

3. Strategic Implementation Plan

The DBMS is a multi-agency effort to examine a variety of initiatives to improve the health and vitality of downtown Boise over the next 20 years. It will be important to develop a plan to implement the projects and programs identified by this study. This chapter consists of two parts:

- Agency Roles
- Funding Plan

This chapter discusses possible strategies for overseeing project implementation and expanding the base of available funds. The capital project list and project map are included in Chapter 2 (pages 18-25).

3.1 Agency Roles

The various agencies assembled to oversee this study have different areas of responsibility relative to policies, guidelines, and project implementation. While agency collaboration and participation are critical to ensure buy-in across the spectrum of agencies responsible for different plan elements, the plan lacks a clear voice for implementation. As the plan process draws to a close, a lead agency must be established to coordinate and implement the plan. Complicating matters is the fact that, unlike most cities of similar size, Boise City has no jurisdiction over the local street and road system. Thus, while the City may be able to set land-use policies and urban design guidelines, the ACHD and its commission have final say over policies on how the road system in Boise is designed, managed and maintained.

The study team recommends that either Boise City or the Capital City Development Corporation be responsible for the DBMS. These two agencies are most closely associated with the area and understand the local environment best. Whichever agency assumes the lead, there will be a need to coordinate plan implementation with other city departments, ACHD, ITD, BSU and with COMPASS. A strong lead agency role will take on even greater importance, particularly if federal funding opportunities are pursued. Boise City and CCDC must work closely with Valley Regional Transit and the region.

3.2 Funding Plan

Creating a transportation network takes considerable funding - often in the multi-million dollar range. The project list for the DBMS will, necessarily, draw upon the limited resources currently available in the Treasure Valley for a whole range of items. Many of the items can be layered into the ongoing operations of various implementation agencies, provided those agencies are aware of the measures recommended and are able to build these into their work program. Some projects will require additional resources such as new traffic signals, sidewalk extensions, a multimodal center, or a downtown circulator service.

A key element of plan implementation is establishing an ongoing source of funding for the range of projects contained in the plan. Many regions and cities faced with similar circumstances are now exploring local strategies to increase transportation funding. Each region must embark in a direction that is most appropriate given the local need and the local political framework.

Existing funding sources are described briefly below followed by some other approaches for growing transportation funding. Several measures used to support transportation projects in other areas in the western United States include:

FEDERAL FUNDING

Federal funding often represents the largest source of funding for capital/infrastructure transportation projects. Funding is provided through a number of programs, many with different purposes, requirements, and methods of distribution. The accompanying table beginning on page 60 lists specific federal funding sources for the Treasure Valley Region and the State of Idaho for transportation projects. The amount of funds available for each category are shown through the year 2008.

One requirement common among all federal programs is local matching funds. The required local match is usually between 7 and 20 percent of the total project cost. Though it is a small portion of the total cost, the match demonstrates to the federal government that the local agencies are financially committed to the project. Local funding options are usually pooled together, often with state funding, to help a city or region compete against other jurisdictions.

STATE FUNDING

State funds are used for new capital projects as well but also cover maintenance costs, such as street and highway resurfacing. A much smaller portion covers operational costs. In addition, state funds are used as matching funds for federal projects.

Both State vehicle registration fee and gas taxes are limited in their use for road construction, road maintenance, and security items.

LOCAL FUNDING

Local funds can be used for both capital and operating purposes, as well as to match federal and state sources. A substantial portion of local funding is linked to voter-approved measures with detailed plans for spending the money on specified projects.

FEDERAL FUNDING OPPORTUNITIES

Federal Transit Administration 5307 Grant Program

Section 5307 of the Federal Transit Act, administered by the Federal Transit Administration (FTA), provides grants that may be used to finance the planning, acquisition, construction, improvement, and operating costs of facilities, equipment, and associated capital maintenance items used by operation or lease in mass transportation services. Projects can include the renovation and improvement of historic transportation facilities. In Transportation Management Areas (metropolitan areas over 200,000 population), funds that cannot be used for payment of operating expenses may be used for highway projects if the Metropolitan Planning Organization (MPO) approves such use and such funds are not needed for investments required under the Americans with Disabilities Act (ADA).

