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TO: Mayor Bieter and City Council

FROM: Hal Simmons, Planning Director
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DATE: June 19, 2015

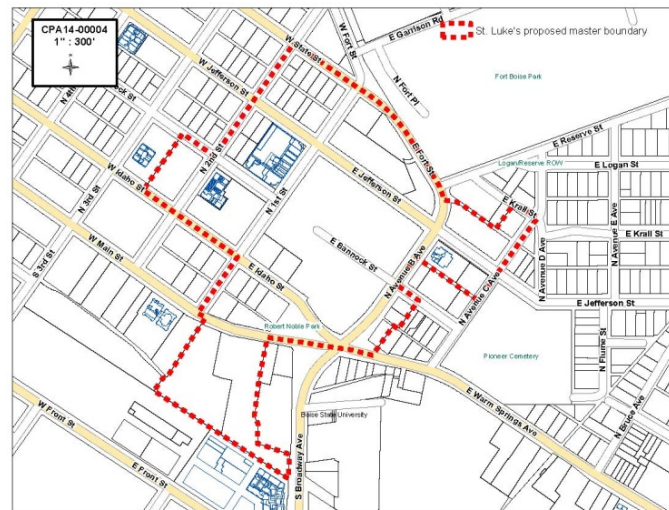

RE: CPA14-00004/St. Luke's Health System Boise Facility Master Plan

The following application is scheduled for public hearing on June 30, 2015.

CPA14-00004: St. Luke's Health system is requesting adoption of an updated Master Plan for their Boise facility. The Master Plan is proposed to be adopted by reference in the Comprehensive Plan; therefore, the application is for a Comprehensive Plan text amendment.

TABLE OF CONTENTS

Page 2	Staff Analysis Update
Page 2	P&Z Action Summary
Page 2	Council Work Shops Summary
Page 3	Next Steps
Page 3	Recommendation
Page 5	Conditions of Approval
Page 6	Findings for Approval
Page 8	Applicable Goals and Policies from Blueprint Boise



A list of all prior documents and correspondence related to CPA14-0004 is available on the PDS Website: <http://pds.cityofboise.org/planning/st-lukes-master-plan/> including the following:

- PDS City Council Staff Memo dated April 7, 2015
- PDS Planning & Zoning Commission Staff Report dated February 9, 2015
- P&Z Action Letter dated March 3, 2015
- P&Z Minutes dated February 9, 2015
- All Written Public Correspondence
- St. Luke's Master Plan dated December 2014
- St. Luke's Supplemental Narrative dated March 2015

Staff Analysis Update

P&Z Action Summary

The Planning and Zoning Commission held a public hearing on CPA14-00004 of February 9, 2015. At that time, the Commission recommended denial of the master plan and amendment to the City Council. Their reasons for denial were that the proposed plan, including the vacation of Jefferson Street, placed an undue burden on the transportation system, particularly for bicycles and pedestrians. They found that the plan did not demonstrate consistency with Comprehensive Plan policies for street connectivity, protection of the downtown grid and provision of bicycle and pedestrian facilities, and that the proposed mitigation measures in the plan were insufficient to offset negative impacts. They also stated that the alternatives analysis did not sufficiently prove that there were no feasible options for hospital expansion that would preclude development over Jefferson Street.

Council Workshops Summary

After the Planning and Zoning Commission public hearing, St. Luke's prepared a supplemental document (Supplemental Narrative and Appendices A through E dated March 2015) that proposed modifications for the Council's consideration at their upcoming hearing. The modifications included an expanded two way cycle track around the entire Campus perimeter and a proposal for a 10-foot wide dual use pathway through the closed segment of Bannock Street in order to better accommodate commuting cyclists through the campus. The PDS staff report for the scheduled April 7, 2014 City Council hearing (Attachment 1) reviewed the proposed changes and suggested some additional minor modifications.

In preparing for the April 7th public hearing, the City Council decided that due to the complexity of the issue, as well as the new documents from the applicant, it would be more productive to hold one or more public workshops before holding a public hearing. The first public workshop was held on April 7 and lasted four hours. The workshop focused on the public review process that was used in preparation of the plan and on the alternatives analysis that was prepared by St. Luke's which ultimately supported expansion of the hospital to the north.

