September 23, 2008

TO: ACHD Board of Commissioners

FROM: Matt Edmond
Planner III

SUBJECT: Whitney Fire Station (200800128-CU-MSP)

This application is for a fire station at the northwest corner of Cole Road and McGlochlin Road. It is on the consent agenda due to the proposed installation of an emergency signal on Cole Road, and a modification of policy to allow an emergency vehicle driveway that is wider than standard policy allows.
**Project/File:** Whitney Fire Station (200800128-CU-MSP)  
*This is application is for a fire station at the northwest corner of Cole and McGlochlin Roads.*

**Lead Agency:** Ada County  
**Site address:** 3801 S. Cole Road (south of Victory Road)  
**Commission Approval:** October 1, 2008  
*Consent Agenda Item*

**Owner:** Boise City Parks & Recreation Department  
1104 W. Royal Boulevard  
Boise, Idaho 83706  
**Applicant:** LCA Architects  
1221 W. Shoreline Drive  
Boise, Idaho 83702  
**Staff Contact:** Matt Edmond  
Phone: 387-6187  
Email: medmond@achd.ada.id.us  
**Tech Review:** September 18, 2008 *(via email)*

**Application Information:**  
Acreage (total): 162.8  
Acreage (fire station): 1.6  
Zoning: R-2

### A. Findings of Fact

**Existing Conditions**

1. **Site Information:** The site is currently vacant. Boise City plans to make the area surrounding the proposed fire station a regional park once it has been annexed into the city limits. ACHD approved a conditional use permit for such a purpose (99-48-CU) in April 2000.

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 (Creekwood Subdivision)</td>
<td>R-8</td>
</tr>
<tr>
<td>South</td>
<td>Single Family Residential (Sunset Rim Subdivision)</td>
<td>R-6</td>
</tr>
<tr>
<td>East</td>
<td>Single Family Residential, Church</td>
<td>RSW</td>
</tr>
<tr>
<td>West</td>
<td>Single Family Residential (Maple Ridge Estates Subdivision)</td>
<td>R-1</td>
</tr>
</tbody>
</table>
3. Existing Roadway Improvements and Right-of-Way Abutting or Near the Site:
   - Cole Road is currently improved with 32 to 60-feet of pavement and no curb, gutter or sidewalk within 73-feet of right-of-way (48-feet from centerline) abutting the site.
   - McGlochlin Road currently stubs west of Cole Road at the site’s southeast corner. The stub is improved with 42-feet of pavement, vertical curb, gutter, and attached 7-foot sidewalk within 64-feet of right-of-way.

4. Existing Access: The site currently has one defined access point onto Cole Road, via the McGlochlin Road stub.

5. Site History: The ACHD Commission previously acted on a conditional use application (99-48-CU) in April 2000 to build a regional park at this site.

6. Adjacent Development: There is currently no development pending or underway in the vicinity of the site.

Development Impacts

7. Trip Generation: The trip generation for this site will depend on the number of vehicles at the station and the number of emergency calls in the area. It is anticipated that the trip generation will be minimal and primarily off-peak.

8. 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.

9. Traffic Study: A traffic impact study was not required with this application.

10. Existing Condition of Area Roadways:

<table>
<thead>
<tr>
<th>Roadway</th>
<th>Functional Classification</th>
<th>Traffic Count</th>
<th>Level of Service*</th>
<th>Speed Limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cole Road</td>
<td>Principal Arterial</td>
<td>13,335 south of Victory 1/12/2007</td>
<td>Better than “D”</td>
<td>35 MPH</td>
</tr>
</tbody>
</table>

*Acceptable level of service for a two-lane principal arterial is “E” (15,500 ADT)

11. Capital Improvement Plan (CIP) / Five Year Work Program (FYWP):
   - There are currently no roadways, bridges or intersections in the general vicinity of the project that are listed for improvements in the District's Five Year Work Plan.
   - Cole Road is listed in the Capital Improvements Plan to be widened to five lanes between Desert Avenue and Victory Road in the timeframe between 2019 and 2028.

