

Sustainable Transportation

On Campus and in the Community

Proceedings from the 2005 Conference



Land Use and Sustainable Communities

By

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Our Common Charge: Sustainable Transportation on Campus and in the Community

Recent global events have brought into sharp focus our nation's transportation system and the energy system that underlies it. Conflict overseas and natural disasters in the U.S. have spotlighted our dependence upon foreign oil; the vulnerability of the Gulf Coast to environmental impacts; the implications of our resource dependence and land use investments in war-torn and hurricane-prone areas; issues of security and transportation with regards to emergency evacuation strategies; and the social inequities pertaining to access to resources. We are compelled to ask: Can our tightly-woven transportation-land use-energy-environmental system be sustained over the long run?

We can and should continue to examine the issues of technology, resource use and the role of education in fostering a system of sustainable transportation both locally and nationally. One chapter in this process took place in September, 2005 on the University of Idaho campus where 200 interested individuals from the community and the university addressed topics relating to sustainable transportation; including campus and local transportation, research facilities, educational programs, land use and sustainable development, and alternative fuels. These issues have relevance for universities, local communities, and the national landscape.

Many important insights emerged from the two day conference:

- ***The creation of a sustainable, multi-modal transportation system in Moscow, Idaho that links the University of Idaho to the greater community is possible through a cooperative approach between entities.*** In Workshop Track 1, national transportation experts outlined steps toward a positive shift from single occupancy vehicle dependence to a multi-modal sustainable and equitable transportation system developed in cooperation between local governments and universities.
- ***The University of Idaho has the opportunity to be a leader in research, and a model for the application of renewable energy sources.*** In Workshop Track 2, University of Idaho Architecture students facilitated a design charette, which yielded several designs for a sustainable energy lab and transit facility on campus.
- ***Student involvement is essential in the discussion of sustainable transportation.*** In Workshop Track 3, participants discussed how service learning projects can provide both university students and faculty with a more effective way to collaborate with community leaders in addressing land use and environmental issues, and engender a sense of stewardship in future generations.
- ***Community values must be brought into the discussion of land use and transportation.*** In Workshop Track 4, experts in the field of transportation helped participants identify community values, and then translate those values into attributes that the transportation system should have.
- ***Rising petroleum fuel prices and the increasing need for a decentralized fuel source make the time ripe for research and development of alternative fuels, such as Biodiesel.*** In Workshop Track 5, a group discussion took place about the advantages and impediments to producing feedstocks, to creating a Biodiesel fuel production facility, and to creating a market for the fuels on the Palouse.

The time is right for the university to embrace a spirit of community and interdisciplinary cooperation, in order to address today's transportation, energy, and environmental problems. UI President Tim White's signature on the Talloires Declaration, a commitment to environmental sustainability in higher education, behooves faculty, students, and staff to seek innovative solutions for common problems facing the university, and inevitably, the community as a whole.

Former Mayor Comstock and current Mayor Chaney both came to the conference, and affirmed the positive relationship that exists between the city and the university, as well as our common challenges. I trust that we can accept the charge to face these challenges together.



Michael Kyte
Director, National Institute of Advanced Transportation Technology
University of Idaho

WORKSHOP TRACK 4:

Land Use and Sustainable Communities



Jean Brittingham
Vice President
C2M-Hill

Highlights from her Keynote Speech

- Transportation is not independent of community vision.
- Engage the community and policy bodies around a common agenda.
- Capturing the compelling language and elements of the vision keeps it alive.



Don Forbes
Former director
Oregon Department of
Transportation

Highlights from his Keynote Speech

- Individual citizens can have a direct impact in the equitable distribution of resources.
- “No snowflake believes it is responsible for the avalanche.”

Introduction

Nearly 50 participants attended this discussion at the 2005 Sustainable Transportation conference held at the University of Idaho. Representatives from city, county and state governments, and private firms involved in development projects, elected officials, citizen stakeholders, as well as faculty and students from the University of Idaho and Washington State University attended. To assist the diverse group of stakeholders in developing a comprehensive approach to sustainable land use and transportation planning, facilitators focused the initial discussions in this workshop track on defining common values for transportation systems in the specific context of the Moscow community. Based on these values, the group continued their work over two days to identify attributes of a sustainable transportation system, and finally – using the specific example of the ring road concept being developed by the Moscow Transportation Commission – to explore issues directly related to the implementation of such a project. The facilitators’ conceptual plan for the facilitation of this workshop was grounded in their recent publication, “A Template for Sustainable Transportation.” This document responds to a need among transportation providers and community planners, who “have an array of options to meet the mobility demands of their stakeholders, but . . . lack a comprehensive approach that follows the principles of sustainability for evaluating and selecting those options” (Brittingham and Forbes, 2001, p. 1.)

