

## MEMORANDUM – ADDENDUM

**DATE:** OCTOBER 11, 2016  
**TO:** PLANNING COMMISSION  
**FROM:** HILARY ANDERSON, COMMUNITY PLANNING DIRECTOR  
**RE:** **S-3-16 “PRAIRIE TRAILS” Preliminary Plat**

Addendum to Memo regarding additional information regarding a multi-use pathway within the Post Falls Highway Districts right-of-way along Prairie Avenue.

This document is an addendum to the memo that was included in the Planning Commission packet for the October 11, 2016 meeting and the continuation of the public hearing for the Prairie Trails Subdivision.

### Post Falls Highway District

After the packet was prepared for the October 11<sup>th</sup> Planning Commission meeting, staff received two emails from Chad Oakland on October 6<sup>th</sup> (see attached). Mr. Oakland informed staff that they had attended the October 5<sup>th</sup> meeting of the Post Falls Highway District (PFHD) and the commission voted 3-0 to not let them tear out the sidewalks.

During a meeting with city staff and Chad Oakland, Dan Stubbs, and Drew Dittman on September 26<sup>th</sup>, the applicant team said they would wait to hear if Garden Grove had been approved for the sidewalk to be removed and the trail to be installed in the highway district's right-of-way. They said they would not be attending the highway district's meeting with their proposal. Instead the applicant team attended the highway district's meeting on October 5<sup>th</sup> to get a vote from the commission to not have the sidewalk removed after receiving an email from staff with an update about the workshop discussion on Monday, October 3<sup>rd</sup> that was in support of deferring to the city's standards because they are within the city's Area of City Impact.

### Impacts on Garden Grove

The applicant team also had the Post Falls Highway District question the recently approved Garden Grove project and attempted to impact that project's multi-use path within the highway district's right-of-way by questioning if the sidewalk can and should be removed and also by contacting the property owner/developer to question the consultant's inclusion of a multi-use path along Prairie Avenue. Garden Grove is immediately adjacent to the subject property and is within city limits and has been approved with a Planned Unit Development and Subdivision. Garden Grove also has construction drawings signed by the highway district, which include the path and removal of the sidewalk. Garden Grove included a multi-use path along Prairie Avenue because of the city's connectivity requirements.

## Ex Parte Communications

It should also be noted that the applicant team may be in violation of the State's open meeting requirements by entering into ex parte communications during the time between the two public hearings for the Subdivision request. Mr. Dan Stubbs contacted the Chair and two Planning Commissioners about the trail via email and tried to contact at least one of the commissioners by phone as well.

## Justification for Requiring Multi-Use Path along Prairie Avenue

- Orderly development requirement as part of annexation (State Statutes)
- Area of City Impact
- The Subdivision Code requirement for connectivity
- One of conditions of subdivision approval is to comply with all standards
- Deviations to Subdivision Code must comply with Comprehensive Plan
- Comprehensive Plan requirements for connectivity, pathways, and bike trails (2007)
- Bike Friendly Community Designation (2008)
- Adopted Complete Streets Policy (2009)
- Future users and developments along Prairie and transportation facilities as a long-term investment. This is consistent with language in the adopted Complete Streets Policy,  
*“a. Plan projects for the long-term. Transportation facilities are long-term investments that remain in place for many years. The design and construction of new facilities should anticipate likely future demand for bicycling, walking, and transit facilities and not preclude the provision of future improvements except as outlined in Section”*
- Safe Routes to School policies and School District support for and request for pathways or sidewalks that are setback from roadways away from vehicles in order to provide a safe place for students to walk or bike to and from their school sites
- Highway District Standards
- The sidewalk was built 11 years ago for two homes. Density increase and need for multi-use path versus sidewalk triggered by this annexation and subdivision request
- Garden Grove approval with a multi-use path (signed construction drawings)

## Shared Path Policies Analysis by City Engineer's Designee (Welch Comer)

### **City of Coeur d'Alene:**

Map and text from the 2016 Trails and Bikeways Master Plan as provided previously. The following statements about Recent and Future Developments also apply. *(These statements were also in the **2010 Plan**)*

- New residential subdivisions have been encouraged by the City to provide shared-use paths. The City of Coeur d'Alene passed an ordinance stating: "Proper provisions for park land and pedestrian/bike trail layout, location, size, and accessibility [must be] made." Coeur d'Alene Place and Hawk's Nest sub-divisions are examples of the type of residential development the City has desired, where shared-use paths run throughout the neighborhoods, connecting homes to parks and schools.

