

STATE OF DELAWARE DEPARTMENT OF TRANSPORTATION 800 BAY ROAD

P.O. Box 778 Dover, Delaware 19903

NICOLE MAJESKI SECRETARY

November 7, 2022

Mr. Michael Kaszyski, Jr., PE Verdantas 5400 Limestone Road Wilmington, DE 19808

Dear Mr. Kaszyski:

The enclosed Traffic Impact Study (TIS) review letter for the proposed **Dover Apartments** (Tax Parcel 2-05-068.05-01-15.01-00001) residential development has been completed under the responsible charge of a registered professional engineer whose firm is authorized to work in the State of Delaware. They have found the TIS to conform to DelDOT's <u>Development Coordination</u> <u>Manual</u> and other accepted practices and procedures for such studies. DelDOT accepts this letter and concurs with the recommendations. If you have any questions concerning this letter or the enclosed review letter, please contact me at (302) 760-2124.

Sincerely,

Claudy Found

Claudy Joinville Project Engineer

CJ:km Enclosures cc with enclosures: Mr. John Rathfon, Metropolitan Development Group Mr. Joseph Dopsovic, Metropolitan Development Group Mr. James Taylor, Verdantas Mr. Brian Clarke, Verdantas Mr. David Edgell, Office of State Planning Coordination Ms. Mary Ellen Gray, City of Dover Ms. Dawn Melson-Williams, City of Dover Mr. Tucker Smith, McCormick & Taylor, Inc. Mr. Andrew Parker, McCormick & Taylor, Inc. DelDOT Distribution



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November 7, 2022

Mr. Claudy Joinville Project Engineer DelDOT Division of Planning P.O. Box 778 Dover, DE 19903

RE: Agreement No. 1946F Traffic Impact Study Services Task No. 4A Subtask 01A – Dover Apartments

Dear Mr. Joinville:

McCormick Taylor has completed its review of the Traffic Impact Study (TIS) for the Dover Apartments residential development prepared by Verdantas f.k.a. Duffield Associates, Inc., dated August 2022. Verdantas prepared the report in a manner generally consistent with DelDOT's *Development Coordination Manual*.

The TIS evaluates the impacts of the proposed Dover Apartments residential development, proposed to be located on the south side of Leipsic Road (Kent Road 88), east of US Route 13 in the City of Dover, Kent County, Delaware. The proposed development would consist of 216 multi-family mid-rise housing units. One full-access driveway is proposed on Leipsic Road and a second by way of an interconnection to the adjacent parcel to the west. Construction is expected to be complete by 2025.

The subject land is located on an approximately 15-acre parcel. The land is currently zoned as SC-2 (Community Shopping Center), and the developer is not proposing to rezone the land.

Currently, there are no active DelDOT projects within the study area.

There is one relevant Planning Study within the study area of this TIS. The US Route 13 Circulation Study was developed in 2007 by the Dover / Kent Metropolitan Planning Organization (MPO). The goal of the study was to reevaluate land use and roadway interconnections in north Dover centering on US Route 13. The study area for the Circulation Plan is bounded by the US Route 13/Jefferic Boulevard intersection to the south, the US Route 13/Scarborough Road intersection to the north, Delaware Route 1 to the east, and Silver Lake to the west. The purpose of the project was to determine how future development and traffic growth will affect the operation of the US Route 13 corridor and to develop potential roadway connector options that could be utilized to redistribute traffic. Within the study area of this TIS, the Plan recommended constructing a north/south roadway on the east side of Route 13 (East Side Connector) to run parallel to US Route 13. The roadway would extend south from Scarborough Road, pass under the existing Leipsic Road at the Delaware Route 1 Bridge, and then turn to the west and intersect US Route 13 opposite Lepore Drive. The existing Leipsic Road from Dover Downs to US Route 13 would become a service road for Dover Downs, Dover Crossroads (Berry Property), and the Home

McCORMICK TAYLOR

Depot. A connection between the Leipsic Road service road and the East Side Connector would also be provided. The plan recommended that the improvements be implemented by developers as development plans are submitted to DelDOT or become part of the CTP and be prioritized in a way to accommodate the future growth in the area.

