State Street Transit and Traffic Operational Plan

Implementation Plan

Ada County, Idaho

June 14, 2011

ACHD Committed to Service

BOISE CITY OF TREES

VRT VALLEY REGIONAL TRANSIT

State Street Transit and Traffic Operational Plan

Implementation Plan

Ada County, Idaho

Prepared For:
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City of Boise
Valley Regional Transit

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INTRODUCTION

The State Street Transit and Traffic Operational Plan (TTOP) is an integrated transportation and land use plan that identifies near-, medium-, and long-term improvements for implementing the roadway, transit, and land use vision for the State Street corridor. The TTOP is organized into the following sections:

- Introduction
- Background
- Alternatives Evaluation
- Public Involvement
- Implementation Strategy
- Financial Strategy
- Conclusion and Recommendations

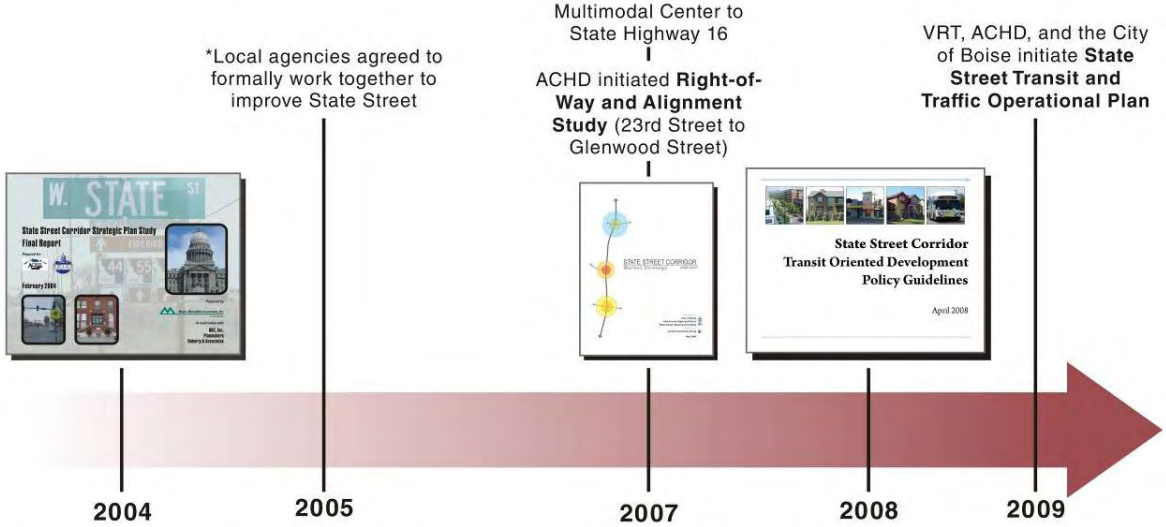
Key items discussed in this section include the State Street corridor history, reasons for studying the corridor, purpose and goals of the plan, and study process.

History

The State Street/State Highway (SH) 44 corridor has historically operated as a critical east/west transportation link that moves people across the Treasure Valley. This corridor has provided a range of transportation options, including streetcar in the early 1900s and a mix of buses, automobiles, pedestrians, and bicyclists today. Today, the corridor accommodates peak hour commuter traffic from the communities to the west of Downtown Boise, experiences high traffic volumes, provides access to many businesses and residential neighborhoods, and continues to serve as the northernmost major transportation corridor for Ada and Canyon Counties.

Local agencies have been working together to improve the State Street corridor for the past six years because of the regional importance of the corridor, current high transit use, and potential for significant land use changes. Figure 1 shows some of the previous work that has been done on the corridor leading up to the State Street TTOP.

Figure 1 Timeline of State Street Studies



Note: The plans can be found on the project website at www.kittelson.com/statestreetcorridorstudy.

*Local Agencies: Throughout the last six years, ACHD; ITD; Ada County; Cities of Boise, Eagle, Garden City; COMPASS; and Valley Regional Transit have supported efforts on State Street/State Highway 44.

