

LATR Assessment

Transportation Impact Study

Technical Working Group

(TISTWG)

Meeting #3

11/5/14 Meeting Packet



Introductions (1:30 – 1:40)

- 1) Meeting attendees

Literature Review – Meeting #2 Follow-up (1:40-2:15)

- 2) Transportation Impact Analyses Purposes/Approaches
- 3) Background Development
- 4) Pay and go – constituent satisfaction
- 5) Montgomery / Fairfax comparison
- 6) Remaining jurisdiction highlights

Montgomery County Vision

- 7) Land use / transportation planning
- 8) Development review and transportation implementation
- 9) Placetypes

Initial LATR Concepts

- 10) Approaches
- 11) Geographies
- 12) Tools

Next Steps (3:15-3:30)

- 13) 11/6 Board discussion
- 14) SHA TIS coordination
- 15) Next meeting topics

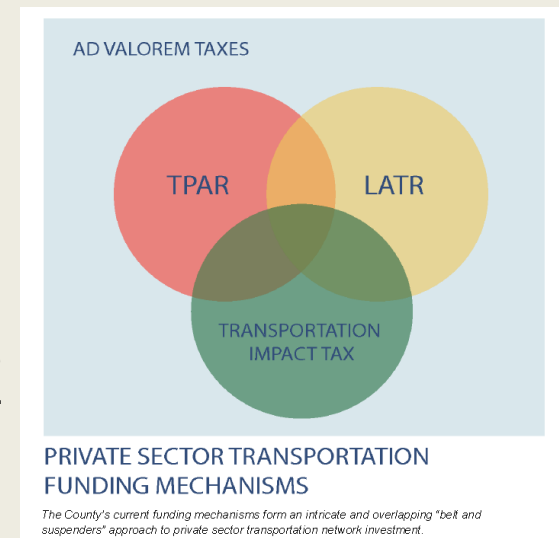
LATR Objectives

From RFP and TISTWG Meetings #1 - #2:

LATR changes should affect:

- **Analysis** to be more context-sensitive, less auto-centric, and more supportive of County's growth plans
- **Predictability**, with interests for both increased flexibility and increased process streamlining
- **Implementation** to improve public/private sector coordination

And a reminder that LATR is one leg of the three-legged stool of County policy, with an exaction process generally designed to address local needs not already anticipated in a master plan (White Flint now an exception to the rule).



TIA Purposes

Few jurisdictions have an explicit purpose statement; those that do are often deferential to other policies or are fairly general, such as:

San Jose: to guide analyses and determinations regarding the overall conformance of a proposed development with the City's various General Plan multi-modal transportation policies, which together seek to provide a safe, efficient, and environmentally sensitive transportation system for the movement of people and goods.

Pasadena: implement the Mobility Element of the General Plan

Boulder: intended to provide for an integrated transportation system for all transportation modes, including pedestrian, bicycle, transit, and motor vehicle

Los Angeles: promote consistency in reviews and consider sustainability, smart growth, and reduction of GHG in addition to traditional mobility concerns.



TIA Purposes

Only a few jurisdictions have more explicit purpose statements relating to development review exactions, which usually have to be tracked down through the referenced plans:

- Fairfax County: for Tysons, the priority for addressing congestion is first to add vehicular capacity if possible to do so without degrading the pedestrian environment (local streets preferred), then consider land use changes to reduce demand, and finally consider alternative improvements or payment in lieu.
- San Francisco: has been known as a “transit first” city, shifting now to multimodal improvements offsetting total multimodal impacts, with focus on transit and multimodal solutions



LATR Approach Types

Three basic types of traffic impact study approaches have evolved over time:

Most development review processes originated from an **Impact Mitigation** perspective, for which the objective was to literally meet standards of adequacy to mitigate environmental or public health concerns.

In more complex contexts (i.e., solving for traffic LOS creates a pedestrian environment inconsistent with comprehensive plan objectives), the process evolved to a **Negotiated Exaction** wherein the impacts are identified, but used to identify a scale of appropriate mitigation approaches consistent with plan objectives

In certain communities, this concept has evolved to a **Pro-Rata Share** approach

Each subsequent evolution is harder to craft, but then can become simpler to implement (at least from the development review perspective).



LATR Approach Types

The three basic approaches address impacts and solutions differently:

Pro-rata share	Negotiated Exaction	Impact Mitigation
Impact based on general level of transportation system need, not on performance or adequacy of specific facilities	Impact based on assessment of adequacy of specific facilities	Impact based on assessment of adequacy of specific facilities
Solutions established in advance based on identification of suite of improvements needed to implement community-wide vision and policy-based assessment of private sector responsibility	Solutions based on facilities/programs that contribute to community-wide vision and have equivalent transportation value to mitigate impacts	Solutions based on addressing direct impacts

LATR Approach Types

The level of predictability and flexibility

Pro-rata share	Negotiated Exaction	Impact Mitigation
<p>Significant analysis required to establish transportation system demand/supply prior to establishment of district.</p> <p>Regular monitoring of systemwide performance and periodic review and possible revision of rules and regulations</p>	<p>Low to moderate levels of analysis for individual development sites depending on jurisdictional guidelines</p>	<p>Low to moderate levels of analysis for individual development sites depending on jurisdictional guidelines</p>
<p>High level of predictability at time of development application means no need for flexibility</p>	<p>High level of flexibility contributes to low levels of predictability</p>	<p>Moderate level of predictability with fairly low level of flexibility</p>



LATR Approach Types

Most benchmark jurisdictions fall into the “negotiated exaction” category, with required assessment of at least vehicular traffic impacts (and sometimes other modes) against level of service standards, but with a variety of caveats/guidance to seek multimodal solutions.