Facilitators Jean Brittingham and Don Forbes led the group through a specific process over the course of two workshop sessions. Participants sat in groups of 6-8 at round tables, and each table included representatives of a variety of stakeholder groups.



Nancy Chaney, former Moscow City Council member, now Mayor, and Dr. Nick Sanyal, from the UI Department of Conservation Social Sciences, join 50 participants for discussions about land use and sustainable transportation.

“To achieve and sustain the community we want to live in, *the community will and commitment to sustainability* as a shared value must be articulated clearly and consistently in the on-going conversation among citizens, municipal planners, state agencies and officials, and private developers.”

Jean Brittingham, facilitator

Working in these small groups, and bringing ideas to the larger group to reach consensus, workshop participants moved through three phases of discussion:

Values: What values should drive transportation decisions and infrastructure?

Attributes: What attributes should a sustainable transportation system include to reflect the common values?

Implementation: What must we do to make a transportation system work with our values?

Workshop Session 1 on Thursday afternoon focused on identifying common values, which informed desired attributes in a specific transportation system. Facilitator Don Forbes used storyboarding techniques to summarize the work of the group, pulling the individual stages of the conversation together into a coherent whole, reflecting the consensus which emerged over two days of work.

Values:

What values should drive transportation decisions and infrastructure?

Having a clear sense of community values provides a foundation for project development. When questions arise, resolution may be achieved by returning to the identified values as a way of recommitting to the original vision of any given project. Accordingly, the first phrase of the workshop process assisted the group in identifying the core values which should drive decisions about transportation systems and infrastructure.

Using Post-it notes, each participant first recorded the values (one per note) they believed should drive transportation and infrastructure decisions. Some of the language individuals used to describe their values included:

- **Connectivity and flow**
- **Accessibility**
- **Community**
- **A visionary, adaptable process**
- **Spirit of place**
- **Context sensitivity**
- **Open/green space and ecological health**
- **Active/healthy lifestyle**

Each group developed and presented an affinity diagram, grouping similar ideas together to reflect the group's values. The following concepts emerged to describe the common values reflected in the large group discussion:

Safety: Ensuring physical safety of people using the system, including educating young children about walking somewhere alone, crossing streets, etc.

Affordability: Recognizing the tension between “well-built” and “cost as little as possible.” The group consensus centered around a vision that makes sense for the future, which may or may not be the least expensive option.



Participants discuss concepts for presentation to the larger group.

Multi-modal Movement: Embracing ideas about accommodating pedestrians, bicyclists, and motorized vehicles.

Efficiency: Both in terms of energy efficiency and efficiency of movement in the system.

Scale: On a human scale, which is context appropriate: “asphalt outlasts zoning.”

Plan-ability: Multi-jurisdictional planning is critical to respond to the needs of a diversity of users.

In addition, members of the group proposed these ideas which proved important to the group as a whole:

- Preservation of the small town character through sustainable growth. The question which should be continually before planners is this: Are we focusing on a balanced approach to the long-term needs of this community?
- Multiple community centers with activities and with multi-modal access.
- "Walk-ability." Systems should be built with multiple modes of transportation in mind. Walking should be made an enjoyable experience, rather than simply building a sidewalk next to a major thoroughfare.
- A visionary process. What will the future look like? Designs must be adaptable to as yet unknown variables.
- Ecological health. Design of a new transportation system must consider the environmental impact of construction, in terms of materials and processes, as well as providing for wildlife corridors.

When you think about the transportation system in the next 15 to 20 years, what matters to you?

“This is not a matter of shifting paradigms. . . . the issue here is one of accommodating multi-modal transportation. It’s not cars versus . . . it’s cars and. . . .”