From the State Street Corridor Strategic Plan Study and resulting Memorandum of Understanding (MOU) among the public agency stakeholders, the following vision was established for the corridor between SH 55 and 23rd Street:

A long-term vision for the corridor that includes State Street as a heavily emphasized "transit" corridor with dedicated lanes in a seven-lane cross section; and land use policy changes and transit-oriented development within the corridor to support the high capacity transit (State Street MOU 2005-2010).

The State Street TTOP was initiated in 2009 by Valley Regional Transit (VRT), Ada County Highway District (ACHD), and the City of Boise.

Recently, the partnering agencies and organizations of the original MOU (ACHD, City of Boise, Garden City, Community Planning Association of Southwest Idaho (COMPASS), and VRT) developed a second MOU (2011-2016) that brings together additional partners (i.e., Ada County, Capital City Development Corporation (CCDC), City of Eagle, and ITD) to move forward with implementation activities on the State Street/SH 44 corridor. This second MOU is an important component in the success of this corridor (State Street MOU 2011-2016).

Why State Street/State Highway 44?

State Street/State Highway (SH) 44 is the only east/west connection north of the Boise River that links communities in Canyon and Ada Counties. The corridor provides the only continuous connection between the cities of Boise, Garden City, Eagle, and Star. In addition, previous studies, such as Communities In Motion (CIM), the long-rang transportation plan for the area, have identified the corridor as a major multimodal connection due to the multitude of different land uses that exist today and are planned for the future along State Street/SH 44.

The local transportation and land use agencies are working together to improve the corridor due to its regional importance and the following key roadway, transit, and land use characteristics.

- **Roadway:** Heavy commuter route with congested conditions today (12,000 daily vehicles near SH 16 to 39,000 daily vehicles near Veterans Memorial Parkway) and projected high traffic volume growth by 2035 (20,000 to 70,000 daily vehicles, same locations as above) (CIM Update 2010).

- **Transit:** Highest ridership route (200,000 annual riders) of the regional transit system (accounts for 14 percent of the total regional ridership) (ValleyRide 2009).

- **Land Use:** Need for balancing the projected year 2035 population and employment growth on the corridor (approximately 93% and 118%, respectively, and an annual population growth of 3.5% and large growth projections for the western part of the corridor) with the preservation of existing neighborhoods on the corridor (CIM Update 2010).

Many transit and regional transportation agencies in the U.S. and Canada have implemented high capacity transit service on corridors with high daily traffic volumes, existing high ridership, , and the potential for redevelopment opportunities, similar to the State Street/SH 44 corridor. For example, the Regional Transit Commission (RTC) of Southern Nevada implemented both MAX (2004) and ACE (2010) bus rapid transit routes on two corridors with existing high ridership (7,000 for MAX) and daily traffic volumes between 30,000 and 70,000 vehicles to offer better service, increase transit ridership, and seek redevelopment opportunities. Both BRT routes have increased the ridership and provided early signs of transportation improvements and redevelopment on the corridors.

Plan Purpose

The State Street TTOP identifies and prioritizes roadway, transit, and land use improvements on the State Street/SH 44 corridor, between the future Downtown Boise Multimodal Center and SH 16. These improvements are aimed at evolving State Street/SH 44 into an integrated multimodal corridor, focused on moving people with auto, transit, bicycle, and walking opportunities.

The purpose of the State Street TTOP is to identify, evaluate, and recommend the following:

- **Transit System:** A transit route, transit running way location, and service plan between the future Downtown Boise Multimodal Center and SH 16.
- **Transit-Supportive Land use Concepts:** Location of potential transit-oriented development (TOD) nodes on the corridor.
- **Corridor Improvements:** Improvements to enhance the traffic operations, multimodal accessibility, and access to businesses for the corridor.
- **Implementation Plan:** Projects and financing strategy through the year 2035 (Technical Memorandum #1).

This plan is meant for local decision making purposes and is a precursor to a future federal environmental analysis for the State Street/SH 44 corridor.