Pro-rata share	Negotiated Exaction	Impact Mitigation
White Flint STD Kissimmee MMTD Portland District Plans	Montgomery County (E) Boulder Washington Charlotte Virginia proffers	Smaller, more suburban/rural jurisdictions not included in benchmark survey

(E) = specific **equivalencies** for converting auto impacts to non-auto mitigation



Background Traffic

Most jurisdictions that require assessment of impacts from background traffic apply a high level of judgment in defining those background developments compared to Montgomery County. However, many jurisdictions are more conservative in the amount of additional growth beyond approved developments.

Traffic Growth Factor	Background Developments	Both
Cobb County / GRTA (M) VDOT 527 (F)	Montgomery County (J) Pasadena (J) San Francisco (J)	Los Angeles (J, O) San Jose (J, O) Boulder (F, J, O) Baltimore New York City (J)

(F) = more than one **future** horizon year may be required (i.e., project open, longer term buildout)

(J) = considerable **judgment** applied in defining background developments re:
location, size, approval status

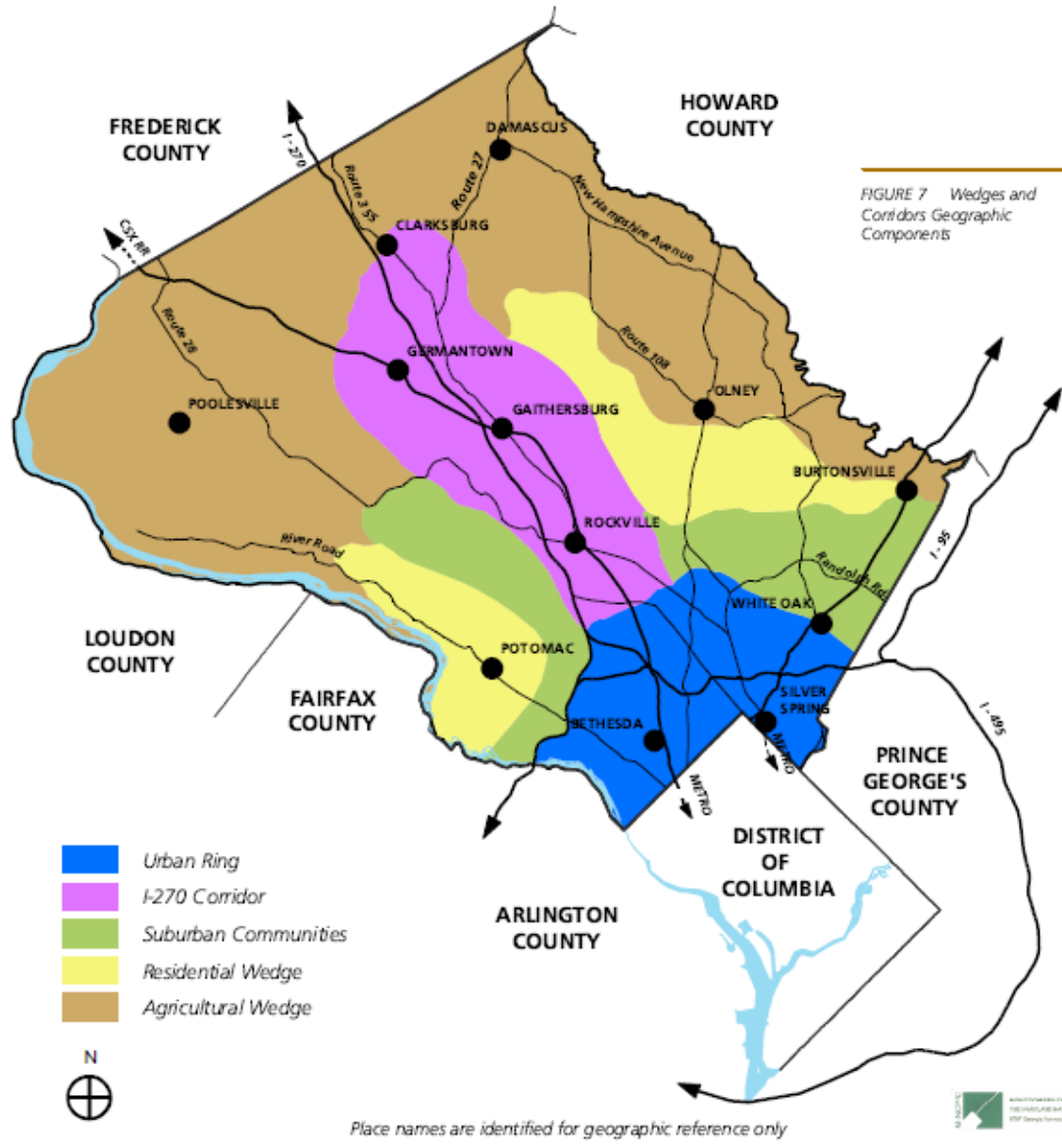
(O) = **options** for cumulative traffic (California term) may include pending plans in addition to approved developments and/or a growth factor

