September 15, 2015

TO: ACHD Board of Commissioners
   Director, Bruce S. Wong

FROM: Mindy Wallace, AICP
      Planner III

SUBJECT: Village Charter School/ BOI15-0276/CUP15-00060

Executive Summary:
The applicant is requesting approval of a conditional use permit application to allow for two existing office/retail spaces to be repurposed into a public charter school consisting of 19 classrooms, a gymnasium, music classroom, Spanish classroom, computer lab, and administrative offices for up to 375 students. The site is located at 8400 W. Fairview Avenue in Boise, Idaho.

This application is on the regular agenda due to potential issues/interest from adjacent residential and commercial property owners. For this application ACHD is a recommending body to the City of Boise.

The traffic impact study submitted as part of this application demonstrates that the proposed site circulation plan can meet ACHD policy and mitigate the traffic impacts generated by the school during the am and pm school peak hours. However, this is predicated upon the school complying with the findings and recommendations of the traffic impact study; much of which is beyond the jurisdiction and enforcement of ACHD.

Although the traffic impact study demonstrates that the proposed school circulation plan can meet ACHD policy, staff has concerns regarding potential impacts to the neighborhood north of the site and to the area commercial businesses if the site circulation plan and parent drop-off/pick-up operation plans are not enforced. These concerns are highlighted in a Special Recommendation to Boise City.

The Special Recommendation notes 4 requirements that staff has requested be included as part of Boise City’s action on the Conditional Use Permit, as the City of Boise is responsible for the issuance and the compliance of the terms of the Conditional Use Permit.

Staff Recommendation:
Staff recommends approval of the staff report, as written.
This is a conditional use permit application to allow for two existing office/retail spaces to be repurposed into a public charter school. The site is located at 8400 W. Fairview Avenue in Boise, Idaho. For this application ACHD is a recommending body to the City of Boise.

Lead Agency: City of Boise

Site address: 8400 W. Fairview Avenue

Commission Hearing: September 23, 2015

Applicant: Tony Richard
The Village Charter School
219 N. Roosevelt
Boise, ID 83706

Representative: Penelope Riley
Riley Planning Services
PO Box 405
Boise, ID 83701

Staff Contact: Mindy Wallace
Phone: 387-6178
E-mail: mwallace@achdidaho.org

A. Findings of Fact

1. Description of Application: The applicant is requesting approval of a conditional use permit application to allow for two existing office/retail spaces to be repurposed into a public charter school consisting of 19 classrooms, a gymnasium, music classroom, Spanish classroom, computer lab, and administrative offices for up to 375 students.

The applicant’s proposal is consistent with the City of Boise’s Comprehensive Plan and zoning ordinance which allows schools in commercial areas with approval of a conditional use permit.

2. Description of Adjacent Surrounding Area:

<table>
<thead>
<tr>
<th>Direction</th>
<th>Land Use</th>
<th>Zoning</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>Single family residential</td>
<td>R-1C</td>
</tr>
<tr>
<td>South</td>
<td>Commercial</td>
<td>C-2D</td>
</tr>
<tr>
<td>East</td>
<td>Commercial</td>
<td>C-2D</td>
</tr>
<tr>
<td>West</td>
<td>Commercial</td>
<td>C-2D</td>
</tr>
</tbody>
</table>
3. **Site History:** ACHD previously reviewed this site for the same application in the fall of 2014. The prior application was withdrawn.

4. **Transit:** Transit services are not available on Fairview Avenue. The nearest bus stop is at the intersection of Milwaukee Street and Fairview Avenue. There is a north-south bus route on Milwaukee Street and a north-south bus route on Maple Grove Road.

5. **New Center Lane Miles:** 0.

6. **Impact Fees:** There will be an impact fee that is assessed and due prior to issuance of any building permits. The assessed impact fee will be based on the impact fee ordinance that is in effect at that time.

7. **Capital Improvements Plan (CIP)/ Integrated Five Year Work Plan (IFYWP):**
   - Fairview Avenue Corridor Access Management is scheduled in the IFYWP for improvements to improve the safety and traffic operations of Fairview Avenue between Orchard and Linder Roads.
   - Fairview Avenue is listed in the CIP to be widened to 7-lanes from Maple Grove to Cole Road between 2027 and 2031.

B. **Traffic Findings for Consideration**

1. **Trip Generation:** This development is estimated to generate 825 vehicle trips per day with 395 trips in the AM peak hour and 145 vehicle trips in the PM peak hour based on the submitted traffic impact study.

2. **Traffic Impact Study**
   Kittelson and Associates prepared a traffic impact study for the proposed Village Charter School. Attachment 3 provides the executive summary of the findings as presented by Kittelson and Associates. The executive summary is not the opinion of ACHD staff. ACHD has reviewed the submitted traffic impact study for consistency with ACHD policies and practices, and may have additional requirements beyond what is noted in the summary.

   **Staff Comments/Recommendations:** ACHD Planning Review and Traffic Services staff have reviewed and generally agree with the findings and recommendations of the submitted traffic impact study. Comments on the site circulation can be found under finding for consideration C1 below.

   Staff has the following comments on the traffic impact study:

   **Access:** After reviewing the 4 access options presented in the traffic impact study staff agrees with the applicant's engineer that Access Option 1 (median on Fairview Avenue and Fairmeadow Drive) best keeps potential cut-through traffic out of the neighborhood north of the site and maintains an adequate level of service at the Fairview Avenue/Fairmeadow Drive intersection.

   Under this option 110 vehicles will need to travel eastbound after dropping off students in the AM peak hour. This will require those vehicles to turn right onto Fairview Avenue (westbound) and make a U-turn. The recommended U-turn location was Maple Grove located approximately 2,000 feet away from the site. Staff asked the applicant's engineer to look at an alternative U-turn location closer to Fairmeadow Drive, and to provide a gap analysis to demonstrate that there are enough gaps in the traffic on Fairview Avenue in the AM peak hour to accommodate the U-turns.

   The study found a U-turn location approximately 575 feet west of Fairmeadow Drive and that a U-turn in this location would provide sufficient capacity or gaps to accommodate the projected number of U-turns.
Under Access Option 1 the traffic impact study estimates that approximately 20 vehicles per peak hour (am and pm) may cut-through the neighborhood north of the site. This would be very minimal and the local neighborhood streets would still have traffic volumes significantly less than 2,000 vehicle trips per day, which is ACHD's level of service threshold for local streets.

**Area Pedestrian Facilities:** The traffic impact study notes that there are sidewalk gaps on the north side of Fairview Avenue west of the site to Maple Grove Road and on east and west sides of Maple Grove Road north of Fairview. ACHD recently completed the Maple Grove Pedestrian Project, Fairview to Ustick which included the construction of sidewalk on the east side of Maple Grove filling in the sidewalk gaps noted in the traffic impact study.

Staff does not recommend that the applicant be required to fill in the sidewalk gaps on Fairview Avenue as part of this application, as the closest residential area (other than the neighborhood north of the site) are located a mile away and those students would be driven to the school and not expected to walk. Overtime, the sidewalk gaps identified in the traffic impact study would fill in as development occurs or through ACHD projects.

The traffic impact study recommends two locations for striped crosswalks and three locations for potential crosswalks. The striped crosswalks are proposed on Fairmeadow at the Fairview Avenue intersection and on Fairmeadow mid-block. The three potential crosswalks are located on Maple Grove at Springhurst, on Fairmeadow at Stonehaven, and on Milwaukee at Middlefield. At this time staff does not recommend the installation of any of the striped crosswalks as noted in the traffic impact study. Staff’s recommendation is due to the fact that we do not know how many students will walk to the school. The mid-block crossing on Fairmeadow is of particular concern because the applicant does not have a formal parking agreement with the WinCo store across from the site. A mid-block crosswalk in this location may encourage parents to park in the WinCo parking lot which is private property instead of using the designated drop-off/pick-up loop and parking area for dropping off and picking up students from the school.

If a formal parking agreement with WinCo is acquired in the future, then The Village Charter School should install a striped crosswalk with a RRFB (rapid rectangular flashing beacon) in the
location shown in the traffic impact study. All costs associated with the future installation of a crosswalk with RRFB will be the sole responsibility of The Village Charter School.

School Zone: In lieu of installing school zone flashers on Fairmeadow Drive abutting the site, staff recommends that that school zone signage be installed. The speed limit on Fairmeadow drive is 25 mph and school zone signage will provide enough notification of the school zone and reduced speed limit.

3. Condition of Area Roadways

Traffic Count is based on Vehicles per hour (VPH)

<table>
<thead>
<tr>
<th>Roadway</th>
<th>Frontage</th>
<th>Functional Classification</th>
<th>PM Peak Hour Traffic Count</th>
<th>PM Peak Hour Level of Service</th>
<th>Existing Plus Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fairview Avenue</td>
<td>136-feet</td>
<td>Principal Arterial</td>
<td>1,417</td>
<td>Better than “E”</td>
<td>Better than “E”</td>
</tr>
<tr>
<td>Fairmeadow Drive</td>
<td>546-feet</td>
<td>Local</td>
<td>92</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Middlefield Road</td>
<td>N/A</td>
<td>Local</td>
<td>45</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

* Acceptable level of service for a five-lane principal arterial is “E” (1,770 VPH).

4. Average Daily Traffic Count (VDT)

Average daily traffic counts are based on ACHD’s most current traffic counts.

- The average daily traffic count for Fairview Avenue west of Milwaukee was 31,220 on 7/29/2010.
- The average daily traffic count for Fairmeadow Drive north of Fairview was 955 on 7/16/14.
- The average daily traffic count for Middlefield Road west of Milwaukee was 548 on 7/16/14.

C. Findings for Consideration

1. Site Circulation and Access

The site circulation plan proposed in the traffic impact study provides a 300 foot drop-off/pick-up loop with a by-pass lane with an additional 30 parking spaces designated for parent parking. The 30 parking spaces for parent parking reduces the number of vehicles queuing on Fairmeadow Drive in the afternoon waiting to pick up students before the end of the school day.

For the site and circulation plan to work as presented in the traffic impact study the students will need to be on a split schedule with kindergarten through 3rd grade and 4th grade through 8th grade having schedules separated by 30 minutes. This plan also requires 325 feet of vehicle storage on Fairmeadow Drive to accommodate vehicles waiting to turn left into the parent drop-off/pick-up loop.
Through the traffic impact study the applicant’s engineer has demonstrated that the proposed site circulation plan can accommodate the traffic generated by the school during the am and pm school peak hours. However, this does not take into consideration what happens during school events, traffic accidents on either Fairview Avenue or Fairmeadow Drive, or any other item/issue which may impact the function of the site circulation plan.

**Neighborhood Concerns:** ACHD has previously raised concerns to the applicant and continues to be concerned that parents may drop off kids in the neighborhood north of the site and cut through the neighborhood to avoid the queue lengths and drop off/pick up area at the school.

The applicant has proposed to install a median on Fairmeadow Drive to restrict the exiting driveway of the drop off/pick up loop to right out only. This is intended to reduce the amount of vehicles traveling through the neighborhood north of the site.

**Pedestrian Safety:** Given the queue lengths anticipated on Fairmeadow Drive and the need for parents to quickly drop off and pick up their children, staff has continued to raise concerns that parents will drop off kids along Fairmeadow Drive or in the WinCo parking lot across from the site where they will be expected to cross the street to access the school. There are no street lights or
crosswalks mid-block to support a mid-block crossing, nor does the applicant currently have a parking agreement with WinCo.

