

Urban Village Transportation Impact Fee (TIF) Reduction Program

Part 1 - Bellingham's Experience with TIFs

Part 2 - Debunking Myths About TIFS

Part 3 - Integrating TIFs with Land Use Context

Part 4 - Development of New TIF Methodology

Part 5 - Success of the TIF Reduction Program

Part 1. Brief History of TIF in Bellingham

- 1990: Washington State Growth Management Act (GMA) adopted RCW 82.02 authorizes local impact fees for traffic, parks, schools, fire
- 1995: Bellingham adopts first GMA-compliant Comprehensive Plan
- 1995: Bellingham adopts BMC 19.06 Transportation Impact Fees (TIF)
- 2006: Bellingham Comprehensive Plan update and re-adoption Infill land use strategies and multimodal transportation emphase
- 2006: David Evans & Associates hired to overhaul/revise BMC 19.06 TIF
- 2007: TIF zone system eliminated, replaced by city-wide TIF system
- Modeled after Olympia TIF system upheld by WA Supreme Court in "Drebick v Olympia"
- 2010-2011: Urban Village TIF Reduction Program Created for Infill Development Based on ITE methodology in Trip Gen Manual, Trip Gen Handbook, trip gen research
- Designed to account for presence/influence of sidewalks, bike lanes, transit, CTR, and TDM
- Designed to account on presence/minerice to stewards, one faires, crainst, cft, and town Internal capture less vehicle trips in mixed use high-density trban Village Master Plans Implements infill land use strategy and multimodal transportation emphasis of Comp Plan Economic incentive/reward for development consistent with Comp Plan Up to 25% automatic trip reduction; additional 25% trip reduction possible for TDM meass

Bellingham's former TIF Zone System

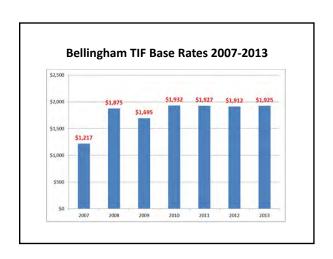
- Original 10 zones; grew to 18 by 2006 via annexation, rezone, land use change
- Some zones large, some small
- Some zones with major capital projects; Some with few or no capital
- · Labor and data intensive & inefficient;
- Very inequitable across zones
- Presumed that cost of capital projects in each zone should be borne only by new development in that zone, despite other traffic Example: Zones 9 & 18, divided by 40th St - SF House in Zone 9 paid \$183/trip - SF House in Zone 18 paid \$4.403/trip!
- Transportation mobility is NOT limited to artificial 'zones';
- New development generates new trips across the entire transportation networ



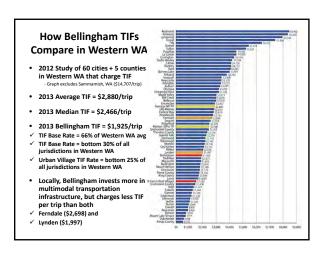
Bellingham's Current Citywide TIF System

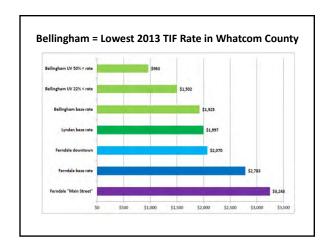
- 2006 David Evans & Associates helps Bellingham create new city-wide TIF
- Based on Olympia TIF system upheld by WA Supreme Court)
- Over time, all traffic (new + old residents <u>and</u> visitors) uses and impacts all of the city-wide transportation
- · City-wide TIF system is more equitable and more predictable for developer
- One TIF base rate instead of 18
- Based on actual capital investment of local funds (receipts) plus programmed local funds in annual 6-Year TIP
- New Citywide TIF effective Jan 1, 2007

