	to	Assembly Street	14.58	15.04	19.74	19.89	21.55	21.22	5.16	4.85	6.97	6.18
	Mission Avenue	SR 290	to	US 2	8.49	8.49	10.04	10.45	9.95	9.13	1.55	1.96	1.46	0.64
South	Sprague Avenue	US 2	to	I-90 I/C	8.55	9.1	10.73	11.05	9.46	9.58	2.18	1.95	0.91	0.48
	29th Avenue	Cedar Street	to	Glenrose	10.13	10.26	11.96	11.72	12.9	12.31	1.83	1.46	2.77	2.05
	37th Ave.	Bernard	to	Glenrose	8.94	9.12	9.98	10.29	10.77	10.64	1.04	1.17	1.83	1.52
	57th Ave.	Perry	to	Glenrose	3.78	3.72	4.8	5.92	5.46	5.38	1.02	2.2	1.68	1.66
HSS Facilities														
	I-90	Lincoln County	to	Stateline	50.58	48.17			52.48	51.28			1.9	3.11
	US 2*	external	to	external	52.88	45.29			54.37	44.75			1.49	-0.54
	US 395*	external	to	external	55.37	51.82			41.44	22.77			-13.93	-29.05
	US 195	I-90	to	external	6.77	6.79			6.85	6.84			0.08	0.05
Non-HSS Facilities														
	SR 206	US 2	to	external centroid	7.49	7.57			7.65	7.77			0.16	0.2
	SR 291	Stevens County	to	US 2	17.53	17.21			21.8	19.84			4.27	2.63
	SR 290	US 2	to	State Line	38.72	37.49			44.15	41.72			5.43	4.23
	SR 27	external	to	SR 290	31.18	36.32			35.4	50.1			4.22	13.78
	SR 902	Entire Facility			14.5	14.41			14.52	14.41			0.02	0
	SR 904	Entire Facility			16	16.69			17.16	17.03			1.16	0.34

*SR 395 is realigned into the North-South Corridor by 2025

**All projects in the financially constrained November, 1999 MTP are included (LRT, NSC, etc.) & Centers and Corridors is the land use type assumed

Non-HSS Locally Owned Facilities				NB/EB	SB/WB
2000	SR291	City limit to	SR2	8.6	8.38
	SR290	SR2 to	Barker Rd	24.92	24.26
2025	SR291	City limit to	SR2	12.27	11
	SR290	SR2 to	Barker Rd	30.21	28.2
Non-HSS Non-Locally Owned Facilities of Importance					
	SR27	SR290 to	Belle Terre	8.59	10.31
	SR27	SR290 to	Belle Terre	12.81	12.23

Corridors to be added to the regional travel demand model at a later time

Euclid Ave./River Rd.	Harvard	to	Wellesley
Rowan Ave.	Star	to	Idaho

Spokane Bridge Rd.	I-90	to	Idaho State Line
Mission Ave.	Flora	to	Harvard
Appleway Ave.	I-90	to	Spokane Bridge Rd.
Mission Ave.	Country Vista	to	Molter
Electric Ave.	Hayford	to	Geiger
Campbell Rd.	Euclid	to	Wellesley
McKenzie Rd.	Wellesley	to	Trent (SR-290)
Idaho Rd.	Wellesley	to	Trent (SR-290)
Regal Rd.	65th	to	29th (city)