To prevent this, Fairmeadow Drive should be signed for no parking at any time on both sides of the street. No parking does not equate to no stopping/standing. Parents could still drop their kids off on Fairmeadow Drive and have them cross the street to access the school site.

2. Neighborhood to the North/Road Trust Deposit

**Neighborhood History:** The neighborhood north of this site, Fairmont Park No. 6 subdivision, is part of the West Bench Neighborhood Association (WBNA). The WBNA first raised concerns regarding cut-through traffic in the Fairmont Park No. 6 neighborhood as part of public testimony on a development application for the building expansion and a driveway onto Fairmeadow Drive for the WinCo Store located at Fairview and Milwaukee in March of 2009.

As a result of the testimony the ACHD Commission directed staff to conduct a traffic calming evaluation of several streets within the neighborhood north of the site. After the analysis was competed staff met with representatives of the WBNA and brought forward a proposal to install STOP signs at strategic intersection locations. On November 9, 2009 the ACHD Commission approved the installation of 4-way stop signs at the intersections of Fairmeadow/Stonehaven, Fairmeadow/Wilmington and single stop signs at Fairmeadow/Springhurst and Camden/Middlefield (see attachment 5).

**Road Trust Deposit:** The applicant has proposed to provide ACHD with a Road Trust Deposit in the amount of $25,000 to fund future traffic calming in the Fairmont Park No. 6 subdivision location directly north of the site. This proposal is to address concerns raised by residents of the Fairmont Park No. 6 subdivision regarding the potential traffic impacts of the proposed school on the existing neighborhood.

**Staff Comments/Recommendations:** Staff recommends that ACHD accept the road trust deposit proposed by the applicant to pay for future traffic calming measures that may be necessary as a result of The Village Charter School, as well as, any crosswalks or minor pedestrian improvements that may need to be made in the vicinity of the school.

All requests for traffic calming/ and or pedestrian crosswalks will be investigated by ACHD Traffic Services staff to determine if they are warranted. If it is determined that traffic calming/pedestrian improvements are necessary as a result of the schools traffic impacts then the road trust deposit money would be used to pay for those mitigation improvements.

3. Fairview Avenue Corridor Access Management Plan

The Fairview Avenue Corridor Management Plan, adopted in February 2014, identified various strategies to improve safety and mobility along the Fairview Avenue Corridor, between Linder Road and Orchard Street. Identified strategies include, but are not limited to: reducing the number of driveways and consolidating existing access points, adding bike and pedestrian facilities including reconstruction of driveways to meet ACHD standards, removing access conflicts at intersections including left turn medians, and street lighting. Further, the ACHD Commission directed the use of mid-block non-traversable medians occur only after efforts have been made to employ the other identified strategies and with subsequent Commission approval. The vision of this Plan is that it be implemented through development and redevelopment of the corridor and through subsequent Commission-approved ACHD projects.
4. **Fairview Avenue**
   a. **Existing Conditions:** Fairview Avenue is improved with 5-travel lanes, and no curb, gutter or sidewalk abutting the site. There is 90-feet of right-of-way for Fairview Avenue (48-feet from centerline).

   b. **Policy:**
      - **Arterial Roadway Policy:** District Policy 7205.2.1 states that the developer is responsible for improving all street frontages adjacent to the site regardless of whether or not access is taken to all of the adjacent streets.
      - **Master Street Map and Typology Policy:** District Policy 7205.5 states that the design of improvements for arterials shall be in accordance with District standards, including the Master Street Map and Livable Streets Design Guide. The developer or engineer should contact the District before starting any design.
      - **Street Section and Right-of-Way Width Policy:** District Policies 7205.2.1 & 7205.5.2 state that the standard 7-lane street section shall be 96-feet (back-of-curb to back-of-curb) within 120-feet of right-of-way. This width typically accommodates three travel lanes in each direction, a continuous raised or landscaped median with intermittent turn lanes, and safety shoulders.
      - **Right-of-Way Dedication:** District Policy 7205.2 states that The District will provide compensation for additional right-of-way dedicated beyond the existing right-of-way along arterials listed as impact fee eligible in the adopted Capital Improvements Plan using available impact fee revenue in the Impact Fee Service Area.

      No compensation will be provided for right-of-way on an arterial that is not listed as impact fee eligible in the Capital Improvements Plan.

      The District may acquire additional right-of-way beyond the site-related needs to preserve a corridor for future capacity improvements, as provided in Section 7300.

      **Sidewalk Policy:** District Policy 7205.5.7 requires a concrete sidewalk at least 5-feet wide to be constructed on both sides of all arterial streets. A parkway strip at least 6-feet wide between the back-of-curb and street edge of the sidewalk is required to provide increased safety and protection of pedestrians. Consult the District’s planter width policy if trees are to be placed within the parkway strip. Sidewalks constructed next to the back-of-curb shall be a minimum of 7-feet wide.

      Detached sidewalks are encouraged and should be parallel to the adjacent roadway. Meandering sidewalks are discouraged.

      A permanent right-of-way easement shall be provided if public sidewalks are placed outside of the dedicated right-of-way. The easement shall encompass the entire area between the right-of-way line and 2-feet behind the back edge of the sidewalk. Sidewalks shall either be located wholly within the public right-of-way or wholly within an easement.

      **ACHD Master Street Map:** ACHD Policy Section 3111.1 requires the Master Street Map (MSM) guide the right-of-way acquisition, arterial street requirements, and specific roadway features required through development. This segment of Fairview Avenue is designated in the MSM as a Mobility Corridor with 7-lanes and on-street bike lanes, a 117-foot street section within 124-feet of right-of-way.

   c. **Applicant Proposal:** The applicant is proposing to construct curb, gutter, and a 5-foot wide attached concrete sidewalk to align with the improvements on either side of the site.

   d. **Staff Comments/Recommendations:** Typically when a site develops the sidewalk is placed in its ultimate location, in this case Fairview Avenue is planned to be widened to 7-lanes in the
future. This would place the face of the detached sidewalk 55-feet from the centerline of Fairview Avenue encroaching into the proposed parking area and drive aisle. Because of this staff recommends approval of the applicant’s proposal to construct vertical curb, and gutter abutting the site as one half of a 98 foot street section. Consistent with ACHD policy, the applicant should be required to construct a 7-foot wide attached concrete sidewalk abutting the site on Fairview Avenue.

Consistent with ACHD’s CIP and MSM for a road section with attached sidewalk, the applicant should be required to dedicate right-of-way to total 58-feet from the centerline of Fairview Avenue abutting the site. The applicant should be required to enter into a license agreement with ACHD for the landscaping, parking, and drive aisle which would be located within the right-of-way. The license agreement should note that the applicant is responsible for the costs associated with the redesign and relocation of the landscaping, parking, and drive aisle in the future when ACHD widens Fairview Avenue to 7-lanes.

Consistent with the recommendations of the traffic impact study and ACHD policy, the existing monument sign located on Fairview Avenue will need to be removed or relocated outside of the right-of-way to be dedicated as part of this application. If the monument sign is relocated the location will need to be verified to ensure there is adequate intersection sight distance at the Fairmeadow/Fairview Avenue intersection.

Consistent with the recommendations of the traffic impact study under Access Option 1, the applicant should be required to install a median on Fairview Avenue to restrict Fairmeadow Drive to left-in/right-in/right-out only. The applicant should be required to coordinate the design and construction of the median with District Development Review staff.

*For illustrative purposes only
Based on the findings of the supplemental u-turn analysis the applicant should be required to stripe and sign a designated u-turn on Fairview Avenue, located approximately 575 feet west of Fairmeadow Drive, which is between Fairmeadow Drive and Maple Grove Road. As shown on page 3 above. To accommodate the u-turn additional pavement widening will be needed on the south side of Fairview Avenue. The applicant should be required to coordinate the design and construction of the u-turn including the pavement widening, striping, and signage with District Development Review staff.

5. Fairmeadow Drive
   a. Existing Conditions: Fairmeadow Drive is improved with 2-travel lanes, 32-feet of pavement; a portion of the site is improved with curb, gutter, and 5-foot wide sidewalk. There is 50-feet of right-of-way for Fairmeadow Drive (25-feet from centerline).

   b. Policy:
      Local Roadway Policy: District Policy 7207.2.1 states that the developer is responsible for improving all local street frontages adjacent to the site regardless of whether or not access is taken to all of the adjacent streets.

      Street Section and Right-of-Way Policy: District Policy 7207.5 states that right-of-way widths for all local streets shall generally not be less than 50-feet wide and that the standard street section shall be 36-feet (back-of-curb to back-of-curb). The District will consider the utilization of a street width less than 36-feet with written fire department approval.

      Sidewalk Policy: District Policy 7207.5.7 states that five-foot wide concrete sidewalk is required on both sides of all local street, except those in rural developments with net densities of one dwelling unit per 1.0 acre or less, or in hillside conditions where there is no direct lot frontage, in which case a sidewalk shall be constructed along one side of the street. Some local jurisdictions may require wider sidewalks.

      The sidewalk may be placed next to the back-of-curb. Where feasible, a parkway strip at least 8-feet wide between the back-of-curb and the street edge of the sidewalk is recommended to provide increased safety and protection of pedestrians and to allow for the planting of trees in accordance with the District's Tree Planting Policy. If no trees are to be planted in the parkway strip, the applicant may submit a request to the District, with justification, to reduce the width of the parkway strip.

      Detached sidewalks are encouraged and should be parallel to the adjacent roadway. Meandering sidewalks are discouraged.

      A permanent right-of-way easement shall be provided if public sidewalks are placed outside of the dedicated right-of-way. The easement shall encompass the entire area between the right-of-way line and 2-feet behind the back edge of the sidewalk. Sidewalks shall either be located wholly within the public right-of-way or wholly within an easement.

      Minor Improvements Policy: District Policy 7203.3 states that minor improvements to existing streets adjacent to a proposed development may be required. These improvements are to correct deficiencies or replace deteriorated facilities. Included are sidewalk construction or replacement; curb and gutter construction or replacement; replacement of unused driveways with curb, gutter and sidewalk; installation or reconstruction of pedestrian ramps; pavement repairs; signs; traffic control devices; and other similar items.

   c. Applicant’s Proposal: The applicant has proposed to construct curb, gutter, and a 5-foot wide attached concrete sidewalk on Fairmeadow Drive where it does not currently exist and to construct 2 medians on Fairmeadow Drive.

      The applicant has proposed to construct the one 20 foot wide median with a pedestrian refuge to restrict Fairmeadow Drive to restrict southbound traffic to right-out only. The second
median is proposed to be 4 feet wide, approximately 95 feet in length to restrict the southern side driveway to right-out only.

Additionally, the applicant has proposed to stripe a two way left turn lane on Fairmeadow Drive.

d. Staff Comments/Recommendations: The applicant’s proposal to construct curb, gutter, and a 5-foot wide attached concrete sidewalk on Fairmeadow Drive where it currently does not exist abutting the site should be approved, as proposed.

The applicant’s proposal to construct 2 medians on Fairmeadow Drive and to stripe a two way left turn lane is not consistent with the findings and recommendations of the traffic impact study and should not be approved, as proposed.

Fairmeadow Drive will be restricted to left-in/right-in/right-out only turn movements with the construction of a median on Fairview Avenue. Therefore, the 20 foot wide island proposed on Fairmeadow Drive is not necessary and should not be installed on Fairmeadow Drive.

The submitted traffic impact study notes that 325 feet of vehicle queuing/storage on Fairmeadow Drive is necessary to serve the school site. As currently proposed, with the 4 foot wide raised median there would only allow 120 feet of storage between the northern “enter only” driveway and the 4 foot wide median proposed to restrict the southern driveway to right-out only turning movements.

