



MEMORANDUM

TO: Susan Riggs, Boise City Planning and Development Services

FROM: Jon Cecil, Capital City Development Corporation (CCDC)

DATE: October 12, 2010

SUBJECT: Rudy Kadlub-1511 W. Bannock St. / Conditional Use, Special Exception and Variance Applications / CUP10-00059 and CVA10-00032

Capital City Development Corporation (CCDC) provides these comments for the conditional use, special exception, and variance applications scheduled for the Boise City Planning and Zoning Commission on November 1, 2010. CCDC will provide additional comments for the design review application we anticipate will be submitted within the next few months.

Summary and Recommendation

Rudy Kadlub proposes to build a free-standing 25,000 square foot retail grocery and prepared foods store (Building A) and a 1,800 square foot retail building (Building B) at the now vacant site. The site and landscape plan conceptually envisions a future second residential phase of the project.

On the positive side, the retail store will likely create vitality in this neighborhood of small offices and residential uses. It will provide services to neighborhood residents and the envisioned growing residential neighborhood.¹ However, the proposed development leaves us with several concerns regarding land use and design that are inconsistent with the Westside Master Plan, which we summarize as follows:

- This area of the Westside Urban Renewal District is envisioned to develop as a residential neighborhood. The site is located in an area designated as a “housing emphasis area.” Although the applicant’s plans include residential use as a later phase, we have doubts that residential development will happen on this site as a second phase because of its physical relationship with the proposed grocery and its parking lot, and because it will displace parking the applicant has argued is necessary to support the grocery store. Furthermore, the proposed design of the buildings and surface parking do not create an environment that encourages residential development on adjacent sites.
- Density of the proposed development is insufficient relative to the form of development envisioned by the Westside Master Plan. The proposed 25,000 square foot grocery and 1,800 square foot retail building cover less than one half of the 78,000 square foot site.
- The rear of the building faces Idaho Street while the front of the building faces a parking lot facing on Bannock Street. Therefore, the buildings are sited such that their backs are turned toward the core of downtown and the commercial center of the Westside District, with the negative effects of cars parked toward the residential and light office uses to the north of the site.

- Because of the reduced setbacks (setback variances) requested by the application, there is insufficient landscape between the parking lot and the sidewalk to mitigate the negative effects of the surface parking.

Given these concerns CCDC is recommending the proposed conditional use permit, special exception, and variance applications not be approved. We recognize that the building is sited in part for the purpose of avoiding a sewer line that runs in an east to west direction through the middle of the site. However, we feel the site plan can be substantially improved by repositioning the grocery building such that the front of the building faces east toward 15th with the rear facing 16th. In the event the City of Boise approves the project without a reorientation of the building, we include minimal conditions of approval at the close of this memorandum.

Basis for Recommendation

Urban Renewal District and Plan

The site is located in the Westside urban renewal district. The Westside Master Plan applies along with the Boise City Comprehensive Plan (1997). We have compiled the attached list of the guidelines from these plans that are most applicable to this particular project (see Attachment 1). The Boise City Comprehensive Plan encourages a mix of uses to support activity day and night and gives particular emphasis to residential uses. The Westside master plan states in part:

- Stop the encroachment of surface parking lots into viable neighborhood areas by provision of parking alternatives.
- Respect existing urban development patterns: blocks, grid streets, street-oriented buildings, rear parking, curbside street trees, alleys (where feasible), etc.
- Require a pedestrian orientation of new development in the design and location of buildings, streets, parking and open space.
- Provide flexibility in the design of buildings for the changing nature of uses.
- Extend special design treatment on Main and Idaho streets.
- Envisions a height of 4-6 stories.
- Encourages structured parking and suggests mitigation measures for surface parking.
- Recommends that building orientations provide for clearly visible primary entrances. At buildings facing both a street and open space, provide entrances on both with through-lobby orientation.