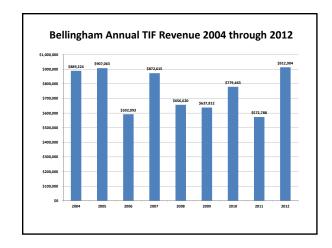


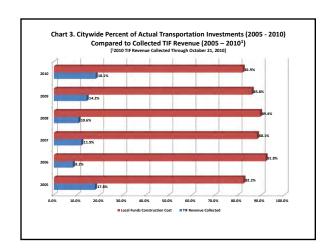


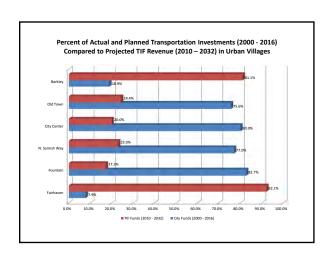
Part 2. Debunking Myths About TIFs Negative Perspectives Are Not Supported By Facts "Well no wonder businesses are leaving Bellingham for Ferndale!" General unhappy attitude expressed by uninformed applicants when they discover that they are required to pay a Transportation Impact Fee for the peak hour vehicle trips produced by their project "City fees seen as barrier to downtown Bellingham growth" July 5, 2012 - Bellingham Business Journal "Fighting to limit economic consequences of transportation impact fees" The Bellingham/Whatcom Chamber of Commerce & Industry currently (2013) has the following listed as a "Core Competency" of the Chamber on its web site https://bellingham.com/about-the-chamber "I think that's phenomenal, I didn't expect something so logical to come from the city." Government Affairs Director, Whatcom County Association of Realtors after learning about Bellingham's Urban Village TiR Reduction Program October 25, 2010 - Bellingham Herold

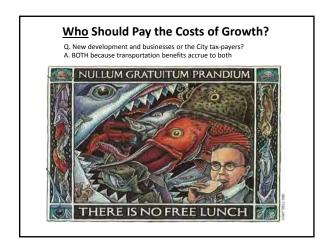








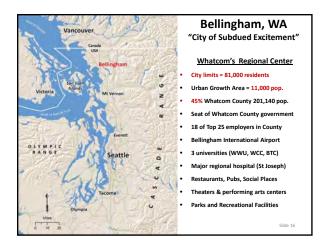


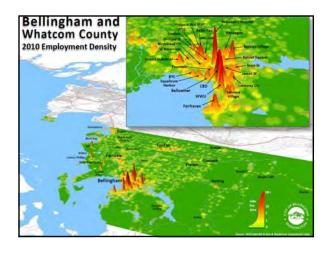


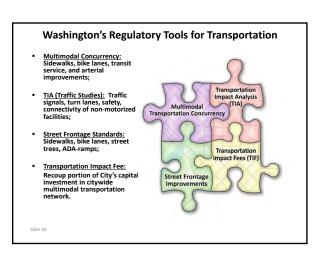
Part 3. TIF Adjustments for Local Realities

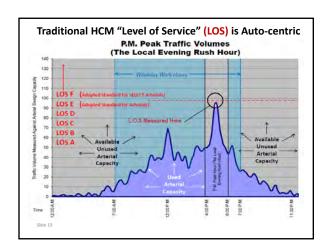
Integration of:

- Land Use & Transportation Policy;
- Economic Development; and
- Local Politics

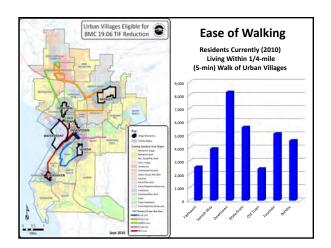


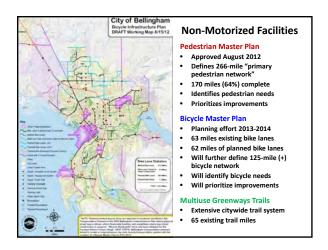


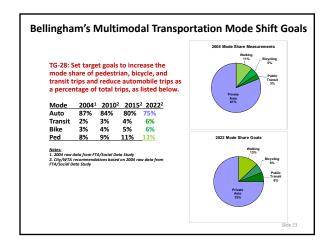














Part 4 **Development of New TIF Methodology**

City of Bellingham - Sustainable Connections 2010 Urban Village TIF Reduction Proposal

(Research: Feb - Sept 2010; Public Process: Oct-Dec 2010; Adoption: Feb 2011)

Transportation Mode Shift Incentive – reduction in Transportation Impact Fees for location factors and performance measures that are proven to reduce on-site trip generation, such as Urban Village location on Whatcom Transportation Authority Go Lines.