To accommodate the 325 feet of vehicle storage on Fairmeadow Drive necessary to serve the site and to restrict the southern driveway to exit only, the applicant should be required to install a 6” raised median on Fairmeadow Drive. The median should begin at Fairview Avenue and extend north to just south of the northern driveway approach. With the installation of the median, Fairmeadow Drive should be widened an additional 3 feet to create three 11 foot travel lanes with 1 foot of shy distance on either side of the median; 35 feet of
pavement (39 foot street section as measured from back of curb to back of curb) with vertical curb, gutter, and a 5 foot wide attached concrete sidewalk abutting the site.

Consistent with the recommendations of the submitted traffic impact study the applicant should be required to sign both sides of Fairmeadow Drive for “NO PARKING” from Fairview Avenue to Stonehaven Street.

Fairmeadow Drive should not be striped as a two way left turn lane, as there are no driveways on the east side of Fairmeadow Drive abutting the site.

![Diagram](image)

*For illustrative purposes only

6. Driveways

4.1 Fairview Avenue

a. **Existing Conditions:** There is one 30-foot wide full access driveway onto Fairview Avenue located at the site’s west property line.

b. **Policy**

   **Access Points Policy:** District Policy 7205.4.1 states that all access points associated with development applications shall be determined in accordance with the policies in this section and Section 7202. Access points shall be reviewed only for a development application that is being considered by the lead land use agency. Approved access points may be relocated and/or restricted in the future if the land use intensifies, changes, or the property redevelops.

   **Access Policy:** District policy 7205.4.7 states that direct access to principal arterials is typically prohibited. If a property has frontage on more than one street, access shall be taken from the street having the lesser functional classification. If it is necessary to take access to the higher classified street due to a lack of frontage, the minimum allowable spacing shall be based on Table 1b under District policy 7205.4.7, unless a waiver for the access point has been approved by the District Commission. Driveways, when approved on a principal arterial shall operate as a right-in/right-out only, and the District will require the construction of a raised median to restrict the left turning movements.
Driveway Location Policy: District policy 7205.4.7 requires driveways located on principal arterial roadways to be located a minimum of 355-feet from the nearest intersection for a right-in/right-out only driveway. Full-access driveways are not allowed on principal arterial roadways.

Successive Driveways: District policy 7205.4.7 Table 1b, requires driveways located on principal arterial roadways with a speed limit of 35 MPH to align or offset a minimum of 355-feet from any existing or proposed driveway.

Driveway Width Policy: District policy 7205.4.8 restricts high-volume driveways (100 VTD or more) to a maximum width of 36-feet and low-volume driveways (less than 100 VTD) to a maximum width of 30-feet. Curb return type driveways with 30-foot radii will be required for high-volume driveways with 100 VTD or more. Curb return type driveways with 15-foot radii will be required for low-volume driveways with less than 100 VTD.

Driveway Paving Policy: Graveled driveways abutting public streets create maintenance problems due to gravel being tracked onto the roadway. In accordance with District policy, 7205.4.8, the applicant should be required to pave the driveway its full width and at least 30-feet into the site beyond the edge of pavement of the roadway and install pavement tapers in accordance with Table 2 under District Policy 7205.4.8.

c. Applicant’s Proposal: The applicant is proposing to close the existing driveway onto Fairview Avenue with the construction of curb, gutter, and sidewalk.

d. Staff Comments/Recommendations: The applicant's proposal meets District policy and should be approved, as proposed.

4.2 Fairmeadow Drive

a. Existing Conditions: There is one 198-foot long driveway on Fairmeadow which extends north from Fairview Avenue, and four 20-foot wide driveways located 340,450,500 and 586-feet north of Fairview Avenue.

b. Policy:

Driveway Location Policy: District policy 7207.4.1 requires driveways located near intersections to be located a minimum of 75-feet (measured centerline-to-centerline) from the nearest street intersection.

Successive Driveways: District Policy 7207.4.1 states that successive driveways away from an intersection shall have no minimum spacing requirements for access points along a local street, but the District does encourage shared access points where appropriate.

Driveway Width Policy: District policy 7207.4.3 states that where vertical curbs are required, residential driveways shall be restricted to a maximum width of 20-feet and may be constructed as curb-cut type driveways.

Driveway Paving Policy: Graveled driveways abutting public streets create maintenance problems due to gravel being tracked onto the roadway. In accordance with District policy, 7207.4.3, the applicant should be required to pave the driveway its full width and at least 30-feet into the site beyond the edge of pavement of the roadway.

c. Applicant’s Proposal: The applicant is proposing to construct two 26 foot wide curb cut driveways onto Fairmeadow Drive to serve the site. The northern driveway located approximately 490-feet north of Fairview Avenue is proposed be an enter only driveway and provide access to the student drop-off/pick-up loop and parent parking.

The applicant is proposing to reconstruct the 24-foot wide curb cut driveway located at the site’s north property line, which provides access to an alley/fire lane.
The applicant is proposing to close all of the other driveways with the construction of curb, gutter, and sidewalk.

d. Staff Comments/Recommendations: The applicant's proposal meets District policy and should be approved, as proposed. The applicant should be required to coordinate a signage plan for the enter only and exit only driveways onto Fairmeadow Drive.

Consistent with the recommendations of the traffic impact study, the alley/fire lane should be signed for enter only.

7. Tree Planters
Tree Planter Policy: The District’s Tree Planter Policy prohibits all trees in planters less than 8-feet in width without the installation of root barriers. Class II trees may be allowed in planters with a minimum width of 8-feet, and Class I and Class III trees may be allowed in planters with a minimum width of 10-feet.

8. Landscaping
Landscaping Policy: A license agreement is required for all landscaping proposed within ACHD right-of-way or easement areas. Trees shall be located no closer than 10-feet from all public storm drain facilities. Landscaping should be designed to eliminate site obstructions in the vision triangle at intersections. District Policy 5104.3.1 requires a 40-foot vision triangle and a 3-foot height restriction on all landscaping located at an uncontrolled intersection and a 50-foot offset from stop signs. Landscape plans are required with the submittal of civil plans and must meet all District requirements prior to signature of the final plat and/or approval of the civil plans.

9. Other Access
Fairview Avenue classified as a principal arterials roadway. Other than the access specifically approved with this application, direct lot access is prohibited to this roadways.

D. Special Recommendation to Boise City

As noted above, the submitted traffic impact study demonstrates that the proposed site circulation plan can accommodate the traffic generated by the school during the am and pm school peak hours. However, this plan is also predicated upon the school complying with the findings and recommendations of the traffic impact study; much of which is beyond the jurisdiction and enforcement of ACHD.

To ensure that the site circulation plan operates as proposed and to reduce The Village Charter School's impacts on area roadways, staff recommends that the City of Boise include the following conditions as part of their requirements for the Conditional Use Permit.

- The Village Charter School shall operate a staggered start time of at least 30 minutes as described in the traffic impact study.
- The Village Charter School shall enforce the use of the parent drop-off/pick-up loop.
- The 30 parking stalls identified as parent parking (located within the parent drop-off/pick-up loop) shall be designated as parent parking only. These parking stalls are necessary to prevent stacking of vehicles in Fairmeadow Drive. ACHD does not allow parking within the right-of-way to count towards parking requirements of Boise City.
- The Village Charter School shall be responsible for all costs associated with the design, hardware, and construction of any additional pedestrian facilities needed to accommodate future pedestrian needs of the school. This includes HAWK signals or RRFBs.

Even with these conditions in place, ACHD has significant concerns that parents may drop off kids in the neighborhood north of the site and cut through the neighborhood to avoid the queue lengths and drop off/pick up area at the school and that parents will drop off kids along
Fairmeadow Drive or in the WinCo parking lot across from the site where they will be expected to cross the street to access the school. This is a safety concern for the students crossing Fairmeadow Drive at an unmarked crossing without street lighting.

To help address these concerns and to ensure that The Village Charter School is encouraging parents to use the parent drop off/pick up loop and parent parking area staff recommends that if it is determined through code enforcement that parents are parking in the WinCo parking lot or dropping off children along Fairmeadow that The Village Charter Schools conditional use permit could be revoked and school could be closed temporarily until the safety issues associated with student drop off and pick up has been resolved. Ultimately, The City of Boise is responsible for the issuance and the compliance of the terms of the Conditional Use Permit.

E. Site Specific Conditions of Approval

1. Dedicate right-of-way to total 58-feet from the centerline of Fairview Avenue abutting the site. The right-of-way purchase and sale agreement and deed must be completed and signed by the applicant prior to scheduling the final plat for signature by the ACHD Commission or prior to issuance of a building permit (or other required permits), whichever occurs first. Allow up to 30 business days to process the right-of-way dedication after receipt of all requested material. The District will purchase the right-of-way which is in addition to existing right-of-way from available Corridor Preservation Funds.

2. Enter into a license agreement with ACHD for the parking, drive aisle, and landscaping which will be located within the right-of-way. The license agreement shall note that the applicant is responsible for the costs associated with the redesign and relocation of the parking and drive aisle in the future when ACHD widens Fairview Avenue to 7-lanes.

3. Construct Fairview Avenue as half of a 98-foot street section with vertical curb, gutter, and a 7-foot wide attached concrete sidewalk on abutting the site.

4. Install a median on Fairview Avenue to restrict Fairmeadow Drive to left-in/right-in/right-out only. Coordinate the design and construction of the median with District Development Review staff.

5. Stripe and sign a designated u-turn on Fairview Avenue, located approximately 575 feet west of Fairmeadow Drive, which is between Fairmeadow Drive and Maple Grove Road. As shown on page 3 above. Widen the existing pavement on the south side of Fairview Avenue to accommodate the u-turn. Coordinate the design and construction of the u-turn including the pavement widening, striping, and signage with District Development Review staff.

6. Remove or relocate the existing monument sign on Fairview Avenue outside of the right-of-way to be dedicated as part of this application. If the monument sign is relocated verify the location ensure there is adequate intersection sight distance at the Fairmeadow/Fairview Avenue intersection.

7. Install a 6” raised median on Fairmeadow Drive. The median should begin at Fairview Avenue and extend north to just south of the northern driveway approach. Coordinate the design and construction of the 6” raised median with District Development Review staff.

8. Widen Fairmeadow Drive to a 39-foot street section (back of curb to back of curb) with vertical curb, gutter, and a 5 foot wide attached concrete sidewalk abutting the site.

9. Sign both sides of Fairmeadow Drive for “NO PARKING” from Fairview Avenue to Stonehaven Street.

10. Install school zone signage on Fairmeadow Drive abutting the site.
11. Close the existing driveway onto Fairview Avenue with the construction of vertical curb, gutter, and a 7 foot wide attached concrete sidewalk abutting the site.

12. Construct two 26 foot wide curb return driveways onto Fairmeadow Drive, as proposed. The northern driveway shall be an enter only driveway and the southern driveway shall be exit only. Both driveways should be signed, coordinate a signage program with District Development Review staff.

13. Reconstruct the 24-foot wide driveway located at the site’s north property line, as a curb return driveway. Sign this driveway as enter only.

14. Pave all of the driveways their full width at least 30-feet into the site beyond the edge of pavement of Fairmeadow Drive.

15. The 30 parking stalls identified as parent parking (located within the parent drop-off/pick-up loop) shall be designated as parent parking only. These parking stalls are necessary to prevent stacking of vehicles in Fairmeadow Drive.

16. ACHD does not allow parking within the right-of-way to count towards parking requirements of Boise City.

17. The Village Charter School shall operate a staggered start time of at least 30 minutes as described in the traffic impact study.

