



Planning & Development Services

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MEMORANDUM

TO: Boise City Planning and Zoning Commission

FROM: Cody Riddle
Boise City Planning and Development Services

RE: PUD16-00024 & SUB16-00052 / Additional Correspondence

DATE: November 7, 2016

Background

This item includes a conditional use permit and preliminary plat for a subdivision comprised of 60 detached single family homes on a roughly 14.5 acre site located at 2570 E. Warm Springs Avenue in an R-1C (Single Family Residential) zone.

Request/Recommendation

The attached correspondence was received after publication of the original project report, but prior to the deadline for written testimony. As a result, it should be included as part of the record.

Attachments

Neighborhood Correspondence
Boise City Parks and Recreation Department Comments
Ada County Parks and Waterways Comments

October 31, 2016

To: criddle@cityofboise.org

Subject: Warm Springs Village/ PUD16-00024/SUB16-00052 2570 E Warm Springs Avenue

Dear Mr Riddle,

The Warm Springs Mesa Neighborhood Plan, which greatly reflects the City Plan and Blue Print Boise, clearly and concisely expresses the goals of the Mesa residents and guides development which includes but is not limited to: traffic and transportation safety of our residents, open space preservation, wildlife mitigation, protection of life and property from natural hazards and assure emergency evacuation capabilities. Being a WUI neighborhood requires us to be extra vigilant to the latter issues of wildlife and wildfire.

We recognize that growth is inevitable. Even our own neighborhood, Warm Springs Mesa, is expanding into its last phases of development after many years of dormancy. Although the discussion at hand is Warm Springs Village, we are posing three (3) issues we wish to be considered by Planning and Development as well as the City Council, ACHD, Fish and Game, Boise Police and Fire departments in the decision-making process for the Village as well as future development of the lands adjacent to the Mesa.

1. In the October 5, 2016 “**Final Staff Report**” from ACHD to Warm Springs Enterprises LLC. , from Stacy Yarrington, Finding of Fact, item #4 states:

Adjacent Development: The following developments are pending or underway in the vicinity of the site: • Fallingbrook Subdivision No 3, a 10-lot townhome development, located northeast of the site was approved by ACHD on November 10, 2015

In a conversation with Ms Yarrington, Oct. 21, 2016, she stated that “*adjacent*” usually means approximately 1 mile. In fact, the vicinity of the site has tremendous development including “pending or underway” which is absent from this report and which increases the numbers cited here to the point of rendering them meaningless: 1) Pravda Estates is developing 18 sites, 2) Vista Ridge is planning a 65 unit site across the road, 3) Antelope Springs is planning on adding an additional 5 sites and 1 commercial site to its current 17 units, and 4) Warm Springs Mesa Boulder Heights Phase 8 and 9 will see an additional 125 homes, bringing the Mesa to 600 + units. We do not have a number of units planned for 5) Fallingbrook Subdivision No. 3, but we suggest the final build out will result in 750 + residences, including the 60 planned for Warm Springs Village. **We ask that these numbers be used when assessing trip generation, average daily traffic, and the capability of Warm Springs Avenue to safely handle increased traffic, specifically at the intersection of Windsong Dr. and Warm Spring Ave.**

2. In addition to the number of homes and traffic patterns cited here, **we also ask the City of Boise and ACHD to question the proposed Idaho F&G relocation of the WMA**

wildlife corridor from west of the Village development to the east which situates the corridor to be within 10 yards of the Windsong Dr. and Warm Springs Ave. intersection - the only traffic light in existence for the Boise eastern-front. We recognize the Idaho F&G's expertise in wildlife management but question the dramatic changes from the 2005 review (cited below) to this most recent one, not only the parameters of the corridor but the location. And as above, has the impact of increased developments in this "adjacent area" been considered in regard to safe wildlife movement?

In the report to Hal Simmons from Idaho Fish and Game regarding Warm Spring Enterprises LLC August 11, 2005 :

The Idaho Department of Fish and Game (Department) has reviewed the information you provided regarding the former Gate City Steel property on the north side of Warm Springs Avenue immediately west of Warm Springs Mesa. The Department's understanding is that a subdivision has been proposed for this 14.5 acre site.

The Department offers the following comments for your consideration. Warm Springs Avenue along the golf course has had the highest rate of automobile/mule deer collisions compared to the rest of Warm Springs Avenue. The Gate City Steel site is in this reach.