Study Area

The project focuses on the State Street/SH 44 corridor between the future Downtown Boise Multimodal Center and SH 16 through the communities of Boise, Garden City, and Eagle. The roadway is referred to as State Street between Glenwood Street and Downtown Boise and as SH 44 between SH 16 and Glenwood Street. The study area is also known as the State Street corridor. Figure 2 illustrates the study area.

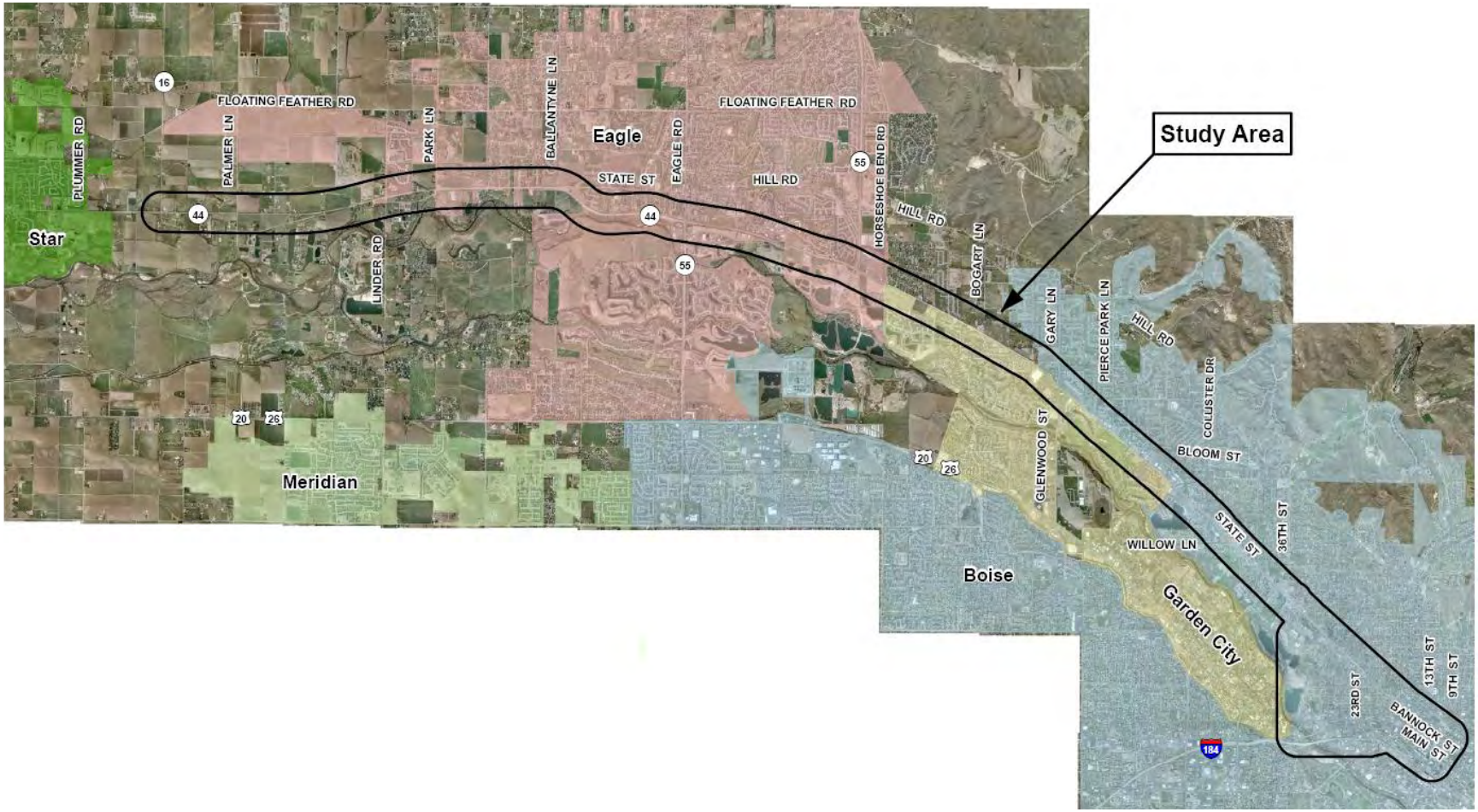
Land uses in the study area consist of a mix of residential, office, and retail. More than 30 signalized intersections and 500 unsignalized access points (average of 35 access points per mile) serve businesses and residential areas along the study corridor. Four river crossings in the study area (Linder Road, Eagle Road, Glenwood Street, and Veterans Memorial Parkway) provide vital regional connections

between population and employment areas to the north and south of State Street, causing higher traffic volumes at these intersections.