The second workshop was held on May 19th. This five hour meeting focused on the transportation impact study that was prepared by St. Luke's for ACHD and on the enhanced mitigation that St. Luke's was proposing in the form of a cycle track around the campus and a dual use pathway through Bannock Street. This meeting also included a question and answer session with the audience as well as participation of three neighborhood associations at the table with the City Council. At the conclusion of the workshop, the City Council determined that they had developed a sufficient understanding of the project for them to schedule a public hearing on the item. The hearing is scheduled for June 30, 2015.

Next Steps

The June 30th public hearing is only for adoption of a Comprehensive Plan Amendment to incorporate the master plan by reference into Blueprint Boise. There are a number of additional steps that must occur before any development can take place, as follows:

1. Upon action on the master plan, PDS will most likely return to Council in one or two weeks with revised findings and conditions as appropriate for the action that was taken. Council may also wish to hold off on adoption of the resolution until St. Luke's provides a revised draft plan that demonstrates consistency with the conditions of approval.
2. Work may commence on the process of drafting and approving a three party development agreement between St. Luke's, ACHD and the City of Boise. The Mayor and Council, as co-signers of the agreement will be partners in the process.
3. St. Luke's may request that ACHD approve the vacation of Jefferson Street (if the approved master plan allows for that). ACHD will then conduct a public hearing on that request and will take unilateral action.
4. As detailed design proceeds on the various intersection, roadway and bicycle/pedestrian improvements associated with the project, additional open houses may be sponsored by ACHD, St. Luke's and/or the City of Boise.
5. St. Luke's may be required (as per a recommended condition) to schedule a "check-in" meeting with City Council to report progress on mitigation prior to application for any permits other than the Children's Pavilion, which is already approved.
6. Any problems that cause completion of required elements of the mitigation plan to be infeasible will require that St. Luke's return to the City Council for further review and potential plan amendment.
7. Most or all of the proposed St. Luke's buildings will require further planning entitlements from the City of Boise, including Design Review Permits (for all new buildings) and Conditional Use Permits (for all parking garages and for all height exceptions).

In summary, approval of the master plan by reference in the Comprehensive Plan is only the first step in a series of additional public hearings, open houses and other opportunities for public review and comment and project refinement.

Recommendation

The St. Luke's Health Systems Boise Facility Master Plan has continued to evolve through the extended process of public hearings and workshops. At this point, the mitigation measures have been refined to a level where PDS staff is comfortable recommending approval of the Master Plan with relatively minor additional modifications. The perimeter cycle track is perceived as a facility that will improve safe access around the hospital and allow connections to the full range of east-west and north-south roadways and bike lanes in the area. The multi-

use pathway along the closed portion of the Bannock alignment will provide a direct route through the campus for cyclists, similar to the convenience that Jefferson Street has historically provided. In combination with new buffered or protected bike lanes on Idaho and Main Streets, as well as other intersection and roadway improvements in the area, the master plan can be found to comply with all aspects of the Comprehensive Plan, including those policies pertaining to connectivity.

The items that staff suggests be added to the plan are; 1) that an approximate 28-foot wide easement along the closed Bannock alignment between 2nd Street and Avenue B be granted to the public, with a 10-foot wide multi-use pathway constructed within the easement; 2) that “fixed line” transit stops be identified in the plan at appropriate locations along Idaho and Main Streets; 3) that bike lanes on Idaho and Main Streets be identified in the plan as buffered or protected lanes, and that the plan advocate for this bike lane design on the two roads across the downtown; and 4) that the Design chapter be modified to describe a requirement for additional exterior treatment of perimeter buildings to enhance compatibility with adjacent uses.