Concurrency Management Corridor Travel Time Thresholds**

County of Spokane			Alternative (A) - 2025 Times	Alternative (A) - 2025 Times	Alternative (B) - 20% Growth From 2000 Times	Alternative (B) - 20% Growth From 2000 Times	Alternative (B) - 30% Growth From 2000 Times	Alternative (B) - 30% Growth From 2000 Times	Alternative (B) - 50% Growth From 2000 Times	Alternative (B) - 50% Growth From 2000 Times	Alternative (C) - Highest Times for 2010 & 2025	Alternative (C) - Highest Times for 2010 & 2025	Alternative (D) - Lowest of 2025 or 50% Growth From 2000 Times	Alternative (D) - Lowest of 2025 or 50% Growth From 2000 Times	2000 Travel Time	2000 Travel Time
			NB or EB	SB or WB	NB or EB	SB or WB	NB or EB	SB or WB	NB or EB	SB or WB	NB or EB	SB or WB	NB or EB	SB or WB	NB or EB	SB or WB
<i>E/W Corridors</i>																
South Valley																
	From	To														
44th Ave.	Schafer	to Sands	1.51	1.53	1.79	1.79	1.94	1.94	2.24	2.24	1.51	1.53	1.51	1.53	1.49	1.49
Thorpe Rd.	Dishman-Mica	to Madison	0.76	0.78	0.83	0.83	0.90	0.90	1.04	1.04	0.76	0.78	0.76	0.78	0.69	0.69
32nd Ave.	Dishman-Mica	to Sullivan	7.16	6.55	6.86	6.94	7.44	7.51	8.58	8.67	7.16	6.55	7.16	6.55	5.72	5.78
16th Ave.	Dishman-Mica	to Sullivan	6.77	7.08	7.51	7.70	8.14	8.35	9.39	9.63	6.77	7.08	6.77	7.08	6.26	6.42
8th Ave.	Dishman-Mica	to Sullivan	8.62	8.98	9.95	9.00	10.78	9.75	12.44	11.25	8.62	8.98	8.62	8.98	8.29	7.5
Saltese/32nd Ave.	Sullivan	to Barker	4.05	4.43	4.45	4.50	4.82	4.88	5.57	5.63	4.05	4.43	4.05	4.43	3.71	3.75
Mid Valley																
Appleway Blvd.	I-90	to University (end)	9.28		6.67	0.00	7.23	0.00	8.34	0.00	9.28		8.34	0	5.56	
Sprague Ave.	I-90 WB/University EB	to Sullivan	5.88	11.94	6.32	12.50	6.85	13.55	7.91	15.63	5.88	11.94	5.88	11.94	5.27	10.42
Broadway Ave.	I-90	to Flora	15.04	12.75	13.74	13.66	14.89	14.79	17.18	17.07	15.04	12.75	15.04	12.75	11.45	11.38
Mission Ave.	Vista	to Sullivan	9.09	8.92	10.49	10.19	11.36	11.04	13.11	12.74	9.09	8.92	9.09	8.92	8.74	8.49
North Valley																
Montgomery Ave.	Argonne	to Pines (SR-27)	4.59	4.78	5.08	5.06	5.50	5.49	6.35	6.33	4.59	4.78	4.59	4.78	4.23	4.22
Indiana Ave.	Pines (SR-27)	to Sullivan (end)	4.57	4.67	4.18	4.26	4.52	4.62	5.22	5.33	4.57	4.67	4.57	4.67	3.48	3.55
Upriver Dr./Wellesley Ave.	Frederick	to Flora	15.48	14.63	14.40	14.20	15.60	15.38	18.00	17.75	15.48	14.63	15.48	14.63	12	11.83
Bigelow Gulch/Forker Rd.	Havana	to Wellesley	13.75	14.23	15.68	16.98	16.99	18.40	19.61	21.23	14.8	16.23	13.75	14.23	13.07	14.15
Otis Orchards																
Wellesley Ave.	Trent (SR-290)	to Starr Rd.	5.96	6.12	6.53	5.44	7.07	5.89	8.16	6.80	5.96	6.12	5.96	6.12	5.44	4.53
Liberty Lake																
Country Vista Dr.	Appleway	to Liberty Lake Rd.	5.85	4.95	6.60	6.52	7.15	7.06	8.25	8.15	6.19	4.95	5.85	4.95	5.5	5.43
West																
Geiger Blvd	I-90	to SR-2	2.31	2.24	2.62	2.63	2.83	2.85	3.27	3.29	2.31	2.24	2.31	2.24	2.18	2.19
Thorpe Rd.	Grove	to SR-195	5.51	5.45	5.69	5.62	6.16	6.08	7.11	7.02	5.6	5.63	5.51	5.45	4.74	4.68
Airport Dr.	Spokane Int'l Airport	to SR-2	3.63	3.58	4.30	4.30	4.65	4.65	5.37	5.37	3.63	3.58	3.63	3.58	3.58	3.58
McFarlane Rd.	Hayford	to Airport	1.65	1.64	1.75	1.79	1.90	1.94	2.19	2.24	1.65	1.65	1.65	1.64	1.46	1.49
Trails Rd.	Hayford	to Government Way	5.97	5.4	7.20	6.46	7.80	6.99	9.00	8.07	6.8	5.4	5.97	5.4	6	5.38
North																
Hastings/Farwell Rd.	Mill	to Market	6.35	6.39	7.10	7.10	7.70	7.70	8.88	8.88	6.35	6.39	6.35	6.39	5.92	5.92
Hawthorne Rd./Parksmith Dr.	Waikiki	to Market	7.1	7.35	7.46	7.52	8.09	8.15	9.33	9.41	7.1	7.35	7.1	7.35	6.22	6.27
Magnesium Rd.	Country Homes	to Market	6.66	6.71	7.25	7.40	7.85	8.02	9.06	9.26	6.66	6.71	6.66	6.71	6.04	6.17
<i>N/S Corridors</i>																
Southeast Valley																
McDonald Rd.	24th	to Mission	4.97	5.06	5.51	5.48	5.97	5.94	6.89	6.86	4.97	5.06	4.97	5.06	4.59	4.57
Evergreen Rd.	32nd	to Indiana	7.41	7.27	7.49	7.56	8.11	8.19	9.36	9.45	7.41	7.27	7.41	7.27	6.24	6.3
Adams Rd.		to Mission	7.43	8.4	8.59	8.65	9.31	9.37	10.74	10.82	7.43	8.4	7.43	8.4	7.16	7.21
Sullivan Rd.	Belle Terre	to I-90 north ramp terminus	7.01	9.01	7.39	7.51	8.01	8.14	9.24	9.39	7.19	9.01	7.01	9.01	6.16	6.26
Sullivan Rd.	I-90 north ramp terminus	to Wellesley	3.87	2.6	4.00	4.01	4.33	4.34	5.00	5.01	3.87	3.28	3.87	2.6	3.33	3.34
Flora Rd.	Sprague	to Spokane River	2.45	2.78	2.64	2.64	2.86	2.86	3.30	3.30	2.45	2.78	2.45	2.78	2.2	2.2
Barker Rd.	32nd	to I-90 south ramp terminus	5.58	9.32	6.14	6.17	6.66	6.68	7.68	7.71	6.12	9.32	5.58	7.71	5.12	5.14
Southwest Valley																
Theirman Rd.	Sprague	to 4th	2.23	2.81	1.14	1.30	1.24	1.40	1.43	1.62	2.23	2.81	1.425	1.62	0.95	1.08
Dishman-Mica Rd.	Thorpe	to Appleway	6.06	6.12	6.47	6.56	7.01	7.11	8.09	8.21	6.06	6.12	6.06	6.12	5.39	5.47
University Rd.	Dishman-Mica	to Mission	6.57	6.53	6.82	6.76	7.38	7.32	8.52	8.45	6.57	6.53	6.57	6.53	5.68	5.63
Bowdish Rd.	Dishman-Mica	to Mission	7.58	7.73	8.14	8.02	8.81	8.68	10.17	10.02	7.58	7.73	7.58	7.73	6.78	6.68

