To: ACHD Commissioners
   Bruce Wong, Director

Hearing Date: January 28, 2015  6:00PM

Subject  BOI15-0003/CPA14-00004
St.Luke’s Downtown
Master Plan

**Staff Recommendation/Executive Summary**

Staff recommends approval of the St. Luke’s Master Plan to the City of Boise; recognizing that no decision can be made on the vacation of Jefferson Street until a vacation application is received and a separate public hearing, required by state statute is held. Site Specific Conditions of Approval for roadway improvements, including bicycle and pedestrian facilities, will be determined with each development application for new buildings, using the Master Plan and proposed improvements as a framework.

The City has asked St. Luke’s to include and construct roadway improvements on the perimeter of the campus Master Plan, such as roundabouts, that are not required as mitigation for the Master Plan; and the City has informally requested that ACHD fund these improvements. Since these projects are not on the City’s priority list and not in the Integrated Five Year Work Program or the Capital Improvements Plan, the City will need to provide a request to ACHD outlining re-prioritization of projects; and the ACHD Commission will have to act separately on those projects and the associated development agreements that would be required. Approval of the Master Plan does not indicate approval of the City’s proposed projects.

The applicant is also proposing to construct bicycle and pedestrian facilities within and around the campus, including sidewalks, cycle tracks, and bike lanes where appropriate. Due to the timing of roadway projects, both planned and unplanned; ACHD cannot provide a detailed analysis of the proposed improvements and how they will fit in with future intersection projects. Until approved concept designs are completed for the intersections of Warm Springs Avenue/Broadway Avenue/Avenue B, and Reserve/Fort, points of connectivity and types of facilities is unknown. In general, ACHD supports the applicant’s attention to bicycle and pedestrian facilities.

ACHD staff has worked with the applicant for many years regarding necessary data and analysis to include in the Traffic Impact Study. The TIS has been reviewed and accepted. ACHD may require an update to the Traffic Impact Study in the future.
Proposed Master Plan
1. Application Information
This application is for Master Plan approval for the St. Luke's Downtown Boise campus. ACHD's role with this application is to provide recommendations to the City of Boise on the proposal and future impacts and requirements to the roadway system. The City will require a design review application for each new building within this plan. As this is a long term plan, ACHD will review each application as they are submitted in the future and determine site specific conditions at that time. (There appears to be some confusion regarding the ACHD process. The ACHD Commission will take only one action on the Master Plan. A separate public hearing will be required when the applicant submits a vacation application for Jefferson Street.)


The appendix, which includes the Traffic Impact Study, can be accessed on the City website at http://pds.cityofboise.org/media/369677/2014-1218-appendix.pdf.

Findings and Recommendations from TIS
The applicant has identified that with the proposed Master Plan, it is St. Luke’s intent to work with the community to establish the following benefits:

- Enhanced traffic operations
- Improved bicycle and pedestrian connectivity and safety
- Enhanced hospital services conveniently located to transit routes
- Area amenities including streetscape improvements and aesthetic treatments
- Localized improvements that fit within the context of future planning in the Military Reserve and Veteran’s Administration Area

The proposed development would yield few negative impacts, which can be mitigated or avoided altogether. The mitigation activities provided in this document (TIS) should be viewed as examples, simply proving that mitigation is possible. Final mitigation solutions should come from a collaborative effort of design team, agencies, neighborhoods, and other stakeholders to design the most appropriate mitigations for the site.

Expansion of the St. Luke’s downtown Boise facility will create added community benefit for years to come, including these local benefits:

- Substantial local economic development investments, including potentially $1 billion in total local economic benefit
- Advancement of ACHD capital improvement projects and other transportation system infrastructure
- Approximately 400 new jobs to support the expanded facility when construction related to the Master Plan is fully completed
- Improved safety, efficiency, and usability in the Master Plan area, including best-practice public transportation and non-motor vehicle commuting opportunities
- Downtown hospital expansion consistent with the Mayor’s livability goal and the City’s vision for developing the Military Reserve area
- Increased related growth and economic opportunities in the surrounding area
Proposed Projects in Master Plan
The Master Plan includes 6 new buildings, as well as roadway improvements, bicycle and pedestrian improvements, landscaping, building design, and signage.