A 5th recommended plan modification requires some additional discussion. PDS review of the perimeter cycle track illustrations indicates that on Idaho, 2nd Street and State Street, the cycle track appears to be located within the existing landscape strip, which is also public right-of-way. This is of concern as there are currently large healthy mature trees within those rights-of-way that contribute significantly to the aesthetics and quality of the neighborhood. Staff is recommending that the trees be maintained within the landscape strips, particularly on 2nd Street where the new, multi-story parking garage and office will have an impact on the adjacent uses across the street. The plan should be modified to protect the trees through a variety of tactics including increased cycle track/building setbacks, potential allowances for reduced building modulation in key locations and even strategic cycle track lane width reductions, realignments or modified street sections if necessary. If trees are lost, replacement trees should be Class 3.

PDS is also suggesting a set of what may be termed “Administrative Conditions,” related to zoning of the property, timing of construction in relationship to mitigation, periodic “check-ins” with the City Council, and a proposed three party agreement. We are recommending that these requirements be added to the Master Plan as an additional section of the plan.

As described in previous reports, St. Luke’s is already committed to participating with the City and ACHD in a three party agreement for expedited development of nearby roadway improvements. PDS believes that the agreement should be expanded to describe a St. Luke’s role in advocating and participating in funding for design and construction of buffered or protected bike lanes on Idaho and Main Streets as included in the following conditions of approval. An acceptable bike lane strategy should be implemented and in effect before Jefferson Street is physically closed to through traffic.

Lastly, PDS staff has added a condition clarifying where and how the Comprehensive Plan (Blueprint Boise) shall be amended to adopt the St. Luke’s Master Plan by reference.

Conditions of Approval

1. The St. Luke's Health Facilities Master Plan as amended by the March 2015 Supplemental Narrative is the approved Plan, with the following additional modifications:

a. The Bannock Corridor between Avenue B and 1st Street shall be preserved for public access by a 28-foot wide easement within which no further building construction is allowed and shall include a 10-foot dual use pathway as depicted in the Supplemental Narrative, dated March 2015, that is open to the public and cyclists. The easement shall be as approved by the Boise City Attorney and shall be maintained by St. Luke's.

b. Transit stops intended to serve a future fixed line downtown circulator shall be depicted at appropriate locations on Main and Idaho Streets between 2nd Street and Avenue B.

c. Bicycle lane facilities on Idaho and Main Streets shall be described and depicted in the Master Plan with a strong preference for a buffered or protected lane design.

d. The Design Standards in the master plan shall be modified to describe a requirement for the outer edges of new buildings on the campus perimeter to create a compatible inter-face with adjacent uses through upper story setbacks, additional modulation and/or enhanced landscaping and ground level setbacks.

e. St. Luke's shall work with Boise Urban Forestry and PDS to design the cycle track and other facilities in a manner that preserves existing mature trees and vegetation in the public right-of-way around the campus perimeter, particularly on 2nd Street where large street trees exist. Building façade modulation, cycle track width or alignment and street sections may be modified on those frontages in return for setbacks that preserve mature trees.

2. A new section shall be added to the approved Master Plan stipulating the following administrative requirements:

a. Any request by St. Luke's for expanded HS (Health Services) zoning consistent with the Master Plan, shall be accompanied by a Land Use Map amendment application for the Public/Quasi-Public Land Use designation to match the boundaries of the rezone.

b. Air quality permitting for the Central Plant shall be successfully obtained and documented to the City prior to submittal of a building permit.

c. All mitigation/enhancement for roads and pathways (excluding the Broadway intersection) as required in the TIS, Master Plan and proposed Development Agreement, shall be installed and in place prior to any construction other than the Children's Pavilion.

d. Prior to any construction other than the Children's Pavilion, St. Luke's shall schedule a "check-in" with the City Council at a public work session to review the status of roadway and pathway mitigation and design.

e. If any required mitigation measure is determined to be infeasible to construct or requires a different design, the St. Luke's Master Plan shall be returned to the City Council for further review and potential amendment.

f. St. Luke's shall enter into a three-party development agreement with the City of Boise and ACHD for the expedited design and construction of roadway and pedestrian improvements around the St. Luke's Campus as described in the Master Plan and the Fort Boise Concept Plan. Responsibilities for the three parties shall at minimum include the following: i) Boise City to facilitate redesign of the Fort Boise sports fields to accommodate a roundabout intersection at Avenue B and Reserve Street; ii) ACHD to move the Broadway intersection design and construction forward in the CIP; iii) St. Luke's to provide design assistance for all roadway mitigation (other than the Broadway intersection) including roundabouts at Reserve and 3rd/Robbins Street and construct the improvements prior to any medical facility construction other than the Children's Pavilion; iv) ACHD to enter into reimbursement agreement with St. Luke's for non-CIP improvements funded by St. Luke's; and v) all three parties to share in a public process for refinement of roadway and pathway mitigation designs.