18. The Village Charter School shall enforce the use of the parent drop-off/pick-up loop.

19. The Village Charter School shall be responsible for the design, hardware, and construction of any additional pedestrian facilities needed to accommodate future pedestrian needs of the school. This includes HAWK signals or RRFBs.

20. If a formal parking agreement with WinCo is acquired in the future then, install a striped crosswalk with a RRFB (rapid rectangular flashing beacon) in the location shown in the traffic impact study. All costs associated with the future installation of a crosswalk with RRFB will be the sole responsibility of The Village Charter School.

21. Provide ACHD with a Road Trust Deposit in the amount of $25,000 to fund future traffic calming in the Fairmont Park No. 6 subdivision or minor pedestrian improvements. Any requested and warranted pedestrian improvement which exceeds the $25,000 road trust deposit will be the sole responsibility of The Village Charter School.

22. Payment of impacts fees are due prior to issuance of a building permit.

23. Comply with all Standard Conditions of Approval.

E. **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, 7203.3, 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.

F. Conclusions of Law

1. The proposed site plan is approved, if all of the Site Specific and Standard Conditions of Approval are satisfied.

2. ACHD requirements are intended to assure that the proposed use/development will not place an undue burden on the existing vehicular transportation system within the vicinity impacted by the proposed development.
G. **Attachments**

1. Vicinity Map
2. Site Plan
3. Traffic Impact Study Summary
4. Gap Analysis
5. Fairmont Park No. 6 Traffic Calming
6. Utility Coordinating Council
7. Development Process Checklist
8. Request for Reconsideration Guidelines
The Village Charter School is proposing to relocate their primary school campus (kindergarten through 8th grade) from their existing location on Roosevelt to a new location off Fairview Avenue at Fairmeadow Drive. The new school will remodel two existing buildings which are currently used as a Big Smoke convenience market and an office/retail building.

With full build out of the expansion, the future school attendance is expected to increase from approximately 310 existing students to a total of approximately 375 students. The school is anticipating a split schedule with kindergarten through 3rd grade and 4th grade through 8th grade having schedules separated by approximately 30 minutes Monday through Thursday. The split schedule will provide parents with different morning drop-off and afternoon pick-up times for these two groups of students. The weekday a.m. peak hour for the school is 7:30 a.m. to 8:30 a.m. which coincides with the overall weekday a.m. peak hour for the roadway system. The weekday p.m. peak hour for the school occurs from 3:30 to 4:30 p.m., which is earlier than the weekday p.m. peak hour for the surrounding roadway system of 4:45 to 5:45 p.m., and therefore is referred to as the weekday school p.m. peak hour.

There are currently six full-access driveways on the site on Fairmeadow Drive, including driveways serving the parking areas and one driveway access on the north property line that provides alley access to the back of the building as well as the back of another building to the west. In addition, there are currently two full-access driveways on Fairview Avenue. The five site driveways serving the parking areas and the two drive driveways on Fairview Avenue will be closed and access to the school will be provided via two new driveways on Fairmeadow Drive. The south Site Driveway will be located approximately 210 feet north of Fairview Avenue, and the North Site Driveway will be located approximately 450 feet north of Fairview Avenue. The northerly alley access will continue to function as an alley and fire access with minimal traffic as part of the school renovations. Construction of the proposed school is scheduled to begin 2015, with completion and opening of the first phase for the 2016 school year.

Site circulation for parent drop-off and pick-up of students at the new/remodeled building will be via a one-way loop with approximately 300 feet of drop-off area and a by-pass lane. In addition approximately 30 parking spaces will be designated for parents parking/waiting in order to reduce the potential for queues of cars onto Fairmeadow Drive while parents wait to pick up children before the afternoon bell rings.

Findings
Year 2015 Existing Conditions
- All study intersections operate at an acceptable levels of service during the weekday a.m. peak hour and weekday school p.m. peak hour.
- The two lane segment of Maple Grove Road north of Fairview Avenue exceeds the ACHD segment volume threshold of LOS D during both the weekday a.m. and weekday school p.m. peak hours, although it meets the threshold at the intersection of Fairview Avenue due to the widening for the intersection. The ACHD 2012 Capital Improvement Plan (2012 CIP) identifies the widening of Maple Grove in the 2017-2021 timeframe.
- The two lane section of Milwaukee Street north of Fairview Avenue exceeds the ACHD segment volume threshold of LOS D during both the weekday a.m. peak hour and school p.m. peak hour, although it meets the threshold assuming the left turn lanes at the major intersections are considered.
The local streets north of the site including Fairmeadow Drive, Stonehaven Street, Camden Drive, and Middlefield Road all have daily traffic volumes ranging from approximately 200 ADT to 1,000 ADT which are below the ACHD Policy Manual Guidance of 2,000 ADT for local streets.

A review of historical crash data from 2009 to 2013 at the Fairmeadow Drive/Fairview Avenue intersection did not identify an existing safety concerns. Of the 13 total crashes, four crashes occurred between southbound left-turns and westbound through movements at this intersection, which could indicate some drivers making bad decisions when looking for acceptable gaps in traffic on Fairview Avenue to make a southbound left turn.

Year 2016 Background Traffic Conditions

- Background traffic conditions include annual growth on the study roadways. No other background in-process developments were identified by ACHD.
  - Three major improvement projects in ACHD’s Capital Improvement Plan (CIP) were identified which include:
    - Widening of Fairview Avenue from 5 to 7 lanes (2022-2026 timeframe).
    - Widening of Maple Grove north of Fairview from 3 to 5 lanes (2017-2022 timeframe).
    - The Fairview Avenue Access Management Plan identifies future installation of a raised median on Fairview Avenue between the traffic signals at Milwaukee Street and Maple Grove Road. No timeframe has been finalized for completion of the median.

- All of the study intersections continue to operate at acceptable level of service under year 2016 background conditions during the weekday a.m. peak hour and weekday school p.m. peak hour.

- The two lane section of Maple Grove Road north of Fairview Avenue exceeds the ACHD segment volume threshold for LOS D during both the weekday a.m. and weekday school p.m. peak hours, although it meets the threshold at the intersection of Fairview Avenue due to the widening of the intersection. The ACHD 2012 Capital Improvement Plan (2012 CIP) identifies widening Maple Grove Road in the 2017-2021 timeframe.

- The two lane section of Milwaukee Street north of Fairview Avenue exceeds the ACHD segment volume threshold for LOS D during the weekday school p.m. peak hour (3:30 p.m. to 4:30 p.m.), although it meets the threshold assuming the left turn lanes at the major intersections are considered.

Proposed Development Plan

- The Village Charter School is proposing to relocate their school campus from the existing location on Roosevelt Street to a new site on the northwest corner of the
Fairview/Fairmeadow Drive intersection which is partly occupied by a Big Smoke convenience market and vacant office building.

- An existing Big Smoke convenience store and commercial office/retail building will be remodeled/re-purposed for the school gymnasium. The office/retail building is generally vacant and will be re-purposed to house the school administration offices, classrooms, and other support activities. The current office building was not found to generate any trips during the two studied time periods due to being vacant. Therefore the site does not generate nearly as many existing trips as it potentially would if fully occupied. Given the potential trip generation for the site if fully utilized as commercial retail or office uses, no traffic impact fees are expected to be required by ACHD with the repurposing of the facility for this use.

- The school will serve kindergarten through 8th grades and provide the needed space for the existing enrollment of approximately 310 students as well as the ability to expand up to approximately 375 students.

- Site circulation for parent drop-off and pick-up at the new/remodeled building will be via a two-lane two lane, one way, loop that will have approximately 300 feet of curbside drop-off area and a bypass lane. In addition, to accommodate parents waiting prior to the afternoon pick-up time, approximately 30 parking spaces will be designated for parent parking/waiting in order to reduce the potential for queues of cars onto Fairmeadow Drive while parents wait to pick up children before the afternoon bell rings. The drop-off area and parent parking area were developed based on data collected at the existing school.

- Approximately 24 parking spaces will be designated for faculty on the backside of the classrooms on the north and west side of the building.

- The expansion of the Village Charter School is estimated to generate approximately 825 daily trips on Monday through Thursday upon full build-out. Of these, approximately 395 trips (215 inbound and 180 outbound) will occur during the weekday a.m. peak hour (7:30 to 8:30) and 270 trips (125 inbound and 145 outbound) will occur during the weekday school p.m. peak hour (3:30 to 4:30).

- Accounting for the one business that is currently operating in the existing building that will be replaced with the school expansion, the net increase in trips to the site due to the proposed expansion is approximately 445 daily trips, approximately 380 trips during the weekday a.m. peak hour and approximately 240 trips during the weekday school p.m. peak hour. The net change in trips would be less if the buildings were fully utilized.

- While the school will result in increased trips during the weekday a.m. peak hour, and weekday p.m. peak hour, the school generates very few trips during the rest of the day, is not open at night, and only operates four days a week.
Year 2016 Total Traffic Conditions

- Due to concerns by the residential neighborhood to the north and the limited capacity for left turns onto Fairview Avenue from Fairmeadow Drive, four access options were evaluated for exiting vehicles from the site. These options are listed below:

  o Proposed Access Option 1 (Option 1 is the recommended option for the site): Median on Fairmeadow Drive and on Fairview Avenue forcing all outbound school traffic to turn right onto Fairview Avenue.

  o Access Option 2: Median on Fairmeadow Drive and full access at Fairview Avenue forcing all outbound school traffic to Fairview Avenue.

  o Access Option 3: No median on Fairmeadow Drive and median on Fairview Avenue allowing outbound school traffic to cut through the neighborhood to the north but only turn right onto Fairview Avenue.

  o Access Option 4: No medians.

- All of the study intersections will continue to operate at acceptable levels of service under year 2016 total traffic conditions during the weekday a.m. peak hour and weekday school p.m. peak hour with exception of the following:

  o The southbound left turn at the Fairview Avenue/Fairmeadow Drive intersection operates at LOS F under Access Options 2 and 4, but remains below capacity.

  o The Fairview Avenue/Maple Grove Road intersections V/C ratio (.92) slightly exceeds the ACHD policy of 0.90 for Access Options 1, 2, and 3 due to the additional U-turns at this intersection.

  o The two lane section of Maple Grove Road north of Fairview Avenue continues to exceed the ACHD segment volume threshold for LOS D during both the weekday a.m. and weekday school p.m. peak hours, although it meets the threshold at the intersection of Maple Grove Road and Fairview due to the widening for the intersection. The ACHD 2012 Capital Improvement Plan (2012 CIP) identifies widening Maple Grove in the 2017-2021 timeframe.

  o The two lane section of Milwaukee Street north of Fairview Avenue continues to exceed the ACHD segment volume threshold for LOS D during both the weekday a.m. and weekday school p.m. peak hours, although it meets the threshold assuming the turn lanes at the major intersections are considered.

- There are two potential cut through routes to/from the school into the neighborhood located to the north and that provide connectivity from Fairmeadow Drive to Maple Grove Road and Milwaukee Street.

  o The estimated impact of different access options on the Fairmeadow Drive – Springhurst Drive – Maple Grove Road cut through route are generally low in the range of 5 to 10 vehicles per peak hours.
The impact of the different options on the Fairmeadow Drive – Stonehaven Street – Camden Drive – Middlefield Road – Milwaukee Street cut through route are estimated to vary significantly from approximately 20 vehicles per hour during the weekday a.m. peak hour and weekday school p.m. peak for Access Option 1 (medians on both streets) and Access Option 2 (median on Fairmeadow only) to 110 vehicles per hour for Access Option 3 (median on Fairview only). The reason for the high variation in volumes is that under Access Options 1 and 2, outbound school traffic is not allowed to turn left to go through the neighborhood and a review of travel times for various routes found that the cut through route is only a significant travel time benefit for eastbound Fairview Avenue under Access Option 3 due to the median in Fairview Avenue.