North Valley																	
Fancher St.	Sprague	to	Trent (SR-290)	3.09	2.96	2.83	2.92	3.07	3.16	3.54	3.65	3.09	2.96	3.09	2.96	2.36	2.43
Park Rd.	south end	to	Euclid	8.46	8.68	7.14	7.22	7.74	7.83	8.93	9.03	8.46	8.68	8.46	8.68	5.95	6.02
Vista Rd.	Appleyway	to	Mission	3.11	5.87	3.23	4.14	3.50	4.49	4.04	5.18	3.11	5.87	3.11	5.175	2.69	3.45
Argonne Rd.	Appleyway	to	SR-206	19.18	17.15	21.73	19.57	23.54	21.20	27.17	24.47	21.27	19.73	19.18	17.15	18.11	16.31
Otis Orchards																	
Harvard Rd.	I-90 north ramp terminus	to	Trent (SR-290)	7.17	4.83	6.82	5.66	7.38	6.14	8.52	7.08	7.17	4.83	7.17	4.83	5.68	4.72
Starr Rd.	Wellesley	to	Newman Lk. Rd.	7.02	7.8	8.02	7.94	8.68	8.61	10.02	9.93	7.02	7.8	7.02	7.8	6.68	6.62
Liberty Lake																	
Liberty Lake Rd.	Garry	to	I-90	12.55	16.09	2.80	3.04	3.03	3.29	3.50	3.80	12.55	16.09	3.495	3.795	2.33	2.53
Molter Rd.	Sprague	to	Appleyway	6.9	8.46	3.70	3.76	4.00	4.07	4.62	4.70	6.9	8.46	4.62	4.695	3.08	3.13
South																	
Palouse Hwy.	Baltimore	to	Regal	5.68	4.75	4.79	4.24	5.19	4.59	5.99	5.30	5.68	4.75	5.68	4.75	3.99	3.53
Glenrose Dr.	44th	to	Havana	1.4	1.38	1.66	1.66	1.79	1.79	2.07	2.07	1.4	1.38	1.4	1.38	1.38	1.38
West																	
Grove Rd.	Hallet	to	Geiger	3.64	4.56	3.82	3.86	4.13	4.19	4.77	4.83	3.64	4.56	3.64	4.56	3.18	3.22
Hayford Rd.	SR 902	to	Trails	7.78	8.56	8.96	8.95	9.71	9.70	11.21	11.19	8.07	8.56	7.78	8.56	7.47	7.46
Government Way	Sunset Hwy	to	Trails	5.32	4.5	5.21	4.75	5.64	5.15	6.51	5.94	5.32	5.17	5.32	4.5	4.34	3.96
North																	
Waikiki Rd.	Wall/Whitworth	to	Rutter	2.99	2.85	3.44	3.40	3.73	3.68	4.31	4.25	2.99	2.85	2.99	2.85	2.87	2.83
Mill Rd.	Waikiki	to	Dartford	4.87	4.58	5.51	5.42	5.97	5.88	6.89	6.78	4.87	4.58	4.87	4.58	4.59	4.52
Whitworth Dr.	Mill/Waikiki	to	Regina/SR-395	3.78	3.49	4.34	4.10	4.71	4.45	5.43	5.13	3.78	3.49	3.78	3.49	3.62	3.42
Eastern City																	
Havana St.	29th	to	Yale	3.34	3.51	3.66	3.59	3.97	3.89	4.58	4.49	3.34	3.51	3.34	3.51	3.05	2.99
Havana St.	Hartson	to	Trent	5.74	4.87	4.09	4.09	4.43	4.43	5.12	5.12	5.74	4.87	5.115	4.87	3.41	3.41
Carnahan Rd.	Glenrose	to	4th	4.06	7.01	3.48	3.62	3.77	3.93	4.35	4.53	4.06	7.01	4.06	4.53	2.9	3.02
City of Spokane																	
<i>North-South Corridors</i>																	
Northeast																	
Hamilton/Nevada	Keefe Bridge	to	US 2	19.78	20.73	21.53	21.46	23.32	23.24	26.91	26.82	21.04	21.96	19.78	20.73	17.94	17.88
Market/Greene	Mission Avenue	to	UGB	17.05	17.14	18.11	19.67	19.62	21.31	22.64	24.59	18.43	18.72	17.05	17.14	15.09	16.39
Monroe/Wall Streets	Spokane River	to	US 395	19.98	20.19	21.17	19.88	22.93	21.54	26.46	24.86	19.98	20.19	19.98	20.19	17.64	16.57
Northwest																	
Maple/Ash Streets & CH Blvd.	Spokane River	to	Wall Street	16.27	14.11	17.54	16.12	19.01	17.46	21.93	20.15	18.79	15.86	16.27	14.11	14.62	13.43
Northwest Boulevard	Indiana Avenue	to	Assembly	8.07	8.77	8.93	9.56	9.67	10.36	11.16	11.96	9.05	10.3	8.07	8.77	7.44	7.97
Driscoll Boulevard	Alberta/Cochran	to	SR 291	6.9	7.63	7.68	8.30	8.32	9.00	9.60	10.38	7.06	8.67	6.9	7.63	6.4	6.92
South																	
Maple/Cedar/ High Drive	I-90	to	57th Avenue	10.54	9.96	10.45	11.03	11.32	11.95	13.07	13.79	10.54	10.3	10.54	9.96	8.71	9.19
Grand Boulevard	9th Avenue	to	43rd Avenue	8.96	7.67	6.70	7.07	7.25	7.66	8.37	8.84	8.96	7.67	8.37	7.67	5.58	5.89
Thor/Freya Streets	Sprague Ave	to	37th Avenue	7.65	8.12	6.73	7.07	7.29	7.66	8.42	8.84	7.65	8.12	7.65	8.12	5.61	5.89
<i>East-West Corridors</i>																	
North																	
Francis Avenue	US 2	to	Bigelow Gulch Road	7.54	6.8	6.74	6.36	7.31	6.89	8.43	7.95	7.54	8.07	7.54	6.8	5.62	5.3
Wellesley Avenue	East City Limit	to	Assembly Street	21.55	21.22	17.50	18.05	18.95	19.55	21.87	22.56	21.55	21.22	21.55	21.22	14.58	15.04
Mission Avenue	SR 290	to	US 2	9.95	9.13	10.19	10.19	11.04	11.04	12.74	12.74	10.04	10.45	9.95	9.13	8.49	8.49
South																	
Sprague Avenue	US 2	to	I-90 I/C	9.46	9.58	10.26	10.92	11.12	11.83	12.83	13.65	10.73	11.05	9.46	9.58	8.55	9.1
29th Avenue	Cedar Street	to	Glenrose	12.9	12.31	12.16	12.31	13.17	13.34	15.20	15.39	12.9	12.31	12.9	12.31	10.13	10.26
37th Ave.	Bernard	to	Glenrose	10.77	10.64	10.73	10.94	11.62	11.86	13.41	13.68	10.77	10.64	10.77	10.64	8.94	9.12
57th Ave.	Perry	to	Glenrose	5.46	5.38	4.54	4.46	4.91	4.84	5.67	5.58	5.46	5.38	5.46	5.38	3.78	3.72
HSS Facilities																	
I-90	Lincoln County	to	Stateline	52.48	51.28	60.70	57.80	65.75	62.62	75.87	72.26	52.48	51.28	52.48	51.28	50.58	48.17
US 2*	external	to	external	54.37	44.75	63.46	54.35	68.74	58.88	79.32	67.94	54.37	44.75	54.37	44.75	52.88	45.29
US 395*	external	to	external	41.44	22.77	66.44	62.18	71.98	67.37	83.06	77.73	41.44	22.77	41.44	22.77	55.37	51.82
US 195	I-90	to	external	6.85	6.84	8.12	8.15	8.80	8.83	10.16	10.19	6.85	6.84	6.85	6.84	6.77	6.79

Non-HSS Facilities																
SR 206	US 2	to external centroid	7.65	19.84	8.99	9.08	9.74	9.84	11.24	11.36	21.8	19.84	7.65	11.355	7.49	7.57
SR 291	Stevens County	to US 2	21.8	19.84	21.04	20.65	22.79	22.37	26.30	25.82	21.8	19.84	21.8	19.84	17.53	17.21
SR 290	US 2	to State Line	44.15	41.72	46.46	44.99	50.34	48.74	58.08	56.24	44.15	41.72	44.15	41.72	38.72	37.49
SR 27	external	to SR 290	35.4	50.1	37.42	43.58	40.53	47.22	46.77	54.48	35.4	50.1	35.4	50.1	31.18	36.32
SR 902	Entire Facility		14.52	14.41	17.40	17.29	18.85	18.73	21.75	21.62	14.52	14.41	14.52	14.41	14.5	14.41
SR 904	Entire Facility		17.16	17.03	19.20	20.03	20.80	21.70	24.00	25.04	17.16	17.03	17.16	17.03	16	16.69

*SR 395 is realigned into the North-South Corridor by 2025
 **All projects in the financially constrained November, 1999 MTP are included (LRT, NSC, etc.) & Centers and Corridors is the land use type assumed

EXECUTIVE SUMMARY

Concurrency Management Policy Development for the Spokane Region

In 2000, the Washington State Legislature passed house bill 1487 (HB 1487), defining requirements for concurrency management systems (CMS) in the State of Washington. Spokane County, as all transportation management areas, is required to have a CMS in place to ensure comprehensive planning efforts and goals of HB 1487.