3. Blue Print Boise shall be amended as follows to reflect the St. Luke's Master Plan approval:

Table of Contents – List of Plans Adopted by Reference (Page vii) – Add new adoption date to St. Luke's Campus Master Plan reference.

NE-CCN 2.2: St. Luke's Regional Medical Center (Page NE 8)

(a) Develop the St. Luke's Regional Medical Center area in accordance with the St. Luke's Health System's Master Plan as approved by the City Council on _____, 2015.

(b) Require an amendment to the Land Use Map for expansion of the HS zoning district outside of the designated Public/Institutional use area, ~~in order for the City and St. Luke's to mitigate the impact on adjoining neighborhoods.~~

Findings for Approval – CPA14-00004

The Comprehensive Plan (Blueprint Boise) is amended by the adoption of the St. Luke's Health System Boise Facility Master Plan by reference as requested by St. Luke's and with the modifications required by the City of Boise and based on findings of consistency with the following criteria:

a) The amendment is required for the public convenience or necessity, or for the general

welfare of the community.

Finding: *St. Luke's has completed the work proposed in their existing master plan, have identified expansion needs related to projected population growth and medical trends, and have proposed a new master plan to guide future growth as needed to provide for the health needs and welfare of the community and in consideration of infrastructure needs and other mitigation to minimize impact on the community.*

b) The amendment is necessary to address changes in conditions within the community that have occurred since the Boise Comprehensive Plan was adopted or is necessary to correct one or more goal, objective or policy that exist in the plan.

Finding: *The medical needs of the community are changing as the community continues to grow and the transportation system around the St. Luke's facility has continued to deteriorate as the result of community-wide development. The new master plan addresses the changes that have occurred in the community and also proposes appropriate mitigation for existing and projected transportation deficiencies in the larger area.*

c) The amendment is in compliance with and will further the goals, objectives and policies of the Boise City Comprehensive Plan.

Finding: *The City's analysis of the St. Luke's Master Plan has determined that, with specific changes related to connectivity as proposed in the Supplemental Narrative provided by St. Luke's dated November 30, 2015, the elements of the plan are consistent with and will further the goals, objectives and policies of the Boise Comprehensive Plan. The changes to the plan proposed in the supplement will adequately mitigate for loss of street connectivity on Jefferson Street by providing alternative connectivity enhancements on Bannock Street, an expanded cycle track around all sides of the facility, and through a cooperative agreement with St. Luke's and ACHD will create transportation, cyclist and pedestrian improvements in the area that go beyond what St. Luke's would normally be required to provide.*

d) The amendment will not create inconsistencies between the goals, objects and policies within or between any chapter of the Boise City Comprehensive Plan.

Finding: *The various elements of the St. Luke's Master Plan have been carefully reviewed for consistency with all chapters and subsections of the Boise City Comprehensive Plan and no conflicts have been identified, provided that the City-recommended conditions for connectivity mitigation are addressed in the plan.*

e) The amendment will not place an undue burden on transportation or other public facilities in the planning area, and does not adversely impact the delivery of services by any political subdivision providing services.

Finding: *The St. Luke's Master Plan is accompanied by a Transportation Impact Study that has carefully assessed impacts and proposed mitigation that goes beyond the minimum required. ACHD staff has reviewed and accepted the Traffic Impact Study. No political subdivision has*

indicated adverse impact from any aspect of the plan.

Applicable Goals and Policies from Blueprint Boise

Blueprint Boise is the City's adopted Comprehensive Plan. The following are goals and policies from the plan that are considered relevant to the review of the St. Luke's Master Plan and the required findings of consistency.