***Prairie Avenue Trail***

- Work with the Post Falls Highway District, the Lakes Highway District and Developers to continue the construction of a shared-use path from Atlas Road to Ramsey Road. The trail is currently built halfway from Courcelles towards Ramsey. Continue to work with developers as new developments come in to ensure the continuation of the trail.

**Post Falls Highway District:**

See page 10 of this memo under Supporting Materials.

**State of Idaho:**

*Statewide Bicycle and Pedestrian Study*

[http://itd.idaho.gov/bike\\_ped/StatewideBicyclePedestrianStudy.pdf](http://itd.idaho.gov/bike_ped/StatewideBicyclePedestrianStudy.pdf)):

Recommended ENGINEERING Initiatives

There are four major types of recommended engineering initiatives:

- » Invest in shared use paths,
- » Invest in on-street bicycle facilities,
- » Invest in pedestrian infrastructure, and
- » Invest in end-of-trip facilities for recreational, commuting and shopping trips.

Construct, complete, and link shared use pathways that serve Idaho's towns and cities.

**Federal:**

*2012 AASHTO Guide for the Development of Bicycle Facilities*

Shared use paths should be thought of as a system of off-road transportation routes for bicyclists and other users that extends and complements the roadway network.

The minimum paved width for a two-directional shared use path is 10 ft (3.0 m).

## *FHWA Policy*

The DOT policy is to incorporate safe and convenient walking and bicycling facilities into transportation projects. Every transportation agency, including DOT, has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and bicycling into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide — including health, safety, environmental, transportation, and quality of life — transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes.

- Considering walking and bicycling as equals with other transportation modes: The primary goal of a transportation system is to safely and efficiently move people and goods. Walking and bicycling are efficient transportation modes for most short trips and, where convenient intermodal systems exist, these nonmotorized trips can easily be linked with transit to significantly increase trip distance. Because of the benefits they provide, transportation agencies should give the same priority to walking and bicycling as is given to other transportation modes. Walking and bicycling should not be an afterthought in roadway design.
- Ensuring that there are transportation choices for people of all ages and abilities, especially children: Pedestrian and bicycle facilities should meet accessibility requirements and provide safe, convenient, and interconnected transportation networks. For example, children should have safe and convenient options for walking or bicycling to school and parks. People who cannot or prefer not to drive should have safe and efficient transportation choices.

## Annexation requirements

Idaho Law allows cities to influence planning beyond their boundaries within an established “area of city impact.”

Legislative intent. The legislature hereby declares and determines that it is the policy of the state of Idaho that cities of the state should be able to annex lands which are reasonably necessary to assure the **orderly development** of Idaho’s cities in order to allow efficient and economically viable provision of tax-supported and fee-supported municipal services, to enable the orderly development of private lands which benefit from the cost-effective availability of municipal services in urbanizing areas and to equitably allocate the costs of public services in management of development on the urban fringe.

## Staff’s Recommendation

Staff is agreeable to modifying Condition #11 to eliminate the requirement to remove the sidewalk along Prairie Avenue if that is indeed the desire of the Post Falls Highway District. However, staff is still requiring a 10-foot wide multi-use pathway to be installed along Prairie

Avenue that ties into the approved pathway in Garden Grove and trails in Sunshine Meadows. The multi-use path can be within the buffer, right-of-way, or a combination of the two. The multi-use path is a requirement of the Subdivision Code and is supported by all the documents, plans and policies referenced in this memo. Revised Condition #11 is provided on the next page.

**PARKS AND RECREATION:**

11. ~~The existing sidewalk shall be removed and a~~ A 10 foot multi-use pathway shall be constructed within the PFHD right-of-way, the subdivision boundary within the 30-foot buffer area along Prairie Avenue, or a combination of the two. The pathway shall connect to the approved multi-use pathway that will be constructed to the west of the property along Prairie Avenue within the Garden Grove project and tie into the trail along Courcelles Parkway.