Based on our review, we have the following comments and recommendations:

All existing intersections within the study area exhibit adequate level of service (LOS) in all scenarios, so physical roadway and/or traffic control improvements to address any deficiencies are not necessary. However, a number of items are recommended to accommodate site entrances, to satisfy requirements of DelDOT's *Development Coordination Manual*, and to address bicycle and pedestrian needs.

Should the City of Dover choose to approve the proposed development, the following items should be incorporated into the site design and reflected on the record plan by note or illustration. All applicable agreements (i.e. letter agreements for off-site improvements and traffic signal agreements) should be executed prior to entrance plan approval for the proposed development.

- 1. The developer shall improve the State-maintained road(s) on which they front (Leipsic Road), within the limits of their frontage, to meet DelDOT's standards for their Functional Classification as found in Section 1.1 of the *Development Coordination Manual* and elsewhere therein. The improvements shall include both directions of travel, regardless of whether the developer's lands are on one or both sides of the road. Frontage is defined in Section 1 of the *Development Coordination Manual*, which states "This length includes the length of roadway perpendicular to lines created by the projection of the outside parcel corners to the roadway." Questions on or appeals of this requirement should be directed to the DelDOT Subdivision Review Coordinator in whose area the development is located.
- 2. The developer should construct the full-movement site access on Leipsic Road (Site Entrance A). The proposed configuration is shown in the table below.

Approach	Existing Configuration	Proposed Configuration
Eastbound Leipsic Road	One through lane	One through lane and one right-turn lane
Westbound Leipsic Road	One through lane	One shared left-turn/through lane
Northbound Site Entrance A	Approach does not exist	One shared left/right-turn lane



Initial recommended minimum turn-lane lengths (excluding tapers) of the separate turn lanes and bypass lanes are listed below. The developer should coordinate with DelDOT's Development Coordination Section to determine final turn-lane lengths and other design details during the site plan review.

Approach	Left-Turn Lane	Right-Turn Lane
Eastbound Leipsic Road	N/A	110 feet *
Westbound Leipsic Road	N/A	N/A
Northbound Site Entrance A	N/A	N/A

* Initial turn-lane length based on DelDOT's Auxiliary Lane Worksheet

- 3. The developer should enter into a traffic signal agreement with DelDOT for the intersection of US Route 13 and N. State Street / Leipsic Road. Signal improvements may be constructed there in the future as determined by DelDOT. The agreement should include pedestrian signals, crosswalks, interconnection, and ITS equipment such as CCTV cameras at DelDOT's discretion. A contribution to DelDOT's Traffic Signal Revolving Fund (TSRF) is also an option.
- 4. The developer should coordinate with DelDOT's Development Coordination Section regarding the proposed roadway interconnection to the adjacent DuPont Plaza f.k.a. Retail Center 747 North DuPont Highway development. The developer should submit a plan showing this interconnection to DelDOT for review.
- 5. The following bicycle and pedestrian improvements should be included:
 - a. Per the DelDOT *Development Coordination Manual*, section 5.2.9.2, bicycle lanes are required where right turn lanes are being installed.
 - b. Appropriate bicycle symbols, directional arrows, pavement markings, and signing should be included along bicycle facilities and turn lanes within the project limits.
 - c. Utility covers should be made flush with the pavement.
 - d. If clubhouses or other community facilities are constructed within the site, bicycle parking should be provided near building entrances. Where building architecture provides for an awning, other overhang, or indoor parking, the bicycle parking should be covered.