Valley Regional Transit currently uses these funds for preventative maintenance, operating assistance, and planning assistance. These funds are no longer available for operating funds in Fiscal Year 05-06. As a result, Valley Regional Transit will need to identify a local source to

replace these funds. Without these funds, Valley Regional Transit will be facing a \$900,000 deficit for Boise City alone to cover. Further, service expansion will be severely limited.

Federal Transit Administration 5309 Grant Program

The FTA Section 5309 Capital Grants and Loans Program consists of formula apportionments for fixed-guideway modernization, discretionary allocations for the construction of new fixed-guideway systems (“New Starts” Program discussed below) and extensions to existing systems, and discretionary allocations for buses. Under the Intermodal Surface Transportation Efficiency Act (ISTEA), formula apportionments for fixed guideway modernization are 40 percent of available Section 5309 funds, and discretionary allocations for the construction of new fixed guideway systems are also 40 percent of available Section 5309. Discretionary allocations for the replacement, rehabilitation, and purchase of buses and related equipment is allocated 20 percent. At least 5.5 percent of the bus funds must be made available for areas other than urbanized areas.

One element of the FTA Section 5309 is an annual discretionary program overseen by Congress that provides funding for the purchase of buses and improvements to bus facilities. Valley Regional Transit, working in collaboration with the Idaho delegation, can lobby to secure funds to purchase new vehicles to expand bus service or to develop a new downtown circulator. Currently Valley Regional Transit is using this funding source for capital replacement projects and for preventative maintenance.

5309 - New Starts

FTA Section 5309 New Rail Starts Discretionary is one of the three 5309 federal funding programs supporting the development of transit projects in the United States. This program is tailored to capital projects that create fixed-guideway transit systems such as a downtown circulator service. These are federal dollars that are awarded throughout the country through a competitive process. Given this program is highly competitive, projects with high ridership, strong integration with land-use planning leading to mixed-use, higher density, cost-effective transit technologies, and strong links to broader community goals compete most effectively.

Congressional Earmarks

Congressional earmarks are for transportation projects that are a high priority for members of Congress. Jurisdictions cannot rely on earmarks for ongoing funding of projects. These funds are most appropriate for special or one-time uses such as a multimodal center or the downtown Circulator. The downtown circulator, the downtown multimodal center, the BSU multimodal center, and the rail corridor serving Boise, Nampa, and Caldwell are all projects that may require congressional earmarks for studies and for implementation.

Flexible Use of Highway Funds

Some regions choose to redirect some portion of their federal highway funding towards other projects and programs to enhance mobility such as transit, bicycle, and pedestrian projects. For example, Boise City may choose to work with COMPASS and ACHD redirect a portion of federal Surface Transportation Program funds from roadway projects to the purchase of new transit vehicles for a Downtown Circulator, the development of a

multimodal center, or the development of a new streetcar service. Federal funding legislation allows a great degree of flexibility around how the federal highway funds can be spent. This approach would require collaboration between Boise City, ACHD, and COMPASS. This concept may be appropriately considered during the Communities in Motion Regional Long-range Transportation Plan process. Idaho's Congestion Mitigation and Air Quality (CMAQ) Program can also be used for purchase of transit vehicles, increasing service, and developing a multimodal center if these projects are determined to be cost-effective and demonstrate significant emissions reductions consistent with Idaho Transportation Board policy.

STATE FUNDING OPPORTUNITIES

State Gas Tax and Vehicle Registration Fees

Gasoline tax and vehicle registration fees are an important source of revenue for highway districts. Funds collected from these sources are put into the State of Idaho's Highway Distribution Account.