B. Findings for Consideration

1. Cole Road
   - Right-of-Way Policy: District policy requires 96-feet of right-of-way on arterial roadways (Figure 72-F1B). This right-of-way allows for the construction of a 5-lane roadway with curb, gutter, 5-foot concrete detached sidewalks and bike lanes.

   Applicant Proposal: The applicant has proposed to construct 5-foot detached concrete sidewalk no closer than 41-feet from the centerline of Cole Road abutting the site.

   Staff Comment: The applicant’s proposal meets District policy and should be approved with this application. The applicant should provide a sidewalk easement for any portion of sidewalk lying outside of the right-of-way.
2. McGlochlin Road

Collector Road Policy: District policy requires 70-feet of right-of-way on collector roadways (Figure 72-F1B). This right-of-way width allows for the construction of a 3-lane roadway with curb, gutter, 5-foot wide detached sidewalks and bike lanes.

Local Street Policy: District policy 7204.4.2 states, “developments with any buildable lot that is less that 1-acre in size will typically provide streets having a minimum pavement width of 32-feet with curb, gutter and sidewalks. The total street width shall be 36-feet from back-of-curb to back-of-curb. Variations of this width may be allowed, depending on traffic volumes forecast to be generated by the development. Concrete sidewalks shall be a minimum of 5-feet in width unless they are separated from the curb 5-feet or more in which case the sidewalk shall be a minimum of 4-feet in width.

Applicant Proposal: The applicant has not proposed any improvements to or right-of-way dedication along McGlochlin Road. The applicant has proposed to pave a temporary drive aisle from the existing right-of-way on McGlochlin Road into the site to provide access to the site.

Staff Comment/Recommendation: Boise City Parks & Recreation Department is planning to develop a city park on the remainder of the site in the future, and is anticipated to extend McGlochlin Road through the site at that time. At this time, it has not been determined whether this extension of McGlochlin Road would be a public or private roadway. District staff recommends no improvements or right-of-way dedication along McGlochlin Road with this application. Staff is supportive of the applicant’s proposal for the temporary drive aisle to access the site, due to the anticipated development of the site as park. Permanent access to the site will be provided (a public street) when the park site is developed.

3. Driveways

Access Policy: District policy 7207.8 states that direct access to arterials and collectors is normally restricted. The developer shall try to use combined access points. If the developer can show that the use of a combined access point to a collector or arterial street is impractical, the District may consider direct access points. Access points for proposed developments at intersections should be located as far from the intersection as practical, and in no case closer than as illustrated on Figure 72-F4, unless a waiver for the access point has been approved by the District Commission.

Offset Policy: District policy 72-F4 (2) requires driveways located on arterial roadways near a stop controlled intersection to be located a minimum of 220-feet from the intersection for a full-access driveway and a minimum of 150-feet from the intersection for a right-in/right-out only driveway.

Driveway Width Policy: District policy 7207.9.3 restricts industrial driveways to a maximum width of 40-feet. Most industrial driveways will be constructed as curb-cut type facilities if located on local streets. Curb return type driveways with 15-foot radii will be required for driveways accessing collector and arterial roadways.

Driveway Paving Policy: Graveled driveways abutting public streets create maintenance problems due to gravel being tracked onto the roadway. In accordance with District policy, 7207.9.1, 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 with 15-foot radii abutting the existing roadway edge.

Applicant Proposal: The applicant has proposed to construct one emergency vehicle access and one public access into the site. The applicant has proposed to construct the emergency vehicle access as a curb-return driveway, approximately 57-feet wide, onto Cole Road approximately 155-feet north of McGlochlin Road (measured near-edge to near-edge), and the public access as a curb-return driveway, approximately 25-feet wide, onto the McGlochlin Road stub approximately 55-feet west of Cole Road (measured near-edge to near-edge).
Staff Comment/Recommendation: The applicant’s proposed driveway exceeds the maximum 36-foot width for a commercial or institutional driveway normally allowed by District policy. Due to the nature of this development as an emergency service facility, however, District staff recommends a modification of policy to allow the driveway onto Cole Road to be located as proposed. The proposed public driveway onto McGlochlin Road meets District policy and should be approved with this application. The applicant will be required to pave the driveways their full width at least 30-feet into the site beyond the edge of pavement.