- e. A minimum 15-foot wide permanent easement from the edge of the right-of-way should be dedicated to DelDOT within the site frontage along Leipsic Road. Within the easement, a minimum of a 10-foot wide shared-use path that meets current AASHTO and ADA standards should be constructed. The shared-use path should meet AASHTO and ADA standards and should have a minimum of a five-foot buffer from the roadway. At the property boundaries, the shared-use path should connect to the adjacent property or to the shoulder in accordance with DelDOT's Shared-Use Path and/or Sidewalk Termination Reference Guide dated August 1, 2018. The developer shall coordinate with DelDOT's Development Coordination Section through the plan review process to determine the details of the shared-use path design and connections/terminations at or before both boundaries of the property.
- f. A crosswalk should be installed across Site Entrance A at Leipsic Road that connects to the shared-use path described in Item 5.e. The location of the crossing should be determined through coordination with DelDOT's Development Coordination Section and Traffic Section. In doing so, if requested by DelDOT, the developer will need to conduct an analysis to determine what type of crossing treatment would be appropriate and should assume that the minimum pedestrian crossing volume threshold is met. The analysis must be based on guidance and worksheets found in NCHRP Report 562.
- g. ADA compliant curb ramps and crosswalks should be provided at all pedestrian crossings, including all site entrances. Type 3 curb ramps are discouraged.
- h. Internal sidewalks for pedestrian safety and to promote walking as a viable transportation alternative should be constructed within the development. These sidewalks should each be a minimum of five-feet wide (with a minimum of a five-foot buffer from the roadway) and should meet current AASHTO and ADA standards. Internal sidewalks in the development should connect to the proposed shared-use path along Leipsic Road.
- i. Where internal sidewalks are located alongside of parking spaces, a buffer should be added to prevent vehicular overhang onto the sidewalk.
- j. The developer should coordinate with the Delaware Transit Corporation (DTC) regarding design and construction of a bus stop pad along the Leipsic Road site frontage.
- k. The developer should add a pedestrian crossing of Leipsic Road to facilitate access to DART bus stops. The location of the crossing should be determined through coordination with DelDOT's Development Coordination Section, DelDOT's Traffic Section, and DTC. In doing so, if requested by DelDOT, the developer will need to conduct an analysis to determine what type of crossing treatment would be appropriate and should assume that the minimum pedestrian crossing volume threshold is met. The analysis must be based on guidance and worksheets found in NCHRP Report 562.



Improvements in this TIS may be considered "significant" under DelDOT's *Work Zone Safety and Mobility Procedures and Guidelines*. These guidelines are available on DelDOT's website at http://deldot.gov/Publications/manuals/de_mutcd/index.shtml.

Please note that this review generally focuses on capacity and level of service issues; additional safety and operational issues will be further addressed through DelDOT's site plan review process.

Additional details on our review of this TIS are attached. Please contact me at (610) 640-3500 or through e-mail at <u>ajparker@mccormicktaylor.com</u> if you have any questions concerning this review.

Sincerely,

McCormick Taylor, Inc.

auchikas J. Parkin

Andrew J. Parker, PE, PTOE Project Manager

Enclosure

General Information

Report date: August 2022 Prepared by: Verdantas f.k.a. Duffield Associates, Inc. Prepared for: Metropolitan Development Group Tax parcel: 2-05-068.05-01-15.01-00001 Generally consistent with DelDOT's Development Coordination Manual: Yes

Project Description and Background

Description: The proposed Dover Apartments development consists of 216 multi-family mid-rise housing units.

Location: The site is located on the south side of Leipsic Road (Kent Road 88), approximately 700 feet east of US Route 13. A site location map is included on page 7.

Amount of land to be developed: An approximately 15-acre parcel.

Land use approval(s) needed: The land is currently zoned as SC-2 (Community Shopping Center), and the developer is not proposing to rezone the land.

Proposed completion year: 2025

Proposed access locations: Two access points on Leipsic Road. One direct access and one by way of an interconnection to the adjacent parcel to the west, tax parcel 2-05-068.05-01-15.00-0000.

Daily Traffic Volumes (per DelDOT Traffic Summary 2021):

- 2021 Average Annual Daily Traffic on US Route 13 (north of Leipsic Road): 56,298
- 2021 Average Annual Daily Traffic on US Route 13 (south of Leipsic Road): 49,919
- 2021 Average Annual Daily Traffic on US Route 13 A (N. State Street): 14,081 vehicles/day
- 2021 Average Annual Daily Traffic on Leipsic Road: 4,326 vehicles/day

Detailed TIS Review by McCormick Taylor, Inc.



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2020 Delaware Strategies for State Policies and Spending

Location with respect to the Strategies for State Policies and Spending Map of Delaware: The proposed Dover Apartments development is located within Investment Level 1.

Investment Level 1

Investment Level 1 areas are often municipalities, towns, or urban/urbanizing places in counties. Density is generally higher than in the surrounding areas. There are a variety of transportation opportunities available. Buildings may have mixed uses, such as a business on the first floor and apartments above.