a. Children's Pavilion/Hospital - 85,000 SF facility is located at the s/e/c of Jefferson and Avenue B. This project has been previously entitled, and will include a below-grade parking facility with 300 stalls. This project is anticipated to begin in 2015 and daily trip generation is estimated at 3,197 VTD, 219 PM peak hour trips. The ACHD Commission approved DRH09-00084 on June 17, 2009. The approval included a sky bridge over Avenue B. No off-site improvements were required.

b. Hospital Expansion - 357,000 SF expansion of the existing hospital and located south of Fort Street and east of 1st Street, with a third floor connection across 1st Street through the Physician Clinic Building to the proposed parking garage, connecting at all floors across Jefferson Street (proposed vacation) to the existing hospital. This expansion includes 210 beds, surgical space, doctor offices and treatment facilities. The expansion is estimated to generate 5,808 VTD, 465 PM peak hour trips. Vacation of Jefferson Street is necessary to provide direct connection to the existing medical center lobby, ER and surgery facilities, and to eliminate duplication of facilities. Construction is planned for 2021.

c. Parking Garage/Central Plant - Combined facility will be located south of State Street and west of 1st Street. The parking portion of the facility is designed for four full floors and two partial floors below grade, for 1,200 stalls. Parking garages do not generate new trips. Construction is planned for 2021.

d. Shipping and Receiving - This is an existing facility that will be relocated on the south side of Jefferson Street near 2nd Street. This spaced is proposed to be 25,000 SF and estimated trip generation is 382 VTD, 29 PM peak hour trips. However, this is an existing use on the St. Luke's campus and technically this project does not create any new trip generation. Construction is planned for 2021.

e. Warm Springs Medical Office Building - A 100,000 SF facility is located south of Main Street between Broadway and 1st Street. Construction is planned for 2023; and estimated trip generation is 3,875 VTD; 282 PM peak hour trips.

f. Total Trip Generation – At 2035 full build-out, the estimated trip generation is 13,262 vehicle trips per day; 995 PM peak hour trips. It is likely that this estimate is high, as there will likely be combined trips for medical, testing, laboratory, etc…

2. ACHD Programmed Improvements
The Warm Springs Avenue/Broadway/Avenue B intersection is included in the Integrated Five Year Work Program. At the request of the City (see attached letter dated November 20, 2014) ACHD moved up the concept design to 2015. Also at the request of the City, the scope of work for the concept design now includes an analysis of Avenue B. The City requested that ACHD review the concept of reducing Avenue B from 5 lanes to 3 lanes. Intersection design is programmed in 2017 with right-of-way acquisition in 2018, and construction in 2019.

Other than that intersection and the projects in the Downtown Boise Implementation Plan (DBIP), there are no other improvements planned for this area, either in the IFYWP or the CIP.
3. Traffic Impact Study Summary
The TIS was prepared by CH2M Hill and includes five main components/phases of the St. Luke’s development. Staff worked with the applicant and their engineer for many months regarding the assumptions and findings of this TIS. The proposed construction could begin in 2015 and continue over approximately 7 years (or longer). The first phase is defined when 100 percent of the proposed facilities have been completed but are only 70 percent utilized. Phase 1 operations are anticipated to commence around 2021 and be up to the 70 percent utilization by 2024. Facility sizing is based on space required to serve projected growth up to 2035, considered full build-out. It is anticipated that staff and patient numbers will be a linear progression starting with the completion of the Children's Pavilion and continuing to full capacity, estimated in 2035.

Project Coordination
The TIS was prepared in accordance with ACHD policies. Additionally, the TIS evaluated conditions and future plans for the Downtown Boise Implementation Plan (DPIB) and the City's Fort Boise Planning Area. The Fort Boise Planning Area was initiated by the City and evolved as St. Luke’s was preparing their master plan and TIS. That area is north of Fort Street and west of Reserve Street.