These goals include:

- 1) Certifying the transportation element of comprehensive plans by the Metropolitan Planning Organization and Regional Transportation Planning Organization (MPO/RTPO)
- 2) maintaining consistency between infrastructure plans and anticipated land use developments
- 3) determining level of service (LOS) thresholds for transportation facilities in the Spokane region.

CMS implementation in Spokane, a collaborative process, included selecting committee members by representatives of the transportation technical committee (TTC) and the citizen's committee on transportation (CACT). The SRTC board of directors adopted a guidance document in 1999 for developing a concurrency management system. This document was used as a starting point for concurrency management system development.

The regional system has three major components: identification of corridors, development of level of service thresholds, and linkages to planning processes.

Corridors:

Corridors in the regional CMS are defined as individual segments of roadway between two points that include the termini of the segment being analyzed. Careful attention was placed on including all significant facilities in the region. Further, any corridors in the federal congestion management system, highways of statewide significance (HSS), and non-HSS are included in the system. These corridors comprise the transportation facilities that are subject to concurrency management system requirements.

Level of Service Thresholds:

Corridor travel time is the standard used to develop thresholds. SRTC uses the regional travel demand model to predict travel times in the base and forecast years. Model data is augmented by data from the automated vehicle identification (AVI) program, and other methods, such as floating vehicle measurements.

The subcommittee developed four strategies for implementing thresholds. The thresholds in this process should be considered planning level thresholds. Mid-forecast analysis is consistent with local development CMS implementation and capital improvement programming. For instance, Spokane County currently uses an intersection LOS measure, and other development standards for immediate and mid-term impacts. The SRTC approach is a regional check of the local system, and is for planning purposes.

The recommended threshold method is utilizing the travel times from the 2025 SRTC travel demand model. The strengths of this approach include the consistency between transportation improvements and land use. This method encompasses the highest degree of linkage to the comprehensive plan.

Other approaches were, utilizing a growth factor from the base year and determining the travel time threshold is a second alternative. This methodology is simple and straightforward, although; a nexus with the comprehensive plan assumptions is difficult to fashion. Next, a threshold scenario using the highest corridor travel time from the 2010 or 2025 travel demand models. Finally, the subcommittee developed an approach where the lowest travel time between the 2025 forecast or some general growth factor from the current year base becomes the threshold.

No matter what regional threshold strategy is selected, the subcommittee felt that the concurrency management system is only effective with local implementation of the concurrency management system in the development review process.

Linkages to Planning Processes:

SRTC is responsible for monitoring and evaluating the performance of regional transportation facilities as affected by land use and transportation improvement decisions. Concurrency management is linked to the comprehensive planning process. Any amendments to the final comprehensive plan are required to undergo CMS analysis, and meet the thresholds before their adoption. SRTC has no authority over individual project concurrency decisions. These determinations are the sole responsibility of the local jurisdictions. On an annual basis, SRTC will assess the regional transportation system with respect to concurrency and congestion management systems. These reviews will be coordinated with each jurisdiction's annual comprehensive plan amendment processes.

Linkages to Development Processes:

The regional concurrency system will be implemented in concert with, although independent of, local jurisdiction requirements for development proposals. Any development, whether consistent with the comprehensive plan or not, is required to meet the standards of local authorities. These requirements include, but are not limited to the following: air quality conformity, design and capacity standards, and local level of service thresholds.

INTRODUCTION

Washington State law requires that a concurrency management system be developed to implement level of service standards and the requirements of the Washington State Growth Management Act. In addition, the implementation of a concurrency management system will satisfy some requirements of federal requirements for a congestion management system.

The foundation of the concurrency management system stems from a series of guidelines created by a technical advisory team, citizens, and SRTC staff. The SRTC Board of Directors adopted the guidance document in September 1999. Several issues were clarified for transportation professionals, some of these included; level of service standards, roles and responsibilities of various organizations, and the framework for interagency coordination. As a part of the overall concept, this directive provided for the creation of a two-tiered system, regional and local.

SRTC is responsible for implementing regional system. Local jurisdictions are responsible for implementing local concurrency management systems. With the advent of house bill 1487, and its adoption by the 2000 Washington State Legislature, new requirements changed the focus of the concurrency management system. In order to meet the requirements of HB 1487, SRTC formed a subcommittee of the Transportation Technical Committee and invited members of the Citizens' Advisory Committee on Transportation to work out the concurrency system for the Spokane region. The members of the subcommittee are listed below:

William Bennett, WSDOT
Gregg Figg, WSDOT
Steve Stairs, Spokane County Engineers
Tim Lawhead, Spokane County Division of Long Range Planning
Scott Kuhta, Spokane County Division of Long Range Planning
Rob Klug, City of Spokane Transportation Department
Louis Meuler, City of Spokane Planning Department
John Downes, CACT
Pete Higgins, CACT
Gordon Howell, Spokane Transit Authority
Ed Hayes, SRTC

The framework provided by previous efforts gave the group a starting point. Travel time as a level of service standard, annual review coordinated with comprehensive plan amendment processes, and interagency collaboration were already spelled out in the guidance. This left the committee tasked with the following:

- Identification of affected transportation facilities
- Determination of adequacy of analytical methodology
- Development and recommendation of concurrency management system thresholds (travel times)

Identification of affected transportation facilities:

Highways of Statewide Significance (HSS) and non-HSS

Requirements of HB 1487 specifically exempt HSS facilities from concurrency management system requirements. Additionally, the bill is silent with respect to handling non-HSS facilities. Even though concurrency management requirements may not be applicable to state highway

segments, the consensus of the committee was that other requirements created the logical nexus for developing thresholds and reporting the travel time standards for state highway segments in the Spokane Region. The rationale for this perspective comes from comprehensive planning requirements and congestion policies. HSS segments must reflect WSDOT level of service standards, and be included in the local comprehensive plan. Also, non-HSS facilities must have level of service standards established by SRTC in consultation with WSDOT. Since level of service in the comprehensive plan and the Metropolitan Transportation Plan is travel time, the linkage is present to expand the concurrency management system to state highways in order to meet these other requirements and ensure consistency between planning processes.

Locally owned facilities not on the state highway system

The committee developed concurrency management segments for the locally owned transportation system. The corridors in the congestion management system were used a template for discussion. All roads in the congestion management system are included in the concurrency management system. The system was expanded to include a number of other links. A summary of the corridors is included in Table 1 below.