- Provide individual entrances to retail uses directly from streets, plazas and open areas (not exclusively from open areas).
- Locate driveways to parking away from corners.
- In accordance with the the City's Streetscape Standards, identifies Urban (Concrete) improvements on 15th Street; Special Street treatment on Idaho Street; and Neighborhood streetscape improvements on 16th and Bannock streets. The standards for these three street types are attached.

Lot Layout

The applicant proposes that the back of Building A face Idaho Street with the truck loading on the (west) side of the building facing 16th Street. The front of the building is oriented towards the interior parking lot facing toward Bannock Street. The back-of-house treatment on Idaho Street is incompatible with this primary pedestrian street. Moreover, we note that Idaho Street is a principal arterial that captures a significant amount of peak hour auto traffic. Bannock is a two-way collector that primarily serves local neighborhood traffic as well as serving bicycle traffic with a bike lane in each direction. The orientation of the store front appears to be incompatible with the likely commercial objective of capturing peak hour commuters, most of whom will be traveling on Idaho Street rather than on Bannock. Building B's main entrance is also oriented toward Bannock Street rather than 15th or Idaho streets. We would note also that neither of the buildings has an entry directly adjacent to a public sidewalk, which is incompatible with their Downtown location, and with the City's investment in pedestrian facilities.

The current submission shows a possible future development as phase 2 with two pads with three story residential buildings as illustrated. We believe that phase 2 is strictly conceptual and highly uncertain and thus, in effect, the application seeks to permit a suburban-style, low density retail development on a full downtown block located on the west edge of downtown in an area that has promise as a growing residential neighborhood.

Design Concept for Southeast Corner of Site.

The plans with the application indicate a landscaped plaza located on the southeast corner of the site. The landscaped plaza may provide aesthetic mitigation for the orientation of the retail building (identified as "B" in the application materials) at the southeast corner facing 15th and Idaho streets. It also has some potential as a functional open space where pedestrians could gather, however, the plaza could be much improved with building entrances facing it. The entrances to buildings A and B do not face the plaza area. If the conditional use and variance applications are approved the landscape plaza should be subject to further review prior to the design review process.

Variances

The applicant is proposing street setback variances for the surface parking and buildings. The proposed setbacks would be eliminated on all four sides of the development in order to maximize the size of both building pads and the interior parking lot. Although CCDC has supported setback variances for previous development proposals for this site in the past, this application does not propose a development density,

form, or mix of uses to justify a variance to the side, front and rear setbacks. Some setback on Idaho Street would help ensure a streetscape that can fully accommodate adequate sidewalk width for pedestrian comfort, street trees, historic street lights, and other amenities. In the proposed design there is insufficient space in the streetscape on Idaho Street for pedestrians and street trees. The proposed setback for the parking lot along Bannock Street is too narrow to provide for sufficient landscape as a buffer between the parking lot and the residential uses on the north side of Bannock.

Special Exception

The Applicant requests a Special Exception for the addition of Building B, a 1,800 SF stand-alone retail establishment. The applicant has not identified the use or likely range of uses for the building and, therefore, we feel the granting of a special exception in this case is not appropriate. We are open to retail uses of the small building if the applicant can provide for a stronger pedestrian orientation that meets other plan policies and guidelines.

Land Use and Significance of Project

The project's mix of uses is less than ideal for this west-of-central downtown location. The Westside Master Plan envisions housing on this site. Although the proposed grocery store will function as a retail destination and as a service for the residential population in and around Downtown, the lack of office and/or residential or other mixed use components is a significant drawback to the use of this site. Two pads for future residential buildings offer potential to make this a truly mixed use project however, absent other zoning controls as might be included in a development agreement or other zoning classification, the timing and potential residential uses of the two pad sites are being left to the dictates of an uncertain real estate market.

Building Height and Mass

The Built Form Map in the Westside Downtown Framework Master Plan provides general direction as to appropriate building height in this full block, suggesting 4-6 stories on this site. However, the Built Form Map is intended as a statement of acceptable urban form and as a height and density the marketplace could someday support in this area. At the same time we recognize and acknowledge that economic conditions have changed considerably since the adoption of the Westside master plan.