(M) = travel **model** data may be used in lieu of historic trendline traffic growth



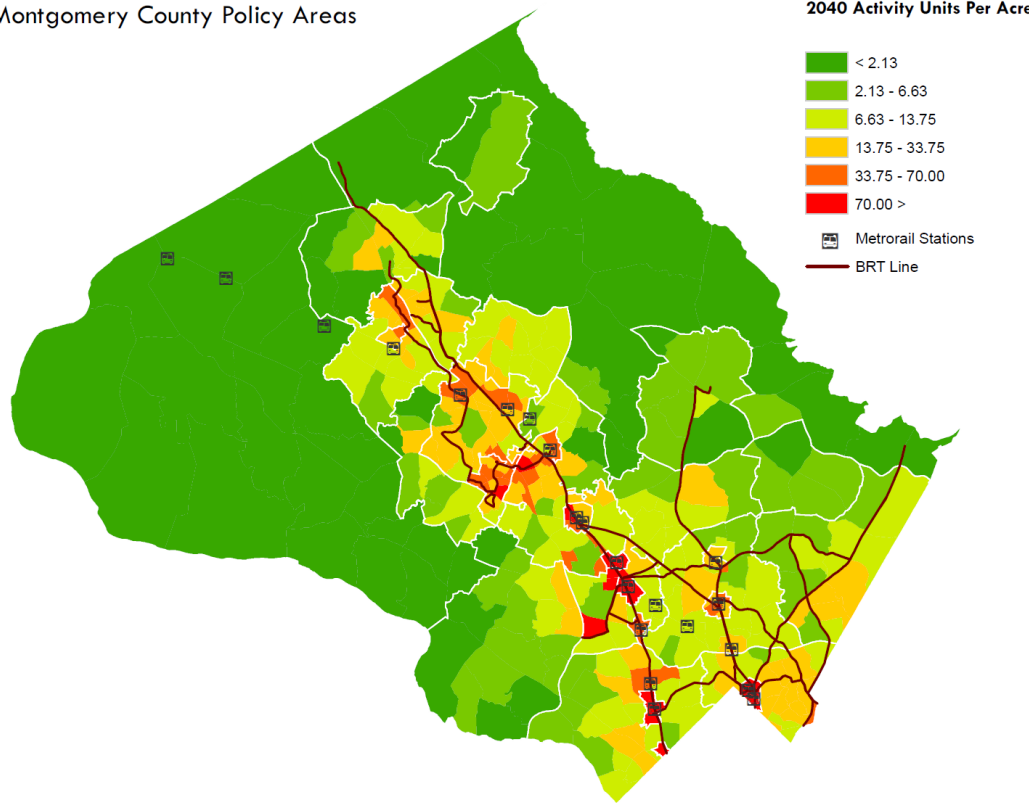
County Vision

1993 General Plan Refinement contains high-level guidance for urban, suburban, and agricultural/rural areas



County Vision

Montgomery County Policy Areas



County's land use and transit plan with 2040 land use forecasts provides a slightly more detailed version of the General Plan Refinement vision.