An increased registration fee was approved by Ada County voters on Nov. 6, 1990 and was implemented on Jan. 1, 1991. Funds are to be used primarily for capital improvements to the road and bridge system in Ada County but can also be used for "traffic supervision" (signals, guard rails, etc.). The fees vary from \$4 for motorcycles and ATVs to \$20 for vehicles 2 years old or less and weighing less than 8,000 pounds. The older a vehicle is, the smaller the fee (example: a 1996 passenger car costs \$10). The fee raised about \$3.5 million in Ada County last year.

Additional Vehicle Registration Fees

Vehicle registration fees could be increased to provide additional transportation investments in Ada County. Vehicle registration fees can only be used for road construction, maintenance, and security. Many other states allow vehicle registration fees to be used for other activities and programs that benefit roadway users. Possible uses of funds could include: ridesharing, clean fuel buses, alternative fuel vehicle demonstrations, shuttles, traffic management, rail/bus integration, regional transit information, and bicycle programs. This would require additional policy and legislative analysis if this strategy were to be pursued in Idaho.

LOCAL FUNDING OPPORTUNITIES

Local Option Authority

There are a variety of different funding mechanisms such as sales taxes, personal property tax on the automobile, property taxes, or other approaches. Many of these efforts are accompanied by specific lists of projects that demonstrate where the tax dollars will be spent. In Idaho, with few exceptions, local communities are not granted the authority from the state to raise revenue for local services and infrastructure enhancements. The Treasure Valley, led by Valley Regional Transit, is seeking the authority to create a local funding mechanism for transportation. With the local authority, Valley Regional Transit will ask the voters to approve both a local funding source and an expenditure plan. In all cases, a voter referendum will be required to seek a local funding source.

Using Parking Revenue to Support Transportation System Expansion

Parking fees or parking taxes could provide an ongoing source of local funding for transportation projects serving downtown Boise. An additional dollar could be charged for use of CCDC garages, or a certain percentage of parking meter revenue could be dedicated to projects such as offering transit subsidies, maintenance funds for bicycle and pedestrian facilities, or the installation of special crossing facilities downtown.

Tax Increment Financing

Tax increment financing is a method of funding whereby the taxes generated by increasing property values in an urban renewal district are used to pay for public improvements and other revitalization activities in that district.

At the time an urban renewal district is formed, the county assessor establishes the current value for each property in that district. This value is referred to as the “base” value. Over time, as both public and private dollars are invested and development occurs in the district, property values tend to rise. When that happens, the property tax revenue from the urban renewal district is split into two streams. The first stream, which is pegged to the original property values at the time the district was formed, continues to go to the city, county, and other taxing bodies. The second stream consists of the increase in taxes resulting from the new development and higher property values—the “tax increment.”

The taxes generated by the incremental value are shared by the local school district and the urban renewal district. In Boise, funds from each urban renewal district go to the Boise School District and CCDC, the designated urban renewal (redevelopment) agency. These funds must be reinvested in projects in the district from which they came. Tax increment is used to pay for new infrastructure (such as streets, sewers and water lines, utilities, and public parking facilities) or for land acquisition, demolition or rehabilitation of buildings and site preparation.

Other common uses include planning expenses (such as legal fees, studies, surveys, and engineering). Urban renewal agencies are also allowed to issue bonds to construct a capital project and use the tax increment to pay off the annual debt service.

Examples of how tax increment financing has been used in Boise include construction of eight downtown public parking garages; land acquisition, utility relocation, and the distinctive brick streetscape in the downtown business core and the Courthouse Corridor.

Local Improvement District (LID)

Idaho state legislation empowers cities, counties, and highway districts, such as ACHD, to create Local Improvement Districts (LIDs). LIDs are formed for the purpose of constructing and financing infrastructure projects that benefit the properties located within the LID boundary. A LID can be proposed by resident petition or by the governing board of the agency proposing the LID. The governing board ultimately establishes an LID; a popular vote is not required. LIDs are not property tax districts, and assessments are not necessarily based on property value.