General Conclusions
a. Existing through-traffic demand in the vicinity is low. The majority of local traffic is hospital origin-destination traffic.
   b. Reasonable measures such as traffic signals, roundabouts, and intersection configuration improvements can mitigate all of St. Luke’s forecasted traffic related impacts.
   c. Jefferson Street can be vacated and closed between Avenue B and 1st Street without significant impacts associated with diverted traffic. Proposed bicycle and pedestrian improvements will maintain east-west connectivity from the east end to downtown, and north-south connectivity from Fort Street to Idaho Street and beyond.
   d. The new parking garage located in the northwest quadrant of the St. Luke’s facility will serve the proposed hospital facilities and offer convenience for medical center staff and patients while avoiding direct neighborhood impacts because of the proximity.

Existing Conditions
- Avenue B is a minor arterial with 4-lanes with left turn lanes at intersections and a traffic signal at Jefferson Street, and Warm Springs/Broadway.
- State Street is a 2-lane minor arterial, with a traffic signal at 1st/Fort/State.
- Fort Street is a 2-lane collector with traffic signals at Washington/Robbins and 5th Street.
- Main Street and Idaho Street are one-way minor arterials that converge at Broadway Avenue/Avenue B/Warm Springs signal.
- Broadway Avenue is a multi-lane minor arterial that terminates at Idaho/Main/Warm Springs. (The SB Broadway Avenue right turn at Front Street has excessive vehicle queuing because of the heavy right turn in the PM peak hour and conflicting pedestrian access across Front Street. The ultimate improvement at this location may include a longer SB right turn lane and/or islands to facilitate right turn maneuvers and improve pedestrian safety.
- Warm Springs Avenue and Jefferson Street are 2-lane minor arterials.
- Reserve Street and 1st thru 4th Streets are w-lane collectors.
- There are sidewalks existing on both sides of the street throughout the study area.
- There is a dedicated bike lane on Warm Springs Avenue beginning at Avenue C and continuing east.
• There is a shared on-street bike route on Bannock Street, beginning at 1st Street and continuing to the west.
• There is a multi-use path on the north side of Fort Street from Reserve Street to 6th Street.

### Existing Daily and Directional Traffic Counts

<table>
<thead>
<tr>
<th>Location</th>
<th>Date</th>
<th>Daily Volume</th>
<th>A.M. Peak Hour</th>
<th>P.M. Peak Hour</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broadway (north of Front Street)</td>
<td>June 28, 2012</td>
<td>31,224</td>
<td>NB908/SB877</td>
<td>NB115/SB1197</td>
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<td>Broadway (north of Myrtle Street)</td>
<td>Oct 26, 2010</td>
<td>29,734</td>
<td>NB817/SB719</td>
<td>NB819/SB1451</td>
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<tr>
<td>Avenue B (south of Jefferson Street)</td>
<td>Sept 2, 2009</td>
<td>23,920</td>
<td>NB753/SB711</td>
<td>NB965/SB976</td>
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<tr>
<td>Fort (east of State)</td>
<td>May 19, 2011</td>
<td>20,933</td>
<td>EB544/WB901</td>
<td>EB913/WB890</td>
</tr>
<tr>
<td>Warm Springs (east of Broadway)</td>
<td>Jul 12, 2012</td>
<td>13,266</td>
<td>EB210/WB442</td>
<td>EB567/WB574</td>
</tr>
<tr>
<td>Idaho (east of 1st)</td>
<td>Feb 15, 2012</td>
<td>5063</td>
<td>WB344</td>
<td>WB387</td>
</tr>
<tr>
<td>Jefferson (west of 2nd)</td>
<td>Aug 7, 2013</td>
<td>1532</td>
<td>WB105</td>
<td>WB168</td>
</tr>
<tr>
<td>1st (north of Idaho)</td>
<td>Aug 25, 2010</td>
<td>2132</td>
<td>NB83/SB83</td>
<td>NB62/SB80</td>
</tr>
<tr>
<td>1st (south of State)</td>
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<td>1892</td>
<td>NB41/SB109</td>
<td>NB49/SB63</td>
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<tr>
<td>2nd (north of Idaho)</td>
<td>Feb 10, 2011</td>
<td>1601</td>
<td>NB27/SB51</td>
<td>NB15/SB65</td>
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<tr>
<td>2nd (south of State)</td>
<td>Jul 8, 2010</td>
<td>3299</td>
<td>NB52/SB37</td>
<td>NB173/SB94</td>
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<tr>
<td>Reserve (east of Fort)</td>
<td>Aug 1, 2013</td>
<td>4637</td>
<td>EB102/WB98</td>
<td>EB227/WB122</td>
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</tbody>
</table>