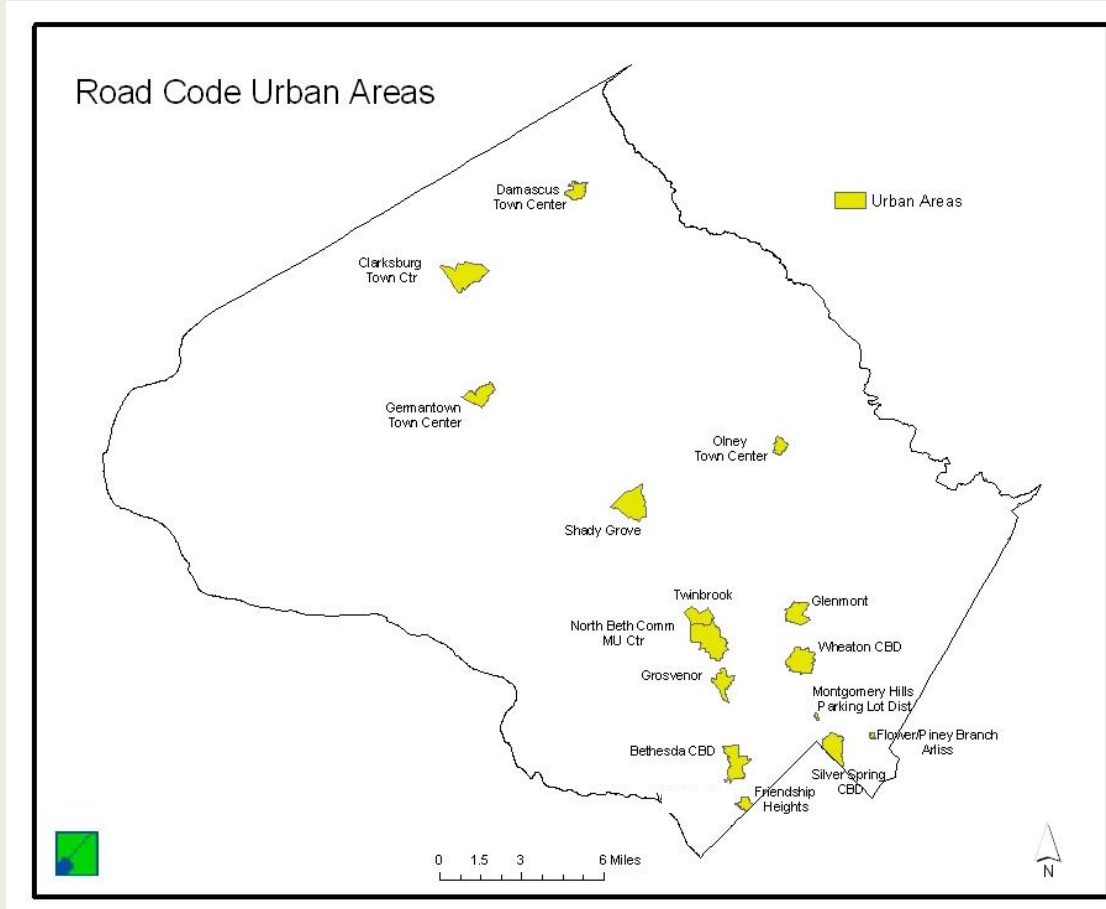
The countywide scale is useful for visualizing transit-supportive densities (the map shows Virginia's new 2013 guidelines)

MULTIMODAL CENTER INTENSITY		
Center Type	Activity Density (Jobs + people/acre)	Supported Transit Technology
P-6 Urban Core	70.0 or more	LRT/Rail
P-5 Urban Center	33.75 to 70.0	BRT/LRT
P-4 Large Town or Suburban Center	13.75 to 33.75	Express Bus
P-3 Medium Town or Suburban Center	6.63 to 13.75	Fixed Route Bus
P-2 Small Town or Suburban Center	2.13 to 6.63	Demand Response
P-1 Rural or Village Center	2.13 or less	Demand Response
SP Special Purpose Center	Varies	Varies

Table 8. Supported Transit Technologies by Multimodal Center Type



County Vision



Circa 2010

At the local level, the County has many different definitions of urban, both from a visionary perspective as well as a geographic perspective. The Road Code definition is perhaps the most appropriate starting location for defining areas with the greatest need for multimodal LATR innovations.



County Vision

Priority	Mitigation Approach	PAMR Mechanism	LATR Mechanism	Single Mitigation Action Addresses	Examples of Mitigation Actions
1	Peak hour vehicle trip reduction	Traffic mitigation agreement (TMAg)	Traffic mitigation agreement (TMAg)	Both PAMR and LATR impacts	Vehicle trip caps, flex-time /telecommute programs, shuttle services
2	Public transit capacity	Service provision	Not applicable	PAMR impacts only	Purchase of RideOn bus with 12 years of operation
3	Non-auto facilities	Project implementation	Project implementation	Both PAMR and LATR impacts	Offsite sidewalks
4	Intersection improvements	Applicable if required by LATR	Project implementation	Both PAMR and LATR impacts	Turn lanes, change of lane use configurations
5	Roadway link improvements	Project implementation	Project implementation only if site-specific LATR impacts are addressed	PAMR impacts, LATR impacts if applicable	Roadway widening

For both PAMR and LATR studies, applicants proposing any mitigating action other than weekday peak period vehicle trip reduction must include a statement describing their consideration of each of the higher-priority mitigation approaches and a rationale for selecting the mitigation approach or approaches proposed. The Planning Board will consider and accept mitigation approaches on a case-by-case basis, using these Guidelines.

PAMR is no longer applicable, but should the priority mitigation approaches described in the 2012 Guidelines be reinstated?

Countywide?
In urban areas only?



LATR Approach Types

Pro-rata share

- Where do we know exactly what we want to build?
- Is TPAR needed for funding distant improvements?
- Apply special districts

Negotiated Exaction

- Where do we want to emphasize ped, bike, transit?
- Apply equivalent mitigation approaches

Impact Mitigation

- Where do we want to achieve L/QOS standards (for any or all modes)?
- Apply modal tests



LATR Approach Types

Montgomery County currently has a variety of LATR tools. Since the ability to exchange vehicle trip impacts to non-auto facilities is Countywide, the County falls primarily into the category of negotiated exaction.

Pro-rata share	Negotiated Exaction MSPAs and CBDs	Negotiated Exaction Countywide
White Flint STD	ARP – 50% trips w/TMAg Vehicle tripgen rates Emphasize non-auto	\$12K / vehicle trip
Other Tools Countywide		
Vehicle trip threshold triggers for study type/size CLVs with HCM operations > 1600 Context-sensitive CLV thresholds by policy area 5 CLV rule for second-level improvement		



LATR Approach Types

Initial LATR Concept changes to the current types are **highlighted** below and summarized on the following pages.