If the applicant does not agree to this condition, staff recommends **DENIAL** of the Prairie Trails Subdivision because it fails to meet the City's Subdivision standards. Alternatively, the Planning Commission can direct that the project not proceed forward with the Subdivision hearing and decision by the commission on the subdivision request and the annexation agreement and ordinance until after the Trails and Bikeways Master Plan has been reviewed and approved by the City Council.

*It should be noted that the Subject Property is not yet in the city limits. The Annexation Agreement and Ordinance have not been finalized. The current working version of the Draft Annexation Agreement includes requirement for a 10-foot multi-use path along Prairie Avenue and removal of the sidewalk.*

If the applicant would like to go back to PFHD to request removal of the existing sidewalk so that there aren't redundant facilities, staff would be supportive of that request.

Attachments

Supporting Materials

## **Supporting Materials**

### **2007 Comprehensive Plan references to trails, connectivity and managed growth**

#### **Objective 1.16 Connectivity:**

Promote bicycle and pedestrian connectivity and access between neighborhoods, open spaces, parks, and trail systems.



*Stars at night (photo: [www.darksky.org](http://www.darksky.org))  
Bicycle & pedestrian friendly open space*

#### **Objective 3.02 Managed Growth:**

Coordinate planning efforts with our neighboring cities and Kootenai County, emphasizing connectivity and open spaces.

#### **Ramsey - Woodland Tomorrow**

Characteristics of the neighborhoods have, for the most part, been established and should be maintained. Development in this area will continue to grow in a stable manner. Lower density zoning districts will intermingle with the existing Coeur d'Alene Place Planned Unit Development (PUD) providing a variety of housing types. The northern boundary is the edge of the community, offering opportunities for infill.

#### **The characteristics of Ramsey - Woodland neighborhoods will be:**

- That overall density may approach three to four residential units per acre (3-4:1), however, pockets of higher density housing and multi-family units are appropriate in compatible areas.
- Pedestrian and bicycle trails.
- Parks just a 5-minute walk away.
- Neighborhood service nodes where appropriate.
- Multi-family and single-family housing units.

#### **Glossary: Definitions**

##### **Connectivity**

The sharing of a common link, such as a trail connecting two neighborhoods.

## Right of Way (ROW)

The right of way is the right to pass over the property of another. It usually refers to the land required for the traffic lanes plus shoulders on both sides of highways, railroads, bikeways, and trails.

## Bicycle Friendly Community Designation (2008)



Coeur d'Alene was awarded "Bicycle Friendly Community" status in 2008 and again in 2012 by the [League of American Bicyclists](#). This award is a nationally recognized designation that showcases cities that have dedicated themselves to promoting bicycling.

*To be designated a bike friendly community the League of American Bicyclists looks at many different criteria: miles of trails and paths, connectivity, education, encouragement, enforcement, engineering, ordinances, the presence of advocacy groups, city policies and much more. When Coeur d'Alene was given a bronze designation, we joined the ranks of 289 other cities across the nation to be considered bike friendly. Currently there are 206 cities with the bronze designation, 61 with silver, 18 with gold and 4 with platinum.*

***Coeur d'Alene's goal is to obtain platinum status.***



## **CITY OF COEUR D'ALENE COMPLETE STREETS POLICY**

The City of Coeur d'Alene adopted a Complete Streets Policy in the Spring of 2009. The policy is provided below.

### **Introduction**

A “complete” street addresses the needs of all users. Motorists, pedestrians, bicyclists, and transit riders of all ages and abilities can be safely accommodated within the overall street network. Planning for this diverse user group requires consideration of many of the following elements:

1. Appropriately sized travel lanes for cars, trucks, and delivery/emergency service vehicles;
2. Sidewalk space for pedestrians;
3. Bike lanes or bike routes;
4. Transit facilities and routes;
5. On-street parking;
6. Median use for traffic flow, safety, and pedestrian refuge;
7. Adequate buffer areas for pedestrian safety, utility placement, and possible landscaping;
8. Visually appealing landscaping or hardscaping adding shade and pedestrian protection and;
9. Land uses that generate and warrant such treatments.