4. Emergency Signal
Due to the nature of the development, the applicant has proposed to install an emergency signal on Cole Road to give priority to emergency vehicles entering onto Cole Road. Due to the site’s proximity to the McGlochlin Road/Cole Road intersection, the installation of an emergency signal will likely preclude the installation of a traffic signal at the McGlochlin Road/Cole Road intersection in the future (See Special Notice Below). The applicant will be responsible for the full cost of designing and constructing the emergency signal. The applicant should coordinate the design and location of the emergency signal with District Traffic Services and Development Review staffs.

5. Special Notice to Ada County and Boise City
With this application, the applicant has proposed to install an emergency signal on Cole Road to give priority to emergency vehicles entering onto Cole Road. Due to the site’s proximity to the McGlochlin Road/Cole Road intersection, the installation of the emergency signal will likely preclude the installation of a traffic signal at the McGlochlin Road/Cole Road intersection in the future. Installation of a signal at the McGlochlin Road/Cole Road intersection is not currently being planned by the District, nor has this intersection been identified as a candidate for future signalization. Boise City Parks & Recreation Department has indicated that there may be an interest in signalizing this intersection in conjunction with future park development at this location. The emergency signal proposed with this application would conflict with a standard traffic control signal at this intersection, if one were to be installed. Because of this, the installation of a traffic control signal at this intersection could require the removal of the emergency signal on Cole Road, and the fire station may subsequently be required to relocate its emergency vehicle access onto McGlochlin Road.

6. Other Access
Cole Road is classified as a principal arterial roadway. Other than access specifically granted with this application, direct lot access to Cole Road is prohibited.

C. Site Specific Conditions of Approval
1. Construct a 5-foot detached concrete sidewalk no closer than 41-feet from the centerline of Cole Road abutting the site. Provide the District with an easement for any portion of sidewalk lying outside of the right-of-way.
2. Construct one driveway onto Cole Road from the site, approximately 57-feet wide and located approximately 155-feet north of McGlochlin Road (measured near-edge to near-edge). The driveway shall be paved its full width at least 30-feet into the site.
3. Construct one driveway onto McGlochlin Road from the site, approximately 25-feet wide and located approximately 55-feet west of Cole Road (measured near-edge to near-edge). The driveway shall be paved its full width at least 30-feet into the site.
4. Install an emergency signal on Cole Road, located approximately 200-feet north of McGlochlin Road (centerline to signal arm), as proposed. Coordinate the location and design of the
emergency signal with District Traffic Services and Development Review staffs. The applicant shall be responsible for the full cost of designing and constructing the emergency signal.

5. Other than access specifically approved with this application, direct lot access to Cole Road is prohibited.


**D. Standard Conditions of Approval**

1. Any existing irrigation facilities shall be relocated outside of the right-of-way.

2. Private sewer or water systems are prohibited from being located within any ACHD roadway or right-of-way.

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

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. Comply with the District’s Tree Planter Width Interim Policy.

6. 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.

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

8. The applicant shall submit revised plans for staff approval, prior to issuance of building permit (or other required permits), which incorporates any required design changes.

9. Construction, use and property development shall be in conformance with all applicable requirements of the Ada County Highway District prior to District approval for occupancy.

10. Payment of applicable road impact fees are required prior to building construction. The assessed impact fee will be based on the impact fee ordinance that is in effect at that time.

11. 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.

12. 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 the Ada County Highway District. The burden shall be upon the applicant to obtain written confirmation of any change from the Ada County Highway District.