This high collision rate suggests that this area is a major deer crossing. The majority of the collisions occur during the winter months when the deer have moved down to the lower elevation winter range. The Department believes the deer are crossing Warm Springs Avenue to reach the Boise River or other water sources likely because of the lack of water on the hillside.

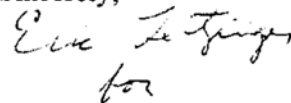
A subdivision in this area will increase traffic on Warm springs Avenue and increase the probability of automobile/deer collisions. It could also block migration to the river. A properly designed and placed wildlife movement corridor will help the deer and other wildlife to get through this proposed development. However, it does not address the issue of collisions and safe wildlife passage across Warm Springs Avenue. This is an important issue that needs to be addressed as development continues along Warm Springs Avenue.

A properly functioning wildlife corridor should be 600 – 1,000 feet wide and follow the natural contours and movement lanes that provide the greatest security cover for the wildlife. Any

designated wildlife corridor should be restored with native vegetation (especially shrubs such as sagebrush and bitterbrush) to enhance security cover and provide forage.

Thank you for the opportunity to comment. If you have any questions, please contact Eric Leitzinger in the Southwest Regional Office at 465-8465.

Sincerely,



Al Van Vooren
Southwest Regional Supervisor

A review of the ID F&G proposal to relocate the wildlife corridor at Warm Springs Village pivots away from these findings, where the “corridor” narrows to an estimated width of 30 feet. This is a far cry from the 600 to 1000 feet noted in the original IDF&G notice and this Board would like to know “has the science changed”? Is this the best we can do on such an important wildlife component facing residents of East Boise? Where is the mitigation underpass slated for Harris Ranch? What happened to the sonic traffic signs alerting drivers to crossing activities along the roadway? Why is there not drilling within the WMA to create a permanent water source for wildlife reducing the need for forcing wildlife down to Warm Springs Ave? What plans are there for the development of the area contained within the Mesa Reserve to address such issues?

3. . Daily traffic counts are one thing – emergency evacuation is another. The recent Table Rock Fire brings this issue to immediate and ongoing reality. Warm Springs Avenue at this location is narrow, curving, and as the Fire demonstrated, vulnerable to wildfire. Three adjoining neighborhoods were impacted by this fire, but fortunately, evacuation was not necessary. Given the potential for hundreds of families attempting to escape a fire, which is likely to be rapid-moving, heavy with smoke decreasing visibility, unpredictable in movement, and potentially a death-trap, we strongly urge the City to develop evacuation plans for the area before more development is approved. The Mesa Neighborhood Board has begun to look at the issue: completed a SWOT analysis of the fire, called for an “after-fire” review with fire, police, and BLM personnel, and are developing some evacuation ideas with the Boise Police Dept. The nexus of a heavily populated intersection, the only traffic signal from Broadway to well past Harris Ranch west, with a proposed wildlife corridor,

In addition, we urge that all development within the “adjacent area” be deemed “Foothills” thus requiring fireproofing building codes as other coding. As proven by the Table Rock Fire, even having a fire station close at hand, it will not be able to handle a wildfire and every step we can take to minimize danger is encouraged.

Submitted by the Warm Springs Mesa Neighborhood Association Board

Donna Burns
President

November 3, 2016

Cody Riddle
Manager, Current Planning
Boise City Planning & Development Services
Boise, ID 83701-0500

RE: Proposed Warm Springs Village (Gate City Steel Property) SUB16-00052, PUD16-00024

Mr. Riddle,

Please accept these written comments on the proposed development located at 2570 Warm Springs Avenue. We live at 2478 Warm Springs Avenue which is adjacent to the Ridge to Rivers Tram Trail head that is adjacent to this proposed development.

Our main concerns with the proposed development are (1) fire danger, (2) parking, (3) trail head access/irrigation pump, (4) traffic safety, (5) inadequate wildlife corridors, (6) water drainage and (7) lot variances.

We request the following from the planning and zoning committee regarding this proposed development:

- (1) require a minimum 30' defensible fire space from all undeveloped land, including the Tram Trail property, surrounding the development and require developer to submit the wildfire safety plan prior to approving the requested plat plan,
- (2) require a comprehensive plan, working with the City of Boise Parks and Recreation, to provide for safe parking/crossing alternatives for Boise River, Greenbelt and Trail users prior to plat approval,
- (3) require the developer to have at least 50' of common space (adjacent to Tram Trail head) and work with the City of Boise Parks and Recreation to assist with the relocation of the Tram Trail head to provide safe accessibility to the foothills amenity by all community members, and prevent damage to the existing irrigation pump that is located in the right of way,
- (4) require the developer align one of the proposed development entrances with the future Warm Springs Golf Course parking lot entrance to provide better traffic sight lines and a safer pedestrian crossing,
- (5) require the developer provide at least 50' of common space (adjacent to Tram Trail head) on the Northwest frontage of Warm Springs Avenue to provide a more adequate secondary wildlife crossing,
- (6) require a water retention area in this proposed development, and
- (7) deny the lot variances requested and reject the application as submitted.