Chapter 2 – Citywide Vision and Policies

Principle #1 – Environmental Stewardship

ES9.5: Reuse of Buildings - Promote the adaptive reuse of historic buildings rather than demolition to promote energy conservation, conservation of imbedded energy and the reuse of building materials.

Principle #3 - A Community of Stable Neighborhoods and Vibrant Mixed Use Activity Centers

Goal NAC14: Protect, enhance, and preserve Boise's designated historic landmarks and districts.

NAC14.3: Protective Measures - Recommend, as appropriate, actions such as acquisition of historic easements or facade easements; historic preservation and rehabilitation through tax incentives; and, in emergency situations, lease or purchase of threatened or deteriorated property having significant historic or aesthetic merit.

NAC14.4: Privately Sponsored Programs - Encourage privately sponsored programs for historic preservation and rehabilitation when consistent with the public interest and to fulfill the purpose of the Historic Preservation Plan.

Principle # 4: A Connected Community

Goal CC2: Create an interconnected network of complete streets that serve all modes of transportation.

CC2.1: Connectivity

(a) Develop a street network that interconnects and distributes vehicle, bicycle, and pedestrian traffic to multiple streets.

(c) Explore opportunities to improve connectivity in existing neighborhoods without widening existing streets.

CC2.2: Street Design

(b) Consider all travel modes in the design of streets. While vehicular traffic flow should be carefully considered, reasonable reduction in vehicular traffic capacities and level of service should be allowed at intersections and crossings with high pedestrian and bicycle activity to safely accommodate their crossing.

CC3.1: Network Development

(a) Work with ACHD and VRT to preserve right-of-way necessary for future public transit when planning or upgrading corridors.

(b) Promote development patterns with high- intensity activity centers or nodes consistent with the regional long-range transportation plan, Communities in Motion, and the Blueprint for Good Growth.

CC3.2: Transit Facilities

(a) Identify appropriate sites for future transit development or expansion.

(b) Integrate transit stops and stations into new and redeveloped sites and/or improve access to existing transit facilities.

(c) Prioritize improvements of pedestrian and bicycle facilities in areas served by transit.

(d) Follow best practices for pedestrian safety at intersection and crossing locations near transit stops.

Goal CC7: Enhance pedestrian connectivity and comfort.**CC7.1: Pedestrian System**

(a) Connect destinations with pedestrian facilities and encourage walking for a wide variety of trips by adding sidewalk connections, restoring damaged sidewalks, and requiring sidewalks as part of development approvals.

CC7.2: Design for Pedestrian Comfort

(b) Minimize pedestrian conflict with vehicles by providing buffers between the sidewalk and automobile traffic and by combining adjacent property driveways to limit curb-cuts.

(c) To protect the most vulnerable street users, maximize pedestrian safety and comfort in the design of pedestrian crossings

(d) Design pedestrian pathways to be well-lit, secure, and with convenient connections between destinations. Avoid meandering pathways except where necessary to protect trees or avoid obstructions.

Principle #6 - A Strong Diverse Economy

EC3.4: Foster Expansion of Existing Medical Clusters - Work with existing medical facilities to ensure that their future space needs can be accommodated within adjacent established neighborhoods.

Goal SHCC15: Locate medical, mental health, and social services to maximize access to Boise residents.

SHCC14.1: Coordination of Resources - Coordinate with existing health care and social service providers and other cities and counties in the region to fully optimize available resources and efforts and to identify and fill potential gaps in service.

SHCC14.2: Transit Access - Work with VRT to ensure health care and social service facilities are accessible to residents, especially to the elderly and disabled.

SHCC14.3: Facility Siting and Expansion - Work with health care and social service providers on upgrades to and expansion of existing facilities as well as the siting of new facilities through the implementation of the St. Luke's and St. Alphonsus master plans.

Chapter 4 – Planning Area Policies

DT Downtown Policies

DT-CCN Centers, Corridors, and Neighborhoods

DT-CCN 1.1: Downtown Area Plans

(a) Use adopted master plans and development guidelines for Downtown to guide development.

(b) Update these plans and consolidate them into one document.