Pro-rata share	Negotiated Exaction MSPAs, CBDs , Urban/BRT	Negotiated Exaction Countywide
White Flint STD Any other locations?	ARP – 50% trips w/TMAg Ped-bike logical/termini Emphasize non-auto	\$12K / vehicle trip Emphasize non-auto
Other Tools Countywide		
<p> Development size threshold triggers for study type/size by policy area CLVs with HCM operations > 1600, or closely spaced + documented delays Context-sensitive CLV thresholds by policy area Percent existing traffic rule for all intersections Person-trip generation by mode estimates Protected intersections </p>		

Ped/bike termini

Effect on:

Analysis: improves ped/bike safety/connectivity

Predictability: if payment-in-lieu of construction

Implementation: may foster quicker completion of gaps

Per DDOT, where substantial bike/ped generation exists in urban areas, gaps exacerbate safety; seek logical terminus to connect to (bus stop, other sidewalk, etc.)



Development trigger

Effect on:

Analysis: M-NCPPC sets context-sensitive GSF/DU thresholds

Predictability: Reduces analysis/uncertainty for applicants

Implementation: N/A

Per NYC, DC, others; setting context-sensitive unit thresholds furthers multimodal policy objectives for larger thresholds in smarter growth areas.

Table 16-1

Minimum Development Densities Potentially Requiring Transportation Analysis

Development Type	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5
Residential (number of new dwelling units)	240	200	200	200	100
Office (number of additional 1,000 gross square feet (gsf))	115	100	100	75	40
Regional Retail (number of additional 1,000 gsf)	30	20	20	10	10
Local Retail (number of additional 1,000 gsf)	15	15	15	10	10
Restaurant** (number of additional 1,000 gsf)	20	20	10	10	10
Community Facility (number of additional 1,000 gsf)	25	25	25	15	15
Off-Street Parking Facility (number of new spaces)	85	85	80	60	60

With the following zone definitions:

Zone 1: Manhattan, 110th Street and south; Downtown Brooklyn.

Zone 2: Manhattan north of 110th Street, including Roosevelt Island; Long Island City; Downtown Flushing; Fort Greene; Park Slope; Portions of Brooklyn Heights; Greenpoint-Williamsburg; Jamaica; all areas within 0.25 miles of subway stations (excluding Staten Island, Broad Channel and the Rockaways, Queens); South Bronx (south of 165th Street).

Zone 3: St. George (Staten Island); all other areas located within 0.5 miles of subway stations (except in Staten Island, Broad Channel and the Rockaways, Queens).

Zone 4: All areas in Staten Island located within 0.5 miles of subway stations; all other areas located within one-mile of subway stations (except in Staten Island, Broad Channel and the Rockaways, Queens).

Zone 5: All other areas.

[Map 16-1 \(CEQR Traffic Zones\)](#) shows the zone boundaries.

**In all zones, fast food restaurants of 2,500 gsf or more potentially require transportation analyses.

CLV v Other

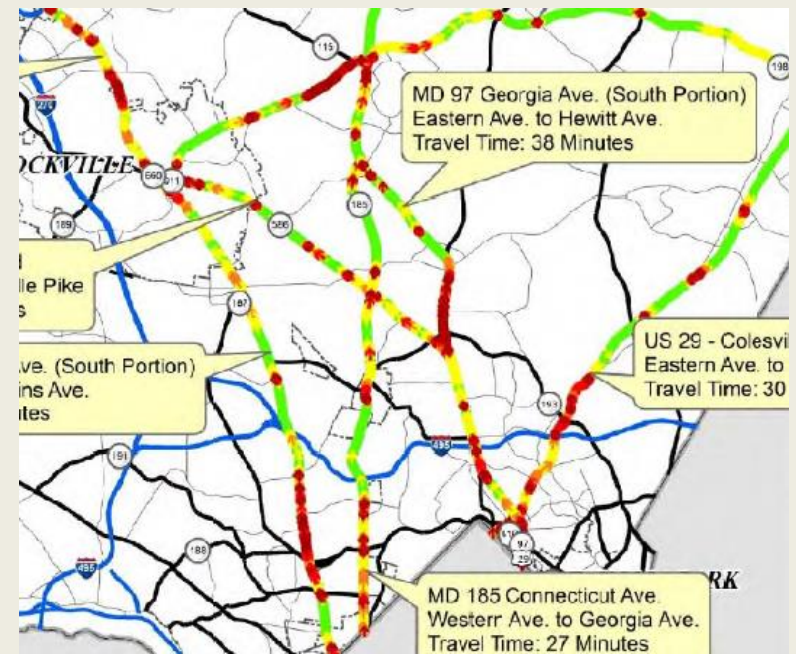
Effect on:

Analysis: Consider multimodal operations

Predictability: Dependent on details

Implementation: Better identification of candidate solutions

In addition to CLV value, presence of closely spaced intersections and previously documented delay inconsistent with CLV (Mobility Analysis Report, etc.) should trigger operational analysis. More coordination needed on tools



Effect on:

Analysis: Reduced analysis / better info for scoping

Predictability: Improved for scoping

Implementation: N/A

Several jurisdictions like Seattle use trips through an intersection (rather than CLV) as a quick check of significant impact. Whereas Seattle does use future LOS, GRTA uses existing traffic for DRI thresholds.