Jean Brittingham, facilitator

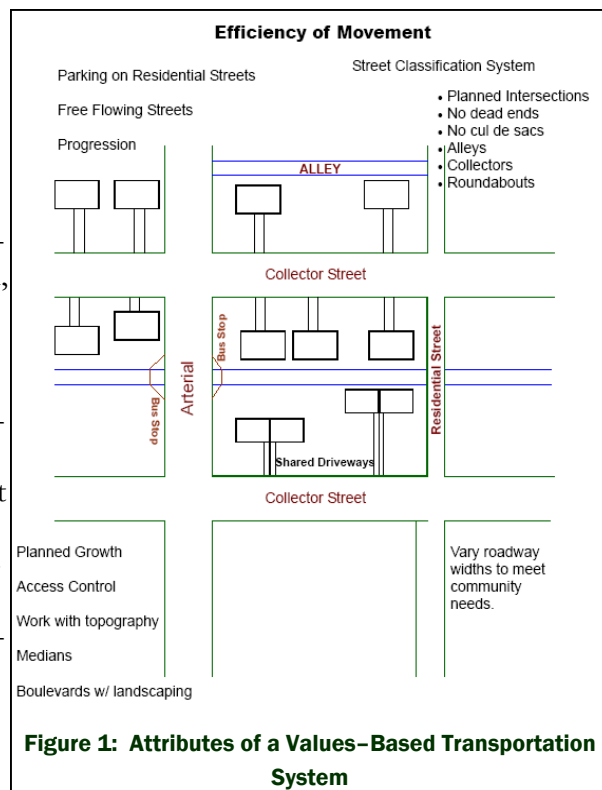
citizen. To achieve and sustain the community we want to live in, the **community will** and commitment to sustainability as a shared value must be articulated clearly and consistently in the on-going conversation among citizens, municipal planners, state agencies and officials, and private developers.”

Attributes: What attributes should a sustainable transportation system include to reflect the common values?

Working from a foundation of clearly articulated group values, participants used the next exercise to explore qualities and experiences that might be attributes of a proposed transportation system. The facilitators asked groups to think about different uses and how to layer different dimensions of the system. For example, will the system accommodate both cars and bicycles? What about pedestrians? In developing the list of attributes, the small groups also considered the interrelatedness of seemingly closed systems, and anticipated unexpected consequences of the design. A specific question guided the discussion: “When you think about the transportation system in the next 15 to 20 years, what matters to you?”

This phase of the process proved challenging for several reasons. Many different visions for the system emerged in the conversations, and groups required time to reach consensus and move on with articulating attributes. One participant stated that the artificial time constraints of a workshop setting made the process more difficult. Also, although not part of the facilitators’ process, four of the six small groups spontaneously focused their discussion of physical attributes on the ring road concept being developed by the Moscow Transportation Commission. In the large group discussion, ideas and attributes coalesced around three specific themes: capacity of the system, preservation and/or intentional design of common spaces, and respect for a sense of place. Every group’s ideas included a strong emphasis on the “connectivity of levels of transportation hierarchy,” and “a street classification hierarchy directing the flow and movement of traffic.” Three groups focused on adjacent development, calling for “smart zoning” to identify specific commercial, farm/park, residential, and forest areas. These groups also called for intentional wildlife habitat preservation and restoration work as part of the transportation system planning and implementation. One group produced a diagram of a sustainable transportation system that, Don Forbes commented, “represented some of the best thinking and consensus of the large group” (see Figure 1.)

Once the community has identified its values, these can be communicated to developers through zoning decisions and building permit regulations. Neighborhood associations and homeowners’ groups may also take on these issues. “In the larger context,” Jean Brittingham reminded the group, “this discussion goes back to notions about civil society and the responsibilities of the



In discussing this process, and the products from each small group, individual participants expressed surprise over issues that had not come out in any of the small group work.

One person expressed surprise that there had been no talk about the realities of declining fuel oil supplies in the discussions. Another participant questioned the wisdom of relying on a connector street grid that was 100 years old and may not still serve the realities of traffic flow in Moscow. A third person rejected the notion that residents would stop using cars all together and resisted talk about walk-ability or mass transit options. However, as Jean Brittingham pointed out, “This is not a matter of shifting paradigms.” She reminded the group that the focus of the discussion should be on the transportation system rather than on specific vehicles. Modeling this viewpoint, Brittingham suggested that the central question now is how to move people most efficiently and sustainably, not how to best accommodate cars. Rather than allowing participants to focus on a paradigm shift away from car travel, the facilitators helped this group recognize that the issue here is one of accommodating multi-modal transportation, saying, **“It’s not cars versus . . . , it’s cars and. . . .”**

**Implementation:
What must we do to make a transportation system
work with our values?**

Although Brittingham and Forbes designed a particular process for considering sustainable transportation systems, participants focused on an existing model early in the workshop and returned to it repeatedly as an example in discussions. Many participants in this workshop track attended the conference specifically to work on a ring road concept being developed by the Moscow Transportation Commission. As a result, as soon as the process provided an opportunity to talk about attributes of a system, the ring road concept became the focus of discussion in four of the six small groups. Participants discussing the ring road concept employed the approach introduced earlier by the facilitators, and sought common values and consensus regarding the attributes of a desirable system that would provide a central reference point in order to resolve conflicts and restore clarity about the intent and focus of the project.