- There is a potential for outbound vehicles heading to the west to use the alley access which connects to the back of the Marie Callender’s restaurant and utilize the existing driveway that serves the restaurant and a commercial building behind the restaurant. Cut through using this route is not expected to be a significant issue given right turns at the Fairview/Fairmeadow Drive intersection will experience how amounts of delay and the amount of vehicle activity at the restaurant should be low during the peak hours for the school.

- Under all access options, the average daily traffic on the local neighborhood streets is estimated to remain under the ACHD Policy Manual guidance of 2,000 ADT.

- Previous studies by ACHD and a review of the traffic volume data did not suggest an immediate need for additional traffic calming in the neighborhood, although addition of other devices, such as speed humps, might be applicable in some segments between stop controlled intersections.

- There is a possibility that some parents will utilize the WinCo parking lot to drop off children, especially under Access Options 1 and 2, which have a median on Fairmeadow Drive. Using the WinCo parking lot for drop off and pick up should not be allowed due to the lack of sidewalk connectivity to the parking lot, and no designated crosswalk across Fairmeadow Drive. If such activity occurs it should be stopped or the proper pedestrian facilities should be designed and constructed, along with crossing guards for the pedestrian crossing of Fairmeadow Drive.

- Based on the comparison of access options presented above, the following findings can be made:

  - Access Option 1 (medians on Fairmeadow Drive and Fairview Avenue) is the only option that provides an acceptable level of service for the southbound movement at the Fairmeadow Drive/Fairview Avenue intersection and minimizes neighborhood cut through.

  - Access Option 2 (median on Fairmeadow Drive only) and Access Option 4 (no medians) result in LOS F for the southbound left turning movement at Fairmeadow Drive/Fairview Avenue.
Avenue intersection, the left turning movement remains under capacity with a separate left turn lane and use of the two way left turn lane one Fairview Avenue.

- Access Option 3 (median on Fairview Avenue only) has the greatest potential for neighborhood cut through traffic in the neighborhood.

- Installing a median on Fairview Avenue (Access Options 1 and 3) reduces the probability of southbound vehicle queues from backing up on Fairmeadow Drive and is required to avoid LOS F for the southbound left turning movement during the weekday p.m. peak hour, but also has the following negative implications.
  - A minor negative impact (approximately 2 percent of intersection capacity) on the intersection operation at the Maple Grove Road/Fairview Avenue intersection.
  - The 95th percentile vehicle queue at the Maple Grove Road/Fairview Avenue intersection exceeds the existing 150 foot westbound left turn lane storage by approximately 40 feet due to the added U-turns. However, the left turn vehicles can still be stored outside of the westbound through lane since there is a two way left turn lane on Fairview Avenue.
  - There is an increased probability that parents will choose to drop off children in the WinCo parking lot or along the neighborhood streets.
  - There is an impact to the easternmost driveway for the commercial building located on the south side of Fairview Avenue directly across from Fairmeadow Drive.

**Turn Lane and 95th Percentile Queuing Evaluation**
The analysis of turn lane needs identified the following:

- A 125 foot southbound left turn lane is need at the Fairmeadow Drive/Fairview Avenue intersection under Access Option 2 and 4.

- A northbound left turn lane is needed at the north site access. The length will depend on whether a southbound left turn lane is provided at Fairmeadow Drive/Fairview Avenue, but should be maximized to the extent possible. Approximately 300 feet of storage should be available under Access Options 1 and 3 and approximately 175 feet should be available under Access Options 2 and 4.

  - The queuing analysis identified the following:
    - The westbound left turn queue at the Maple Grove Road/Fairview Avenue intersection is estimated to exceed the 150 feet of existing storage length by approximately 40 feet. Since there is a two way left turn lane entering the dual left turn lanes, additional storage is available. It might also be possible to extend the dual left turn lanes by re-striping the transition from the two way left turn lane.
    - The southbound left turn queue at the Maple Grove Road/Fairview Avenue intersection is estimated to slightly exceed the provided storage, but the school is estimated to add less than five trips to that movement during the weekday school p.m. peak hour.
    - The westbound left turn queue at the Milwaukee Street/Fairview Avenue intersection is estimated to extend beyond the turn lane storage during the weekday school p.m.
peak hour. However, site generated traffic will not impact this particular movement at this intersection.

- Adequate intersection sight distance is available at all of the site driveways, although an existing monument sign and on street parking have impacts to sight distance at times.
  - The large monument sign should be removed or moved back approximately 20 feet from the curb on the western site frontage.
  - On street parking should be removed.
  - On site vegetation should be maintained below 3 feet.
  - The northern alley access outbound sight distance is blocked to the north by vehicles in a private driveway and therefore outbound movements will continue to have restricted sight distance when the residence to the north has vehicles parked in the driveway. Signing the alley access for inbound only would mitigate this issue.

- As with all schools, the operation of the drop-off/pick-up is highly dependent on parents being safe and efficient in their movements. Therefore, it is incumbent on the school to provide the necessary on-site traffic management, parent outreach, and signing to ensure the drop-off/pick-up area operates safely and efficiently and vehicles entering and existing the site follow the prescribed routes. A review of the parent drop-off/pick-up are circulation and operations should be completed after opening to ensure the circulation continues to operate as intended.

Special Considerations for School District Facilities

- Land Use: Land uses in the vicinity of the school site are generally commercial with the exception of residential to the north of the site.

- School Bus Plan: The school will not be bussing students. There is currently one private van/bus from a daycare that picks up multiple students.

- Access/Safety: Adequate intersection sight distance is available with the removal of on street parking on the west side of Fairmeadow Drive and removal or relocation of the large monument sign.

- Pedestrian/Bicycle Accessibility: Based on a zip-code data, approximately 12 percent of the students live in the same zip code as the school site and a small percentage of those are within walking distance. Therefore, very few students are anticipated to walk to school given observations at the existing school.
  - For students that do decide to walk, all public street routes from the south lead to the signalized intersections of Milwaukee Street and Maple Grove Road to cross Fairview Avenue.
  - Sidewalks are generally provided along Fairview Avenue between Maple Grove Road and Milwaukee Street. However, there are currently two gaps totaling approximately 650-feet along the north side of the street, which limits access from the school to the Maple Grove Road. The school and ACHD should work together to fill in the sidewalk.
gap between Milwaukee Street and Maple Grove Road on the north side of Fairview Avenue.

- Crosswalks are currently not striped long Fairmeadow Drive. The following crosswalks should be marked:
  - Across Fairmeadow Drive on the north side of the south access to serve the new school. This will require the necessary pedestrian/school crossing signage.
  - Across the north leg of the Fairmeadow Drive/Fairview Avenue intersection to emphasize the pedestrian crossing to drivers and better direct pedestrians.

- In addition, marking the crosswalks across all legs at the Fairmeadow Drive/Stonehaven Street intersection should be considered to better guide pedestrians and minimize the potential for diagonal crossing of the intersection.

- Crossing Guard:
  - If students are found to be walking to school without parents, crossing guards should be considered at the following locations:
    - Fairmeadow Drive/Fairview Avenue (Fairmeadow Drive crossing).
    - Fairmeadow Drive/Stonehaven Street (all legs).
  - Other potential off-site intersections could require future consideration for crossing guards or other measures such as a pedestrian hybrid beacon (HAWK/PHB) if more students walk in the future than are expected. These locations include: Fairview Avenue/Milwaukee Street (crossing guard), Milwaukee Street/Middlefield Road (PHB), Springhurst Drive/Maple Grove (PHB), Fairview Avenue/Maple Grove Road (crossing guard).

- School Zone:
  - A school zone on Fairview Avenue may be needed if school-related pedestrian activity occurs along the roadway frontage. Based on this evaluation it is not known whether any students will choose to walk to school from south of Fairview Avenue due to the small number of students that will likely be within walking distance. Additionally some parents could choose to drop off children nearby requiring them to walk along Fairview Avenue to school. If a school zone is not installed at the beginning of the school year due to the anticipation of no students walking along or across Fairview Avenue, ACHD and the school should review the need for a school zone on Fairview Avenue within the first year of opening to determine if a school zone is necessary.

- Internal Traffic and Pedestrian Circulation:
The site plan provides adequate separation of pedestrians and vehicles with the drop-off loop. The following items should be incorporated as the site plan is further refined:

- Internal crosswalks should be provided between the drop-off area and the parent/visitor parking lot area, the building and the sidewalk on Fairmeadow Drive, and between the gym and school building.
- To the extent possible, the parking should be oriented, to minimize the amount of parking spaces that require backing out into the drop-off loop.
- The drop-off/pick-up loop should be actively managed by the school personnel to ensure parents don’t park in the loading area or block the bypass lane.
- Given the high percentage of parents arriving early for the afternoon pick-up at the existing school, the school should monitor the amount of early arrivals for the afternoon pick up to ensure that there aren’t too many vehicles waiting before afternoon dismissal and vehicle queues are not extending back onto Fairmeadow Drive. If too many vehicles are arriving early, the school should inform parents of the issue and encourage parents not to arrive early due to the lack of on-site storage.

Recommendations/Mitigation Plan

Based on the findings of this analysis, The Village Charter School can be developed with minimal impacts to the surrounding roadway system with the following recommend improvements:

- Implement Access Option 1 (median on Fairview Avenue and Fairmeadow Drive). This option minimizes the impact on the adjacent neighborhood, meets the ACHD level of service criteria for the Fairmeadow Drive/Fairview Avenue intersection, and has only a minor impact at the Fairview Avenue/Maple Grove Road intersection. It also supports the future access management plan for Fairview Avenue and should improve safety at the Fairmeadow Drive/Fairview Avenue intersection by reducing the potential for southbound left-turn crashes. The remaining recommendations assume implementation of Access Option 1.

- Make the following improvements to Fairmeadow Drive:
  - Remove on-street parking and relocate or remove the large monument sign so that it is verified to not interfere with sight distance looking north or south from the South Site Driveway.
  - Restripe, and widen if necessary, to provide a three-lane section of installation of turn lanes and a curb median.
  - Install a median on Fairmeadow Drive to restrict outbound-only vehicles from proceeding north through the neighborhood, but still providing a northbound left-turn for vehicles to turn into the site. The design of the median should extend a minimum of 50 feet each side of the South Site Driveway and may be most effective if it extends between the North Site Driveway and Fairview Avenue. Given the existing 35 foot roadway section (curb to curb), minor widening along the site frontage will likely be required.

- Make the following improvements to the Fairview Avenue/Fairmeadow Drive Intersection:
- Install a median on Fairview Avenue to restrict the access to right-in/right-out/left-in. The design will need to be developed to minimize impacts to the other nearby commercial driveways. This will also require the following:

  - Coordination and potential modifications to the signing and pavement markings for the Spa Center commercial building parking lot on the south side of Fairview Avenue located directly across from Fairmeadow Drive.
  
  - Signing and potential triangular median island on Fairmeadow Drive channelizing southbound vehicles to turn right onto Fairview Avenue.

- Make the following improvements to the Fairmeadow Drive/North Site Driveway Intersection:

  - Install a northbound left turn lane for the north access with vehicle storage of approximately 325 feet depending on the design of the Fairmeadow Drive/Fairview Avenue intersection.
  
  - Sign as one way inbound with two inbound lanes.

