DATE:        December 14, 2016

TO:          ACHD Board of Commissioners

FROM:        Stacey Yarrington, Planner III

SUBJECT:     Tandem Ridge/ EPP16-0012/ PP-07-16/ RZ-12-16/ CPA-01-16/ A-07-16

Executive Summary:
This is an annexation, rezone, preliminary plat, and comprehensive plan amendment to construct 24 townhome units. The applicant is requesting a rezone from C-2 (Community Commercial, Ada County) to R-15 (High-density Residential, City of Eagle), and is located on 1.98 acres.

Applicant’s Request for Waiver of Policy:
Collector Street policy:
The applicant is requesting a waiver from District Policy 7206.5.2, for Residential Collectors, to allow the street section for Horseshoe Bend Road to remain as exists and to waive the requirement for pavement widening, curb and gutter along the frontage of the development.

District policy requires the applicant to construct Horseshoe Bend Road as one-half of a 47-foot street section with curb, gutter, 5-foot wide on-street bike lane, and either 7-foot wide attached concrete sidewalk or 5-foot wide detached concrete sidewalk along the entire length of the site.

The applicant’s reasoning is due to the fact that, the location of this development in relationship to the Eagle City Bike Park to the south and the Ada County owned Landfill property to the north, requiring these improvements would not be compatible with the existing characteristics of the area. It is highly unlikely that the surrounding properties would redevelop, leaving a small, widened pavement area just in front of the proposed development as an unnecessary improvement. The same would apply to the curb and gutter, which would force the development to design unnecessary drainage improvements that are not currently found in adjacent subdivisions (across the street) or land uses (Park and Landfill owned property).

Staff recommends approval of the applicant’s request for waiver of pavement widening, and curb and gutter on Horseshoe Bend Road because ACHD has not required street improvements in this area with other, older applications; and it would provide pavement widening for only 584-feet within more than a mile radius.

Staff Recommendation:
Staff recommends approval of the staff report, as written.

Attachments:
1. Waiver Letter
2. Staff Report
November 27, 2016

Ada County Highway District
Attn: Christy Little

Re: Tandem Ridge Subdivision – 12000 N. Horseshoe Bend Road, Eagle, Idaho
    File EPP16-0012/PP-07-16/RZ-12-16/CPA-01-16
    Request for Waiver of Site Specific Conditions of Approval

Dear Christy,

Please accept this request for waiver of District Policy for the following Site Specific Conditions of Approval found within the Draft Staff Report:

Site Specific Condition #1
Construct Horseshoe Bend Road as one-half of a 47-foot street section with vertical curbs, gutter, 5-foot wide on-street bike lane, and either 7-foot attached concrete sidewalk or 5-foot wide detached concrete sidewalk along the entire length of the site.

The applicant requests a waiver to District Policy 7206.5.2 for Residential Collectors to allow the street section for Horseshoe Bend Road to remain as exists and to waive the requirement for curb and gutter along the frontage of the development. The applicant will be building a 5-foot detached sidewalk as required. The applicant believes that, due to the location of this development in relationship to the Eagle City Bike Park to the south, and the Ada County owned Landfill property to the north, requiring these improvements would not be compatible with the existing characteristics of the area. It is highly unlikely that the surrounding properties would redevelop, leaving a small, widened pavement area just in front of the proposed development as an unnecessary improvement. The same would apply to the curb and gutter, which would force the development to design unnecessary drainage improvements that are not currently found in adjacent subdivisions (across the street) or land uses (Park and Landfill owned property). It should also be pointed out the future land uses to the north of this property are limited because of lack of services and existing zoning classifications, which would mean that future traffic impacts north of the site would be at a minimum.

Therefore, we would respectfully request the removal of the above required conditions.

Thank you for your assistance with this project. Please contact me with any questions.

Sincerely,

Rennison Engineering

[Signature]

Shawn L. Nickel
Project Manager
This is an annexation, rezone, preliminary plat, and comprehensive plan amendment to construct 24 townhome units on 1.98 acres.