Windows

We are unclear as to the window treatment particularly on the south elevations of both the larger retail store and the small retail building that would face Idaho Street. We have previously suggested to the applicant that the use of opaque, reflective, or translucent glazing is strongly discouraged. The window treatment issue is addressed in our recommended conditions of approval (below).

Awnings

CCDC supports the use of awnings and other weather protection. The Downtown Boise Design Goals and Objectives also holds important the visual quality and durability of awnings and canopies. The applicant is proposing a structured type of awning on several of the elevations; however, we feel there is some inconsistency on the elevation plans with respect to the awnings, which appear to be minimal at best. Treatment of the awnings is addressed in our recommended conditions of approval.

Loading Dock

The loading dock noted on the West elevation is uninviting at the pedestrian level and should be addressed prior to the Design Review process.

Parking

The plans identified 93 parking stalls including 36 on street parking spaces. CCDC is generally opposed to an excessive amount of surface parking and we would note that there is an ample amount of parking available. We also note that on street parking is not typically included within the overall parking count. Further, a low wall or fence around the perimeter of the surface parking lot would provide a more appropriate street edge and should be addressed prior to the DR process.

Streetscape Design of Bannock, 16th, 15th and Idaho streets

The proposed plans do not comply with the Downtown Boise Streetscape Standards on all four streets, as described below:

- The streetscape standards designate Bannock and 16th streets to be constructed as *Neighborhood*. The Neighborhood type calls for Class II or Class III street trees in the furnishing zone and in similar alignment as historic streetlights, with 8' to 12' law strip composed of turf; modular scored concrete with four historic streetlights per block face in the same alignment as the trees.
- The streetscape standards designate 15th Street to be constructed as *Urban (Concrete)*. The Urban types calls for concrete sidewalk extending from face of building to curb; total width of wide urban sidewalk is 16' or greater and includes a curb zone between curb and tree grate; concrete in pedestrian zone with parallel and cross scores at 4' intervals, no parallel score are made within 6" of building foundation; concrete in furnishing and curb zones are scored in 2' intervals. Class II trees in the furnishing zone and in same alignment as historic street lights. Trees to be spaced approximately 30' apart and installed in 6'x6' tree grates.
- The streetscape standards designate Idaho Street to be constructed as *Special* streetscape type. At a minimum the sidewalk should be wide enough to accommodate the pedestrian zone and street trees. The landscape plans do not appear to be adequate to address the Special streetscape treatment as called for in the Streetscape standards. The Special streetscape treatment calls for trees in a 6'x6' tree grate spaced approximately 30' apart. The Special standard calls for curbless sidewalk with parking valley gutter. Historic streetlights are to be spaced approximately 60' apart.

CONDITIONS OF APPROVAL

CCDC recommends approval of the conditional use and variance applications, according to the plans we received September 30, 2010 subject to the conditions below.

1. The streetscape along 16th and Bannock streets shall be constructed to comply with the Neighborhood streetscape standard; the streetscape along 15th shall comply with the Urban

(Concrete), and Idaho Street shall be constructed to comply with the Special Streetscape standard as described in the Downtown Boise Streetscape Standards.

2. The plaza area at the southeast corner of the site shall be subject to a detailed review as part of the Design Review process.
3. All street trees shall have a minimum of 2" diameter at breast height (2" dbh) and be subject to review by Boise City Forestry.
4. All glazing at the ground level of all building shall be transparent. Spandrel glass or any architectural treatment that results in an opaque or translucent effect to the glazing is not permitted.
5. Streetscape-related conditions of the Design Review approval may add to or be superceded by the streetscape conditions of this conditional use and variance applications.
6. A low wall or fence around the perimeter of the surface parking lot would provide a more appropriate street edge and shall be subject to a detailed review prior to the DR process.

In addition to the above conditions, CCDC recommends the following be addressed with the Design Review process:

- A more detailed review of the exterior building materials and their composition including awnings along with other design components typically subject to Design Review process.