We were disappointed when the city removed this property from its prior foothills designation approximately 10 years ago. At that time, we testified that there are many foothills

characteristics remaining on the property. This 14.5 acres of land is surrounded by steep slopes and integrally positioned between the foothills and the Boise River. It is much more than the old manufacturing site of Gate City Steel. There are also large numbers of wildlife that use the land to reach the river. We have been blessed to enjoy elk, moose, bobcats, cougars, coyotes and large herds of deer on our land as well as see them on the Ridge to Rivers and this proposed development property.

The City of Boise already provided a great gift to the developer by removing the property from the foothills designation, which would have required more stringent building codes. The application submitted on 8/25/16 requests two significant additional waivers from the city code, including:

- a. Reduction of lot frontage on Warm Springs to 40' from the required 50' frontage. (20% reduction)
- b. Side yard setbacks of 3' for the lots fronting Warm Springs Avenue from the required 5'. (a 40% reduction)

The application also notes that the proposed front yard setbacks be 10' rather than the required 20' setback (50% reduction); however, no waiver is requested in the application.

The justification for these waivers is the amount of open space that will be included in the development. It is important to note, however, that the "open space" is steeply sloped land at the base of the foothills that would not be beneficial or accessible as an amenity to the larger community. There are no benefits offered by the developer to the community in exchange for waiving such an important city code. In fact, the City P&D report notes "The project does not include the typical amenities found in conventional subdivisions." Converting a rural stretch of road into a tightly packed row of houses requires more justification than the minimal inaccessible "open spaces" provided at the back of the development.

We request that Planning and Zoning deny the variances requested and reject the application as submitted. Our request is based on the following:

Fire danger:

Setbacks and lot width requirements for planned developments have been established by Boise City to ensure not only visual appeal but safety concerns. Open and defensible fire space between dwellings is critical especially when the development is located adjacent to open space. This land is susceptible to wildfires and a portion of the property was burned by the Table Rock fire (see exhibits A, B and C) on June 30, 2016.

Exhibit A: Map of Table Rock Fire Perimeter from Idaho Statesman October 22, 2016, with the red line indicating the perimeter of the fire. The area circled in white (which we have added) identifies the area along Warm Springs Avenue that includes the proposed development.