Lead Agency: City of Eagle

Site address: 12000 N. Horseshoe Bend Road

Commission Hearing: December 14, 2016

Commission Approval:

Applicant: Guy Hendrickson/Greg Mcvay
408 E. Eagle Road, Suite 103
Eagle, ID 83616

Representative: Shawn L. Nickel
Rennison Engineering
PO Box 1001
Eagle, ID 83616

Owner: Gateway Parks, LLC
3200 N. Mountain View Dr.
Boise, ID 83704

Staff Contact: Stacey Yarrington
Phone: 387-6171
E-mail: syarrington@achdidaho.org

A. Findings of Fact

1. Description of Application: The applicant is requesting approval of an annexation with rezone from C-2 (Community Commercial, Ada County) to R-15 (High-density Residential, City of Eagle), preliminary plat, and Comprehensive Plan Amendment to construct 24 townhome units on 1.98-acres.

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>Rural Residential (Ada County)</td>
<td>RR</td>
</tr>
<tr>
<td>South</td>
<td>Public/Semi-public (City of Eagle)</td>
<td>PS</td>
</tr>
<tr>
<td>East</td>
<td>Rural Residential (Ada County)</td>
<td>RR</td>
</tr>
<tr>
<td>West</td>
<td>Low-density Residential (City of Eagle)</td>
<td>R-2</td>
</tr>
</tbody>
</table>

3. Site History: ACHD has not previously reviewed this site for a development application.
4. **Adjacent Development:** The following developments are pending or underway in the vicinity of the site:
   - *Shadowbluff Subdivision,* consisting of 15 single family dwelling lots, located approximately 0.80-miles south of the site, was approved by ACHD on July 16, 2015.
5. **Transit:** Transit services are within 2.2 miles of this site on SH-44.
6. **New Center Lane Miles:** There are no new centerline miles of public roadway associated with this development.
7. **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.
8. **Capital Improvements Plan (CIP)/ Integrated Five Year Work Plan (IFYWP):**
   - There are currently no roadways, bridges or intersections in the general vicinity of the project that are currently in the Integrated Five Year Work Plan (IFYWP).
   - Hill Road/Hill Road Parkway is listed in the CIP to be widened to 5-lanes from Horseshoe Bend Road to Duncan Lane between 2021 and 2025.
   - The intersection of Hill Road and Horseshoe Bend Road is listed in the CIP to be widened to 2-lanes on the north leg, 2-lanes on the south, 4-lanes east, and 4-lanes on the west leg, and reconstructed as a multi-lane roundabout between 2021 and 2025.

**B. Traffic Findings for Consideration**

1. **Trip Generation:** This development is estimated to generate 139 vehicle trips per day; 12 vehicle trips per hour in the PM peak hour, based on the Institute of Transportation Engineers Trip Generation Manual, 9th edition.

2. **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><strong>State Highway 55</strong></td>
<td>0-feet</td>
<td>Principal Arterial</td>
<td>586</td>
<td>N/A</td>
<td>N/A</td>
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<tr>
<td>Floating Feather Road</td>
<td>0-feet</td>
<td>Collector</td>
<td>259</td>
<td>Better than “D”</td>
<td>Better than “D”</td>
</tr>
<tr>
<td>Horseshoe Bend Road</td>
<td>584-feet</td>
<td>Collector</td>
<td>54</td>
<td>Better than “D”</td>
<td>Better than “D”</td>
</tr>
</tbody>
</table>

* Acceptable level of service for a two-lane collector is “D” (425 VPH).
* Acceptable level of service for a three-lane collector is “D” (530 VPH).
** ACHD does not set level of service thresholds for State Highways.

3. **Average Daily Traffic Count (VDT)**

   *Average daily traffic counts are based on ACHD’s most current traffic counts.*
   - The average daily traffic count for SH-55 north of Floating Feather Road was 11,395 on 8/28/2014.
   - The average daily traffic count for Floating Feather Road east of SH-55 was 4,219 on 7/20/2016.
C. Findings for Consideration

1. Horseshoe Bend Road

a. Existing Conditions: Horseshoe Bend Road is improved with 2-travel lanes, approximately 26-feet of pavement, and no curb, gutter or sidewalk abutting the site. There is 80-feet of right-of-way for Horseshoe Bend Road (40-feet from centerline).

b. Policy:

Collector Street Policy: District policy 7206.2.1 states that the developer is responsible for improving all collector frontages adjacent to the site or internal to the development as required below, regardless of whether access is taken to all of the adjacent streets.