CC: Sarah Schafer, Boise Planning and Development Services
Angie Brosious, Boise City Project Management
Danielle Weaver, AIA, CSHQA
Rudy Kadlub, Persimmon II, LLC

Attachment 1 – Applicable Policies and Guidelines (2-pp)

Attachment 2 - Downtown Boise Streetscape Standards – Urban (Concrete), Neighborhood, and Special street types

Jon Cecil, AICP
Capital City Development Corp.



¹ The application materials do not identify the retail occupant of Buildings B.

Attachment 1 APPLICABLE POLICIES AND GUIDELINES

Boise Comprehensive Plan and Westside Master Plan

CCDC Comments Regarding Conditional Use, (Special Exception) and Variance Applications CUP10-00059, CVA10-00032, October 2010 / Rudy Kadlub – 1511 W. Bannock Street

Boise Comprehensive Plan

Downtown shall continue to develop with a traditional mix of uses including retail, office, civic, cultural, entertainment and residential, thereby instilling an active atmosphere and twenty-four hour presence. (Boise Comprehensive Plan 8.17.3, p. 8-33)

The residential component of the Downtown shall be given particular emphasis to encourage living opportunities within walking distance of the Downtown employment centers as well as neighborhood services. (Boise Comprehensive Plan 8.17.4 p. 8-33)

Westside Downtown Framework Master Plan

Framework Plans & Design Guidelines

Preferred Development Concept Map (Land Uses): The site is designated for *Flexible Use – Office, Housing*. (page 25)

Description of *Flexible Use* in the Framework Plans and Design Guidelines Section of the Master Plan: Office uses tend to be market driven and can be accommodated in a number of locations, hence they are indicated in areas of flexible use. Current market forces and land economics in Westside tend to favor office development over housing and retail. In order to achieve the desired mix of uses in Westside, it will be necessary to prompt new housing and retail uses through catalyst projects and incentives and by the direction depicted in the plan.

Built Form Map: The site is designated 4-6 *Stories*. (page 29)

Streetscape Character: The abutting streets are designated for Neighborhood, Special and Urban streetscape improvements. The Civic Space Framework Plan Section of the Master Plan identifies Idaho Street as a primary pedestrian street and Bannock Street as a secondary pedestrian street. As such Special Streets' design treatment includes matching or similar design treatment found on Main and Idaho streets between Capitol and Ninth (two colors of brick paving, street trees, benches, trash receptacles, historic Boise pedestrian lights, flower pots, hoop bike racks, etc, with the design carried on cross street block to create a unified two-street district. Café seating is encouraged; curb extensions with 20' radius are also anticipated.

Transit

- 5.1 Provide transit stops on primary transit streets like Main and Idaho at the beginning of a block to allow buses to get through intersections and have the remainder of the block to change lanes if necessary. Allow buses to stop and go from the right hand lane, providing widened sidewalks for transit amenities and eliminating the need to re-enter traffic from a bus pullover zone.
- 5.3 Accommodate bus dimensions and turning parameters in the design of all current and potential transit streets.

Pedestrian and Bicycle

- 6.1 Ensure a pedestrian-orientation to the design of rights-of-way in Westside. Where feasible, maintain alleys for service and loading access.
- 6.2 Provide pedestrian amenities in public rights-of-way, including shade, shelter, lighting, street trees, planters, and other street furniture.
- 6.3 Provide safe and direct pedestrian access to and between streets, public open spaces, and popular destinations.
- 6.6 Establish continuous, striped bike lanes through Westside and the downtown core (Central District) on Tenth, Eleventh, Fifteenth, Bannock, and Grove streets.

Parking

- 7.4 Integrate parking below internal open space and behind retail frontage where appropriate.

Sustainable Development

Water Efficiency

- Where appropriate, consider “green” roofs for storm[water] runoff detention and heat sink-dampers.
- Reduce and filter water runoff. Limit impermeable surfaces, install oil grit separators, biofiltration or detention ponds for parking facilities.