- 1.) Incentivize infill development in Urban Villages surrounded by population centers where multimodal transportation infrastructure, transit service, and TDM performance measures can be proven to reduce vehicle trip generation, which justifies lower TIF charges.
- 2.) Create yet another "tool in the toolbox" for further implementation of the integrated multimodal transportation-land use planning emphasis in the 2006 Bellingham Comprehensive Plan.

City of Bellingham - Sustainable Connections 2010 Urban Village TIF Reduction Proposal

Project Framework

Public Works staff specifically worked within the following framework:

- 1.) TIF reduction must be legally defensible;
- 2.) Consistent with ITE Trip Generation Methodology; (ITE Trip Generation is a prominent quidepost)
- 3.) Survey of trip reduction practices of other Washington and U.S. cities (Best Practices Within Transportation Industry);
- 4.) Consistent with GMA and Bellingham Comprehensive Plan; and
- 5.) Proposed Urban Village TIF Reduction is Limited to 50%.

BMC 19.06 Urban Village Vehicle Trip Reduction Credits

TABLE 2 - URBAN VILLAGE VEHICLE TRIP REDUCTION CREDITS	CREDIT
Menu of Location Factors and Performance Measures to Reduce Vehicle Trips	
Note: Reductive drains are additive and may not assume a free of 10%	
1.) MIXED USE URBAN VILLAGE LOCATION	16%
(Based in ITE Internal Tity Capture - Minut Use Lifean Environment)	
2.) WTA TRANSIT PROXIMITY (Only one transit proximity reduction below may be used)	
Development forms on a high-tenguency WTA GO Line.	10%
Development within 1/4-mile of WTA GO Live	7%
Development fronts on standard WTA Roulin (XII min)	9%
Development within 1/4 milet; of standard WTA Rosse; (30 - 60 mm).	2%
S EMPLOYER MANDATORY COMMITMENT TO COMMUTE TRIP REDUCTION (CTR)	
CTR/TDM constituent combining economic exemities; with transportation services	1874
A.) VOLUNTARY ANNUAL WTA TRANSIT PASS PROVISION (Non-CTR)	
2-year transit pass provided for residental crists = 1% per and pass	150
2-year trianal pass provided for employees 4.1% per employee pass.	154
1.) YOLUNTARY CAR SHARE PARTICIPATION OR PROVISION (Non-CTR)	
Cart River Vehicle(s) Parket On Residential or Employment Site = 2% per which:	2%
Car libare mendesarip lies provided for residential units 1.2% per unit	2%
Car Stare membership for provided for employees: 2% per employees	2%

Downtown Urban Village Profile

WTA Transit Proximity Provision



- Vehicle trip reduction credit for development in close proximity to transit is based on distance from and frequency of the transit service available, as follows:
- 10% for fronting on a WTA high-frequency transit corridor; 7% within ¼-mile of a WTA high-frequency transit corridor;
- 5% for fronting on a standard service (30-60 minute) WTA transit corridor;
- 2% within ¼-mile of a standard service (30-60 minute) WTA transit corridor.
- Note (1): Only one transit proximity credit above may be applied to lower TIF charges.

 Note (2): May not be used in addition to CTR provision.

Commute Trip Reduction (CTR) [Large Employers Only]



- Washington State's Clean Air Act (RCW 70.94) requires cities to adopt Commute Trip Reduction plans (RCW 70.94.527) - mandatory requirements for all employers with 100+ employees to reduce employee single occupant vehicle (SOV) trips 10% below the standard vehicle trip generation baseline.
- Commute Trip Reduction Proposal: Public Works is proposing a 10% CTR vehicle trip reduction credit for employers located in Urban Villages with 100+ employees, required to comply with RCW 70.94.527 (CTR law).
- Employer required to sign a CTR contract with the City with a specific time commitment (2-3 years) to reach the 10% SOV reduction gold, demonstration of good-faith efforts to comply, and the consequence of having to reimburse the City for TIF-equivalent funds minus the cost of CTR measures implemented within the contractual time period.