- Make the following improvements to the Fairmeadow Drive/South Site Driveway intersection:

  - Restrict access to right-out only by installing a median curb on Fairmeadow Drive to significantly reduce traffic impacts to the neighborhood. The design of the median will need to consider the accommodation of trucks and emergency vehicle access.
  
  - Sign and stripe the driveway access with a single outbound lane. The lane should be wide enough for a vehicle to get around another stalled or stopped vehicle if necessary. If a median is not installed on Fairmeadow Drive, the access driveway should have two outbound lanes striped as left and right turn lanes.
  
  - Sign the alley access driveway on the northern site boundary to be inbound-only (westbound).
  
  - Maintain landscaping and located signs to ensure adequate intersection sight distance is maintained.

- The following on-site traffic management measures are recommended:

  - Install signing to ensure the drop-off/pick-up circulation pattern is easily identifiable and the potential for wrong-way traffic is minimized.
  
  - Use on-site traffic management staff during drop-off/pick-up time periods to ensure parents are able to drop off their children throughout the entire drop-off area and not have to wait until they are in front of the door. Certain grades could be encouraged to use a certain section of the drop-off area if needed. Staff can also make sure the area operates safely and efficiently and on-site congestion does not occur that results in vehicle queues backing onto Fairmeadow Drive.
• Observe drop-off/pick-up activity to make sure it does not occur in no-designated areas off-site or on-site such as in the WinCo parking lot. If the WinCo parking lot or other off-site locations are being used for such activity, execute a plan for stopping the activity. If the activity is allowed to continue, additional improvements should be developed to ensure adequate pedestrian facilities are provided and the street crossings have the necessary safety measures such as crossing guards and/or beacons.

• Maintain a majority of the main parking area for parents and visitors.

• Designate the parking area around the gymnasium, adjacent to Fairview Avenue, and on the north and west side of the classroom building as employee parking.

• Implement parent outreach identifying the access and circulation routes.

  ▪ Provide the following pedestrian and bicycle improvements:

    • Designate pedestrian crossings between the two school buildings, the main parking lot and the main school building, and the main school building and the sidewalk along Fairmeadow Drive.

    • Work with ACHD to fill in the sidewalk gaps on the north side of Fairview Avenue between Milwaukee Street and Maple Grove Road.

    • Install marked crosswalks at the following locations:
      ▪ Across Fairmeadow Drive north of the south access with pedestrian/school crossing signage.
      ▪ Across Fairmeadow Drive at Fairview Avenue.

    • Coordinate with ACHD to review the option of marking the crosswalks at the Fairmeadow Drive/Stonehaven Street intersection.

    • Implement crossing guards at key roadway crossing locations if students are found to be crossing either, due to walking to school or parents dropping them off in non-designated locations.

    • Review the need for fencing along Fairview Avenue to reduce the potential for student activities to interact with Fairview Avenue traffic.

  ▪ Coordinate with ACHD to determine if installation of a school zone on Fairview Avenue is required for the school opening. If a school zone on Fairview is not installed at the opening of the new building, the need should be reviewed after the school is operating to determine if students are crossing or walking along Fairview Avenue. If installed, the school zone should meet ACHD and Manual of Uniform Traffic Control Devices (MUTCD) policies and requirements.

  ▪ Consider additional traffic calming measures for the neighborhood area to the north with an emphasis on the Stonehaven Street, Camden Drive, Middlefield Road, Milwaukee Street connection.
Monitor use of the WinCo Foods back truck access, WinCo Foods parking lot, and the Marie Callender’s parking lot for issues associated with cut-through traffic.
MEMORANDUM

Date: August 31, 2015

To: Mindy Wallace
   Ada County Highway District
   3775 Adams Street
   Garden City, Idaho 83714

From: Brett Korporaal and John Ringert, P.E.

Project: The Village Charter School Traffic Impact Study

Subject: Response to ACHD Comments

The purpose of this memorandum is to respond to the comments provided by ACHD in the letter dated August 7, 2015 regarding the Traffic Impact Study (TIS) for the proposed Village Charter School. Each of the comments is shown in bold-italics with our corresponding response.

1. Staff appreciates the quality and level of detail provided in the submitted TIS, however, ACHD still has concerns regarding the on-site circulation and potential impacts to adjacent property owners and businesses.

   Based on a phone discussion with you regarding this question, we understand that ACHD is not requesting additional analysis, but identifying some general concerns related to the site and its location in proximity to other businesses along the Fairview Avenue corridor. As described in the TIS, the site has been designed to minimize impacts to adjacent properties and many of the nearby property owners (commercial and residential) have been involved during the preparation of the TIS. We have also met with WinCo Foods and provided them with information at points during the preparation of the TIS. While there will be impacts due to school traffic, we believe the impacts have been mitigated to the extent possible. Additionally, WinCo Foods and many of nearby residential neighborhood representatives have expressed their willingness to work with the school to address potential issues that may arise.
2. Under Access Scenario 1, please analyze the function of a U-turn within a reasonable distance of Fairmeadow Drive (closer than Maple Grove Road) in the AM peak hour. The analysis should also include a gap analysis to determine if there are enough gaps in the AM peak hour traffic on Fairview Avenue for the U-turn to function as necessary to accommodate 110 vehicles who will need to make a U-turn in the AM peak hour.

Unsignalized U-Turn Location

As requested, we have reviewed the study section of Fairview Avenue and identified a potential location for designating U-turns between Fairmeadow Drive and Maple Grove Road. Exhibit 1 illustrates the proposed location for the U-turn. This location was identified for the following reasons:

- It is generally midway between Milwaukee Street and Maple Grove Road and therefore is well placed for a future U-turn location if a continuous median was ever installed on Fairview Avenue. The location also generally meets the Phase 1 Project Recommendations of the Fairview Avenue Corridor Management Strategy which identifies mid-block non-traversable medians with U-turns between Milwaukee Street and Maple Grove Street.
- The location is approximately 575 feet west of Fairmeadow Drive, which meets the general FHWA guideline of approximately 560'-760' for placement of a U-turn downstream of a signalized intersection as described in the Synthesis of the Median U-Turn Intersection Treatment, Safety and Operational Benefits, Publication FHWA-HRT-07-033.
- The sidewalk is set back approximately 12-14 feet such that some widening on the southeast corner of the intersection could be done to accommodate the U-turn maneuver.

While the location is good with respect to the location on the corridor, weekday a.m. peak hour eastbound queues from the Fairview Avenue/Milwaukee Street intersection were observed to back up the U-turn location for short periods within the Milwaukee Street signal cycle. The blockages were observed to clear prior to the larger gaps in eastbound traffic created by the Maple Grove Road signal and therefore are not expected to significantly impact the operation of the U-turn in the near term. With future traffic growth on Fairview Avenue, the U-turn may need to be located further west to avoid being blocked by future queues.
Exhibit 1. U-turn and Data Collection Count Location

Fairview Avenue U-Turn Capacity Analysis

In order determined if gaps in traffic on Fairview Avenue are sufficient to accommodate the U-turn demand from the site, gap data was collected at the U-turn location. The location was discussed with ACHD prior to data collection for concurrence.

Data collection occurred for a 24-hour period beginning at 6:00 a.m. on Wednesday, August 19, 2015. The focus of the data analysis was on the a.m. peak period (7:00 a.m. to 9:00 a.m.), in particular the 7:30 a.m. to 8:30 a.m. school peak hour as referenced in The Village Charter School TIS. A summary of the gap data is provided in Attachment A.

For this analysis, a critical headway time of 6.9 seconds and a follow-up headway time of 3.1 seconds for U-turns occurring on a major street were used. These times were derived from Chapter 19, Exhibit 19-10 and Exhibit 19-11 of the Highway Capacity Manual (HCM)\(^1\), which reference U-turns from a major, four-lane (narrow) arterial.

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Prior to collecting the gap data, a site visit at approximately 7:45 a.m. on a weekday revealed that the traffic signal at Maple Grove Road provided a large gap in traffic every signal cycle that ranged from approximately 30 seconds up to 45 seconds. While spillback from the signal at Milwaukee Street was observed to occur a couple times, the spillback cleared before the large gap created by the Maple Grove Road traffic signal arrived. Exhibit 2 shows a picture of a gap that occurred at roughly 7:55 a.m.

Table 1 shows the results of the gap analysis for the hours 7:00 - 8:00 a.m. and 8:00 - 9:00 a.m. The total potential capacity for U-turns at the subject location is approximately 398 during 7:00 - 8:00 a.m. hour and approximately 387 during the 8:00-9:00 a.m. hour.

Table 1. Total Hourly U-turn Vehicle Capacity Based on Gap Analysis

<table>
<thead>
<tr>
<th>Starting Hour</th>
<th># Gaps</th>
<th># Veh Served</th>
<th>Total Potential Hourly U-turn Vehicle Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>7:00 - 8:00</td>
<td>27</td>
<td>27</td>
<td>398</td>
</tr>
<tr>
<td>8:00 - 9:00</td>
<td>17</td>
<td>17</td>
<td>387</td>
</tr>
</tbody>
</table>

While the U-turn capacity for both hours is significantly higher than the projected 110 vehicles, the usable capacity may be less for the following reasons:
Some of the longer gaps measured by the data collection equipment may represent queues spilling back from the Milwaukee Street intersection which do not provide gaps for U-turning vehicles.

In some instances a gap may be so large that there are not enough vehicles waiting to turn and therefore, the capacity goes unused.

For the above reasons, the effective capacity for U-turns is likely lower than the 398 vehicles and 387 vehicles shown in Table 1 for the 7:00 - 8:00 a.m. and 8:00 - 9:00 a.m. hours, respectively. In order to assess if the largest gap grouping is necessary to accommodate the demand, a sensitive analysis was performed by removing all of the gaps for the largest gap group. Assuming none of the longest 27-45 second gaps are counted, the capacity would be approximately 198 and 127 vehicles per hour for the 7:00 - 8:00 a.m. and 8:00 - 9:00 a.m. hours, respectively. Therefore, capacity for the U-turns associated with The Village Charter School still exceeds the U-turn demand with the longest gaps excluded.

**HCM Gap and Level of Service Analysis**

An evaluation was also conducted using the Highway Capacity Manual 2010 (HCM) procedures in order to evaluate the operation of the U-turns based on the HCM methodology. Table 2 shows the results of the HCM analysis for the U-turn under the projected 2016 weekday school a.m. peak hour total traffic conditions with The Village Charter School Access Option 1.

<table>
<thead>
<tr>
<th>Lane Group</th>
<th>AM Peak Hour U-Turn Volume</th>
<th>Weekday A.M. Peak Hour</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1-Hour Volume</td>
<td>15-min Adjusted Volume</td>
</tr>
<tr>
<td>WBLT/U-Turn</td>
<td>110</td>
<td>157</td>
</tr>
</tbody>
</table>

1. Assumes a peak hour factor of 0.70 to account for the two 20-minute school peaks during the peak hour.
2. The U-turn evaluation assumed a 6.9 second gap with a 3.1 second follow-up time

As shown in Table 2, the HCM analysis estimated the capacity for the U-turn movement to be approximately 191 vehicles. This confirms that enough gaps should be available for U-turning traffic. While the capacity is adequate for both the one-hour volume and the peak 15-min hourly adjusted volume, the delay is projected to be relatively high. This is likely because many vehicles must wait through the signal cycle at Maple Grove Road in order to utilize the larger gaps. For this reason, the unsignalized U-turn may not be the choice of all the drivers making U-turns since the delay would be approximately the same as going to the Maple Grove Road intersection and making a U-turn at the traffic signal. Results from the HCS analysis are provided in Attachment C.
Summary

The location proposed for the U-turn movement was determined based on the proximity to Fairmeadow Drive and a review of possible locations between Milwaukee Street and Maple Grove Road. Due to intermittent eastbound queuing on Fairview Avenue, which could worsen in the long-term if Fairview Avenue is not widened, the U-turn location could be moved westward toward Maple Grove Road or supplemented by another U-turn location. Additionally, approximately 12 feet of widening on the south side of Fairview Avenue at the U-turn location is anticipated to be needed in order to accommodate the turning maneuver for a passenger car.