Table 1

County of Spokane			
<u>E/W Corridors</u>		-	- -
South Valley		From	To
44th Ave.		Schafer	to Sands
Thorpe Rd.		Dishman-Mica	to Madison
32nd Ave.		Dishman-Mica	to Sullivan
16th Ave.		Dishman-Mica	to Sullivan
8th Ave.		Dishman-Mica	to Sullivan
Saltese/32nd Ave.		Sullivan	to Barker
Mid Valley			
Appleway Blvd.		I-90	to University (end)
Sprague Ave.		I-90 WB/University EB	to Sullivan
Broadway Ave.		I-90	to Flora
Mission Ave.		Vista	to Sullivan
North Valley			
Montgomery Ave.		Argonne	to Pines (SR-27)
Indiana Ave.		Pines (SR-27)	to Sullivan (end)
Upriver Dr./Wellesley Ave.		Frederick	to Flora
Bigelow Gulch/Forker Rd.		Havana	to Wellesley
Otis Orchards			
Wellesley Ave.		Trent (SR-290)	to Starr Rd.
Liberty Lake			

	Country Vista Dr.	Appleway	to	Liberty Lake Rd.
West	Geiger Blvd	I-90	to	SR-2
	Thorpe Rd.	Grove	to	SR-195
	Airport Dr.	Spokane Int'l Airport	to	SR-2
	McFarlane Rd.	Hayford	to	Airport
	Trails Rd.	Hayford	to	Government Way
North	Hastings/Farwell Rd.	Mill	to	Market
	Hawthorne Rd./Parksmith Dr.	Waikiki	to	Market
	Magnesium Rd.	Country Homes	to	Market
<u>N/S Corridors</u>				
Southeast Valley		From		To
	McDonald Rd.	24th	to	Mission
	Evergreen Rd.	32nd	to	Indiana
	Adams Rd.	32nd	to	Mission
	Sullivan Rd.	Belle Terre	to	I-90 north ramp terminus
	Sullivan Rd.	I-90 north ramp terminus	to	Wellesley
	Flora Rd.	Sprague	to	Spokane River
	Barker Rd.	32nd	to	I-90 south ramp terminus
Southwest Valley	Theirman Rd.	Sprague	to	4th
	Dishman-Mica Rd.	Thorpe	to	Appleway
	University Rd.	Dishman-Mica	to	Mission
	Bowdish Rd.	Dishman-Mica	to	Mission
North Valley	Fancher St.	Sprague	to	Trent (SR-290)
	Park Rd.	south end	to	Euclid
	Vista Rd.	Appleway	to	Mission
	Argonne Rd.	Appleway	to	SR-206
Otis Orchards	Harvard Rd.	I-90 north ramp terminus	to	Trent (SR-290)
	Starr Rd.	Wellesley	to	Newman Lk. Rd.
Liberty Lake	Liberty Lake Rd.	Garry	to	I-90
	Molter Rd.	Sprague	to	Appleway
South	Palouse Hwy.	Baltimore	to	Regal
	Glenrose Dr.	44th	to	Havana

West

Grove Rd.	Hallet	to	Geiger
Hayford Rd.	SR 902	to	Trails
Government Way	Sunset Hwy	to	Trails

North

Waikiki Rd.	Wall/Whitworth	to	Rutter
Mill Rd.	Waikiki	to	Dartford
Whitworth Dr.	Mill/Waikiki	to	Regina/SR-395

Eastern City

Havana St.	29th	to	Yale
Havana St.	Hartson	to	Trent
Carnahan Rd.	Glenrose	to	4th

City of Spokane

North-South Corridors

Northeast	Hamilton/Nevada	Keefe Bridge	to	US 2
	Market/Greene	Mission Avenue	to	UGB
	Monroe/Wall Streets	Spokane River	to	US 395

Northwest	Maple/Ash Streets & CH Blvd.	Spokane River	to	Wall Street
	Northwest Boulevard	Indiana Avenue	to	Assembly
	Driscoll Boulevard	Alberta/Cochran	to	SR 291

South	Maple/Cedar/ High Drive	I-90	to	57th Avenue
	Grand Boulevard	9th Avenue	to	43rd Avenue
	Thor/Freya Streets	Sprague Ave	to	37th Avenue

East-West Corridors

North	Francis Avenue	US 2	to	Bigelow Gulch Road
	Wellesley Avenue	East City Limit	to	Assembly Street
	Mission Avenue	SR 290	to	US 2

South	Sprague Avenue	US 2	to	I-90 I/C
	29th Avenue	Cedar Street	to	Glenrose
	37th Ave.	Bernard	to	Glenrose
	57th Ave.	Perry	to	Glenrose

HSS Facilities

I-90	Lincoln County	to	Stateline
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US 2*	external	to external
US 395*	external	to external
US 195	I-90	to external
Non-HSS Facilities		
SR 291	Stevens County	to US 2
SR 290	US 2	to State Line
SR 27	external	to SR 290
SR 902	Entire Facility	
SR 904	Entire Facility	

Adequacy of analytical methodology:

Once the affected transportation system was identified, analytical methods were evaluated to determine that the concurrency management system could be implemented in compliance with federal, state, and local requirements. In a large part, the administration of the concurrency management program is defined by the guidance document. However, these issues were readdressed to ascertain any implications of HB 1487 in light of the regional responsibilities of SRTC.

From the guidance document, the following regional role is defined as follows:

SRTC must certify that the transportation element of the local jurisdiction's comprehensive plan is adequate to support the land use element of the plan, as measured by the performance standards established for regional transportation facilities

...SRTC will be responsible for the following:

- *Monitor and evaluate the performance of regional transportation facilities, as identified in the congestion management system, and any other regional facilities as necessary.*
- *Establishing travel time performance standards for regional transportation facilities.*
- *Reporting how travel time on regional facilities,*
 - *May be impacted by approved residential, commercial, and industrial building activity, and*
 - *May be affected by proposed amendments to the land use or transportation element of a jurisdiction's comprehensive plan*
 - *Using the Automated Vehicle Identification system, provide travel time data. This data will serve two purposes:*
 - *The AVI system measures how land use changes and facility improvements effect travel times, for several vehicle classes, on a daily basis, and*
 - *A check on the performance of the regional travel demand model.*

- *Conduct annual assessment of travel times to determine the cumulative impact of approved developments on regional facilities with respect to:*
 - *How travel times may be affected by the cumulative impact land use changes approved during the preceding 12 months, and*
 - *How travel times may be affected by proposed comprehensive plan changes*

In sum, the regional system will utilize the SRTC travel demand model, based on growth management plan land use assumptions, to derive travel time forecasts for the concurrency management program. Other tools, such as AVI and floating car surveys, will be utilized as a validation method for the model.

The regional system also does not preclude the development and implementation of a local concurrency management system. Such a system must be consistent, and as rigorous as the regional program. The SRTC, in conjunction with the annual comprehensive plan amendment process; will review the following elements of the concurrency management system:

- Affected transportation facilities
- Analytical methodology and reporting and standards
- Corridor threshold travel times

Any development that needs a comprehensive plan amendment to move forward, and is inconsistent with the concurrency management program are required to become consistent prior to adopting the amendment into the local comprehensive plan. One of the roles of the local jurisdictions is to work with the development community in understanding the requirements of the program and to implement concurrency at the project level.