Voluntary WTA Bus Pass Provision

[All Non-CTR Employers and Residential Projects]



- 1% reduction of overall site vehicle trip generation for each Urban Village residential unit or employee provided with 2-years worth of free WTA transit passes.
- A contract would be required with the City to ensure compliance with verification of bus pass purchases provided by WTA. Failure to comply would be a breach of contract requiring full TIF payment, minus the cost of any purchased bus passes.
- Letter of Endorsement from WT/ included in City Council agenda

Voluntary Car Share Accommodation Provision

[All Non-CTR Employers and Residential Projects]



- 2% reduction of overall site vehicle trip generation for each Urban Village residential unit or employee provided with 2-years worth of free car share organization membership¹¹ and/or
- 2% for each car share vehicle parked on an Urban Village residential or employment site.
- A contract would be required with the City to ensure compliance with verification of memberships provided by the car share organization. Failure to comply would be a breach of contract requiring full TIF payment, minus the cost of any purchased bus passes.

Urban Village TIF Reduction Financial Gain Price Points | All and deviations from the Time (State Control of the Time (State Con

2012 Enhancements

- 25% Discount for WTA Transit Passes Purchased through Urban Village TIF Reduction Program
- City "Depository Accounts" for Bus Passes = No Hassles for Developers
- Bike Rack Installation Incentive/Reward
 - @\$500 Cost translates to @\$1,400 TIF savings

Voluntary TIF Reduction for Bike Rack Installation

- Developer purchases and installs City-approved U-shaped bike racks
- Location
 - Convenient (within 50 feet of entry)
 - Easily accessible (not too cramped)
 Preferably covered, but not required
- Rack capacity for at least 4 bikes
- Typical Rack Cost = @ \$500
- Typical TIF Benefit = @ \$1,400



Part 5. Success of the Urban Village TIF Reduction Program

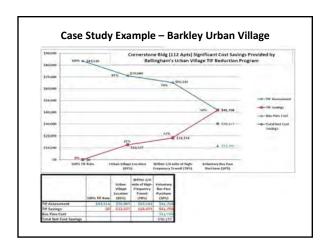
March 1, 2011 to August 1, 2013, the Bellingham Urban Village TIF Reduction Program has saved developers over \$300,000 in TIF savings (Table 4.), as follows:

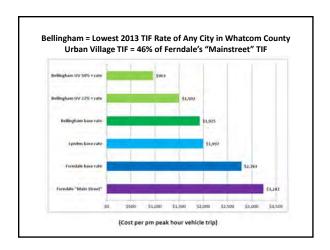
- Year 1 = **\$117,976**;
- Year 2 = \$100.178:
- Year 3 (5 mos) = \$87,878; and
- TIF savings (to date) = \$306,032



Details of Success

- 30 Projects in 30 months
 - 433 residential apartments in compact mixed use areas
 - 115,249 SF commercial space
 - 31,897 SF office space
 - \$246,175 in automatic (22% 25%s) TIF savings
- 3 Major Developers (274 apartments) have voluntarily purchased WTA bus passes for 2 years at a 25% discount
 - \$47,737 in TIF savings for voluntary performance measures
- 6 Businesses have purchased and installed bike racks
 - \$11,524 in TIF savings for voluntary performance measures





Who Should Pay the Costs of Growth? Q. New development and businesses OR the City tax-payers? A. BOTH because transportation benefits accrue to both NULLUM GRATUITUM PRANDIUM THERE IS NO FREE LUNCH

Awards & Recognition

- ✓ 2012 APA-PAW Award for Transportation Planning in Washington State
- ✓ 2013 ITE Transportation Planning Council Best Program Award – Runner Up (International)
- ✓ Program featured in many State and National APA and ITE Publications
- ✓ AICP Journal Practicing Planner Volume 11, No. 3 (Sept 2013) "The Urban Village TIF Reduction Program in Bellingham, Washington" http://www.planning.org/practicingplanner/ [Example copy available here]

What's Next?

