February 02, 2016

TO: Commissioners, Director, and Deputy Directors

FROM: Mitch Skiles, Transportation Modeler

SUBJECT: Master Street Map Update
Commission Work Session –February 10, 2016

Executive Summary
On November 4, 2015, staff presented proposed Master Street Map (MSM) amendments to the Commission. The purpose of this follow-up work session is to update the Commission regarding key issues associated with the MSM that the Commission directed staff to bring forward. The amended MSM will be before the Commission for adoption at the February 24, 2016 public hearing.

Facts & Findings
The following amendments were detailed in the November 4, 2015 work session:
- A new Local layer added to represent important existing and future local roads
- Modification of the Roundabout layer to remove those that are no longer feasible
- Typologies assigned to roadways in Kuna through cooperation with City of Kuna staff
- Adjustments made according to requests from partner agencies
- Changes to collectors that have occurred through approvals on development

The key issues the Commission asked staff to evaluate and bring forward with the proposed MSM amendments are:
- Warm Springs Avenue roadway width
- Beacon Light Road preservation width
- Eagle Road preservation width

During the work session, staff will review findings surrounding each of these items and staff’s recommendation that it plans to bring forward to the February 24, 2016 adoption hearing.

Fiscal Implications
The MSM provides ACHD with a clear strategy for right-of-way to be preserved for future build-out of the roadway system. By preserving for future needs through development, ACHD is able to construct needed improvements at a lower cost and with less disruption than would occur if the right-of-way was not preserved.
Policy Implications
The MSM is developed in cooperation with ACHD’s land use partners. It presents a shared vision to meet future transportation needs for all modes. Regular modification to the MSM is envisioned in ACHD’s policy manual section 3111 to allow adaptations and modifications to be made, continuing to ensure future plans meet ACHD and its partners’ shared vision. The MSM is also a key tool that is used for project development, scoping, and is directly tied to the ACHD Integrated Five Year Work Plan and Capital Improvements Plan.

Recommendation
None at this time; this is for information only.

Attachments (5): 12/16/2015 Letter from City of Eagle
11 X 17 Rural-Recreational Typology
10/28/2015 Letter from City of Eagle
11 X 17 Draft of Amended MSM
11 X 17 Draft of Amended Roundabout Layer
Ada County Highway District
ACHD Commission
3775 Adams St.
Garden City, ID 83714

December 16, 2015

Dear Commissioners,

As a rapidly growing community, the City of Eagle has often provided comment to ACHD on roadway issues on an as-needed and case-by-case basis. This type of communication can cause confusion between the two agencies. The Master Street Map (MSM) amendment process allows the City to address with ACHD Eagle’s community wide planning and connectivity goals within a single document. The City sees the MSM as an implementation tool that helps bring the City’s Comprehensive Plan and development aspirations to reality; the documents must compliment and support each other in order to be effective. The City’s April 15, 2015 comments on the MSM amendments were purposefully concise, but after a year of community planning processes and public outreach, the City wishes to expand its rationale and requests.

1) **Beacon Light Road (BL 2 to 5): Reduce Preservation Width from 5-Lanes to 3-Lanes**

   The ACHD staff memo provided to the Commission on October 23, 2015, states that the City’s request to reduce the preservation width on Beacon Light Road to 3 lanes was, “Based on Commission direction regarding the Northwest Foothills Transportation Update, staff will evaluate this request only after the City of Eagle has completed review/revision of its Comprehensive Plan.”

   As a point of clarification, the City of Eagle conducted a review of the City’s comprehensive plan in 2014 and 2015. The review included two parts:

   1) In summer of 2014, the City, with the assistance of COMPASS, modeled 6 different land use scenarios to determine the potential impacts various land use intensities would have on Beacon Light Road. The scenarios ranged from full build-out of the City’s plan to a zero-growth scenario. This modeling highlighted the fact that traffic demand on Beacon Light Road is not a local land use issue, but instead is a regional roadway issue that is further complicated by an underinvestment in the state highway system, specifically State Highway 16 and State Highway 44. A copy of the modelling summary is attached for your review.