Development and implementation of concurrency management thresholds:

The final outcome for the development of the concurrency management program is the thresholds of corridor travel time. The group developed the following three approaches:

- 2025 Travel times
- Extrapolation of travel time from the base year (2000) by a growth factor
- Utilization of the highest modeled travel times between the base and 2025 forecasts
- Utilization of the lower modeled travel times of 2025 or factored growth from 2000

The first alternative is utilizing the travel times from the 2025 SRTC travel demand model. The strengths of this approach include the consistency between transportation improvements and land use. This method encompasses the highest degree of linkage to the comprehensive plan.

Utilizing a growth factor from the base year and determining the travel time threshold is a second alternative. The subcommittee offered three growth factors of 20, 30, and 50 percent. This methodology is simple and straightforward, although; reasons need to be formulated that are of equal or greater merit to the use of 2025 travel times. Any alternative selected without such a rationale is likely to be challenged.

The final threshold scenario uses the highest corridor travel time from the 2010 or 2025 travel demand model while addressing the travel time growth in specific corridors that is alleviated by the construction of the North-South Corridor. Simply put, it takes into consideration the reality of

transportation system function in 2010 as it relates to impacts in 2025. The consequence of using this threshold strategy is that some travel time increases are mitigated by improvements between 2010 and 2025. If development is allowed on the front end (2000 to 2010) to meet the threshold, the mitigating effect of some facilities, such as the north-south corridor may not be as great.

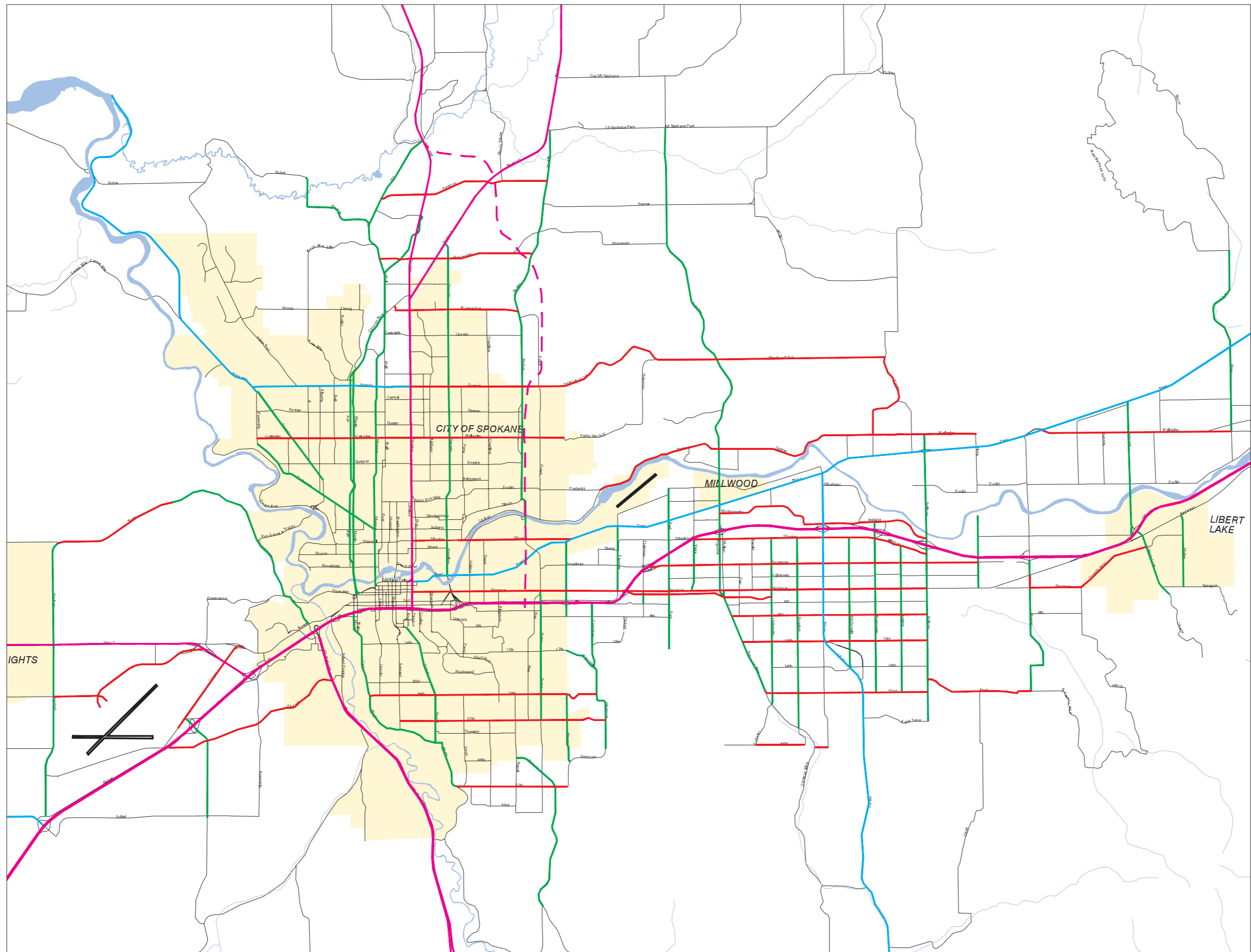
Finally, the subcommittee developed a method where the lowest travel time between the 2025 forecast or some general growth factor from the current year base becomes the threshold. This is a generalist approach that is more restrictive than 2025 travel time thresholds alone. The degree of limitation depends on the growth factor compared with the 2025 forecast. This strategy held some appeal with members of the subcommittee because it would likely hold more comprehensive land use amendments accountable for their transportation impacts.

The favored approach is to utilize the 2025 forecast travel times with some provisions. Additionally, some members felt that the method of using the lower of 2025 or a growth from base was merited. The members reached consensus on the fact that the implementation of concurrency management would be best with both a regional and local system. Also, other members suggested that publicly funded capacity improvements that reduced travel times should carry an automatic reduction of the travel time threshold to the new forecast travel time with the improvement.

A listing of the alternatives with the corridor travel times follow on the two tables at the end of this document.

CONCURRENCY MANAGEMENT CORRIDORS

Base Year 2001
and
Projected Year 2025



LEGEND

- Roads
- Rivers
- East West Corridors
- North South Corridors
- Non HSS Corridors
- HSS Corridors 2001
- HSS Corridors 2025
- Political Boundaries

* All corridors remain the same for 2001 and 2025 with the exception of US 395. In 2025, US 395 shifts from its alignment along Division St. to the newly built alignment to the east.