Walter Steed, chair of the Commission, made a formal presentation of a concept document prepared by the Transportation Commission and Les McDonald, Public Works Director for the City of Moscow. In brief, the idea presented was to build a limited access road around the city to accommodate a higher traffic volume and higher speed (35-45 mph) traffic. This concept would provide for reduced traffic in the core of the city and on local and neighborhood streets. The concept also incorporates the possibility of a greenbelt and a multimodal corridor. Steed characterized the concept as a “topography driven ring road design,” and explained that, for the most part, the corridor line does not follow any existing roads. The Transportation Commission’s challenge is a poignant one. Steed acknowledged that in drawing a bright line on a map (see Figure 2), “We know we are bisecting some property lines and we are creating a nightmare for some farmers.” However, he continued, the intersection at Third and Washington Streets in the core of Moscow, for example, cannot accommodate additional vehicle traffic.

WHAT’S REQUIRED TO

BUILD A LIVABLE SYSTEM:

- **Identification of community values**
- **Visionary planning:
Bold statement of sustainability as part of policy development**
- **Clearly articulated public/political will about future of the community**
- **Active citizen participation, and someone strong enough to identify consensus and build coalition around these ideas**
- **Provide incentives for sustainable development**



Idaho Transportation Department's District 2 Engineer Jim Carpenter, and Walter Steed, chair of the Moscow Transportation Commission, explore possible implementation plans for the ring road concept.

This discussion gave stakeholders an opportunity to ask probing question about Steed's proposal, its development, and the correlation between sustainability concepts being discussed at the conference and the Ring Road concept. Several opponents of the idea were present and took the opportunity to share their concerns. Other participants raised issues during the question and answer period addressing attitudes toward growth, environmental issues, citizen participation in the planning process, and a previous study indicating no need for a bypass which would route traffic out of the downtown area.

Steed's interpretation of the findings in that particular study was that the alternative to a bypass would be to address the traffic congestion at the intersection of 3rd and Jackson Streets in Moscow, by widening streets and eliminating pedestrian sidewalks. University faculty members suggested that an additional spatial study be done to identify a third option. Steed further supported the bypass idea by citing positive experiences with a similar transportation system in a major metropolitan area. But other participants rejected this point because they said it referenced a city with a spatial configuration unlike Moscow. Some construed this exchange as an indication that these participants were "against growth." Dissenters clarified, explaining that the planning process for a project like this requires time-intensive participation by community members to ensure that values important in the community remain part of the planning. It was their wish that the Transportation Commission and others would embrace the values being identified through this workshop to inform their process.

As participants discussed possible actions to be taken by the Transportation Commission, some confusion emerged about the charge of this body. A municipal administrator explained that this body is not charged with considering environmental issues. He suggested that citizens interested in including sustainability and land use in the Commission's process would need to work with the city government to make that change to the charge of this group. However, another participant was able to access the City of Moscow webpage and find the charge of the Transportation Commission, which reads in part:

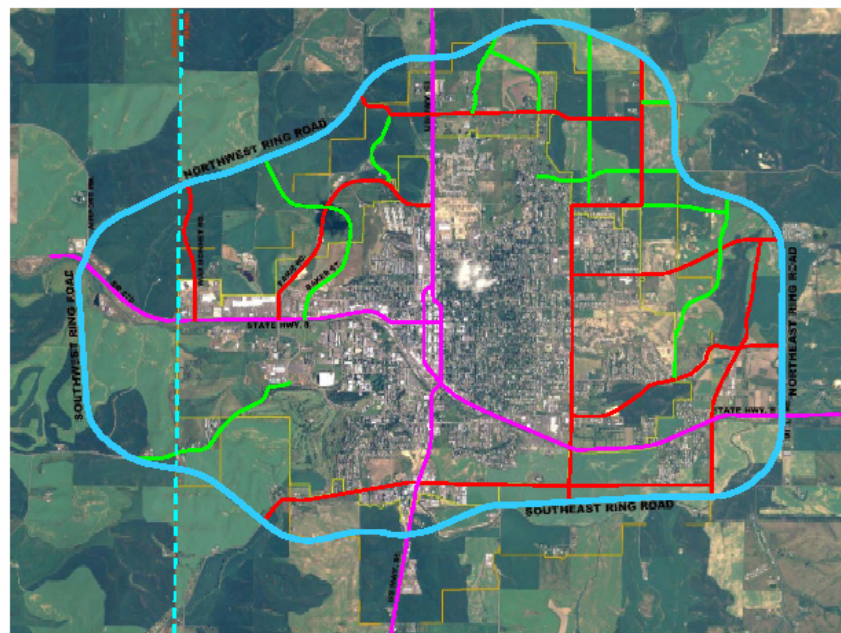


Figure 2. Map of proposed route for a "ring road" concept" developed by the Moscow Transportation Commission, May 2005.

The Commission is to advise the Mayor and City Council as to the transportation needs of future City development, *to encourage complete and logical circulation patterns which will adequately serve adjacent land uses* throughout the Moscow area now and in the future, and to maintain and enhance the quality of life in Moscow by creating transportation systems which move people effectively and safely (emphasis added.)

The critical tenor of this portion of the discussion reflected a deep concern on the part of several participants about Steed's original statement that environmental issues were not taken into consideration when drawing the proposed line for the ring road concept. Other members of the Transportation Commission who were present did explain that the degree to which the environment and related land use issues were ignored may have been overstated. Facilitator Don Forbes interceded and suggested that participants recognize this exchange for its educational value. He reminded the group that "yesterday's solutions become tomorrow's problems," and refocused the group on the opportunity to reframe the question. Rather than centering on the ring road concept, he suggested that the real question might be best articulated this way: *What do we want to do with our growth as a community? What do we want Moscow's traffic to be?*

As a transition to the livability discussion that ensued, Jean Brittingham suggested an alternative model for addressing the inevitability of growth in a community. In southern Germany, communities are setting aside small lots of forested land to provide space for recreation. In a similar vein, she encouraged the group to take on a conversation focused on a values-driven and proactive approach to managing community growth and related traffic and land use issues. She offered this as a guiding question: *"What are we willing to give our children and our grandchildren in the way of options?"* The group then pursued two areas of discussion: livability, and matching a ring road project with the group or community's articulated values.

Livability

Three groups considered questions specific to quality of life issues which may be impacted by future growth trends in the population. Specifically:

- If Moscow grows, what is critical in maximizing livability?
- What do we need (accepting that cars will exist)?
- What would we suggest in the way of policy, choices, and solutions to manage growth to sustainability standards?

As a reminder that "yesterday's solutions become tomorrow's problems," Don Forbes refocused the discussion on opportunities to reframe the question. Rather than centering on the ring road concept, he suggested that the real question might be best articulated this way: *what do we want to do with our growth as a community?*

Growth – both in terms of scale and impact – elicited strong reactions from several participants in individual small group discussions. While some consider growth inevitable, there was no agreement about how much growth Moscow might expect in the coming years. Participants also insisted that the discussions be somewhat regional in scale, recognizing that growth in the Lewiston/Clarkston and/or Coeur d’Alene areas will also impact transportation patterns through Moscow. A WSU representative called for increased collaboration between Moscow and Pullman, explaining that the communities are linked in many ways and should be considering these issues as things that impact the entire area rather than one town or another.

One small group discussion spent several minutes talking about language. One participant acknowledged that both “ring road” and “beltway” are value-laden terms that elicit visceral responses: they “make people react.” City officials and planners should take care in using such terms, this group suggested.

Jean Brittingham noted that ideas emerging from all three groups reflected the principles of a movement referred to as “New Urbanism.” Specifically, groups called for a process grounded in a vision for “what we would like Moscow to be” that maintains the character of this community by using zoning codes and a ring road to manage growth, working from the inside of the community out to the perimeter. A series of studies could answer questions about traffic system needs and sustainability goals. These would then provide necessary information to the Moscow Transportation Commission, which should take the lead in facilitating a multi-jurisdictional discussion/process for land use and sustainable transportation planning. The group agreed that “someone strong enough to pull this together” must emerge to guide this process. However, “meaningful citizen engagement” must also be part of the process, and this can occur through monthly meetings of interested community members.