Goals and Objectives

As part of the goals and objectives development for this plan, the project team gathered and reviewed existing studies and plans for the area, interviewed stakeholders about the project, and discussed this information with the 70-member Community Advisory Committee (CAC) and 15-member Technical Advisory Committee (TAC). The following goals were developed for this study:

Figure 2 Study Area



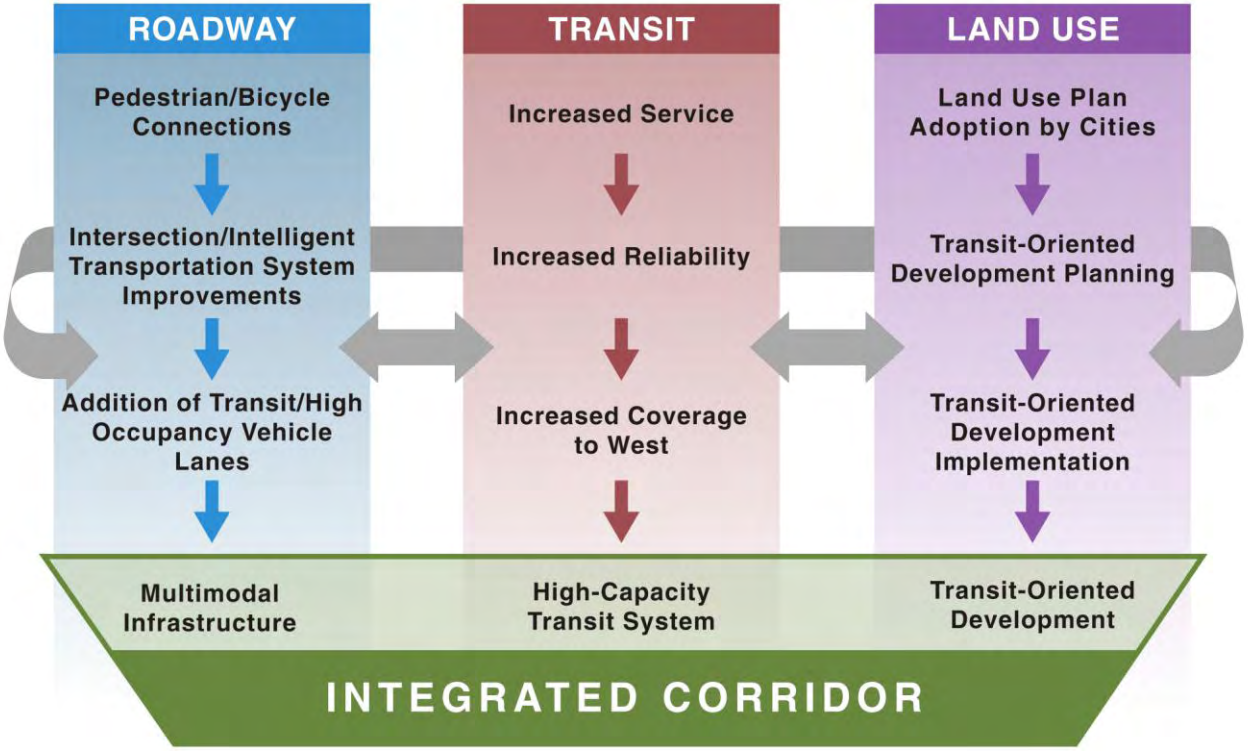
- **Goal 1.** Move people rapidly along State Street utilizing an appropriate high capacity transit system to and from the future Downtown Boise Multimodal Center and communities to the west.
- **Goal 2.** Support local growth objectives and link activity centers along corridor.
- **Goal 3.** Utilize existing plans for transit growth and support future transit expansion.
- **Goal 4.** Engage the community and identify champions for land use and a complete street concept along the State Street corridor.
- **Goal 5.** Create an implementation and financial plan for furthering transit and land use growth (Technical Memorandum #1).