In addition to other uses identified in the Idaho State Code, LIDs can be established and used:

- To establish grades and lay out, open, extend, and widen any street, sidewalk, alley, or off-street parking facility. (Streets, by definition in this section of the code, include the entire legal rights-of-way, highways, roads, boulevards, avenues, streets, alleys, courts, and all public places within a city, county, or highway districts.)
- To construct, improve, repair, light, grade, pave, repave, surface, resurface, curb, gutter, sewer, drain, landscaping, and beautify any street, sidewalk, or alley.
- To purchase, construct, reconstruct, extend, maintain, or repair bridges, sidewalks, crosswalks, driveways, culverts, sanitary sewers, storm sewers, etc.

The advantage of an LID is that the improvements benefit specific properties, and only those property owners benefited by the improvements are required to contribute towards the cost of the improvements. The disadvantage is that LIDs are best suited for localized projects and are generally not used for large projects that equally benefit the entire community. In the case of downtown Boise, ACHD is distinct in that it has jurisdiction over all Boise City street rights-of-way, not just highways. An ACHD-sponsored downtown LID could generate additional revenue that would be focused on downtown improvements, as opposed to projects that would benefit all of Boise City. Like tax increment financing, LIDs are used with bond financing to help construct larger projects.

Note: See <http://www.lhtac.org/manuals/improvements.shtml> for a helpful online manual developed by the Local Highway Technical Assistance Council describing the creation of an LID for local highway jurisdictions.

Voluntary Programs

Although LIDs are found throughout Idaho, some jurisdictions also have used similar but voluntary programs to help fund smaller local projects. Voluntary agreements are easier to set up, as they do not need to incur extra costs such as bond financing and engineering costs. The drawback is that the project can be stopped if any one property owner is not able to pay the assessment.

FUNDING MATRIX

Each table on the following pages identify the category of transportation funding, the amount of funds available by year, the eligible uses of funds, who can apply and who makes decisions about the use of different fund sources. These tables are supplied with the assistance and support of ITD.

Table 3.1, on the following page, illustrates the multitude of funding programs available. Unfortunately, these programs are already overburdened and needs outstrip the supply of funds. Most of the projects in this plan can apply for and use funding from the sources identified. These projects, however, must compete with other projects in the region and the state. Finding new sources of revenue would benefit downtown Boise and the Treasure Valley region.

Table 3.1 Federal Funding - Total Available vs. Amounts Already Programmed for Projects, FY 2004-2008

Category	FY 2004		FY 2005		FY 2006		FY 2007		FY 2008		Eligible Uses	Who Can Claim The Money?	Who Decides Which Projects Get The Money?
	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects			
Metropolitan Planning - Federal Transit Act (FTA) Section 5303	270,000	270,000	270,000	270,000	280,000	280,000	290,000	290,000	-	-	Transit planning (multi-modal transportation plans for urbanized areas)	Metropolitan Planning Organizations (MPOs)	State
Discretionary Capital Program - FTA Section 5309	4.5 M	4.5 M	-	Discretionary	-	-	-	-	-	-	Transit capital projects	State, local public agencies	Congress
Rural Area Formula Program - FTA Section 5311	2 M	2 M	2.2 M	2.2 M	2.4 M	2.4 M	-	-	-	-	Administration, operations, capital and planning costs associated with providing services to the general public	Cities with populations below 50,000	State
Rural Transit Assistance Programs - FTA Section 5311	-	-	82,000	-	82,000	-	82,000	-	-	-	Research, technical assistance, training to benefit Rural Transportation Providers	State	State
FTA Section 5310 - Elderly and Disabled	520,000	520,000	565,000	565,000	610,000	610,000	-	-	-	-	Purchase of paratransit vans and related equipment	Nonprofit agencies, public agencies	State
FTA Section 5311(f)							-	-	-	-	Purchase of buses and related equipment, and bus operations between rural areas and regional centers	State	State
State Planning and Research - FTA Section 5313	68,000	68,000	73,000	73,000	78,000	78,000	84,000	84,000	-	-	Statewide transit planning	State	State
Statewide Administration - FTA Section 5310 and 5311		-	57,000 334000	-	60,000 368000	-	63,000 402000	-	-	-	Program administration	State	ITD Div of Public Transportation