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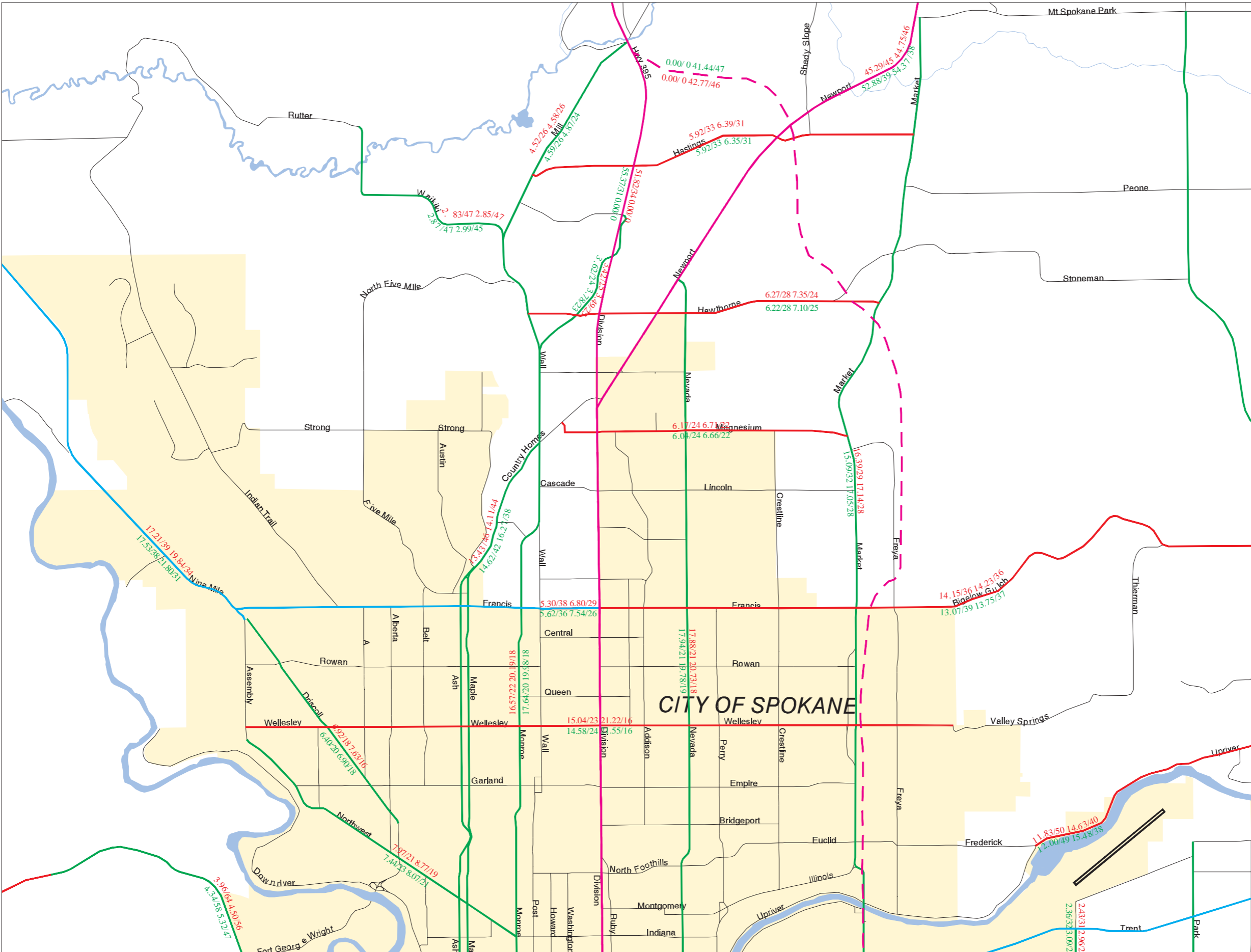
SCALE IN FEET



*DATA BASED ON BEST AVAILABLE INFORMATION.
*DATA FOR ILLUSTRATIVE PURPOSES ONLY.

CONCURRENCY MANAGEMENT CORRIDORS

NORTH SIDE AREA Base Year 2001 and Projected Year 2025



LEGEND

- Roads
- Rivers
- East West Corridors
- North South Corridors
- Non HSS Corridors
- HSS Corridors 2001
- HSS Corridors 2025
- Political Boundaries

15.04/23 21.22/16 2001 & 2025 tt/mph south & west
14.58/24 21.55/16 2001 & 2025 tt/mph north & east

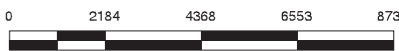
* Travel times are in minutes for pm peak hour (5-6pm).

* All corridors remain the same for 2001 and 2025 with the exception of US 395. In 2025, US 395 shifts from its alignment along Division St. to the newly built alignment to the east.

CITY OF SPOKANE



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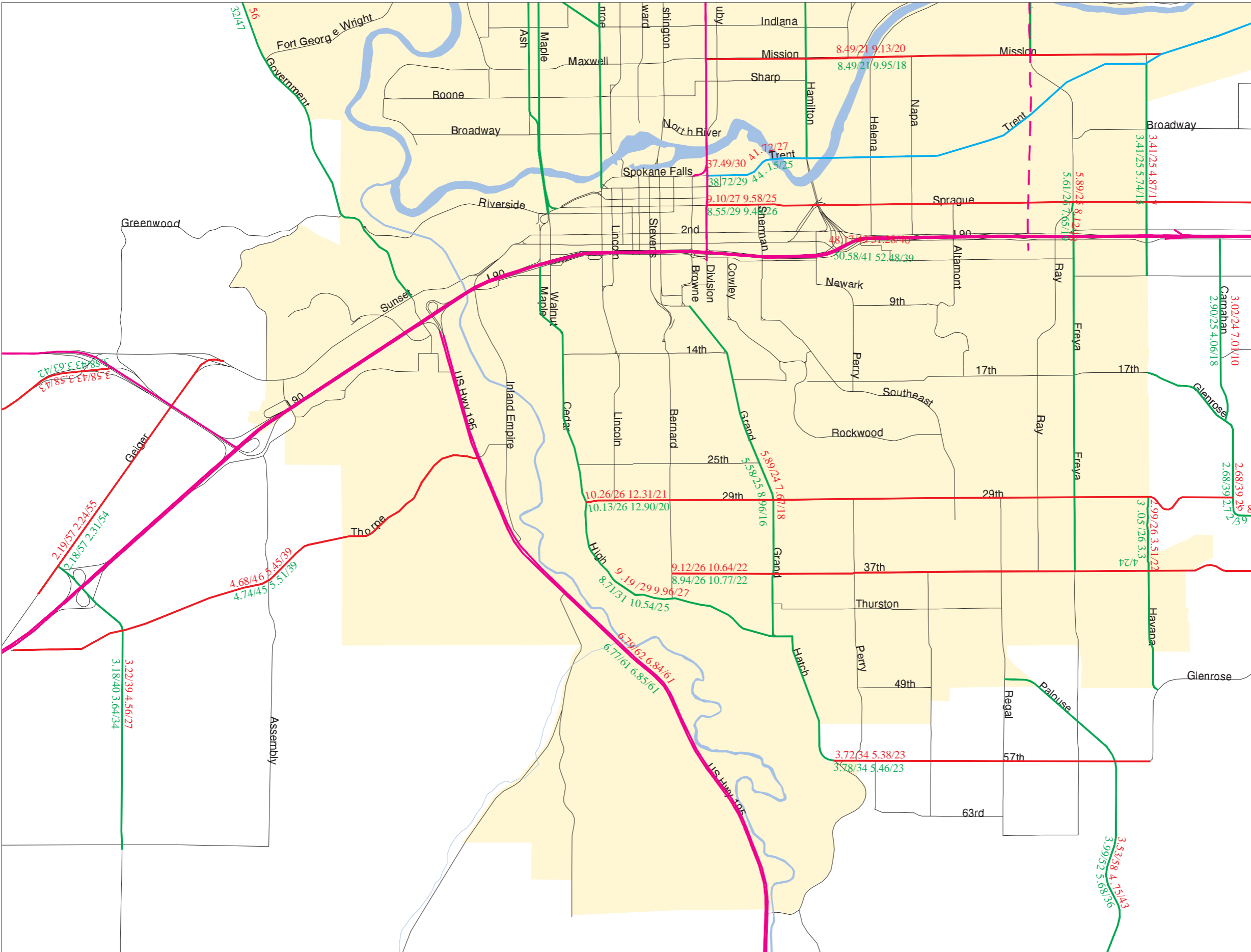