In Investment Level 1 areas, state investments and policies should support and encourage a wide range of uses and densities, promote a variety of transportation options, foster efficient use of existing public and private investments, and enhance community identity and integrity. Overall, it is the State's intent to use its spending and management tools to maintain and enhance community character, to promote well-designed and efficient new growth, and to facilitate redevelopment in Investment Level 1 areas. These areas would be a prime location for designating "pre-permitted areas" to help steer development where the local government and citizens are most prepared to accept it.

Proposed Development's Compatibility with Strategies for State Policies and Spending:

The proposed Dover Apartments development consists of 216 multi-family mid-rise housing units in an Investment Level 1 area. Investment Level 1 supports housing types that are transit oriented, accessible, well-designed, and affordable. As such, the proposed development appears to comply with the guidelines set forth in the 2020 "Strategies for State Policies and Spending".

Comprehensive Plan

Kent County Comprehensive Plan:

(Source: Kent County Comprehensive Plan, September 2018)

The Kent County Comprehensive Plan Future Land Use Map indicates that the proposed Dover Apartments development is in the City of Dover, a municipality. Kent County strongly favors directing development to municipalities that desire it. The specific permitted uses and densities governing new construction within an incorporated municipality will continue to be governed by that municipality's zoning ordinance, its public water and sewer capacities, and its comprehensive planning policies.

City of Dover Comprehensive Plan:

(Source: City of Dover 2019 Comprehensive Plan, adopted January 2020)

The City of Dover's Comprehensive Plan Future Land Use Map indicates that the proposed Dover Apartments development site is planned for "Commercial – High Intensity" land use. This type of land use is typically focused on traditional shopping and retail centers. However, high density residential developments are not excluded.

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Proposed Development's Compatibility with Comprehensive Plan:

The site of the proposed development is currently zoned for SC-2 (Community Shopping Center), and the developer is not proposing to rezone the land. The proposed development appears to comply with the City of Dover's Comprehensive Plan and generally aligns with both the Future Land Use Map and the current zoning.

Relevant Projects in the DelDOT Capital Transportation Program

Currently, there are no active DelDOT projects within the study area.

Trip Generation

Trip generation for the proposed development was computed using comparable land uses and equations contained in *Trip Generation*, 11th Edition, published by the Institute of Transportation Engineers (ITE). The following land use was utilized to estimate the amount of new traffic generated for this development:

• 216 Multi-family Mid-rise Housing Units (ITE Land Use Code 221)

Land Use	Weekday AM Peak Hour			Weekday PM Peak Hour		
		Out	Total	In	Out	Total
LUC 221: 216 Multi-family Mid-rise Housing	19	64	83	52	33	85
TOTAL TRIPS	19	64	83	52	33	85

Table 1DOVER APARTMENTS PEAK HOUR TRIP GENERATION

Overview of TIS

Intersections examined:

- 1) Site Entrance A and Leipsic Road (Kent Road 88)
- 2) Site Entrance B and Leipsic Road (Kent Road 88)
- 3) US Route 13 and Leipsic Road / N. State Street (Kent Road 3)

Conditions examined:

- 1) 2022 Existing (Case 1)
- 2) 2025 No-Build (Case 2)
- 3) 2025 Build (Case 3)

Peak hours evaluated: Weekday morning and evening peak hours

Committed developments considered:

1) DuPont Plaza f.k.a. Retail Center – 747 North DuPont Highway – 51,075 s.f. of retail space and 11,185 s.f. of high turnover sit-down restaurant space.

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Intersection Descriptions

 Site Entrance A and Leipsic Road (Kent Road 88) Type of Control: proposed minor stop-controlled T-intersection Northbound Approach: (Site Entrance A) proposed one shared left/right-turn lane, stopcontrolled Eastbound Approach: (Leipsic Road) one through lane and one proposed right-turn lane Westbound Approach: (Leipsic Road) proposed shared left-turn/through lane

2) Site Entrance B and Leipsic Road (Kent Road 88)

Type of Control: minor stop-controlled T-intersection Northbound Approach: (Site Entrance B) proposed one shared left/right-turn lane, stopcontrolled Eastbound Approach: (Leipsic Road) one through lane and one right-turn lane Westbound Approach: (Leipsic Road) one left-turn lane and one through lane

Note: The TIS for the DuPont Plaza proposed a two-way left-turn lane between US Route 13 and the access road behind Home Depot.