- In all of our work, there is always room for improvement
- 2014 research to support trip reduction credits for:
 - ✓ TDM applications for small business employers & "employment centers"
 - o (WA CTR is only for large business employers > 100 employees)
 - ✓ Possible application for Urban Village parking reductions/reward
- Better educational efforts by planners and engineers regarding vehicle trip generation rates and the value that transportation impact fees provide for planners/engineers, the public, developers, and politicians
 - $\checkmark \ \, \text{City transportation improvements are extremely expensive}$
 - ✓ TIFs = private development proportional share of infrastructure cost
 - ✓ TIFs are beneficial to help leverage outside State & federal grant funding
 - ✓ Capital projects funded with grants help to keep local TIF rates low

Conclusions & Recommendations

- · Regarding TIFs:
 - Private developers don't like TIFs and never will; Cities need to be 'okay' with that
 - Fiscal Reality = There is no such thing as a "free lunch"
 - (Someone, somewhere has to pay the expensive cost of transportation improvements)

 Fiscal Choice: Costs can be shared (TIFs) or completely subsidized by public (no TIFs)

 (In Bellingham, TIF revenue covers less than 20% of actual transportation costs)
- ITE Trip Generation Manual is an important resource, but trip generation rates may not reflect local land use and transportation realities; especially mixed use and the influence of sidewalks, bike lanes, and transit
- Best Practice = Comprehensively register vehicle trip generation rates to actual land use context and availability of other modes of transportation
- Outcome-based methodology. Create financial incentives that reward the type of development that the community wants while promoting infill land use, multimodal transportation goals, and economic development.

Slide 44

..... but wait there's more!

For more information about Bellingham's Multimodal Transportation Concurrency Program and Urban Village TIF Reduction Program visit the City of Bellingham web site at:

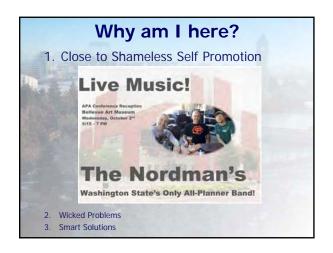
http://www.cob.org/services/planning/transportation/index.aspx

or contact:

Chris Comeau, AICP, Transportation Planner City of Bellingham Public Works Department (360) 778-7946; or ccomeau@cob.org







Background and History

- · What are we doing to ourselves?
- Past crisis to current crisis
 Don't let a good crisis go to waste.
- Maintenance Backlog and Needs vs. Wants
- Current Program
- · Where to from here?

Spo-kane

A city of eastern Washington near the Idaho border on the falls of the **Spokane River**, about 193 km (120 mi) long. Settled on the site of a trading fort established in 1810, Spokane is a trade and processing center in an agricultural, lumbering, and mining region.

Source: http://www.thefreedictionary.com/Spokane

Spokanistan

Another nickname for the city of Spokane in Washington State USA. This nickname began growing in popularity when some **Spokane** residents began to notice similarities between their surroundings and the pictures of dusty towns in Afghanistan being shown on TV news.

Source: http://www.urbandictionary.com



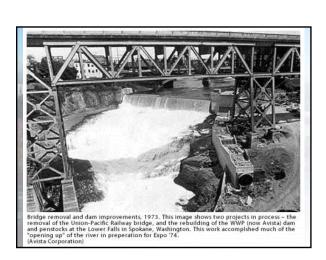


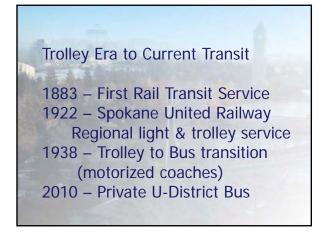
Spokane Demographics 1,700,000 people within Spokane Trade Area – Very Spread Out – 150 mile radius 471,000 people within Spokane County Spokane County "Urban" = 387,847 Spokane / Coeur d'Alene CSA = 674,600 210,000 people within the City of Spokane About 1,000 a year growth – slow growth? As of 2012 – Just under 70 Square Miles City's median household income \$41,466 Region's poverty issues Spokane County's median household income \$49,257