14.80.030 Significant adverse impacts. For the purposes of SEPA and this chapter, a significant adverse impact is defined as any traffic condition directly caused by proposed development that would reasonably result in one or more of the following conditions at the time any part of the development is completed and able to generate traffic:

A. A roadway intersection that provides access to a proposed development, and that will function at a level of service worse than "E", and that will carry thirty (30) or more added vehicles in any one hour period as a direct impact of the proposed development, and that will be impacted by at least twenty (20) percent of the new traffic generated from the proposed development in that same one hour period; or

B. A roadway intersection or approach lane where the director determines that a hazard to safety could reasonably result. (Ord. 11617 § 60, 1994).

Person tripgen

Effect on:

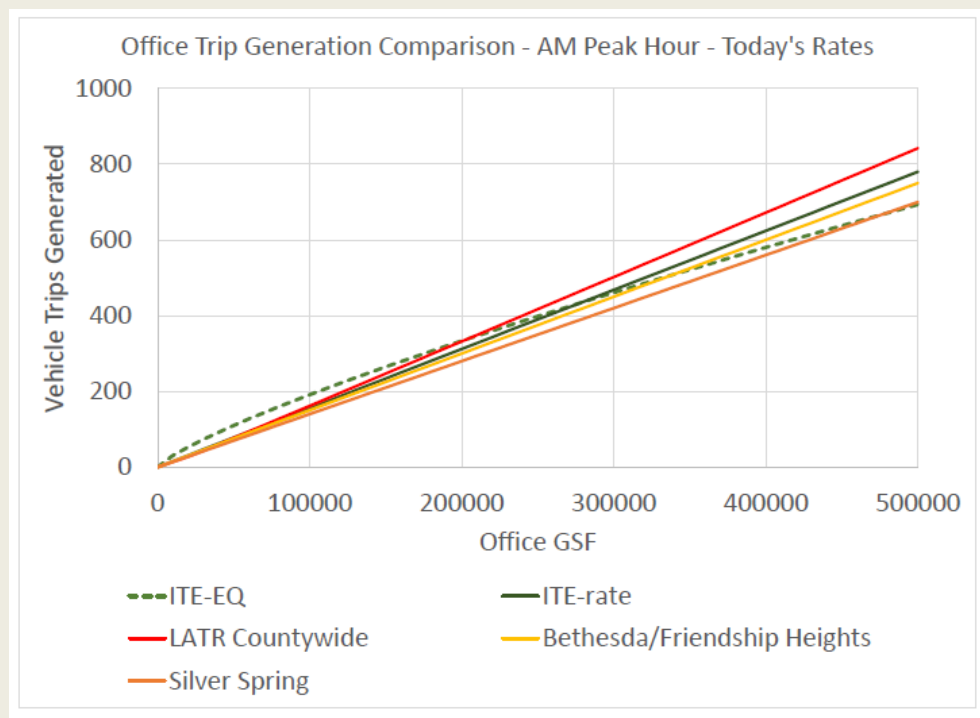
Analysis: address and promote multimodalism

Predictability: MNCPPC to provide conversion rates

Implementation: N/A

ITE already headed in this direction. Current M-NCPPC study developing new rates.

Current LATR vehicle tripgen rates not always much different from ITE (see chart).



Protected intersections

Effect on:

Analysis: - understand, but don't solve, traffic

Predictability: - remove scoping angst

Implementation – up to public sector to define solutions

Key is in how to select and designate countywide.

Promising: (Georgia/Colesville)

- Urban area by any measure
- Many alternate paths

Unlikely: (MD 355/Gude)