Master Street Map and Typologies Policy: District policy 7206.5 states that if the collector street is designated with a typology on the Master Street Map, that typology shall be considered for the required street improvements. If there is no typology listed in the Master Street Map, then standard street sections shall serve as the default.

Street Section and Right-of-Way Policy: District policy 7206.5.2 states that the standard right-of-way width for collector streets shall typically be 50 to 70-feet, depending on the location and width of the sidewalk and the location and use of the roadway. The right-of-way width may be reduced, with District approval, if the sidewalk is located within an easement; in which case the District will require a minimum right-of-way width that extends 2-feet behind the back-of-curb on each side.

The standard street section shall be 46-feet (back-of-curb to back-of-curb). This width typically accommodates a single travel lane in each direction, a continuous center left-turn lane, and bike lanes.

Sidewalk Policy: District policy 7206.5.6 requires a concrete sidewalks at least 5-feet wide to be constructed on both sides of all collector 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.

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.

ACHD Master Street Map: ACHD Policy Section 3111.1 requires the Master Street Map (MSM) guide the right-of-way acquisition, collector street requirements, and specific roadway features required through development. This segment of Horseshoe Bend Road is designated in the MSM as a Residential Collector with 2-lanes and on-street bike lanes, a 47-foot street section within 69-feet of right-of-way.
c. **Applicant Proposal:** The applicant is proposing to construct a 5-foot wide concrete sidewalk from the south property line, north approximately 529-feet along Horseshoe Bend Road; then a 5-foot wide natural surface pathway, such as crushed cinder, along the remaining north side of the northern entrance to the north property line.

![Diagram of proposed development layout]


d. **Staff Comments/Recommendations:** Typically the applicant would be required to construct Horseshoe Bend Road as one-half of a 47-foot street section with vertical curb, gutter, 5-foot wide on-street bike lane, and either 7-foot wide attached concrete sidewalk or 5-foot wide detached concrete sidewalk along the entire length of the site.

However, the applicant is requesting a waiver from District Policy 7206.5.2, for Residential Collectors, to allow the street section for Horseshoe Bend Road to remain as exists and to waive the requirement for pavement widening, curb and gutter along the frontage of the development.

The applicant’s reasoning is due to the fact that, the location of this development in relationship to the Eagle City Bike Park to the south and the Ada County owned Landfill property to the north, requiring these improvements would not be compatible with the existing characteristics of the area. It is highly unlikely that the surrounding properties would redevelop, leaving a small, widened pavement area just in front of the proposed development as an unnecessary improvement. The same would apply to the curb and gutter, which would force the development to design unnecessary drainage improvements that are not currently found in adjacent subdivisions (across the street) or land uses (Park and Landfill owned property).

Staff recommends approval of the applicant’s request for waiver of pavement widening, and curb and gutter on Horseshoe Bend Road because ACHD has not required street improvements in this area with other, older applications; and it would provide pavement widening for only 584-feet within more than a mile radius, with the following conditions: The “natural pathway” is not permitted in lieu of sidewalk; and the applicant should provide a permanent right-of-way easement for any public sidewalk placed outside of the dedicated right-of-way.

2. **Driveways**

   **Horseshoe Bend Road**

   a. **Existing Conditions:** There is a 30-foot wide unimproved driveway onto Horseshoe Bend Road from the site.

   b. **Policy:**

      **Access 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.
District Policy 7206.1 states that the primary function of a collector is to intercept traffic from the local street system and carry that traffic to the nearest arterial. A secondary function is to service adjacent property. Access will be limited or controlled. Collectors may also be designated at bicycle and bus routes.

**Driveway Location Policy:** District policy 7206.4.4 requires driveways located on collector roadways near a STOP controlled intersection to be located outside of the area of influence; OR a minimum of 150-feet from the intersection, whichever is greater. Dimensions shall be measured from the centerline of the intersection to the centerline of the driveway.