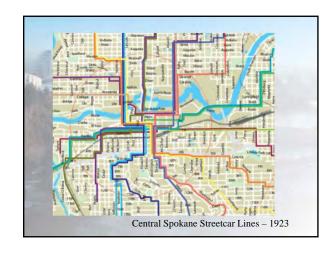










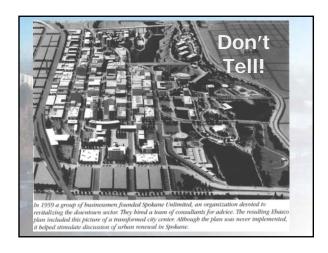












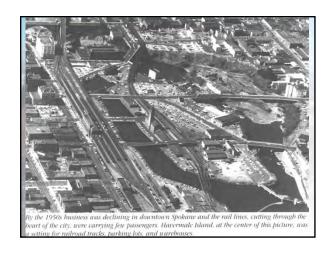


1908 Olmsted Brothers Plan

The railroad-jammed downtown riverfront, above the falls, was not part of the Olmsted plan, but only because, as the Olmsted's dryly noted, it had

"already been partially 'improved,' as one might ironically say, but it is questionable whether any considerable proportion of the community is proud of most of those improvements" (Olmsted).

Yet they predicted that the city would someday come to its senses and reclaim the area.















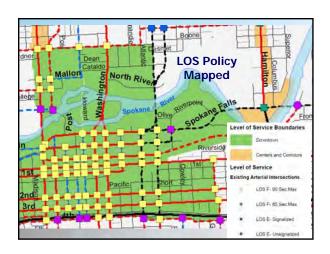








Level of Service LOS currently based solely on intersection LOS and auto capacity. Adjusted this LOS based on Land Use desires – Generally perceived as not achieving desire results. 4.8 "Level of service", commonly referred to as LOS, is a qualitative measure describing operational conditions within a traffic stream, based on service measures such as speed and travel time, fresdom to maneuver, traffic interruptions, comfort and convenience, as defined in the TRB Highway Capacity Manual. The City of Spokane requires analysis of control delay for each movement at unsignalized intersections. This measure is then equated to a letter value, LOS A through LOS F.





Mid 2005 – Traffic mitigation process still not working.
Through 2006 – Staff effort not inclusive enough.
December 2006 – Mayor appointed TIF Work Group

– Let us make this official!
October 2007 TIF Rate Study - Only 10 Months!

– Council says "Not adequate" - Sticker shock?
November 2008 – Council adopts TIF "shell" ordinance. Required more process (reduce price tag, better data & model) before going into effect.
TIF 2.0: Program finally adopted in January, 2011
4 Zones: Latest annexation area not covered.

TIF Reductions for Good Behavior

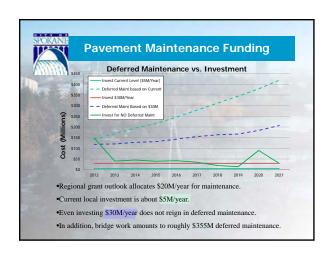
- · Downtown Zone lowest rate
- · Credits
 - Reduced rate for Center or Corridor –
 10%
 - Mixed use for "active" first floor 10%
 - "Complete Street" upgrades 10%
 - Maximum of 20% Credit
- Parking garage pays zero no use that generates trips ©

TIF Rates

- Downtown = \$90 a Peak Hour Trip
 - MF DU = \$68
- Outside Downtown = \$587 to \$860
 - SF DU = \$750 to \$1,004
- TIF collected \$1.3 m since Jan. 2011.

 Downtown = \$11,500 ⊗

The Sky is Falling — crisis? & the streets are falling apart • Recession — Spokane 1.5 to 2 Years Behind • City administration change — Different Philosophy — Familiar? • Infrastructure O&M and Life Cycle Cost — Bills for infrastructure replacement coming — www.StrongTowns.org



Combined Sewer Overflow Water & Sewer

- Build our way out with huge tanks -\$500 to \$600 per household.
- Is there another way?
- TIF 3.0 System to support integrated approach?

Infrastructure Integration

- Make sure our Level of Service definition fits what we want and can afford.
 - Transportation
 - Land Use
 - Storm-water / CSO
 - Water / Sewer Maintence

Great opportunity to look at everything differently and be SMART about how we look at our future needs within the right of way

HELP - "Right of Way Infrastructure Chapter"?