The analysis found that there is sufficient capacity to accommodate all 110 vehicles that would otherwise make the U-turn at the Maple Grove Road intersection under Scenario 1 of The Village Charter School TIS. As observed in the field, the gaps between platoons of eastbound vehicles on Fairview Avenue during the a.m. peak hours should allow vehicles to complete a successful U-turn west of Fairmeadow Drive without creating a large queue or spillback in the median turn lane. Since the U-turns will experience similar delays to making a left-turn at the signal at Maple Grove Road, it is likely that some of the U-turning vehicles will utilize the U-turn at the traffic signal as evaluated in the TIS.

We trust that this memorandum provides sufficient responses to comments and recommendations provided by Ada County Highway District in regards to The Village Charter School TIS. If you have any questions or additional comments, please contact us at 208.338.2683 or jringert@kittelson.com.
November 10, 2009

To: ACHD Commissioners

From: Terry Little, Traffic Services Manager

Subject: Fairmeadow Traffic Calming Consideration (November 18, 2009 Commission Meeting)

Executive Summary: After studying speeding and cut-through traffic issues in the Fairmeadow neighborhood and meeting with the neighborhood association, staff recommends the installation of stop signs at four locations. The neighborhood supports these stop signs but would prefer that additional stop signs be placed at two of the locations to make (2) four-way stops. Staff seeks Commission direction to proceed.

Background: The Fairmeadow traffic calming concerns came to ACHD attention as a result of a March 2009 Winco application with a consideration of a parking lot driveway entrance onto Fairmeadow Drive. At the March 25, 2009 meeting, the Commission directed staff to do a traffic calming evaluation of the streets in question as concerns were raised by citizens of speeding and cut-through traffic. The traffic study was done and the staff gave a status report on the results at the July 1, 2009 work session (Exhibit #1).

The West Bench Neighborhood Association Board met at the school on August 11, 2009. ACHD presented three options to the neighborhood at that meeting: stop signs at four locations to improve safety, speed humps on Fairmeadow at neighborhood expense, and an enforcement/education program.

Over 50 people attended and the consensus finally reached was to accept the stop sign alternative, but request that two of the locations (Fairmeadow/Wilmington & Fairmeadow/Stonehaven) be made four-way stops. Some people on streets other than Fairmeadow expressed concern about shifting traffic to their streets. The potential concern of diverted traffic and the request to go beyond the engineering warrants led to some additional data collection this fall before coming back to the Commission. If approved by the Commission, the signs can be installed before the end of 2009. On October 5, 2009 Mr. Graham Paterson sent a request asking for a decision on the stop signs (Exhibit #2) and the issue was scheduled for the November 18, 2009 meeting.

Discussion: ACHD places and maintains traffic control devices such as stop signs in conformance with Idaho Code and the Manual on Uniform Traffic Control Devices (MUTCD). Compliance with the MUTCD is a protection to the agency and the professional employees who perform the engineering studies required to determine the appropriateness and design of the various traffic controls. The MUTCD or its equivalent is used in all 50 states in order to provide conformity for safety using practices that have been well researched and carefully approved. The placement of unwarranted stop signs has counter-intuitive results in that people expect them to have a significant impact on safety while the evidence is that they do not improve safety and they have negative side-effects.

The consensus request of the neighbors attending the August meeting was to request two unwarranted four-way stops. These installations are not something that could be approved by the engineering staff since they would not conform to ACHD policy and practice (i.e. the MUTCD), but they are being brought before the commission as a
possible exception to policy. The following discussion is intended to provide the commission with information upon which to base their decision.

One concern of placing unwarranted stop signs is that it will cause a precedent that result in a proliferation of such signs. Without established guidelines many requests could advance to the commission level, and it would be difficult to maintain a consistency and expectation for the drivers, especially with commission turn over. A subjective standard for traffic safety does not leave the staff, the neighborhood and the drivers with a consistent expectation.

The air quality, noise and fuel usage is a concern. While emissions and fuel usage are not a substantial issue at a spot location, the ramifications of lowering the standards categorically on unnecessary stop signs could have regional impact. Also, those who live adjacent to stop signs sometimes find after the installation that the emissions and noise are a problem to them.

The main concern is that unnecessary stop signs are not respected by drivers and are prone to violations. If a driver runs a stop sign and a child or even an adult expects the driver to stop and steps out into harm’s way the unnecessary control has become a hazard. An additional concern is that the overuse and inappropriate use of stop signs will cause drivers to disregard controls at other locations where they are critically needed, and even speed up between signs to make up for lost time.

Unwarranted stop signs have been placed in the past in Boise under extenuating circumstances such as mitigation of an ACHD road project, new potentially cut-through traffic, or an approved traffic calming project where traffic calming measures were not possible. An observation was made at a warranted four way stop control as a basis of comparison. The percentage that ran the warranted four-way stop sign at more than 3 mph was about 2% and the percentage at the six unwarranted four-way stop locations varied based on specific conditions, but averaged about 10%. Fairmeadow has a lower volume than the other locations but it has a higher side street ratio so that the expectation of seeing a vehicle on the side street and the likely stop sign compliance expected would be similar to what we have experienced on the other streets with unwarranted four-way stops. Fair Meadow with an average speed of 21 mph is already lower due to curves and cross gutters than all but one of the locations that have unwarranted four-way stops. (See Exhibit #3 for comparable streets)

Alternatives:
1) Approve only the installation of stop signs that are identified as meeting engineering warrants at the four locations. Monitor the results on Fairmont in terms of speeds and traffic volumes.
2) Approve the warranted stops signs and additional stop signs to make Fairmeadow/Stonehaven and Fairmeadow/Wilmington four-way stops. Monitor conditions on adjacent streets to see if traffic shifts to other streets and consider mitigation if problems develop.

Financial Impact: The cost of 1) is six stop signs and stop bars, approximately $1140. The cost of 2) would be an additional $380 for a total of $1520.

Policy Impact:
Proceeding with 1) would be in accordance with policy. Proceeding with 2) would be a variance from policy and engineering practice. Proceeding with 3) would be a variance from fiscal policy.

Recommendation:
1) Approve only the installation of stop signs that are identified as meeting engineering warrants at the four locations. Monitor the results in terms of speeds and traffic volumes.
<table>
<thead>
<tr>
<th><strong>STAFF REPORT FORM</strong></th>
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<tbody>
<tr>
<td><strong>Date</strong></td>
</tr>
<tr>
<td><strong>Topic</strong></td>
</tr>
<tr>
<td><strong>Staff Assigned</strong></td>
</tr>
<tr>
<td><strong>Direction to Staff/ Outcome</strong></td>
</tr>
<tr>
<td><strong>Follow-up Session (Y/N)</strong></td>
</tr>
</tbody>
</table>
October 5, 2009

Commission President Carol A. McKee
Ada County Highway District
3775 Adams St
Boise ID 83714

Regarding:  Fairmont Park Number 6 Subdivision request for Stop Signs

Dear Commissioner McKee:

Thank you so much for the time and attention to the traffic needs of Fairmont Park Number 6 Subdivision. The community focus on traffic in Fairmont Park Number 6 was triggered with WINCO's application to expand its Fairview store earlier this year by more than 16,000 square feet and consequent increase in parking lot traffic which affects neighborhoods to the north of the store.

In a Memo dated March 20, 2009 to ACHD Commissioners, Mindy Wallace, Planning Review Supervisor, stated:

...during the District's investigation several intersections within the Fairmont Park #6 neighborhood were identified as locations for stop signs. Those intersections are:

- Camden/Middlefield
- Fairmeadow/Stonehaven
- Fairmeadow/Wilmington
- Fairmeadow/Springhurst

The District has issued work orders to get these stop signs installed.

An ACHD brochure dated August 8, 2009 which was handed out at the West Bench Neighborhood Association meeting during a presentation by Terry Little, Traffic Services Manager, states:

Installing signs at the following locations will however reduce accident potential and make the neighborhood streets safer overall.

ACHD recommends stop signs be placed:

- On Fairmeadow on Springhurst
- On Stonehaven at Fairmeadow
- On Wilmington at Fairmeadow
- On Camden at Middlefield
Four months later we have the same intersection, different order and no stop signs.

The WBNA took an advisory vote on August 11, 2009, the night of the presentation by Mr. Little following an open discussion of traffic concerns in the Fairmont Park Number 6 vicinity. Again, all in attendance voted in favor of stop signs at the 4 intersections listed above. Mr. Little references this unanimous vote in his memo for the file dated August 11, 2009. There has been much discussion and study, now is the time for action and place the agreed 4 stops signs in Fairmont Park Number 6 subdivision.

Please let me know what the final decision is for stop sign placement on the 4 intersections and the planned date for putting up the stop signs.

We look forward to working with you on community safety.

Sincerely,

[Signature]

Graham Paterson
President, WBNA

Cc:   ACHD Commissioners
      Terry Little, Traffic Services Manager
### Fairmeadow Comparison with other Streets

<table>
<thead>
<tr>
<th>Street Name</th>
<th>Esquire</th>
<th>Irene</th>
<th>Edna</th>
<th>Targete</th>
<th>Iowa</th>
<th>Iowa</th>
<th>Fairmeadow</th>
<th>Fairmeadow</th>
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</thead>
<tbody>
<tr>
<td>Cross Street</td>
<td>Pomona</td>
<td>18th</td>
<td>Alliance</td>
<td>Eagleson</td>
<td>Illinois</td>
<td>Leadville</td>
<td>Stonahaven</td>
<td>Wilmingon</td>
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<tr>
<td>Speed Limit</td>
<td>20</td>
<td>20</td>
<td>20</td>
<td>20</td>
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<td>24 hr Volume (ADT)</td>
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<td>1250</td>
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<td>1650</td>
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<td>25</td>
<td>26</td>
<td>26</td>
<td>21</td>
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<td>Distance between Signs</td>
<td>650'</td>
<td>600'</td>
<td>550'</td>
<td>630'</td>
<td>960'</td>
<td>630'</td>
<td>680'</td>
<td>720'</td>
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<td>Install Date</td>
<td>1980's</td>
<td>1980's</td>
<td>1980's</td>
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<td>1990's</td>
<td>1990's</td>
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<td>2</td>
<td>1</td>
<td>2</td>
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<td>Street Accidents for 10 Yrs</td>
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<td>3</td>
<td>6</td>
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<td>3</td>
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<td>Compliance VS/RS/FS/NS</td>
<td>17</td>
<td>55</td>
<td>3</td>
<td>9</td>
<td>21</td>
<td>92</td>
<td>10</td>
<td>10</td>
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<td>Compliance Percentage</td>
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<td>65%</td>
<td>5%</td>
<td>10%</td>
<td>15%</td>
<td>65%</td>
<td>8%</td>
<td>10%</td>
</tr>
</tbody>
</table>

**Comments**

- Placed with Irene Traffic Calming. Street design did not allow other traffic calming measures.
- Placed when Edna went through connecting old neighborhood to large new subdivision.
- Placed when park developed on corner to mitigate diverted traffic from Phillips.
- Project Mitigation from Iowa project. Main fire route did not allow speed humps.
- Project Mitigation from Iowa project. Main fire route did not allow speed humps.
- Fairmeadow meets traffic calming warrents but not cut-thru, neighborhood would have to pay.