**Successive Driveways:** District policy 7206.4.5 Table 1, requires driveways located on collector roadways with a speed limit of 20 MPH and daily traffic volumes greater than 200 VTD to align or offset a minimum of 245-feet from any existing or proposed driveway.

**Driveway Width Policy:** District policy 7206.4.6 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, 7206.4.6, 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 7206.4.6.

c. **Applicant’s Proposal:** The applicant is proposing to construct two 29-feet wide access points for a private road, the south access is located approximately 925-feet north of Greenbrook Street, in alignment with Pine Hollow Lane, and the northern access is located approximately 202-feet south of Goose Creek Lane (measured centerline to centerline).

The applicant is also proposing a 15-foot wide paved access, with easement for Eagle Parks Department, located at the site’s south property line, to access a storage facility east of the development, only and not intended for a public access.

d. **Staff Comments/Recommendations:** The applicant’s proposal meets District policy and should be approved, as proposed. Staff recommends that the Parks Department easement access be signed for “NO PARKING”, or gated to restrict public parking and access.

The applicant should be required to pave the driveways their entire width and at least 30-feet into the site beyond the edge of pavement of the roadway.
3. Private Roads
   a. Private Road Policy: District policy 7212.1 states that the lead land use agencies in Ada County establish the requirements for private streets. The District retains authority and will review the proposed intersection of a private and public street for compliance with District intersection policies and standards. The private road should have the following requirements:
      • Designed to discourage through traffic between two public streets,
      • Graded to drain away from the public street intersection, and
      • If a private road is gated, the gate or keypad (if applicable) shall be located a minimum of 50-feet from the near edge of the intersection and a turnaround shall be provided.
   b. Applicant Proposal: The applicant is proposing to construct a private road to serve the site as described in Section 2.b above.
   c. Staff Comments/Recommendations: If the City of Eagle approves the private road, the applicant shall be required to pave the private roadway a minimum of 20 to 24-feet wide and at least 30-feet into the site beyond the edge of pavement of all public streets and install pavement tapers with 15-foot curb radii abutting the existing roadway edge. If private roads are not approved by the City of Eagle, the applicant will be required to revise and resubmit the preliminary plat to provide public standard local streets in these locations.

   Street name and stop signs are required for the private road. The signs may be ordered through the District. Verification of the correct, approved name of the road is required.

   ACHD does not make any assurances that the private road, which is a part of this application, will be accepted as a public road if such a request is made in the future. Substantial redesign and reconstruction costs may be necessary in order to qualify this road for public ownership and maintenance.

   The following requirements must be met if the applicant wishes to dedicate the roadway to ACHD:
      • Dedicate a minimum of 50-feet of right-of-way for the road.
      • Construct the roadway to the minimum ACHD requirements.
      • Construct a stub street to the surrounding parcels.

4. 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.

5. 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.

6. Other Access
   Horseshoe Bend Road is classified as collector roadway. Other than the access specifically approved with this application, direct lot access is prohibited to these roadways and should be noted on the final plat.
D. **Site Specific Conditions of Approval**

1. Construct detached 5-foot wide concrete sidewalk on Horseshoe Bend Road located a minimum of 35-feet from centerline, the entire length of the site.

2. Provide a permanent right-of-way easement for any public sidewalk placed outside of the dedicated right-of-way.

3. Construct two 29-feet wide driveways/private roads onto Horseshoe Bend Road, one located 925-feet north of Greenbrook Street, and one located 202-feet south of Goose Creek Lane from the site.

4. Construct one 15-foot wide driveway onto Horseshoe Bend Road located at the south property line. Sign the access for “NO PARKING” OR provide a gate to restrict public access.

5. Pave the driveways their entire width and at least 30-feet into the site beyond the edge of pavement of the roadway. Install pavement tapers with 15-foot curb radii abutting the existing roadway edge.

6. Street name and stop signs are required for the private road. The signs may be ordered through the District.

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


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. Waiver Letter
4. Utility Coordinating Council
5. Development Process Checklist
6. Request for Reconsideration Guidelines