### Trip Distribution
To determine impacts, the peak hour generated trips must be distributed and assigned to the existing roadways and intersections. These new trips were distributed to the network assuming the closure of Jefferson Street between Avenue B and 1st Street and the conversion of 1st Street between Jefferson and Fort Streets to primarily hospital traffic. The distribution pattern was assumed as follows:

- 40% to/from Broadway (and east to I-84)
- 30% to/from Myrtle (and I-184)
- 20% to/from Fort Street and State Street
- 10% to/from Warm Springs Avenue

### Existing Roadway Segment Level of Service
The minimum acceptable LOS for a principal arterial is LOS E, and LOS D for minor arterials. The existing roadway segment analysis shows acceptable LOS conditions on all segments, with the exception of Fort Street from 1st Street to 4th Street. LOS E operations are prevalent. Examination of intersection operations shows acceptable LOS at intersections within this area. No significant capacity improvements are recommended at this time; however, additional left turn lanes are warranted at 2nd/Fort, and 4th/Fort intersections.

### Existing Intersection Level of Service
A review of intersection operations under existing conditions concludes that LOS thresholds are exceeded at Fort/Reserve and at Avenue B/Bannock; although the v/c ratios (volume to capacity) are well below limits. At Fort Street and Reserve Street the v/c threshold is exceeded for the westbound left turn movement. Because of this condition, traffic signal
warrants were reviewed and indicate that warrants would likely be met at this intersection. However, installation of a traffic signal at this location given the close proximity to existing signals at Avenue B/Jefferson; and 1st/Fort/State, a signal could create excessive stopping, vehicle queuing, delay and higher crash rates. A roundabout at this intersection could be a viable solution as long as queue lengths from the other signals do not encroach.

2035 Build Out Conditions – Roadway Segments
Several roadway segments exceed LOS D, including Broadway Avenue, Avenue B and segments of Fort Street. Median control and channelized left turns at major intersections should be extended along Avenue B and Fort Street from Bannock Street to 1st Street. Median control and channelized left turn lanes should be implemented along State Street from 1st Street to 5th Street. These improvements will not totally mitigate the LOS constraints, they are viewed as more practical than additional thru-lane capacity as all intersections are expected to operate at or above v/c thresholds conditions.

2035 Build Out Conditions - Intersection
Under 2035 total traffic conditions the LOS threshold is exceeded at ten intersections. No v/c ratios are exceeded. Recommended improvements include:

- At 3rd Street/State Street and at 2nd Street/Main Street there are individual movement v/c ratios that exceed the threshold. Traffic signals should be considered to replace current two-way, stop-controlled conditions at those locations.
- An additional left turn lane is recommended for south-east-bound traffic at 1st/Fort/State.
- At Avenue B/Jefferson Street operations could be improved with an additional turn lane.
- At Avenue B/Bannock Street there are problems with left turn operations which is common for a two-way stop-controlled intersection. This could be mitigated by restricting left turns or could be allowed accepting the delay.

Bicycle & Pedestrian Volumes
Bicycle and pedestrian counts were taken at several different dates throughout the development of the TIS. The AM counts were taken 7AM to 9AM and PM counts were taken 4PM to 6PM.