3) US Route 13 and Leipsic Road / N. State Street (Kent Road 3)

Type of Control: signalized intersection

Northbound Approach: (US 13) one U-turn lane (yield controlled), three through lanes, and one channelized right-turn lane (yield controlled)

Southbound Approach: (US 13) one left-turn lane, three through lanes, and one channelized right-turn lane (free)

Eastbound Approach: (N. State Street) two dedicated left-turn lanes, one shared left-turn/through lane, one channelized right-turn lanes (yield controlled)

Westbound Approach: (Leipsic Road) two dedicated left-turn lanes, one through lane, one channelized right-turn lanes (yield controlled)

Safety Evaluation

Crash Data: Delaware Crash Analysis Reporting System (CARS) data was provided in Appendix E of the TIS for the period from March 22, 2019, through March 22, 2022. The crash data was collected within a 0.3-mile radius of the intersection of US Route 13 and N. State Street/Leipsic Road. The study area experienced 106 crashes within the three-year period, with most of these crashes occurring at the intersection of US Route 13 and N. State Street/Leipsic Road. Of the 106 crashes, there were 48 (45 percent) Rear-end crashes, 30 (28 percent) Angle crashes, and 16 (15 percent) sideswipe crashes. In 2019, there was a fatal crash at the intersection that involved a vehicle, driven under the influence of alcohol, hitting a utility pole.

Sight Distance: Both proposed site entrances on Leipsic Road have unobstructed views looking east and west. As always, adequacy of available sight distance must be confirmed during the site plan review process for all proposed movements at the site access.

Transit, Pedestrian, and Bicycle Facilities

Existing transit service: Based on the current DART Transit Routes Map, the Delaware Transit Corporation (DTC) operates bus route 108 along Leipsic Road in front of the proposed development. There is an existing stop approximately 700 feet east of US Route 13 which is expected to be near proposed site entrance B.

Planned transit service: DTC has requested that the developer construct a Type 2 shelter pad (12' x 8') along the site frontage with Leipsic Road. Additionally, DTC recommends a crosswalk for pedestrians to cross Leipsic Road to access the existing bus stop on the westbound shoulder.

Existing bicycle and pedestrian facilities: Leipsic Road is designated as a Statewide Bicycle Route with bikeway on the *Kent County Bicycle Map* published by DelDOT. There are no existing bicycle pavement markings, but there are wide paved shoulders suitable for bicycles. On US Route 13, striped bicycle lanes are provided in both directions of travel. A sidewalk is present along the north side of Leipsic Road between US Route 13 and Plaza Drive. At the signalized intersection of US Route 13 and N. State Street/Leipsic Road, there are pedestrian crosswalks on the southbound and westbound approaches.

Planned bicycle and pedestrian facilities: A shared-use path is recommended along the property frontage with a bicycle lane to be included between the through lane and right-turn lane into the site.

Previous Comments

In a review letter dated June 14, 2022, DelDOT requested that the TIS show the northbound U-turn volume on the diagrams for the intersection of US Route 13 and N. State Street/Leipsic Road.

In a second review letter dated July 27, 2022, DelDOT requested revisions to the preliminary TIS, restating the comment from the June 14 review letter, and an additional comment about volume distribution at Site Entrance B.

It appears that all substantive comments from DelDOT's TIS Scoping Memorandum, Traffic Count Review, and Preliminary TIS Review, were addressed in the Final TIS submission.