¹ The proposed grocery store is similar in size to the Co-op grocery store in Boise’s North End neighborhood.

Wide Urban Sidewalk – Concrete

Description: Urban sidewalks are generally located in business and mixed-use districts where there is a concentration of higher intensity development, ground floor retail, restaurants and entertainment uses and on-street parking. They are designed for heavy pedestrian use and to be compatible with retail or similar uses in a dense urban environment. They may also be used with offices and housing at street level when such uses are located in business or mixed-use districts rather than neighborhoods.

Surfaces:

- Concrete sidewalk extends from face of building to curb.
- Total width of wide urban sidewalk is 16' or greater and includes a curb zone between curb and tree grate.
- Concrete in pedestrian zone with parallel and cross scores at 4' intervals. No parallel scores are made within 6" of building foundation. Concrete in Furnishing and curb zone is scored in 2' intervals.

Furnishings:

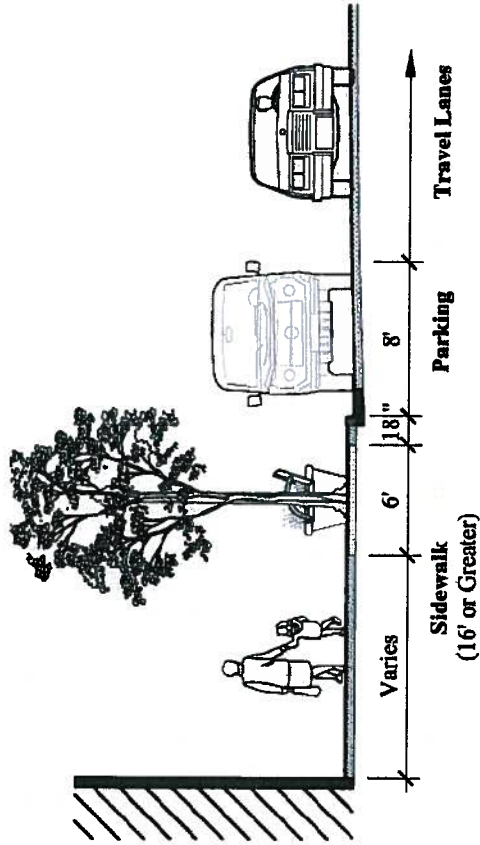
- Historic street lights with approximately 60' separation and in same alignment as trees. Lights should be centered between trees and conflicts with trees should be avoided.
- Benches, trash receptacles, bicycle racks and other furnishings shall conform to "Elements of Continuity."

Street Trees:

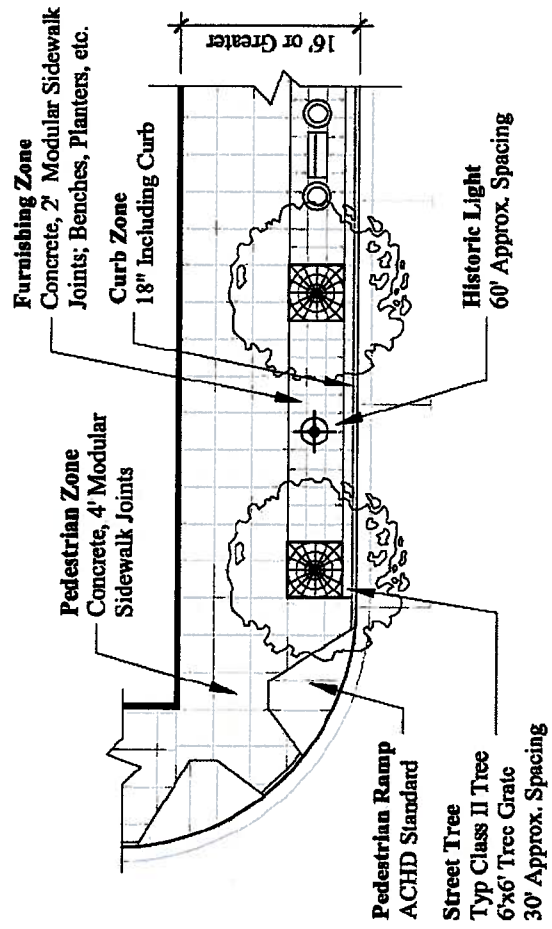
- Class II trees in furnishing zone and in same alignment as historic street lights. Trees spaced approximately 30' apart and installed in 6' x 6' tree grate. Where block faces are developed with storefront-style retail, trees should be spaced so they coordinate with the typical storefront width of 25' and fall on the property line between storefronts. The purpose of this standard is to improve visibility of signage on the storefronts while also retaining street trees at a consistent spacing along the block face.
- Tree species may be limited to the Class I type within 15' of overhead power lines.
- Coordinate planning and installation of trees with Boise Community Forestry.