Through-facility cyclists in the morning numbered 26 out of 191 total riders; just fewer than 14 percent of all riders. The PM numbers were similar with 28 through cyclists out of 239 total riders, approximately 12 percent. In both the AM and PM peak hours, fewer than 1 in 6 riders passed through the facility on Jefferson Street. Many riders entered the hospital facility on Jefferson Street and stayed, while others may have turned north or south within the facility to reach another facility destination or a destination outside of the hospital facility, but presumably not along Jefferson Street in the downtown core. This trend matches the DBIP findings that show the preferred routes of cyclists. Jefferson Street in this vicinity was NOT identified during the DBIP exercise of preferred routes. (Jefferson Street is one-way westbound west of 1st Street.)
A subsequent bike count was conducted after the original TIS submittal. This count was based on a request from the East End Neighborhood to ensure that the design team understood the volume and type of users in the area on Saturday mornings (non-peak hour designation), particularly in relation to the downtown Boise farmer’s market. As a response to this request, additional study and counts were done from 9AM to 2PM on a Saturday in May, 2014. All bicyclists were counted similar to previous counts. Overall the counts were similar to the peak hour counts taken on weekdays.

Observations:
- A significant number of cyclists, 19 in the morning and 29 in the afternoon, navigated around the northeast corner of Jefferson Street and Avenue B/Fort Street.
- North-south movement on Avenue B at Jefferson Street is one of the more heavily used movements, with 18 cyclists traveling through the intersection in the morning and 30 in the evening.
- Many cyclists on the north side of Jefferson (typically westbound) use the sidewalk for safety and to push the pedestrian signal button.
- AM cyclists generally include elementary, junior high and high school students, and adults commuting to work.
- Getting a walk/green light to cross Avenue B at Jefferson Street was slow; many pedestrians push both Jefferson Street and Avenue B "walk" push buttons in order to get the quickest one.
- Verbal input from cyclists indicated eastbound cyclists in the evening used Bannock Street to 1st Street, then travelled north on 1st Street to Jefferson Street to continue to the east end.
- Westbound cyclists on Jefferson Street, planning to turn on to Fort Street, often cut behind the Jefferson Medical Office Building.
- Jefferson Street through the facility was not identified as a preferred route.
- No preferred route seemed to include a continuous north-south or west-east segment completely through the downtown study area.

Bicycle and Pedestrian Improvements
The updated DBIP, City micro paths, and the St. Luke’s facility plans mesh well together. There is a proposed 10-foot wide sidewalk along Fort Street north of the hospital that connects to State Street; providing bike lanes on State Street connecting the Fort and Avenue B area to the 3rd Street bicycle facilities, as well as providing a pedestrian walkway. DBIP identifies Fort Street from Avenue B continuing on State Street to 8th Street as a bike route/shared route. In addition to the proposed 10-foot sidewalk and 5-foot bike lanes along Fort and State Streets to support east-west connectivity, the applicant’s mitigation proposes a 10-foot wide sidewalk on the west side of Avenue B from Warm Springs to Jefferson Street for improved north-south connectivity. And, 5-foot wide bike lanes are proposed on both sides of Avenue B in this area.

The Master Plan and TIS go into great detail about the vision and need for bicycle and pedestrian connectivity. ACHD supports safety improvements and will continue to implement the DBIP. ACHD staff will also continue to work with the applicant and City staff to determine most appropriate locations and treatments as the Master Plan begins to develop.

DBIP identifies the main east-west bicycle facilities as State Street, Idaho Street and Main Street.
4. Jefferson Street Vacation – Avenue B to 1st Street
The applicant analyzed several site plan options for the expansion of the hospital facility. An explanation of the alternatives is included in the Master Plan. The preferred option, as determined by the applicant, requires the closure of Jefferson Street, just west of Avenue B. The applicant has also reviewed the potential to bridge Jefferson Street; however, determined that it was not feasible for expansion of existing facilities located below ground and at ground level within the existing hospital.

The applicant analyzed vehicular traffic, as well as pedestrian and bicycle activity on Jefferson Street. An origin-destination study was conducted during the AM and PM peak hours on a weekday, which showed that less than 15% of the vehicular traffic on Jefferson Street during those times was attributable to through traffic. Most traffic on Jefferson Street serves hospital customers, and employees.