Integrated Corridor

Based on the goals for this plan, the Project Management Team (PMT) and committee members developed an integrated corridor concept to outline the combination of the roadway, transit, and land use components of the State Street corridor. An integrated corridor incorporates multimodal infrastructure, a high-capacity transit system, and transit-oriented development. Figure 3 shows the integrated corridor components and interactions for the State Street corridor.

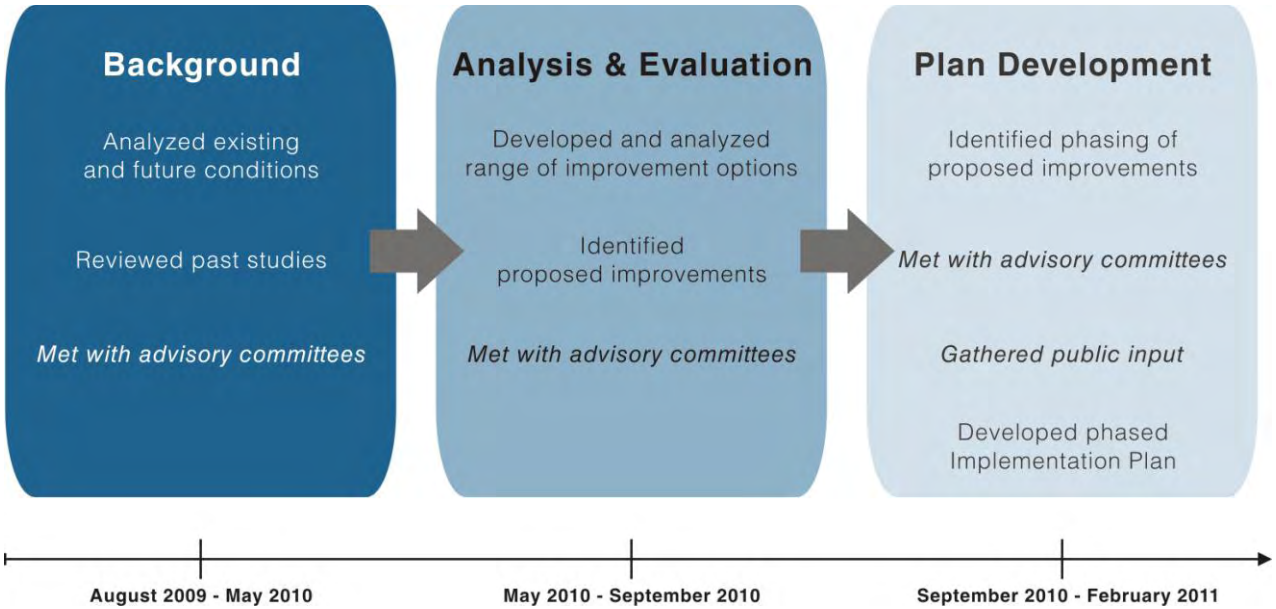
As shown in Figure 3, specific roadway, transit, and land use improvements are required to achieve an integrated corridor. Some of the improvements can be completed independently, but many of the projects and activities relate to each other and need to occur together. All of the improvements are necessary to achieve a successful implementation of the State Street vision.

Figure 3 Integrated Corridor for State Street



In other locations across the country (i.e., EmX BRT in Eugene, Oregon; MAX LRT in Portland, Oregon; MAX BRT in West Valley City, Utah), agencies have completed corridor plans where the transit service or TOD infrastructure was already in place as they moved toward an integrated corridor. The State Street TTOP project is unique in that the Implementation Plan includes roadway enhancements, transit improvements, and land use changes over the same time horizon. Implementing all three components concurrently on State Street presents unique challenges that can be overcome by close collaboration among agencies.