Note:

- Some variation in how these standards are applied may be appropriate to account for local conditions.
- Furnishings and street trees shall meet Ada County Highway District sight distance requirements.
- All furnishings, trees and improvements in the street right-of-way require a license agreement and/or other form of approval by the Ada County Highway District.



WIDE URBAN SIDEWALK (CONCRETE) SECTION
NOT TO SCALE



WIDE URBAN SIDEWALK (CONCRETE) DETAIL PLAN
SCALE 1"=20' 8/04 JBA

Neighborhood Streetscape

Description: The Neighborhood Streetscape is used in areas of downtown that have less intense development with a higher proportion of residential uses and more limited retail and office uses. It is designed to accommodate pedestrian traffic in locations where a residential neighborhood character is desired. The distinguishing characteristic of this style of streetscaping is the use of tree lawns between the sidewalk and the street, rather than continuing the sidewalk surface to the curb. The intent of the neighborhood streetscape is to create a pleasant pedestrian environment and encourage walking as an alternative to using an automobile. The Neighborhood Streetscape is compatible with housing, office and limited retail uses.

Surfaces:

- 6' concrete sidewalk separated from curb and roadway by a lawn strip.
- The width of the lawn strip will vary according to local conditions but is generally 8' to 12'. A minimum width of 6' is generally required for street trees.
- The lawn strip consists of turf; topsoil augmentation may be needed for new turf where it has not recently existed.
- Modular scored concrete and/or an 18" concrete curbside walk may be required depending on local conditions and placemaking efforts. The purpose of the curbside walk is to protect the lawn strip and provide a more sustainable surface in areas of high pedestrian traffic or high turnover of on-street parking spaces.
- Surface treatment inside of the sidewalk will vary depending on building setbacks, use, and other conditions.

Furnishings:

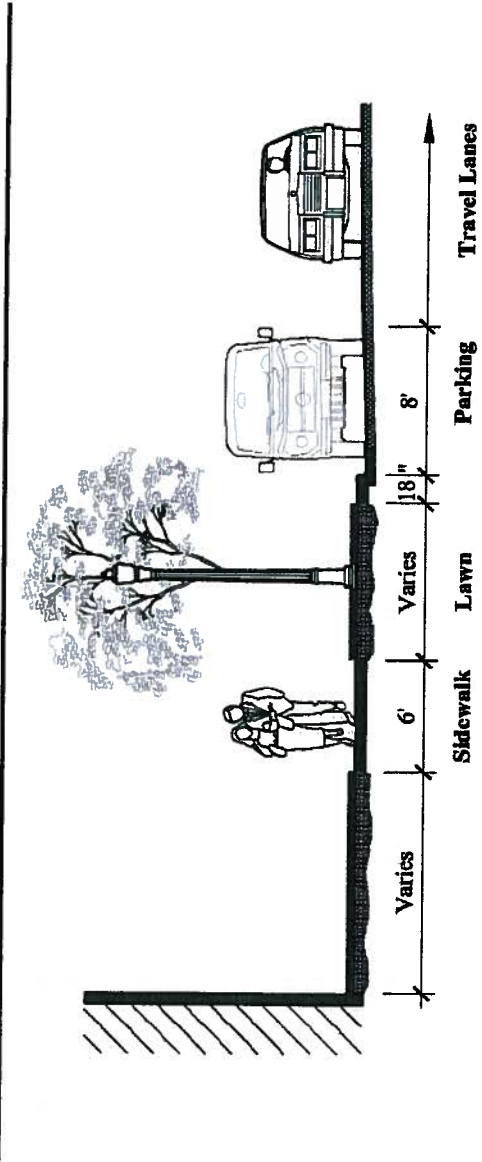
- Historic street lights approximately 4 per block and in same alignment as trees. Lights should be centered between trees and conflicts with trees should be avoided. Under most conditions, lights are to be aligned in the center of the lawn strip.