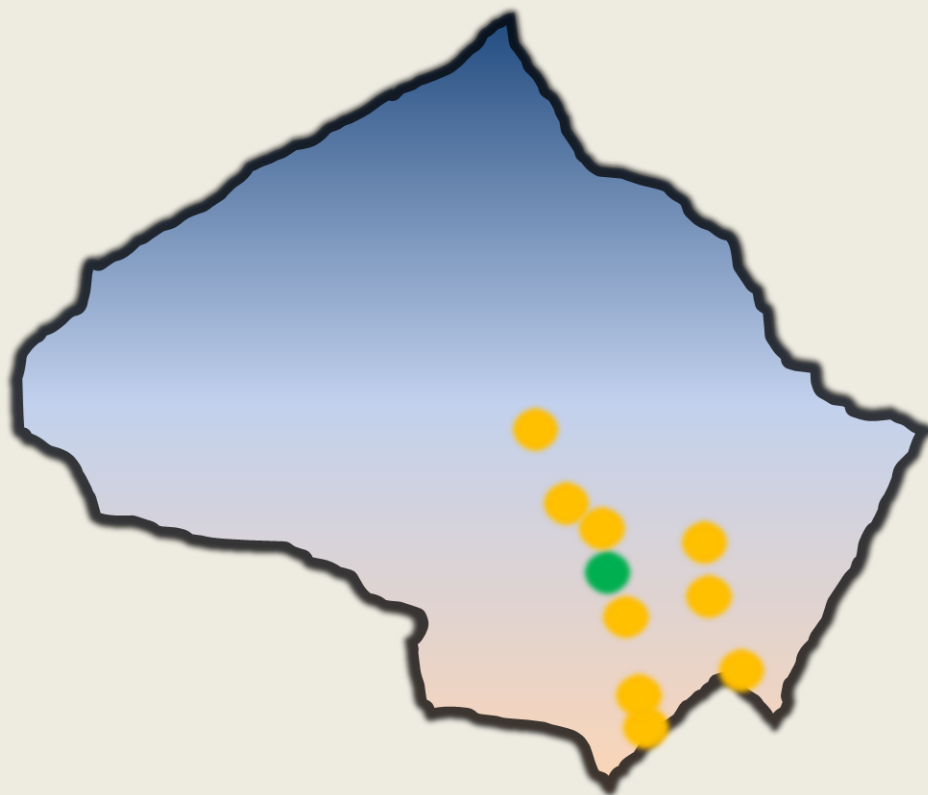
- No alternate paths
- No urban designation
- Master planned interchange
- But, a BRT station....



LATR Geographies

Currently, the County has:

- a pro-rata share approach in White Flint
- Alternative Review Procedures and guidance for preferential bike/ped/transit approaches in the other MSPAs / CBDs, and
- \$12K/vehicle trip for non-auto solutions countywide (greater value downcounty)



Pro-rata
share

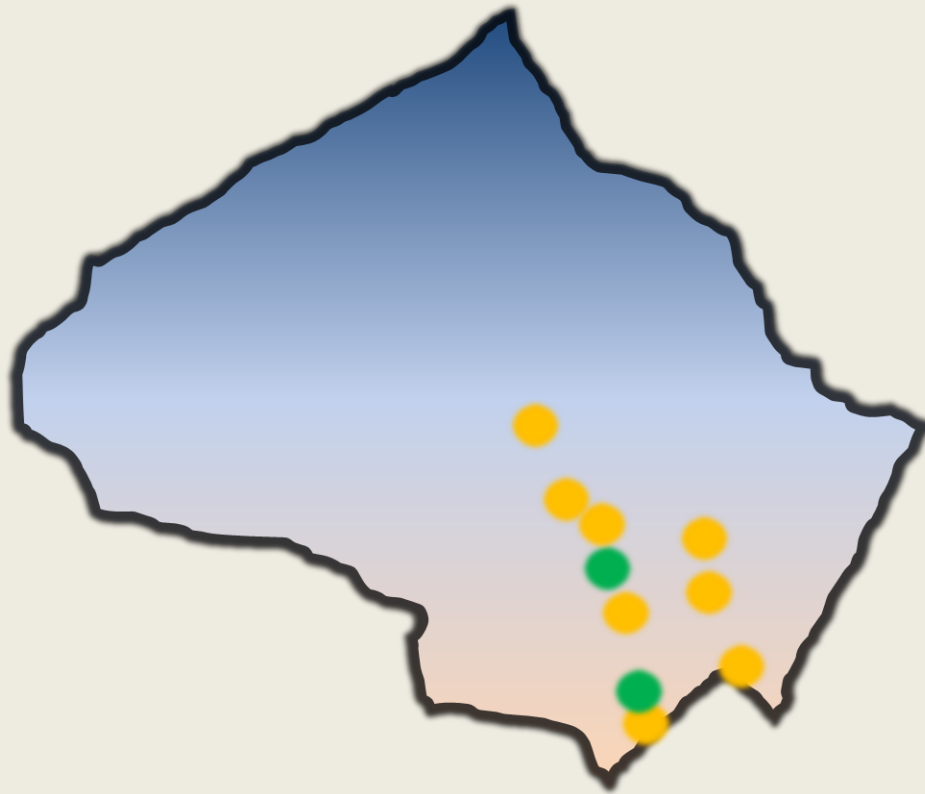
Negotiated
Exaction

Impact
Mitigation

MSPAs/CBDs may be the first places to think about implementing new LATR tools.

LATR Geographies

In CBDs like Bethesda, pro-rata share approaches should be considered, but only in conjunction with the areawide public/private investment conversations associated with master planning. New Special Taxing Districts, however, are not necessarily needed.