Category	FY 2004		FY 2005		FY 2006		FY 2007		FY 2008		Eligible Uses	Who Can Claim The Money?	Who Decides Which Projects Get The Money?	
	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects				
Urbanized Area Formula Program - Federal Transit Act Section 5307	Statutory formula	-	-	-	-	-	-	-	-	-	Operations, capital, and planning to provide public transportation services to the urbanized area. Funds not available for operations in large urbanized areas (200,000 or more)	Urbanized areas with population of 50,000 or higher	Federal Transit Administration (FTA)	
Access to Jobs and Reverse Commute Program	Discretionary -varies annually	-	-	-	-	-	-	-	-	-	Projects and services designed to transport low-income persons to work; projects to move people to suburban job centers	Local governments, MPOs, transit operators and non-profit organizations	United States Department of Transportation (DOT)	
Bridge - Local, and Off-System Program*	4.7 M	7 M	4.6 M	4.6 M	4.3 M	4.5 M	4 M	3.5 M	3.9 M	3 M	Replacement or rehabilitation of roadway bridges at least 20 feet long	Non-state highway system bridge	LHTAC (based on safety)	
Surface Transportation Program (STP)	Enhancements	5.7 M	6.5 M	5.6 M	6.4 M	5.6 M	5.1 M				Bicycle and pedestrian, historic, scenic and environmental Enhancements	Federal, state, and local government agencies and tribes	ITD	
	Hazard Elimination /Rail Safety*	1.7 M	2.7 M	1.6 M	3.8 M	1.5 M	2 M				Projects reducing accidents, bicycle and pedestrian safety improvements, motorist safety improvements at railroad crossings	State, Local public roads	ITD (based on safety ratings)	
	Local Rural*	7.7 M	7.6 M	6.3 M	6.2 M	6 M	4.7 M	5.6 M	5.4 M	5.3 M	1.2 M	Reconstruction or rehabilitation, planning, enhancement, transit, bridge or safety activities of rural major collector or higher	Cities with populations below 5,000 and rural areas	ITD, LHTAC (Local Highway Technical Assistance Council)
	Local Urban*	8.2 M	10 M	7.7 M	7.7 M	7.3 M	4.5 M	6.9 M	7 M	6.4 M	6.8 M	Reconstruction or rehabilitation, planning, enhancement, transit, bridge or other activities of urban collectors or higher	Urban areas with population between 5,000 and 200,000	ITD, LHTAC, COMPASS, metropolitan planning organizations

Category	FY 2004		FY 2005		FY 2006		FY 2007		FY 2008		Eligible Uses	Who Can Claim The Money?	Who Decides Which Projects Get The Money?	
	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects				
Surface Transportation Program (STP), cont.	Transportation Management Area (TMA)*	5.1 M	5 M	4.8 M	8.1 M	4.6 M	6.4 M	4.3 M	4.9 M	4 M	4.6 M	Reconstruction or rehabilitation of roadways classified as urban collector or higher. Planning, enhancement, transit, bridge or safety activities	Urban areas with population of 200,000 or higher	ITD, MPO (COMPASS)
	State*	56.2 M	34.5 M	53.2 M	9.2 M	50.4 M	32.6 M	47.6 M	40.8 M	44.8 M	25.2 M	Reconstruction of roadways, planning, enhancement, transit, bridge, or safety activities on the State Highway System (U.S., Interstate, and State routes)	ITD (State Highway System)	ITD
Surface Transportation Research Program												Research, technology development and technology transfer	State agencies, universities	ITD
State Planning and Research*		4.8 M	4.8 M	Statewide transportation planning	State	ITD								
Congestion Mitigation and Air Quality Improvement Program (CMAQ)		4.4 M	5.4 M	4.5 M	5.4 M	4.5 M	-					Transportation projects that improve air quality	Public agencies - cities, counties, transit operators	ITD
Metropolitan Planning		1 M	1 M	1 M	1 M	1 M	1 M	1 M	1 M	1 M	1 M	Metropolitan transportation planning	COMPASS, other MPOs statewide	ITD, MPO
Interstate Maintenance		43.2 M	36 M	41 M	54 M	38.9 M	67.7 M	36.7 M	43.2 M	34.5 M	28.8 M	Resurfacing, restoring, rehabilitating, or reconstructing the Interstate highway system. Adding capacity may not be funded under this program, except for HOV lanes or auxiliary lanes such as truck-climbing lanes	ITD (Interstate highway system)	ITD