Street Trees:

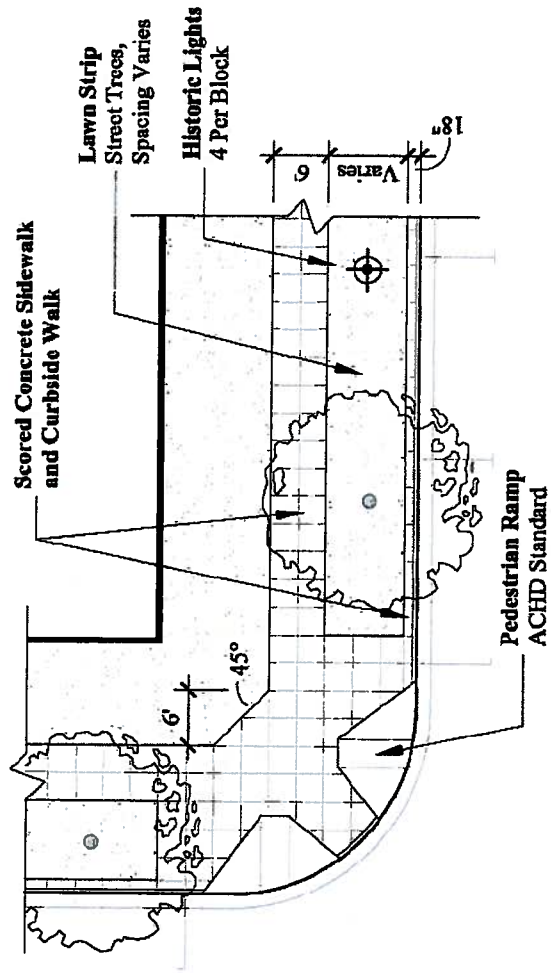
- Class II trees in furnishing zone and in same alignment as historic streetlights. Where the lawn strip is at least 10 feet in width, Class III trees may be recommended or required depending on land use and other local conditions. Tree spacing depends on species and size at maturity.
- Tree species may be limited to the class I type within 15' of overhead power lines.
- Coordinate planning and installation of trees with Boise Community Forestry.

Note:

- Some variation in how these standards are applied may be appropriate to account for local conditions.
- All furnishings, trees and improvements in the street right-of-way require a license agreement and/or other form of approval by the Ada County Highway District.



NEIGHBORHOOD STREET SECTION
NOT TO SCALE



NEIGHBORHOOD STREET DETAIL PLAN
SCALE 1"=20'

8/04 JBA

Special Street

Description: The Special Street designation is used for particular street segments where an extraordinary pedestrian emphasis and placemaking effort is planned and warranted. A special street may function as both a street and also as a public space for sidewalk cafes, street fairs, festivals, cultural and special events. The best examples in downtown Boise are 8th Street between Bannock and Main and the Basque Block on Grove between Capitol Boulevard and 6th Street. It may be open or closed to vehicular traffic, or may be designed to allow temporary traffic closures. Each special street is expected to have a unique design often celebrating a particular theme.

The design standard presented here is a prototype. The actual design will vary and is expected to be determined at the time a specific project is planned and constructed. All furnishings, trees and improvements in the street right-of-way require a license agreement and/or other form of approval by the Ada County Highway District.