DATE: 4-10-01 MAP: cmcnorth.b

*DATA BASED ON BEST AVAILABLE INFORMATION.
*DATA FOR ILLUSTRATIVE PURPOSES ONLY.

CONCURRENCY MANAGEMENT CORRIDORS

SOUTH SIDE AREA Base Year 2001 and Projected Year 2025



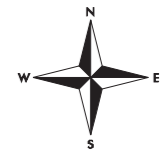
LEGEND

- Roads
- Rivers
- East West Corridors
- North South Corridors
- Non HSS Corridors
- HSS Corridors 2001
- HSS Corridors 2025
- Political Boundaries

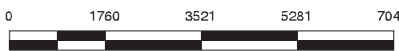
15.04/23 21.22/16 2001 & 2025 tt/mph south & west
 14.58/24 21.55/16 2001 & 2025 tt/mph north & east

* Travel times are in minutes for pm peak hour (5-6pm).

* All corridors remain the same for 2001 and 2025 with the exception of US 395. In 2025, US 395 shifts from its alignment along Division St. to the newly built alignment to the east.



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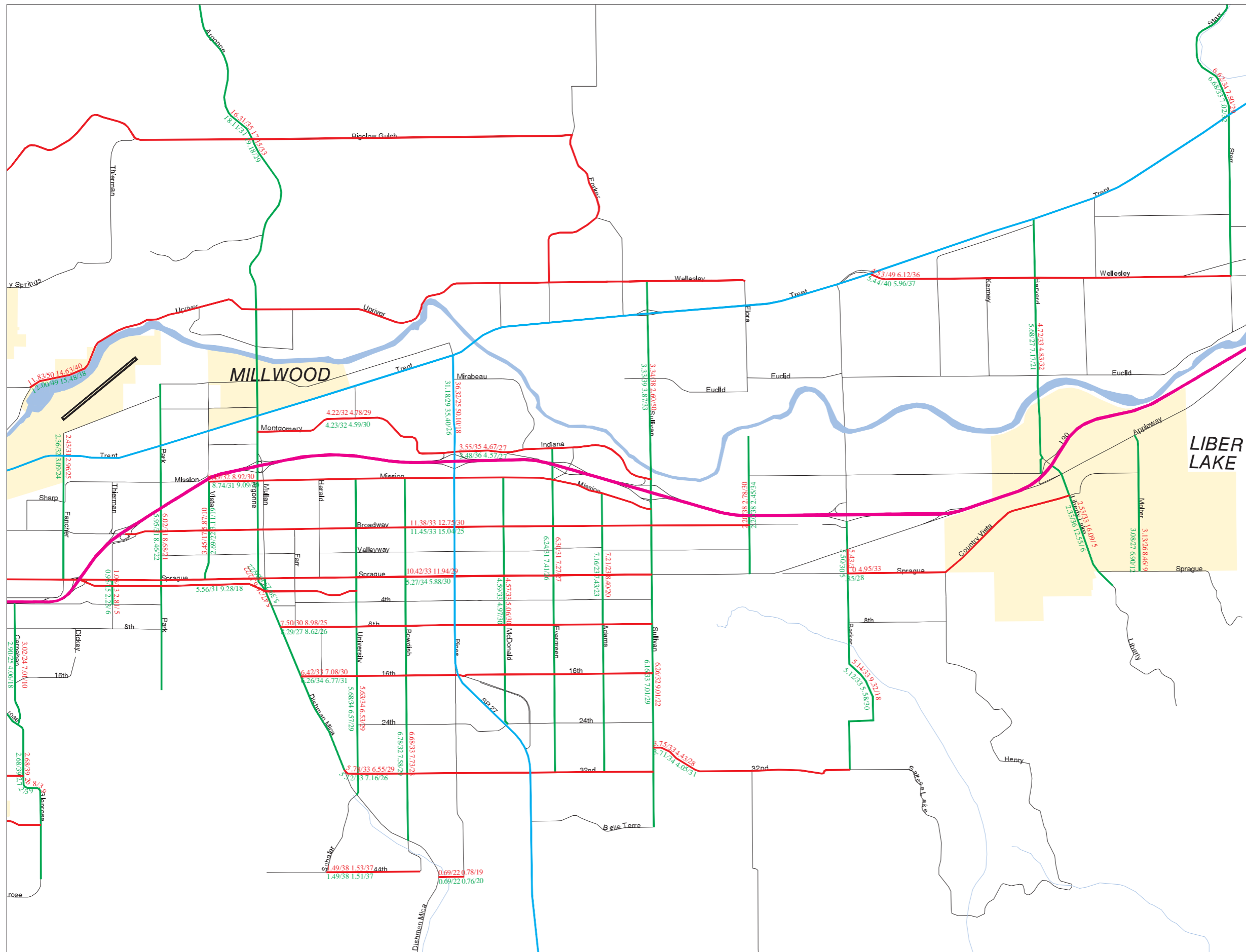
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*DATA BASED ON BEST AVAILABLE INFORMATION.
 *DATA FOR ILLUSTRATIVE PURPOSES ONLY.

CONCURRENCY MANAGEMENT CORRIDORS

**VALLEY AREA
Base Year 2001
and
Projected Year 2025**



LEGEND

- Roads
- Rivers
- East West Corridors
- North South Corridors
- Non HSS Corridors
- HSS Corridors 2001
- HSS Corridors 2025
- Political Boundaries

15.04/23 21.22/16 2001 & 2025 tt/mph south & west
14.58/24 21.55/16 2001 & 2025 tt/mph north & east

* Travel times are in minutes for pm peak hour (5-6pm).

* All corridors remain the same for 2001 and 2025 with the exception of US 395. In 2025, US 395 shifts from its alignment along Division St. to the newly built alignment to the east.



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DATE: 4-10-01 MAP: cmval.b

*DATA BASED ON BEST AVAILABLE INFORMATION.
 *DATA FOR ILLUSTRATIVE PURPOSES ONLY.