The applicant will need to apply to vacate Jefferson Street, and ACHD will hold a public hearing on the vacation application. If ACHD does not approve the vacation, the master plan will require revisions. The applicant has proposed improvements to intersections and bike/ped facilities that should be constructed prior to the closure of Jefferson Street, including intersection improvements at the Avenue B/Reserve intersection, cycle track, sidewalk and bike lanes on Avenue B, a potential pedestrian crossing on Avenue B at Bannock Street, and sidewalk and bike lanes on State Street. Not all of these improvements are warranted at the time of closure, based on the TIS. If ACHD approves the vacation of Jefferson Street, mitigation required for the closure of Jefferson Street will be based on the submitted TIS, and will be determined at the time of the vacation action.

5. Bannock Street Pedestrian Crossing
The applicant has expressed a desire to provide a pedestrian crossing of Avenue B at Bannock Street. Although the signalized intersection at Jefferson Street is located just one block to the north, there is a lot of demand on Bannock Street. ACHD does not oppose St. Luke’s proposal and recommends that the applicant continue working with ACHD staff to determine the correct treatment (RRFB or HAWK, for example). If the vacation of Jefferson Street is approved, ACHD may consider requiring a crossing at Bannock Street. Any costs for improvements at this intersection, including hardware should be designed and constructed by the applicant.

6. Required/Proposed Improvements
The figure below shows roadway and intersection improvements that are required as mitigation for the Master Plan at build-out (2035). This figure shows a roundabout at the intersection of Fort/Reserve that is not required by ACHD (based on the TIS), but is being recommended by the City in support of the Fort Boise Planning Area. The TIS notes that due to the proximity of other signals in the area, this intersection may be difficult to signalize or control with a roundabout. Additional analysis may be required to determine the proper intersection treatment. Further, right-of-way for this intersection would need to be obtained from a private party and the City of Boise. By recommending approval of the Master Plan, ACHD is not committing to funding of the required or proposed improvements. It is expected that the City will provide a request and re-prioritization of projects to ACHD if the City is recommending this improvement.
St. Luke’s Mitigation Plan

FIGURE 30
St. Luke’s Mitigation Plan

Legend:
- Intersection lane improvement
- Existing traffic signal
- Proposed traffic signal
- Roundabout
- Median control: Channelized left turns

NOTES:
(E) Existing or Immediate improvement
(1) 2024 improvement
(2) 2035 improvement
Future Bicycle and Pedestrian Facilities
Future Campus Circulation Plan
7. Additional Improvements

The figure below shows roadway and intersection improvements that are required as mitigation for the Master Plan at build-out (2035), and that are desired by the City of Boise in support of the Fort Boise Planning Area. This figure shows a roundabout at the intersection of Fort/Reserve and another at Robbins/Fort. Improvement to the Fort/Reserve intersection will be necessary for the Master Plan, but the intersection of Robbins/Fort is not required. Additional analysis may be required to determine the proper intersection treatment at each of these intersections. Further, right-of-way for this intersection would need to be obtained from a private party and the City of Boise. By recommending approval of the Master Plan, ACHD is not committing to funding of the required or proposed improvements. It is expected that the City will provide a request and re-prioritization of projects to ACHD if the City is recommending this improvement. ACHD will continue to work with the applicant and the City to make sure that the proposed bicycle/pedestrian improvements provide connectivity with approved plans at the time of construction.
St. Luke's Mitigation with Boise Master Plan

Legend:
- Intersection lane improvement
- Existing traffic signal
- Proposed traffic signal
- Roundabout
- Median control. Channelized left turns
- 5’ bike lane
- 10’ sidewalk

Notes:
- (E) Existing or immediate improvement
- (1) 2024 Improvement
- (2) 2035 Improvement

Improvement Summary

Warm Springs - Broadway Improvements
2024:
- ACHD Warm Springs intersection improvements
- St. Luke’s traffic impact fee eligible
- 10’ sidewalk on St. Luke’s side
- 5’ bike lanes both directions from Warm Springs to Barbock

2013:
- St. Luke’s required median control on Broadway

Note: Other improvements south of Warm Springs by others

Fort and Reserve Project
2014:
- 10’ sidewalk on St. Luke’s side
- 10’ sidewalk on E. side from Jefferson to Reserve
- 5’ bike lanes both directions from Barbock to Reserve
- Continue 5’ bike lane on St. Luke’s side to end of project
- 5’ bike lane on E. side transitions to existing multiuse path at Reserve
- Includes right-of-way to accommodate bike lanes and sidewalks