Ring Road and Values

Three other groups considered issues based on the assumption that a ring road would be built. The discussions proceeded from a specific prompt: If there is going to be a ring road, what must we do to make this work with our values? Facilitators asked the groups to focus both on process and content in conceptualizing the steps to planning and implementation.

One of the groups presented a plan that identified specific steps that might be followed, including:

- Identifying community values.
- Building a strong political and community consensus through a process that involves all stakeholders.
- Engaging in comprehensive planning including a visionary, adaptable and flexible land use plan.
- Developing a Future Acquisitions Map reflecting ideas to buy land use/development rights and create buffers to minimize impact of adjoining land usage.
- Identifying natural areas and wildlife corridors for preservation.
- Providing incentives for sustainable developers.

NEW URBANISM:

“There are some common elements of new urbanist design. New urbanist neighborhoods are walkable, and are designed to contain a diverse range of housing and jobs. New urbanists support regional planning for open space, appropriate architecture and planning, and the balanced development of jobs and housing. They believe these strategies are the best way to reduce the time people spend in traffic, to increase the supply of affordable housing, and to rein in urban sprawl. Many other issues, such as historic preservation, safe streets, green building, and the renovation of brownfield land are also covered in the *Charter of the New Urbanism*, the movement’s seminal document.”

(Source: Wikipedia, The Free Encyclopedia, www.wikipedia.org.)

In response to the summary of this proposal, one participant urged decision-makers to move quickly to put these ideas into action because development plans are already underway for some of the land bisected by the proposed route for the ring road.

Participants also acknowledged that successful implementation of ideas generated in this workshop will be neither simple nor straightforward. Barriers exist which must be addressed to realize goals for sustainable transportation systems. The group identified these issues:

- Private property rights vs. community: How does a community balance the rights of individual property owners with what is “best” for the community as a whole?
- Sacred cows vs not in my backyard, or manage growth, but not here: Will everyone agree to managing growth, or will there be some areas or projects which will be protected from regulation?
- Term limits in the political cycle: Will officials elected later share these same values and visions?
- Impermanence of zoning enforcement: How can we ensure consistent enforcement of any new zoning regulations over time?
- Money: If/when funding is scarce, how will the municipality compensate land-owners for land acquired for transportation projects?
- Continuity of citizen engagement: Transportation and community planning is a long process with many steps. Accordingly, what approaches will sustain citizen engagement throughout the life of a project?
- Cynicism, or we've seen this before, how do you say this is for real?: What messages and processes will demonstrate the possibilities and successes of the project as it progresses?
- Complexity breeds paralysis: How do we break the project into concrete stages that are easier to approach, understand, and complete?
- Choices and trade off around land use: If we designate this area for a specific use, are we prepared to live with the changes in how we use that land?

Participants acknowledged a concern that “people pay little attention to the facts.” In the end, this is a social process which must address individual attitudes as well as political realities. Indeed, as Jean Brittingham expressed it: “This becomes an educational process.” The group noted that “a cultural shift is required,” moving away from a sense of rugged individualism toward civic commitment and collective action to protect resources for the future. Ultimately, as one participant pointed out, these values must be included in the City of Moscow’s Comprehensive Plan and specific regulations must be developed to provide enforceability. Clear municipal policy will be required to ensure that these values inform the future growth and development of Moscow.



“Ultimately, these values must be included in the City of Moscow’s Comprehensive Plan. Clear municipal policy will be required to ensure that these values inform the future growth and development of Moscow,” says Robert Anderson (above right), emphasizing the importance of policy and enforcement to realizing the community’s vision.

What did we accomplish?

Participants in the Land Use and Sustainable Communities Workshop accomplished two key things:

- ◇ Individuals engaged with each other, articulating their values for sustainable transportation planning, identifying attributes of a sustainable transportation system, and discussing strategies for implementing this system. Using storyboarding techniques, Don Forbes articulated the central elements of the group's process over the previous two days (See Figure 3.)
- ◇ The group piloted a process which can be used by community leaders for sustainable planning of land use and transportation systems. The thought map, produced by Forbes, summarized the group's work and outlined the following principles of the process for future use:
 - Values and principles provide the seeds for good policy.
 - Begin by thinking "What really matters to us?" Answer this question before moving to implementation.
 - Next, identify the specific attributes of a values-based, blended vision for the community.
 - In this work, recognize that there are two levels of information: the broad and the specific, i.e. from neighborhood level to individual block.
 - Throughout the process, the transportation system attributes will indicate "what we want as a community," and the land use issues will dictate how the system is built.

