



Derick O'Neill
Director

Boise City Hall
150 N. Capitol Boulevard

Mailing Address
P. O. Box 500
Boise, Idaho 83701-0500

Phone
208/384-3830

Fax
208/384-3814

TDD/TTY
800/377-3529

Web
www.cityofboise.org/pds

Mayor
David H. Bieter

City Council
President
Maryanne Jordan

Council Pro Tem
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Lauren McLean
Ben Quintana
TJ Thomson

Planning & Development Services

July 23, 2015

Jeff Hull
St. Luke's Health System
190 E. Bannock St.
Boise, ID 83712
hullj@slhs.org
(sent via email)

Re: CPA14-00004 / 190 E. Bannock St.

Dear Mr. Hull:

On July 21, 2015, the City of Boise, Planning Director requested that the City Council reconsider their July 14, 2015 action to approve the Conditions of Approval and Reasons for Decision for CPA14-000014. Specifically, the Council was asked to reconsider wording in condition of approval 2.c and 2.f and provide clarification regarding what type of construction could be permitted prior to mitigation completion.

This letter is to inform you of the action taken by the Boise City Council on the reconsideration request.

The Boise City Council, at their meeting of **July 21, 2015**, agreed to reconsider the conditions of approval and **approved** new language for conditions 2.c and 2.f as contained in the attached document. In addition, Council added a new condition 2.g requiring that St. Luke's participate with the City and other landowners in preparing a Health District Master Plan for the area in and around the St. Luke's campus in an effort to realize a mixed use vision for the area. This new condition is not tied to the timing of mitigation construction.

This comprehensive plan amendment is not final. Pursuant to Idaho Code § 67-6509(c) the City Council must pass a resolution for the comprehensive plan amendment to become effective. Upon approval of the resolution the City will provide you with a letter advising of your right to request a regulatory takings analysis.

If you have any questions, please contact me in this department at (208) 384-3853.

Sincerely,



Hal Simmons

Planning Director

Boise City Planning and Development Services

HS/wm

cc: Gary Sorensen / Hummel Architects, PLLC / gsorensen@hummelarch.com (sent via email)
East End Neighborhood Association / Attn: Bob Bennett / boisecook@yahoo.com (sent via email)
North End Neighborhood Association / Attn: Derek Hurd / dhurd@gravitaslc.com (sent via email)
Downtown Boise Neighborhood Association / Attn: Tami Chafin / tamichafin@gmail.com (sent via email)
Downtown Boise Association / Attn: Karen Sanders / ksander@downtownboise.org (sent via email)

Reasoned Statement

CPA14-0004 was heard by the City Council at a public hearing and determined by the Council to be consistent with Section 11-03-04.16.B.(7) (Specific Procedures, Comprehensive Plan Amendment, Decision Criteria) of the City of Boise development code. The Council determined that 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. The master plan will allow the location of medical, mental health and social services in a manner that maximizes access to Boise residents.

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.

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 March 15, 2015, and as further conditioned by the City Council, 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 and conditions of approval will adequately mitigate for loss of street connectivity on Jefferson Street by providing alternative connectivity enhancements on Bannock Street, expanded facilities including a cycle track that connects bicyclists to the surrounding bike network, 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.

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.

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.

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 corridor may also be designed to allow automobile access if deemed appropriate by the City of Boise. Final decisions and/or design will emerge through a series of meetings and planning sessions as described in condition 2.d. 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 identified 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 as 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. If trees are lost, replacement trees shall be Class 3 or similar.
 - f. St. Luke's shall support ground floor activation on any new parking garages and shall depict that activation in conceptual designs and in the narrative of the master plan.
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 the physical closure of Jefferson Street. Construction which does not affect temporary or permanent closure of Jefferson Street such as the central plant, shipping and receiving, relocation of historically interesting homes and remodel of existing facilities may be permitted prior to mitigation. Further variations in regard to this condition may only be permitted subject to City Council review and authorization.

d. Prior to any construction other than the Children's Pavilion, the City of Boise and St. Luke's will schedule an ongoing series of workshops to continue discussions and planning for integrating mixed uses in and around the campus.

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; 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.

g. St. Luke's shall work with the affected neighbors, the City of Boise and other interested parties to develop a Health District Master Plan that includes the properties in the vicinity that St. Luke's owns or has an interest in and other properties in the area that express an interest in being included in the plan. The plan shall identify St. Luke's plans for existing properties and opportunities and goals to introduce health district supportive uses such as senior, affordable and market rate housing, retail uses that serve neighbors, the city as a whole, and St. Luke's visitors and employees, office uses and other appropriate land uses to achieve an appropriate mix of uses for a health district on vacant parcels or lands suitable for redevelopment.

3. The applicant shall revise the St. Luke's Master Plan to reflect the changes directed in the above conditions and resubmit the plan to the City Council for final acceptance and approval by Resolution. The Resolution may also include a scope of work for the work sessions required in condition 2.d above. Blueprint Boise shall then be amended as follows to reflect the St. Luke's Master Plan approval by:

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.

(b) Require an amendment to the Land Use Map for expansion of the HS zoning district outside of the designated Public/Institutional use area.

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. The master plan will allow the location of medical, mental health and social services in a manner that maximizes access to Boise residents.

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 March 15, 2015 and as further conditioned by the City Council, 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 and conditions of approval will adequately mitigate for loss of street connectivity on Jefferson Street by providing alternative connectivity enhancements on Bannock Street, expanded facilities including a cycle track that connects bicyclists to the surrounding bike network, 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.

Principle #7 A Safe, Healthy and Caring Community

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.