2015:
- Median control
- Westbound left turn restriction at Barbock and Avenue B
- Northbound right turn lane at Jefferson and Avenue B

1st, 2nd, State Projects
2024:
- 10’ sidewalk on St. Luke’s side
- 6’ bike lanes on St. Luke’s side on Fort Street
- 5’ bike lanes both directions on State Street

2015:
- Median control
- Dual southbound left turn at 1st, Fort, and State with signal modification

St. Luke’s TIS Baseline Mitigation Plan
2024:
- Left turn bays both directions on State Street

2015:
- Traffic signal at 2nd and Main
- Median control at State Street
- Traffic signal at 3rd and State
8. Plan for Improvements

The figure below shows projects in a “work package” and an explanation is provided of why each work package is needed and the flexibility in scheduling of these recommended improvements, as proposed by the applicant. Projects occurring early in the process have less flexibility while timing of those improvements recommended further into the future are less certain, as traffic forecasting accuracy may decrease over time. Based on the current construction schedule developed by St. Luke’s, heavy building construction is to be completed by approximately 2021, meaning that the majority of occupancy and increased trips will really start at this time. Periodic traffic monitoring in advance of this milestone, and afterward, would better ascertain the level of traffic growth as hospital expansion is completed. As traffic increases become more aligned with forecast assumptions, the specific timing of these later Work Package projects can be better determined.
Work Package 1 - Critical intersection improvements are necessary for the closure of Jefferson to occur. Closure of Jefferson is necessary for hospital expansion construction to begin.


Work Package 3 - Traffic improvements along State Street, including the addition of channelized left turn bays in both directions from 1st Street to 5th Street, are shown to be necessary by 2024 per the TIS. ACHD may require an interim traffic review which would confirm when traffic volume thresholds are met which would necessitate this change.

Work Package 4 - This package contains more miscellaneous minor traffic improvement elements, including median control, traffic signalization, and isolated intersection enhancements that are predicted by the TIS to be needed by 2035, or the project duration. As with Work Package 3, ACHD may require an interim traffic review which would confirm when traffic volume thresholds/traffic signal warrants are met which would necessitate these changes.

9. Funding
At this time ACHD has not been formally requested to fund any of the improvements associated with the Master Plan, and ACHD has not committed to any funding of projects except for what is included in DBIP, and improving the intersection of Warm Springs Avenue/Broadway/Avenue B. If requested, any ACHD contributions will require separate approvals and agreements with the applicant and the City of Boise. Further review of projects will also be required (i.e. roundabout vs. signal).

10. Avenue B Lane Reduction Analysis
At the request of the City, the applicant analyzed Avenue B with their master plan submittal to determine the feasibility of reducing the 5-lane roadway to 3-lanes. The analysis concluded that a reduction in lanes would create congestion on Avenue B and on surrounding roadways. Further, the emergency room entrance for the hospital is located on the east end of the campus and creating congestion in an area that provides emergency services is not ideal. In late 2014 the City also requested that ACHD formally review a potential lane reduction on Avenue B. At the request of the City, ACHD will review a lane reduction with the upcoming concept design for the Warm Springs/Broadway/Avenue B intersection. The applicant should not have any further requirements for analysis regarding Avenue B as ACHD will move forward with the plans for the intersection design and associated roadway needs.

Conclusions from Review
- A lane reduction will adversely impact traffic operations along Broadway Avenue, Avenue B and Fort Street.
- Roadway segments and intersections are expected to operate poorly, resulting in overcapacity conditions, excess queuing, congestion, and significant vehicular delay. Level of Service E/F for roadways and intersections with v/c ratios near or over capacity.
- Additional travel time due to intersection delay will also negatively impact emergency vehicle response times in this vicinity.
The re-distribution of traffic is expected to add traffic volume to several downtown streets which may require capacity enhancements to accommodate increased demand.