DT-CCN 1.2: Mix of Uses -Develop a vibrant mix of uses in Downtown which encourage

- (a) 24-hour activity,
- (b) Office; retail and service businesses;
- (c) Residential; hotel, convention and medical facilities; and
- (d) Civic, cultural, educational and entertainment uses.

DT-CCN 1.6: Relationship to Nearby Neighborhoods

- (b) Recognize that the neighborhoods surrounding Downtown contribute to the workforce and customer base for Downtown businesses and provide a reservoir of housing for Downtown workers. Maintain close ties between Downtown and these neighborhoods through walking and bicycling routes, transit, range of available shopping, services, dining, culture and entertainment, and through community events.
- (c) Keep residents in these neighborhoods informed about Downtown issues, plans, regulations and development projects, and invite the neighborhood associations to participate in reviewing and commenting on these items.

DT-C Connectivity

DT-C 1.5: Bicycle Network

- (a) Create a network of designated bicycle lanes and routes in Downtown, and expand bicycle facilities and amenities to encourage the use of bicycles for transportation and recreation.
- (b) Implement the improvements to the bicycle network identified in the Downtown Boise Mobility Study – Implementation Program as resources allow.
- (d) Work with developers to add bicycle lanes and route markings along development frontages if they are on the bicycle network.

DT-C 1.6: Pedestrian Network

- (a) Create a network of safe, attractive pedestrian routes in Downtown to encourage walking as a transportation mode and as an enjoyable part of the Downtown experience.
- (d) Promote installation and evaluation of enhanced pedestrian countdown signals, crosswalk markings, leading pedestrian intervals, expanded audible pedestrian signal program, installing new accessible pedestrian pushbuttons, increasing pedestrian walking times to cross signalized

intersections, and implementing and evaluating pedestrian scramble phases which enable pedestrians to cross at a signalized intersection in all directions at the same time while drivers are stopped.

Goal DT-C 2: Continue to develop a framework of streets, paths and open spaces that builds upon existing networks and strengthen connections to the Boise River and Downtown subdistricts.

DT-C 2.1: Block Pattern

(a) Retain a high level of connectivity in Downtown by maintaining the traditional street grid and block pattern (260 feet by 300 feet).

(b) Where superblocks exist, work with property owners and developers when redevelopment is proposed to re-establish the street grid and create blocks that approximate the traditional block size. If it is not feasible to re-establish streets, obtain public pedestrian ways protected by easements in place of the street grid so development areas approximate the traditional block size.

(c) Avoid development of mega-structures on superblocks that create either real or perceived barriers to connectivity.

DT-C 2.2: Completion of Street Grid - Where gaps exist in the street grid, work with property owners and developers to establish missing street segments when property is proposed for development or redevelopment consistent with the Downtown Boise Mobility Study.

DT-C 2.6: Connections to Major Activity Centers - Enhance connections between the Downtown core and the St. Luke's Regional Medical Center and BSU campus.

North End/East End Policies

NE-CCN Centers, Corridors, and Neighborhoods

NE-CCN 2.2: St. Luke's Regional Medical Center

(a) Develop the St. Luke's Regional Medical Center area in accordance with the St. Luke's Campus Master Plan.

(b) Require an amendment to the Land Use Map for expansion outside of the designated Public/Institutional use area, in order for the City and St. Luke's to mitigate the impact on adjoining neighborhoods.

NE-CCN 2.3: Medical Office/Support Services - Permit private medical offices and support services between Avenues B and C and East Jefferson that are comparable to the bulk and scale of existing structures. Limit scale and bulk of new structures north of East Jefferson to scale and bulk comparable to the adjacent, existing residential neighborhood.

NE-CCN 3.0: Fort Boise Area - Create an area plan, including the Armory site and other public property on the west and north side of Fort Boise Community Center, from Reserve Street to 4th Street on the north side of Fort Street which will identify opportunities for mixed-use development of neighborhood commercial, office and residential uses, workforce housing and public open space.

NE-C Connectivity

Goal NE-C2: Ensure future roadway improvements enhance rather than detract from the North/East End's character.

NE-C 2.1: Street Design - Ensure street improvements and the construction of new roadways occurs in compliance with citywide street policies contained in Chapter 2 of this Comprehensive Plan.