13. Any change by the applicant in the planned use of the property which is the subject of this application, shall require the applicant to comply with all rules, regulations, ordinances, plans, or other regulatory and legal restrictions in force at the time the applicant or its successors in interest advises the Highway District of its intent to change the planned use of the subject property unless a waiver/variance of said requirements or other legal relief is granted pursuant to the law in effect at the time the change in use is sought.
E. 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.

Attachments

1. Vicinity Map
2. Site Plan
3. Development Process Checklist
4. Utility Coordination
5. Appeal Guidelines
Development Process Checklist

☑ Submit a development application to a City or to the County

☑ The City or the County will transmit the development application to ACHD

☑ The ACHD Planning Review Division will receive the development application to review

☑ The Planning Review Division will do one of the following:
  - Send a “No Review” letter to the applicant stating that there are no site specific requirements at this time.
  - Send a “Comply With” letter to the applicant stating that if the development is within a platted subdivision or part of a previous development application and that the site specific requirements from the previous development also apply to this development application.
  - 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.

☑ The Planning Review Division will hold a Technical Review meeting for all Staff and Commission Level reports.

☐ For ALL development applications, including those receiving a “No Review” or “Comply With” letter:
  - The applicant should submit one set of engineered plans directly to ACHD for review by the Development Review Division 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 calculation.)
  - 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 Zone

☐ Driveway or Property Approach(s)
  - Submit a “Driveway Approach Request” form to Ada County Highway District (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 s.f. of concrete or asphalt.

Construction (Subdivisions)

☐ Sediment & Erosion Submittal
  - At least one week prior to setting up a Pre-Con an Erosion & Sediment Control Narrative & Plat, done by a Certified Plan Designer, must be turned into ACHD Construction – Subdivision to be reviewed and approved by the ACHD Stormwater Division.

☐ 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
  ACHD Construction – Subdivision must have received approval from Development Services prior to scheduling a Pre-Con.
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.
Request for Appeal of Staff Decision

1. **Appeal of Staff Decision:** The Commission shall hear and decide appeals by an applicant of the final decision made by the ROWDS Manager when it is alleged that the ROWDS Manager did not properly apply this section 7101.6, did not consider all of the relevant facts presented, made an error of fact or law, abused discretion or acted arbitrarily and capriciously in the interpretation or enforcement of the ACHD Policy Manual.

   a. **Filing Fee:** The Commission may, from time to time, set reasonable fees to be charged the applicant for the processing of appeals, to cover administrative costs.

   b. **Initiation:** An appeal is initiated by the filing of a written notice of appeal with the Secretary of Highway Systems, which must be filed within ten (10) working days from the date of the decision that is the subject of the appeal. The notice of appeal shall refer to the decision being appealed, identify the appellant by name, address and telephone number and state the grounds for the appeal. The grounds shall include a written summary of the provisions of the policy relevant to the appeal and/or the facts and law relied upon and shall include a written argument in support of the appeal. The Commission shall not consider a notice of appeal that does not comply with the provisions of this subsection.

   c. **Time to Reply:** The ROWDS Manager shall have ten (10) working days from the date of the filing of the notice of appeal to reply to the notice of the appeal, and may during such time meet with the appellant to discuss the matter, and may also consider and/or modify the decision that is being appealed. A copy of the reply and any modifications to the decision being appealed will be provided to the appellant prior to the Commission hearing on the appeal.

   d. **Notice of Hearing:** Unless otherwise agreed to by the appellant, the hearing of the appeal will be noticed and scheduled on the Commission agenda at a regular meeting to be held within thirty (30) days following the delivery to the appellant of the ROWDS Manager’s reply to the notice of appeal. A copy of the decision being appealed, the notice of appeal and the reply shall be delivered to the Commission at least one (1) week prior to the hearing.

   e. **Action by Commission:** Following the hearing, the Commission shall either affirm or reverse, in whole or part, or otherwise modify, amend or supplement the decision being appealed, as such action is adequately supported by the law and evidence presented at the hearing.