General HCS Analysis Comments

(see table footnotes on the following pages for specific comments)

- 1) For the intersection analyses, the TIS used Highway Capacity Software (HCS) version 7.2 whereas McCormick Taylor used HCS 2022.
- 2) Per DelDOT's *Development Coordination Manual, section 2.2.8.11.6.F*, McCormick Taylor utilized the existing peak hour factors (PHF) for the Case 1 scenario and a future PHF for Case 2 and 3 scenarios of 0.80 for intersections with less than 500 vph, 0.88 for intersections between 500 and 1,000 vph and 0.92 for intersections with more than 1,000 vph or the existing PHF, whichever is higher. The TIS utilized a PHF of 0.92 for all scenarios.
- 3) Per DelDOT's *Development Coordination Manual, section 2.2.8.11.6.H,* McCormick Taylor used a heavy vehicle percentage (HV%) of 3% for each movement or lane group in Case 2 and Case 3 future scenarios, where there was a significant increase of vehicles. For Case 1 existing scenarios, and Case 2 and Case 3 future scenarios where there is no significant increase of vehicles, the HV% from the traffic count data was used. The TIS appears to have used 3% for all scenarios.
- 4) McCormick Taylor utilized a base saturation flow rate of 1,900 pcphgpl for signalized intersections on the US Route 13 corridor in Dover, consistent with other TIS reviews. The TIS also used a base saturation flow rate of 1,900 pcphgpl.
- 5) For analyses of all intersections, McCormick Taylor and the TIS assumed 0% grade for all movements.

Table 2Peak Hour Levels of Service (LOS)Based on Dover Apartments Impact Study – August 2022Prepared by Verdantas

Unsignalized Intersection ¹ One-Way Stop (T-Intersection)	LOS per TIS		LOS per McCormick Taylor		
Site Entrance A &	Weekday	Weekday	Weekday	Weekday	
Leipsic Road	AM	PM	AM	PM	
2025 Build Condition (Case 3)					
Westbound Leipsic Road - Lefts	A (7.4)	A (7.8)	A (7.4)	A (7.9)	
Northbound Site Entrance A	B (10.1)	B (11.2)	B (10.5)	B (11.7)	

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¹ For both unsignalized and signalized analyses, the numbers in parentheses following levels of service are average delay per vehicle, measured in seconds. For signalized analyses, LOS analysis results are given for only the overall intersection delay.

Table 3Peak Hour Levels of Service (LOS)Based on Dover Apartments Impact Study – August 2022Prepared by Verdantas

Unsignalized Intersection ² One-Way Stop (T-Intersection)	LOS per TIS		LOS per McCormick Taylor	
Site Entrance B &	Weekday	Weekday	Weekday	Weekday
Leipsic Road	AM	PM	AM	PM
2025 Build Condition (Case 3)				
Westbound Leipsic Road - Lefts	A (7.7)	A (8.1)	A (7.7)	A (8.1)
Northbound Site Entrance B	B (11.4)	B (13.1)	B (12.1)	B (13.5)

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 $^{^{2}}$ For both unsignalized and signalized analyses, the numbers in parentheses following levels of service are average delay per vehicle, measured in seconds. For signalized analyses, LOS analysis results are given for only the overall intersection delay.

Table 4Peak Hour Levels of Service (LOS)Based on Dover Apartments Impact Study – August 2022Prepared by Verdantas

Signalized Intersection ³	LOS per TIS		LOS per McCormick Taylor	
US Route 13 & N. State Street / Leipsic Road	Weekday AM	Weekday PM	Weekday AM	Weekday PM
2022 Existing Condition (Case 1)	B (19.6)	C (25.1)	C (34.5)	D (47.3)
2025 No Build Condition (Case 2)	C (24.4)	C (28.8)	D (37.0)	D (51.2)
2025 Build Condition (Case 3)	C (25.5)	C (29.9)	D (37.6)	D (51.6)

Unsignalized Intersection ³ U-Turn	LOS	per TIS	LOS per McCormick Taylor		
Northbound US Route 13 U-Turn South of N. State Street / Leipsic Road	Weekday AM	Weekday PM	Weekday AM	Weekday PM	
2022 Existing Condition (Case 1)	B (10.6)	C (17.0)	B (10.6)	C (15.8)	
2025 No Build Condition (Case 2)	B (10.8)	C (18.0)	B (10.8)	C (16.7)	
2025 Build Condition (Case 3)	B (10.8)	C (18.0)	B (10.8)	C (16.7)	

³ For both unsignalized and signalized analyses, the numbers in parentheses following levels of service are average delay per vehicle, measured in seconds. For signalized analyses, LOS analysis results are given for only the overall intersection delay.