The City of Coeur d'Alene recognizes that all streets are different, and not all streets will incorporate every element described above. Future streets within the City will be designed to balance user needs and incorporate elements that match the land use context. Through context sensitive design a “complete” street can accomplish greater public benefits, improve safety, increase transportation options, strengthen the overall benefit of transportation investments and enhance air quality.

The City of Coeur d'Alene is committed to carrying out the charge of “complete” streets. With future funding for roadway construction becoming scarce it is in the best interest of the public and private sectors to plan and construct streets that address the needs of the community as a whole. The inclusion of all needed facilities in the early planning phases of roadway construction in both residential and commercial development reduces the complexity and costs of attempting to retrofit years later. The City encourages and supports the creation of “complete” streets by providing the following policy.

## **COMPLETE STREETS POLICY**

### **Guiding Principle**

*Streets, bridges and transit stops within Coeur d'Alene should be designed, constructed, operated and maintained so that pedestrians, bicyclists, transit riders, motorists and people with disabilities can travel safely and independently.*

### **Policy Statements**

1. Bicycle and pedestrian ways should be established in new construction and reconstruction projects in all urbanized areas unless one or more of the following conditions are met:
  - a. Bicyclists and pedestrians are prohibited by law from using the roadway (e.g. interstate highways). In this instance, it may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within a close transportation corridor.

b. Significant safety or other challenges exist that make bicycle and pedestrian facilities dangerous to potential users. Where a determination is made that providing pedestrian and/or bicycle facilities would be unsafe, alternative considerations should be analyzed and planned to offset any deficiencies.

c. The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable future use.

d. Where current and projected future population is sparsely forecasted or other factors indicate an absence of need.

2. In rural areas, paved shoulders should be included in all new construction and reconstruction projects on roadways used by more than 1,000 vehicles per day. Paved shoulders have safety and operational advantages for all road users in addition to providing a place for bicyclists and pedestrians. Shoulders should not be chipped sealed as a part of maintenance.

3. All pedestrian facilities including sidewalks, shared use paths, street crossings (including over and under-crossings), pedestrian signals, signs, transit facilities, and all connections should be designed, constructed, operated and maintained so that children, the elderly and people with disabilities have safe access.

4. The design and development of the transportation infrastructure should improve conditions for all likely users through the following steps:

a. *Plan projects for the long-term.* Transportation facilities are long-term investments that remain in place for many years. The design and construction of new facilities should anticipate likely future demand for bicycling, walking, and transit facilities and not preclude the provision of future improvements except as outlined in Section

b. *Coordinate with transit agencies to ensure that transit services and facilities are reasonably accommodated within the street network.* Linking multiple forms of transportation provides users with more travel options and creates an overall transportation system that is more responsive to the needs of the public. Identifying transit corridors and optimizing multi-modal opportunities requires close coordination between transit agencies, municipalities and the City in all phases of design and development. Installation and maintenance of transit facilities would be funded through cooperative cost sharing agreements between the City and the applicable municipality or transit provider.

c. *Coordinate with adjacent municipalities to provide regional connectivity.* Future pedestrian, bicycle and transit facilities should provide connectivity to pedestrian, bicycle and transit facilities in adjacent municipalities to provide regional connectivity.

d. *Address the need for bicyclists and pedestrians to cross corridors as well as travel along them.* Even where bicyclists and pedestrians may not commonly use a particular travel corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently. Therefore, the design of intersections, interchanges and overpasses should accommodate bicyclists and pedestrians in a manner that is safe, accessible and convenient.

e. *Consider enhancements such as landscaped medians and buffer areas, pedestrian lighting, and on-street parking in new construction and reconstruction projects.*

Landscaping, on street parking, and the other features mentioned will not be appropriate for all streets and corridors. These features should be considered when supported by adjacent land uses and funding for installation and maintenance is available through cooperative cost sharing agreements between the City and the applicable municipality. Safety concerns and

access for people with disabilities should be carefully considered in areas where landscaping, parking, or other enhancements are placed within or near the pedestrian way.

f. *Design facilities based on recognized standards.* Published standards such as those from the City of Coeur d'Alene, the American Association of State Highway and Transportation Officials and the Manual on Uniform Traffic Control Devices should be used in the design of pedestrian, bicycle and transit facilities.