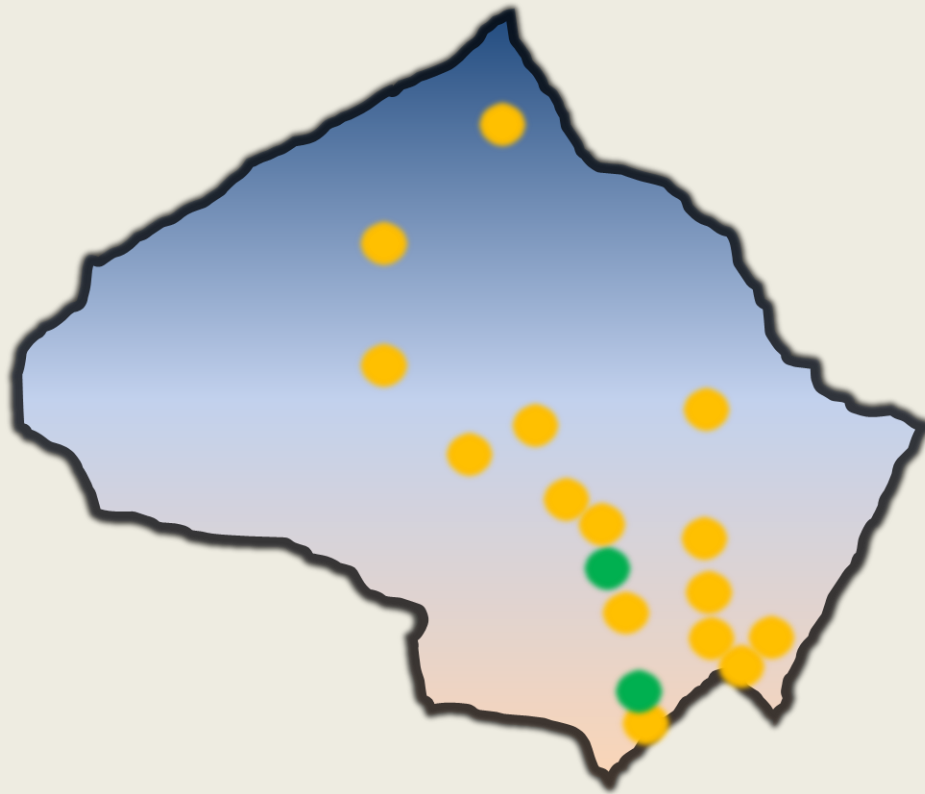
Pro-rata
share

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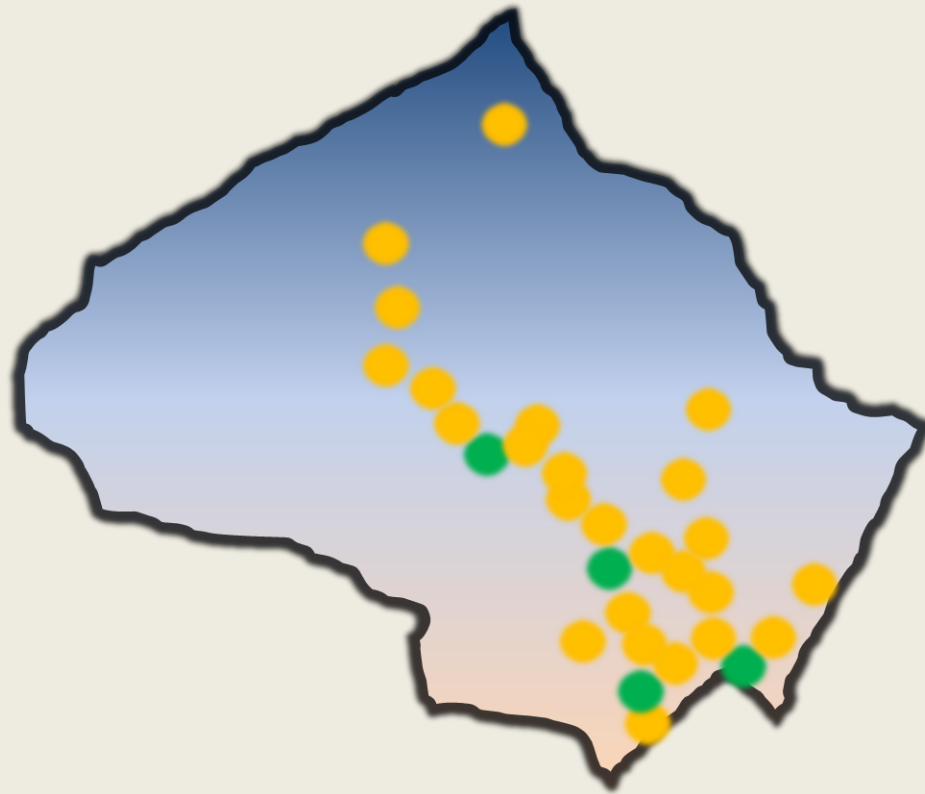
LATR Geographies

The new tools should also be considered for the County's remaining urban areas.



Pro-rata share	Negotiated Exaction	Impact Mitigation
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LATR Geographies



Pro-rata
share

Negotiated
Exaction

Impact
Mitigation

Other fixed guideway station areas should be added to the Urban Area construct. The CCT and Purple Line stations are ready for such consideration.

Over time, some or all of the other BRT network stations could be added in subsequent Staging Policies once specific locations are confirmed in a master plan, and additional pro-rata share locations may emerge.

Next Steps

For December 3 meeting

- Remaining questions from Literature Review
- Submit completed draft Literature Review
- Develop next-step conceptual details on Initial LATR Concepts of general interest
- Follow-up on other Initial LATR Concepts from today's conversation
- Coordinate with SHA on state TIS approaches
- Respond to Planning Board questions at 11/6 discussion