- 2040 forecasts for total daily volumes on Avenue B and Fort Street are expected to range from 28,500 to 29,500.
- Benefits could be slightly improved traffic operations at First/Fort/State intersection, and a reduced pedestrian crossing width of Avenue B; however with the level of congestion it is anticipated that under this scenario acceptable gaps for pedestrians will be very limited.

11. Transit
St. Luke’s has a robust Alternative Transportation Program for employees, and is well served by Valley Ride.

![Existing Transit System](image-url)
Future Transit System
Standard Conditions of Approval

1. All proposed irrigation facilities shall be located outside of the ACHD right-of-way (including all easements). Any existing irrigation facilities shall be relocated outside of the ACHD right-of-way (including all easements).

2. Private Utilities including sewer or water systems are prohibited from being located within the ACHD right-of-way.

3. In accordance with District policy, 7203.6, the applicant may be required to update any existing non-compliant pedestrian improvements abutting the site to meet current Americans with Disabilities Act (ADA) requirements. The applicant's engineer should provide documentation of ADA compliance to District Development Review staff for review.

4. Replace any existing damaged curb, gutter and sidewalk and any that may be damaged during the construction of the proposed development. Contact Construction Services at 387-6280 (with file number) for details.

5. A license agreement and compliance with the District’s Tree Planter policy is required for all landscaping proposed within ACHD right-of-way or easement areas.

6. All utility relocation costs associated with improving street frontages abutting the site shall be borne by the developer.

7. It is the responsibility of the applicant to verify all existing utilities within the right-of-way. The applicant at no cost to ACHD shall repair existing utilities damaged by the applicant. The applicant shall be required to call DIGLINE (1-811-342-1585) at least two full business days prior to breaking ground within ACHD right-of-way. The applicant shall contact ACHD Traffic Operations 387-6190 in the event any ACHD conduits (spare or filled) are compromised during any phase of construction.

8. Utility street cuts in pavement less than five years old are not allowed unless approved in writing by the District. Contact the District’s Utility Coordinator at 387-6258 (with file numbers) for details.

9. All design and construction shall be in accordance with the ACHD Policy Manual, ISPWC Standards and approved supplements, Construction Services procedures and all applicable ACHD Standards unless specifically waived herein. An engineer registered in the State of Idaho shall prepare and certify all improvement plans.

10. Construction, use and property development shall be in conformance with all applicable requirements of ACHD prior to District approval for occupancy.

11. No change in the terms and conditions of this approval shall be valid unless they are in writing and signed by the applicant or the applicant’s authorized representative and an authorized representative of ACHD. The burden shall be upon the applicant to obtain written confirmation of any change from ACHD.

12. If the site plan or use should change in the future, ACHD Planning Review will review the site plan and may require additional improvements to the transportation system at that time. Any change in the planned use of the property which is the subject of this application, shall require the applicant to comply with ACHD Policy and Standard Conditions of Approval in place at that time unless a waiver/variance of the requirements or other legal relief is granted by the ACHD Commission.
Office of the Mayor

November 20, 2014

John Franden, President
Ada County Highway District
3775 Adams Street
Garden City, ID 83714

Re: Warm Springs Ave. / Broadway Intersection and Ave. B

Dear President Franden:

On November 4, the Boise City Council reviewed its Fort Boise Area Plan, which looks at the redevelopment potential in the Fort Boise area including the future street network and connectivity. The Fort Boise Area Plan includes St. Luke’s Boise Medical Center and extends north to Mountain Cove Road, south to Main Street, and is bounded to the west and east by 3rd Street and Avenue B, respectively.

With the submittal of the master plan for St. Luke’s and in an effort to approach planning in the area more broadly, the City requests advancing the concept design process for the Warm Springs Ave. / Broadway intersection from 2016 to 2015, including an analysis of reducing Avenue B to three lanes between Warm Springs Avenue and 1st Street.

The City is willing to fund work in 2015 with reimbursement from ACHD in 2016. We are interested in entering into an agreement and starting the concept design before the end of the current calendar year, if possible.

Sincerely,

David H. Bieter
Mayor