Figure 4 Plan Process



Plan Process

The plan was initiated in August 2009 and planned for adoption in Spring 2011.

Figure 4 shows the process used to develop the Implementation Plan. The plan process was guided by a Project Management Team (PMT). The PMT consisted of staff from ACHD, City of Boise, and VRT as well as the State Street Program Coordinator (refer to page iv for a list of PMT members). These agencies are the funding partners for the plan. The PMT met at least monthly to work through the details of the plan and provided updates to their elected officials at key milestones of the project.

In addition, two advisory committees (CAC and TAC) provided input and guidance throughout the process. The CAC was formed in early 2010 to provide input and guidance during the plan process. The CAC included residents and members from over 70 agencies, organizations, and businesses interested in improving this corridor (refer to page iii for a list of CAC members).

A TAC was formed in early 2010 to provide technical input and guidance during the plan process. The committee included staff members from ACHD; the Cities of Boise, Eagle, and Garden City; COMPASS; ITD; Northside Neighborhood Transportation Committee; VRT; and the State Street

Studies Coordinator (refer to page iv for a list of TAC members).

The project team met three times with the CAC and four times with the TAC, and gathered public input through an open house before developing the Implementation Plan.

Supporting Documentation

As part of the plan process, several documents and reports were prepared to support the development of this Implementation Plan. Data and information from these documents are referenced throughout the Implementation Plan. This section includes a list of the documents and reports with a brief description of each item. All materials are available at www.kittelson.com/statestreetcorridorstudy. Each heading listed on this page includes a hyperlink to the project website or directly to the document for more information.

Technical Memorandum #1: Purpose, Goals, Objectives, and Existing Studies Review

- Identifies the purpose, goals, objectives, and studies list reviewed for this plan.

Technical Memorandum #2: Data Collection and Existing Conditions Analysis

- Presents a summary of the data collection efforts and existing roadway, transit, and land use conditions on the corridor.

Technical Memorandum #3: Future Traffic Volumes and Analysis

- Summarizes the future 2035 traffic volumes and operations and evaluation of the modeling scenarios.

Technical Memorandum #4: ITS Assessment and Recommendations

- Provides an assessment of existing, planned, funded, and new Intelligent Transportation System (ITS) traffic and transit technologies.

Technical Memorandum #5: Future Alternatives Analysis and Evaluation

- Integrates the traffic and transit operations and evaluates the five alternatives for the corridor.

Transit Oriented Development (TOD) Site Selection and Prioritization Report

- Includes an evaluation of TOD opportunities and guidance to local agencies for developing supportive land use polices and implementation strategies.

Transit Operations Plan

- Describes transit routing and operating concepts evaluated for this plan and an implementation strategy for transit service improvements on the corridor.

Technical Advisory Committee Meetings #1, #2, and #3 Minutes

- Each meeting minutes includes attendees, agenda and supporting materials, discussion topics, and TAC questions and comments.

Community Advisory Committee Meetings #1, #2, and #3 Summary

- Each meeting summary includes attendees, agenda and supporting materials, discussion topics, and CAC questions and comments.

Public Open House Summary

- Outlines the planning and detailed outcomes of the open house.

Visualization Videos

- Shows five visualization videos that address technical topics of the plan. Two of the videos present the study area and a summary of different high capacity transit options that exist or are in the planning stages throughout the U.S. Three of the videos show the transit and traffic operations of the median running way, curbside running way, and curbside running way with HOV alternatives between 23rd Street and Collister Drive.

Memorandum of Understanding, 2011-2016

- Demonstrates the commitment of numerous agencies and organizations along State Street to work cooperatively on specific responsibilities to implement projects on the corridor. The following agencies are participating in this MOU:
    - Ada County
    - Ada County Highway District
    - Capital City Development Corporation
    - City of Boise
    - City of Eagle
    - City of Garden City
    - COMPASS
    - Idaho Transportation Department
    - Valley Regional Transit

These documents are located on the project website, but also can be found on the project DVD with each agency.