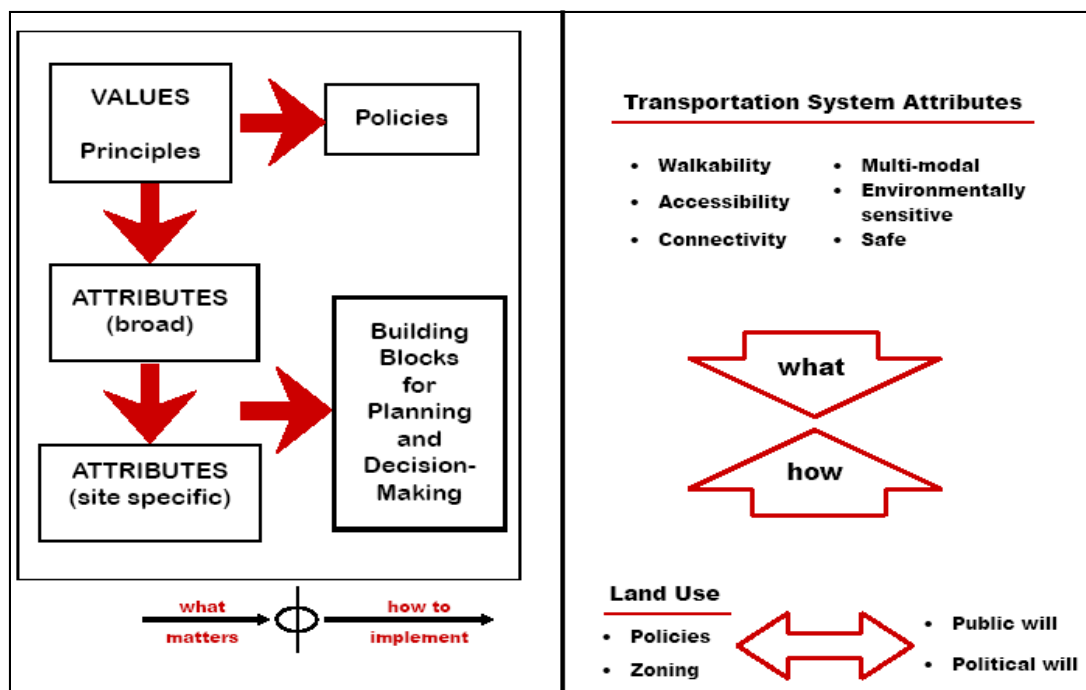


Figure 3: Facilitators' storyboard summary of three phase land use and sustainable development planning process.

Next Steps and Action Items:

- a. Collect names of individuals who want to stay involved with this discussion.
- b. Prepare a summary of the discussion to share with city officials and others involved in transportation planning in the City of Moscow.
- c. Convene a Sustainable Transportation Working Group.
- d. Present the summary of the discussion to city officials and others involved in transportation planning in the City of Moscow and surrounding region.

Successful planning for sustainability requires a good regional process centered on values and community. In his closing, Forbes reminded participants that regional cooperation is “stunningly important.” This workshop purposefully did not address linkages between land use and transportation. Instead, the facilitators hoped to convey “the tools to have these conversations in the community.” In the end, they asserted, “The wisdom to resolve these issues resides in the community!”

Recommended Reading

The complete text of the Talloires Declaration at http://www.ulsf.org/programs_talloires.html

Joshua Skov, *Sustainability Pathways: Toolkit for Universities and Colleges*

Cammie Kirk, *Sustainability: Take the Long View*

Rappaport and Creighton, *Effective Campus Environmental Assessment*

Forbes and Brittingham, *A Template for Sustainable Transportation* at http://www.futurist.com/portal/future_trends/SustainableTransport.pdf

In their evaluation of the workshop experience, many participants said that networking and focused time for brainstorming and problem-solving represented the best aspects of their participation in the Sustainable Transportation Conference.

(Left to right: Michael Kyte, NIATT Director; Steve Hollenhorst, Chair, UI Department of Conservation Social Sciences; and Chris Duguay, Moscow citizen and civil engineer.)



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