VS=Voluntary Stop
RS=Rolling Stop
FS=Forced Stop
NS=Non Stop
We have finalized the investigation on Fairmeadow Drive that was requested by the ACHD Commissioners in March 2009. The request entailed a traffic calming investigation on Fairmeadow Drive to determine the cut-through traffic using neighborhood streets to access both Milwaukee Avenue and Maple Grove Road from Fairview Avenue. Currently all roadways in the neighborhood are classified as local roads with Boise City prima facie speed limits of 20 MPH. All roadways also have curb, gutter and attached sidewalk.

Our traffic study was conducted April 15th – 21st, 2009. Counts were taken near intersections to reflect the highest volumes along the streets while speeds were collected at mid block locations to identify the highest speeds. The study showed the average daily traffic (ADT) on Fairmeadow Drive north of Fairview Avenue to be 1311 with an average speed of 19 mph, an 85th percentile speed of 26 mph, an average hourly volume of 50 vehicles and a peak hour volume of 166 vehicles. On Springhurst Drive east of Maple Grove Road, the ADT was found to be 494 with an average speed of 19 mph, an 85th percentile speed of 23 mph, an average hourly volume of 21 vehicles and a peak hour volume of 72 vehicles. On Middlefield Road west of Milwaukee Street, the ADT was found to be 584 with an average speed of 26 mph, an 85th percentile speed of 28 mph, an average hourly volume of 24 vehicles and a peak hour volume of 69 vehicles.

According to the ACHD policy manual (Section 5104.2.4), the volume threshold for a local residential road to be eligible for traffic calming is 100 vehicles in the peak hour. The speed threshold is based on the peak hour speed, which was the same or nearly the same as the reported 24-hour speed in all measured locations. The speed threshold for Fairmeadow Drive, which is 32’ wide, is an average speed in the peak hour greater than 28 mph. The speed threshold is based on the street width and other physical characteristics of the roadway. Based on these criteria, Fairmeadow Drive is eligible for traffic calming, though the other roadways in this study (Middlefield Road and Springhurst Drive) do not meet either criteria and are not eligible.

A cut-through study was performed on April 22nd, 2009. Peak hour traffic was considered in both the morning (7:00 – 9:00 am) and the evening (4:00 – 6:00 pm). A cut-through trip, for the purposes of this study, is defined as a vehicle that enters the study area at either Fairview Avenue, Maple Grove Road or Milwaukee Street and uses local streets to access one of the other arterials without an intermediate destination. According to the ACHD policy manual (Section 5104.2.4), the percent of cut-through traffic threshold is a function of the average volume per hour of the local street in question. In this study, the average hourly volume on Fairmeadow Drive was found to be 50 vehicles per hour. The required cut-through percentage of traffic needed to qualify for traffic calming at ACHD expense is 50%.
Two scenarios were analyzed as possible cut-through routes. The first includes a route that used Fairmeadow Drive and Springhurst Drive to travel between Fairview Avenue and Maple Grove Road. The second used Fairmeadow Drive, Stonehaven Street, Camden Drive and Middlefield Road to travel between Fairview Avenue and Milwaukee Street. Cut-through traffic is calculated as a function of entering and exiting trips at each end of the route. Based on our collected data, we found the average cut-through percentage between Fairview Avenue and Maple Grove Road to be 14.6%. The average cut-through percentage between Fairview Avenue and Milwaukee Street was found to be 13.7%. The following is a tabular comparison of the collected data relative to the policy thresholds:

<table>
<thead>
<tr>
<th>Street</th>
<th>Volume</th>
<th>Speed</th>
<th>Cut Through</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Peak Hour</td>
<td>Measured</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Count</td>
<td>Peak Hour</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Policy</td>
<td>Policy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Criteria</td>
<td>Criteria</td>
<td></td>
</tr>
<tr>
<td>Fairmeadow Drive</td>
<td>166</td>
<td>20 mph</td>
<td>14%</td>
</tr>
<tr>
<td>Meets Policy?</td>
<td>Yes</td>
<td>28 mph</td>
<td>50%</td>
</tr>
<tr>
<td></td>
<td>100</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Springhurst Drive</td>
<td>72</td>
<td>20 mph</td>
<td>14%</td>
</tr>
<tr>
<td>Meets Policy?</td>
<td>No</td>
<td>28 mph</td>
<td>50%</td>
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<tr>
<td></td>
<td>100</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Middlefield Road</td>
<td>69</td>
<td>26 mph</td>
<td>15%</td>
</tr>
<tr>
<td>Meets Policy?</td>
<td>No</td>
<td>28 mph</td>
<td>50%</td>
</tr>
<tr>
<td></td>
<td>100</td>
<td>No</td>
<td>No</td>
</tr>
</tbody>
</table>

Based on the results of the cut-through analysis, it was found neither route qualifies for traffic calming installation at ACHD expense. However, based on volume criteria, Fairmeadow Drive is eligible for traffic calming if the neighborhood is willing to pay for it. Per policy, a petition that includes 75% of the affected neighborhood residents would be required to proceed with traffic calming implementation.

I recommend this information be presented to the ACHD Commission at the next available opportunity for a decision on how ACHD Staff should proceed.

Joshua Saak
Traffic Design Engineer
SITE PLAN
Ada County Utility Coordinating Council

Developer/Local Improvement District
Right of Way Improvements Guideline Request

Purpose: To develop the necessary avenue for proper notification to utilities of local highway and road improvements, to help the utilities in budgeting and to clarify the already existing process.

1) **Notification:** Within five (5) working days upon notification of required right of way improvements by Highway entities, developers shall provide written notification to the affected utility owners and the Ada County Utility Coordinating Council (UCC). Notification shall include but not be limited to, project limits, scope of roadway improvements/project, anticipated construction dates, and any portions critical to the right of way improvements and coordination of utilities.

2) **Plan Review:** The developer shall provide the highway entities and all utility owners with preliminary project plans and schedule a plan review conference. Depending on the scale of utility improvements, a plan review conference may not be necessary, as determined by the utility owners. Conference notification shall also be sent to the UCC. During the review meeting the developer shall notify utilities of the status of right of way/easement acquisition necessary for their project. At the plan review conference each company shall have the right to appeal, adjust and/or negotiate with the developer on its own behalf. Each utility shall provide the developer with a letter of review indicating the costs and time required for relocation of its facilities. Said letter of review is to be provided within thirty calendar days after the date of the plan review conference.

3) **Revisions:** The developer is responsible to provide utilities with any revisions to preliminary plans. Utilities may request an updated plan review meeting if revisions are made in the preliminary plans which affect the utility relocation requirements. Utilities shall have thirty days after receiving the revisions to review and comment thereon.

4) **Final Notification:** The developer will provide highway entities, utility owners and the UCC with final notification of its intent to proceed with right of way improvements and include the anticipated date work will commence. This notification shall indicate that the work to be performed shall be pursuant to final approved plans by the highway entity. The developer shall schedule a preconstruction meeting prior to right of way improvements. Utility relocation activity shall be completed within the times established during the preconstruction meeting, unless otherwise agreed upon.

*Notification to the Ada County UCC can be sent to:* 50 S. Cole Rd. Boise 83707, or Visit iducc.com for e-mail notification information.
Development Process Checklist

Items Completed to Date:

☒ Submit a development application to a City or to Ada County
☒ The City or the County will transmit the development application to ACHD
☒ The ACHD Planning Review Section will receive the development application to review
☒ The Planning Review Section will do one of the following:

☐ Send a “No Review” letter to the applicant stating that there are no site specific conditions of approval at this time.
☐ Write a Staff Level report analyzing the impacts of the development on the transportation system and evaluating the proposal for its conformance to District Policy.
☒ Write a Commission Level report analyzing the impacts of the development on the transportation system and evaluating the proposal for its conformance to District Policy.

Items to be completed by Applicant:

☐ For ALL development applications, including those receiving a “No Review” letter:

• The applicant should submit one set of engineered plans directly to ACHD for review by the Development Review Section for plan review and assessment of impact fees. (Note: if there are no site improvements required by ACHD, then architectural plans may be submitted for purposes of impact fee assessment.)

• The applicant is required to get a permit from Construction Services (ACHD) for ANY work in the right-of-way, including, but not limited to, driveway approaches, street improvements and utility cuts.

☐ Pay Impact Fees prior to issuance of building permit. Impact fees cannot be paid prior to plan review approval.

DID YOU REMEMBER:

Construction (Non-Subdivisions)
☐ Driveway or Property Approach(s)

• Submit a “Driveway Approach Request” form to ACHD Construction (for approval by Development Services & Traffic Services). There is a one week turnaround for this approval.

☐ Working in the ACHD Right-of-Way

• Four business days prior to starting work have a bonded contractor submit a “Temporary Highway Use Permit Application” to ACHD Construction – Permits along with:
  a) Traffic Control Plan
  b) An Erosion & Sediment Control Narrative & Plat, done by a Certified Plan Designer, if trench is >50’ or you are placing >600 sf of concrete or asphalt.

Construction (Subdivisions)
☐ Sediment & Erosion Submittal

• At least one week prior to setting up a Pre-Construction Meeting an Erosion & Sediment Control Narrative & Plan, done by a Certified Plan Designer, must be turned into ACHD Construction to be reviewed and approved by the ACHD Stormwater Section.

☐ Idaho Power Company

• Vic Steelman at Idaho Power must have his IPCO approved set of subdivision utility plans prior to Pre-Con being scheduled.

☐ Final Approval from Development Services is required prior to scheduling a Pre-Con.
Request for Reconsideration of Commission Action

1. **Request for Reconsideration of Commission Action**: A Commissioner, a member of ACHD staff or any other person objecting to any final action taken by the Commission may request reconsideration of that action, provided the request is not for a reconsideration of an action previously requested to be reconsidered, an action whose provisions have been partly and materially carried out, or an action that has created a contractual relationship with third parties.

   a. Only a Commission member who voted with the prevailing side can move for reconsideration, but the motion may be seconded by any Commissioner and is voted on by all Commissioners present.

   If a motion to reconsider is made and seconded it is subject to a motion to postpone to a certain time.

   b. The request must be in writing and delivered to the Secretary of the Highway District no later than 3:00 p.m. on the day prior to the Commission’s next scheduled regular meeting following the meeting at which the action to be reconsidered was taken. Upon receipt of the request, the Secretary shall cause the same to be placed on the agenda for that next scheduled regular Commission meeting.

   c. The request for reconsideration must be supported by written documentation setting forth new facts and information not presented at the earlier meeting, or a changed situation that has developed since the taking of the earlier vote, or information establishing an error of fact or law in the earlier action. The request may also be supported by oral testimony at the meeting.

   d. If a motion to reconsider passes, the effect is the original matter is in the exact position it occupied the moment before it was voted on originally. It will normally be returned to ACHD staff for further review. The Commission may set the date of the meeting at which the matter is to be returned. The Commission shall only take action on the original matter at a meeting where the agenda notice so provides.

   e. At the meeting where the original matter is again on the agenda for Commission action, interested persons and ACHD staff may present such written and oral testimony as the President of the Commission determines to be appropriate, and the Commission may take any action the majority of the Commission deems advisable.

   f. If a motion to reconsider passes, the applicant may be charged a reasonable fee, to cover administrative costs, as established by the Commission.