## Highway District Standards

### 306. Roadway Cross Section

- 306.08. Bicycle and pedestrian paths, new and extensions, may be required by the Highway District for new developments and on major roadway reconstruction projects in accordance with Highway District, Kootenai Metropolitan Planning Organization, Idaho Transportation Department, and local City Master Plans.

Bicycle and pedestrian facility classes to be considered should be consistent with these facility descriptions:

- Class I: A Class I bicycle facility is a separated multiple use path 10 to 14 feet wide. The path is physically separated from motor vehicle traffic by a 10-foot minimum open space or barrier of 4.5 feet.
- Class II: A Class II bicycle facility has a 4- to 6-foot portion of the roadway designated for preferential use by bicyclists.
- Class III: A Class III bicycle facility is a shared facility where bicyclists and motorists share the same travel lane. The travel lane should be 14 feet in width.

All bike and pedestrian projects should be designed to meet Americans with Disabilities Act (ADA) accessibility standards and American Association of State Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets* (Green Book) guidelines whenever possible.

### 312. Bicycle and Pedestrian Pathways

- 312.01. Alternative forms of transportation, including walking, bicycle riding, and bus transportation are encouraged. Each Highway District will consider each of these forms of transportation when reviewing a new development or road improvement project. Improvements to extend routes or provide additional linkages or safety will be evaluated as necessary to meet adjacent City Master Plans or Kootenai Metropolitan Planning Organization's (KMPO) Regional Transportation Master Plan.

**From:** [Chad Oakland](#)  
**To:** [STUHMILLER, SHANA](#)  
**Cc:** [Drew C. Dittman, PE \(dittman@lakecityengineering.com\)](#); [chad@nwidaho.com](#); [STROUD, TAMI](#); [ANDERSON, HILARY](#); [TAYLOR, SAM](#); [GRIDLEY, MIKE](#)  
**Subject:** Re: Staff report for 2650-2750 W. Prairie Avenue  
**Date:** Thursday, October 06, 2016 2:41:52 PM

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Thanks for these, much appreciated.

Just so you guys are aware of ahead of time. Last night Post Falls Highway District voted 3-0 (unanimously) to NOT allow us to tear out the sidewalks.

I just hate to see another HOA burdened with the cost of maintaining a trail AND a sidewalk (remember we were not in the master trail plan when we submitted)

I am not sure if they are going to let Garden Grove remove their sidewalk either, so I cannot comment on that.

Wanted to give you all a heads up, I am sure this will work its way out one way or another...

Cheers, Chad

On Thu, Oct 6, 2016 at 1:44 PM, STUHMILLER, SHANA <[SHANA@cdaid.org](mailto:SHANA@cdaid.org)> wrote:

Chad/Drew,

Attached are copies of the staff report for 2650-2750 W. Prairie Avenue.

See you on Tuesday, October 11<sup>th</sup>.

Thanks,

**Shana Stuhmiller**

Planning Department  
Public Hearing Assistant



(208) 769-2240 Work  
shana@cdaid.org

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Thank you for your business!!

**Chad Oakland**, Realtor/Principal  
#1 Selling Agent in Kootenai County 2009-2014

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"If opportunity doesn't knock, build a door" - Milton Berle

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**Subject:** Re: Staff report for 2650-2750 W. Prairie Avenue  
**Date:** Thursday, October 06, 2016 3:56:56 PM

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One more issue, we would like the P & Z committee to be aware of the PFHD vote ahead of time. I believe they should already have their packets, but we want to be sure they have all the correct/updated information

Sorry for the additional email, I tried to do it all in one but I am scattered brained at times!

Thanks in advance, Chad

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**Shana Stuhmiller**  
Planning Department  
Public Hearing Assistant

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Thank you for your business!!

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#1 Selling Agent in Kootenai County 2009-2014

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