Category	FY 2004		FY 2005		FY 2006		FY 2007		FY 2008		Eligible Uses	Who Can Claim The Money?	Who Decides Which Projects Get The Money?
	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects	Total Avail	Projects			
National Highway System Program*	58.3 M	79.7 M	55.4 M	81.7 M	52.5 M	58.4 M	49.5 M	62.7 M	46.6 M	66.4 M	Reconstruction or rehabilitation of roadways (includes Interstates and most Idaho's major U.S. and state highways)	ITD	ITD / Congress
Recreational Trails Program	737,000	737,000	730,000	730,000	730,000	730,000	730,000	730,000	730,000	730,000	Development and maintenance of motorized and non-motorized recreational trails	State or local jurisdictions	Idaho Department of Parks and Recreation
Demonstration (ISTEA) or High Priority Transportation Enhancement Activities (TEA-21)	Discretionary	-	-	330,000	-	3.5 M	-	-	-	-	Transportation projects of special importance to members of Congress		Congress
Interstate Maintenance Discretionary**	Discretionary	-	-	-	-	-	-	-	-	-	Interstate maintenance and reconstruction projects. Projects must be more than \$10 M	Interstate highway system	Congress / USDOT
Corridors and Borders**	Discretionary	-	-	-	-	-	-	-	-	-	Planning, constructing, or operating projects in nationally recognized high-priority corridors	Federal or State jurisdictions	Congress / USDOT
Bridge Discretionary**	Discretionary	-	-	-	-	-	-	-	-	-	Replacement or rehabilitation of bridges located on federal-aid highways	Bridges projects located on federal-aid highways	Congress / USDOT
Public Lands Highways**	Discretionary	-	-	-	-	-	-	-	-	-	Transportation project eligible for assistance under Title 23, US Code, that is within, adjacent to, or provides access to public lands.	Federal, State or local jurisdictions	Congress / USDOT
Scenic Byways**	Discretionary	-	-	-	-	-	-	-	-	-	National or state scenic, historic, or back-country byway	Federal, State or local jurisdictions	Congress / USDOT

Category	FY 2004		FY 2005		FY 2006		FY 2007		FY 2008		Eligible Uses	Who Can Claim The Money?	Who Decides Which Projects Get The Money?
	Total Avail	Projects											
NHTSA Highway Safety Grant											Statewide and local projects that address Idaho's eight most critical traffic-safety problems	State and Local jurisdictions	ITD Office of Highway Safety and the Idaho Traffic Safety Commission

Source: Available Funding With Match vs. Programmed Projects - Approved FY 2004-2008 STIP. Idaho Transportation Department

- * Discounted 5% each year beginning in FY2005 to allow inflation in future updates of the programs.
- ** Funding requests will be submitted to a national competitive selection process for consideration.

Assumptions:

- 1) Program structure is based on TEA-21 funding structure. TEA-21 is active through FY 2003. FY 2004 through 2008 assumptions are based on estimated apportionment levels in the last year (FY 2003) of TEA-21.
- 2) Obligation Authority is equal to the estimated apportionments throughout the life of TEA-21.
- 3) The FY 2004-2008 program does not include any year-end redistribution of obligation authority not used by other states.
- 4) The FY 2004-2008 program does not include any Revenue Aligned Budget Authority due to adjustments in the funding available to the states should the highway revenues exceed the “firewall” established under TEA-21.
- 5) The “Available with Match” amounts include the match and federal funds estimated to be available to program projects. These amounts are reduced 5% each year (FY 2005 and beyond) to allow for the estimated effects of inflation on project costs.