   2) Based upon modelling results, the City Council directed City staff to undergo a citizen review of the City’s comprehensive plan (ACHD staff was an ex-officio member of this committee). The goal of this process was to reach out to our citizenry to determine if the underlying growth policies of the City’s comprehensive plan were still relevant to the community or if the City needed to amend its’ plan to better address how the citizens wish to see the City grow. This process included a 30 member steering committee and outreach to over 300 citizens. The results of the public outreach and the direction of the committee were clear and of a uniform voice (a
copy is attached for the Commission’s review). The citizen directives regarding transportation demand and planning included:

a. The City’s Foothills and Downtown Plan are consistent with the citizens’ expectations and the City should focus on implementation.

b. The City needs to work on an overall transportation and circulation plan that provides better connectivity within the City.

c. The City needs to retain a rural (5+ acres) tier and keep the rural feel of the Beacon Light Corridor at 3-lanes.

In 2016-2017, the City will be reviewing the Comprehensive Plan to address the specific directives of the citizens’ review, but the significant changes will not be made to the Foothills section of the plan.

According to the volume-to-capacity ratios provided to the City on October 7, 2015, by ACHD, Beacon Light Road is currently functioning well below capacity with a volume-to-capacity ratio (V/C) of .38 or less for all sections. It is forecasted that by 2035, Beacon Light Road (assuming all growth and development assumptions are accurate) will fail with a V/C of 1.23 or less on all sections east of Linder Road. The capacity issues on Beacon Light Road are forecasted to be at the AM and PM Peak (a maximum of 4 hours a day). The City does not feel that it is prudent or consistent with the City’s land use policies (rural residential with 2 and 5 acre lots) to preserve for 5 lanes on Beacon Light Road when the capacity is not needed for 20 hours a day (83% of the day). Further, the forecasts provided for Beacon Light Road only extend to 2035. What happens when the 2040 forecasts are applied? Do we add even more lanes? Where does it stop?

The local roadway network should not be constructed as a permanent bypass to the state highway system. The only way to highlight the need for state investment in the highway network is to allow the local system to slow down and experience congestion during peak hour demand.  The City requests that Beacon Light Road be planned as a rural 3-lane arterial and requests that ACHD work with the City to develop a new roadway typology that includes a 10-ft. multi-use pathway (in lieu of a sidewalk) on the north side of the road and an 8-ft. wide gravel shoulder on the south side of the road to allow for parking for recreation users, including equestrians and bicyclists.

2) **Eagle Road (EA10-1): Reduce Preservation Width from 5-Lanes**

Again, the ACHD staff memo provided to the Commission on October 23, 2015 states that the City’s request to reduce the preservation width on Eagle Road to 3 lanes was, “Based on Commission direction regarding the Northwest Foothills Transportation Update, staff will evaluate this request only after the City of Eagle has completed review/revision of its Comprehensive Plan.”

It is unclear what comprehensive plan changes the Commission was intending the City to consider. The City requested ACHD postpone the adoption of the 2014 Eagle Road and State Street Intersection Concept Study to allow the City additional time to work with citizens and look at other intersection alternatives. Since that request, the City has completed two separate review processes for the Eagle Road and State Street intersection and on October 28, 2015 provided ACHD a final recommendation (attached hereto) requesting the Quadrant alternative be considered in lieu of an expanded intersection or multi-lane roundabout. The MSM currently identifies 5-lanes for preservation on Eagle Road between Plaza Drive and State Street. According to page 20 of ACHD’s Eagle Road and State Street Intersection Concept Study (completed in May of 2014), the Quadrant alternative:

“...minimizes widening along both Eagle Road and State Street in the vicinity of the Eagle Road/State Street intersection.”

The City requests that Eagle Road be planned for preservation consistent with the Quadrant alternative in ACHD’s Eagle Road and State Street Intersection Concept Study completed in May of 2014, not 5-lanes as currently shown in the MSM.
3) **Linder Road (LI-15 & 16):** Reduce Preservation Width from 7-Lanes to 5-Lanes from Floating Feather north.