Performance Measures

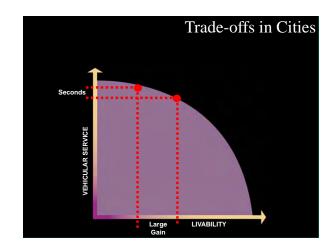
- · Are we measuring the right things?
- · Are we happy?
- · Are we achieving desired results?
- Do we really have a congestion problem?
- · What can we afford?

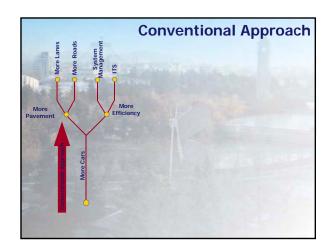
What are we doing?

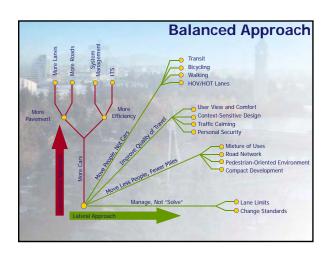
- Public health partnership
- Trying to include next generation
 - Is Facebook already dead?
 - Is there a conference session?
- What can we afford rather than what we think we would like?
 - What can we maintain?
 - What do we want to maintain?

Back to a Transportation Vision

- Pedestrian First?
- Reduce Demand?
- Viable Public Transit?
- Reduce Sprawl / Continue to Encourage Infill? Who pays?
- Use Fiscal Resources Efficiently?







What I've Heard

- Reduce integrated costs
 - Re-evaluate what is really needed
 - Reduced lane widths?
 - Rebuild existing streets to narrower / lower cost?
 - Stormwater Integration? Green?!
 - Multi-modal is important? Economy?
- Integrate Capital and O&M with Vision?









- Background
- Existing Program Structure
- Historical TIF Collections
- Role of TIF in City's Transportation Budget
- Goals & Objectives for New TIF Program
- Scope of Program Overhaul
- Schedule
- Questions & Discussion

2

Background



- City Size 46 Square Miles
- Population 165,000 (4th largest in WA)
- Over 1,800 Lane Miles of City Streets
- Over 3,800 Acres of City Owned ROW
- 234 Traffic Signals
- 17,300 (+/-) Street Lights
- Thousands of Traffic Control Signs
- Hundreds of miles of pavement striping
- >\$16 Million in Annual Street O&M
- >\$430 Million in Future Street Upgrades

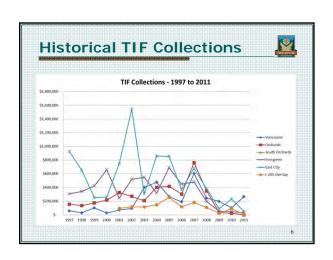
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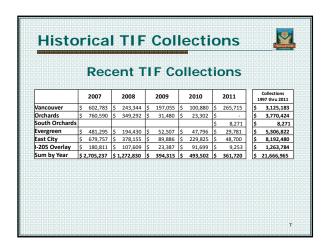


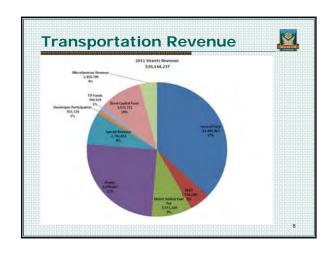
- Current TIF Program adopted in 2001 with origins going back to County's 1991 program
- TIF collected pursuant to RCW 82.02
- TIF assessed based on "trips" from development site
- TIF must be related to "new growth" (impacts) on transportation system
- Significant Case Law guides program design and policy framework
- Most Cities in WA state and other states implement "impact fee"

3

Existing TIF Program Hazel Dell Hazel Dell Vancouver Vancouver TAZ and TIF Boundaries Hazel Dell Mission of the second of







Goals & Objectives



- Continued emphasis on TIF's role within the City's transportation funding program
- Consideration of industry best practices
- Efficiency in the administration of the program
- Accountability for development impacts to the City's transportation system
- Affordability for development community
- Application of trip reduction incentives

Scope of Program Overhaul



- Research Best Practices
- Public Involvement Process Stakeholders
- TIF District Boundaries
- TIF Credit system
- TIF Reduction Incentives BEF
- Financial Analysis
- City Code & Policy Updates
- Planning Commission/City Council
- Adoption

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