Linder Road north of Floating Feather Road is currently constructed as a 2-lane section. The MSM prescribes 7-lanes for preservation in this section. The City requests that this section be reduced to 5-lanes to provide transitioning from the State Highway 44 corridor and the Linder Road river crossing (7 lanes- mobility corridor – LI13) to the 3 lane section from Homer Road into the foothills (FH-NL2). The City believes that restricting capacity on Beacon Light Road and the northern sections of Linder Road will direct regional trips to the state highway system opposed to the local network (by increasing travel time on the local system).

4) **Removal of FH-NL1:*** The City is in agreement concerning the removal of this roadway segment.

5) **Addition of Big Gulch Parkway:** The City thanks ACHD for the addition of this new 3-lane residential collector. The City believes this connection will help promote and direct trips from the foothills to the state highway system. The road typology for this section should include the use of medians when a turn lane is not needed.

6) **New Requests:** Since our correspondence in April of 2015, the City has completed several planning and design processes specific to downtown Eagle (Plaza Drive Extension and Eagle Road and State Street Intersection) which have brought forward two additional projects for inclusion on the Master Street Map.

**New Collectors:**

**3-Lane Collector from the Plaza Drive extension to SH-44**

The City of Eagle has historically planned for a mid-mile access point between Edgewood Lane and Eagle Road to provide additional north/south connectivity within the City. The City has been working with ACHD on the design of the Plaza Drive extension to stimulate development in the Eagle Rodeo grounds area north of SH-44. With the anticipated construction of the Plaza Drive Extension in FY 2017 and ITD’s recent approval of a mid-mile access for the Eagle River Development to the south, the City would request that a new collector be added to the MSM connecting SH-44 to the Plaza Drive Extension.

**2/3-Lane Extension of Olde Park Place to south of Aikens Street to Plaza Drive**

As previously discussed, the City has spent a significant portion of 2015 reviewing the Eagle Road and State Street Intersection Concept Study and supporting roadway network. Since the City recommended the Quadrant alternative for the intersection, the City feels that it is important for overall circulation and connectivity in downtown Eagle to add the extension of Olde Park Place from Aikens Street to the signal at Eagle Road and Plaza Drive. Historically, this connection was anticipated as a private cross-access easement, but growth within the community warrants it becoming a public roadway.

As the Commission can see from the discussion above, the City is committed to being an active participant in the roadway planning and preservation process. It is of paramount concern that the City and ACHD address the needs and desires of all Eagle citizens. The City continues to see ACHD as a proactive partner in the implementation of our community’s vision and looks forward to partnering with you in the future.

Sincerely,

James D. Reynolds
Mayor

CC: Council
Zoning Administrator
Mitch Skiles, ACHD
ACHD Commission
3775 Adams Street
Garden City, ID 83714

October 28, 2015

RE: Eagle Road and State Street Intersection

Dear Commissioners,

The future intersection configuration of the State Street and Eagle Road intersection has been of considerable concern and discussion for over two years. Since our last correspondence the City has conducted two facilitate processes and after review and consideration of the outcomes the City Council on October 27, 2015, unanimously voted to recommend the quadrant road alternative to the ACHD for the State Street and Eagle Road intersection.

The City appreciates the Commission’s patience and willingness to allow the City to work through the concerns and intersection alternatives with our citizens and stakeholders. We also appreciate your staff and Commissioner Woods’ accessibility in addressing the various questions and concerns during the City-facilitated discussions and meetings. With the finalization of this recommendation the City looks forward to implementation; both through the construction and the installation of the intersection and roadway improvement but also the implementation of the goals that are expressed in the City’s Downtown Plan.

The City looks forward to working with the Commission to prioritize and advance the construction of the quadrant road and the local system improvements within our Community.

Sincerely,

James D. Reynolds
Mayor

CC: City Council
The Ada County Highway District (ACHD) created the Master Street Map in collaboration with Ada County and its six cities to better link land-use and transportation planning. The Master Street Map is one of the key elements of the ACHD Transportation and Land Use Integration Plan.

* Roadways identified as state facilities are only included to show the transportation system as a whole; planning for these corridors is under jurisdiction of the Idaho Transportation Department.

** Alignments of roadways identified as proposed collectors or proposed locals are subject to development review.

*** Local layer memorializes existing and proposed local roads that serve a special purpose.