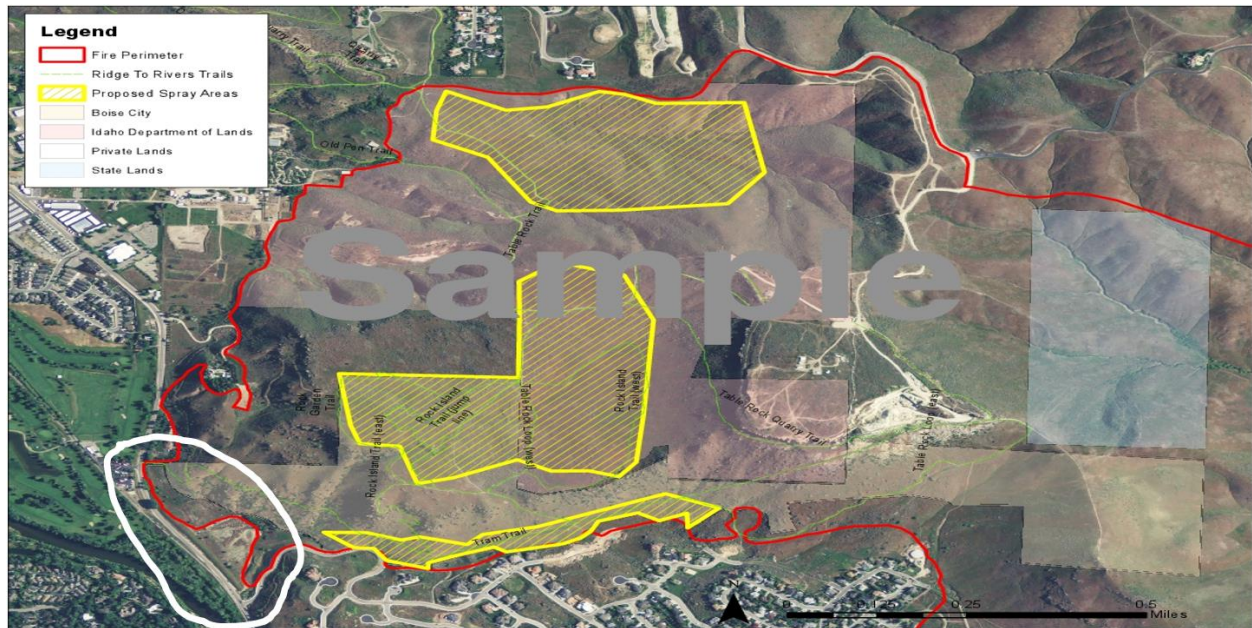


Exhibit B: Enlargement of the area found in Exhibit A that is circled in white above. Again, the area circled in white shows the proposed development property within fire perimeter where Red = fire perimeter



Exhibit C: Overlay of preliminary Plat onto Exhibit B



Exhibit C shows the proposed plat within the Table Rock Fire perimeter. Please note that 32 of the proposed lots are within that fire perimeter (16 lots entirely within the fire perimeter and 16 lots partially within the fire perimeter). We understand that some of the property would not have burned if the overgrowth of weeds had been eliminated. However, without adequate defensible space around the subdivision and with rooftops so close together the potential for fire jumping from home to home increases. Granting the requested reduced road/alley widths could only further hinder emergency personnel during an emergency.

The Boise Fire Department submitted comments in its report dated 9/23/16 that state the following: "1. This proposed subdivision is located within Wildland-Urban Interface Zone "A" and Compliance with Boise City Code Section 7-01-69 is required for all structures within this subdivision. A 30' defensible space shall be provided from undeveloped land. An easement and maintenance agreement is required for defensible space on the common lot. 2. A wildfire safety plan is required for this subdivision. A plan shall be submitted and approved prior to approval of the final plat." The current plat does not include 30' of defensible space adjacent all undeveloped land, including the property adjacent the Tram trail head.

We request that Planning and Zoning require a minimum 30' defensible space from all undeveloped land surrounding the property, including the Tram Trail property, and require developer to submit the wildfire safety plan prior to approving the requested plat plan.

Parking Concerns:

Currently, recreational users (non-golf) park their vehicles along the ditch (in front of the proposed development on both sides) of Warm Springs Avenue to use the foothills trail, the greenbelt and the Boise River. While the Warm Springs Golf Course parking lot may seem like a logical alternative for parking, that lot is unable to allow parking for non-golf users, especially during peak periods. In early 2016, the Golf Course and Ridge to Rivers agreed that trail head users would not be allowed to park in the golf course parking lot any longer. The Golf Course posts sandwich signs at the entrance to their parking lot that states "Parking For Golfers Only" during peak times.

This proposed development will make parking for the recreational, non-golf users, even more dangerous without providing any alternatives. While the developer has proposed a detached sidewalk along the easement of Warm Springs that sidewalk does not align to the current golf course parking lot entrance nor does the proposed sidewalk align with any existing crosswalks on Warm Springs Avenue. It is our understanding that Boise City Parks and Recreation Department is looking at a solution to ease some of these parking concerns; however, both the Park & Recreation and the Planning & Zoning departments consider this parking solution to be a separate issue from the proposed development. The COMPASS report dated 9/14/16 regarding this specific development includes additional comments of "Consider improving the entrance to the Tram Trail and allowing for neighborhood connections to the trail."

We ask that the Planning and Zoning Committee require a comprehensive plan, working with the City of Boise Parks and Recreation, to provide for safe parking/crossing alternatives for Boise River, Greenbelt and Trail users prior to plat approval

Trail Head Access:

The proposed development does not adequately accommodate trail head access changes that will need to be made as a result of this development. The planned sidewalk along the easement of Warm Springs Avenue to the northern edge of this property does not connect to the trail head. Trail users will have to either go towards the road or go around the existing fencing to access the trail head from the proposed sidewalk to avoid our irrigation pump located in the right of way. This irrigation pump has been in this location for at least 40 years, is extremely large (exhibit D) and would take great effort (expense and construction) to relocate. Exhibits E and F show the existing irrigation pump, trail head and crosswalk. We have discussed the trailhead access and irrigation concerns with Sara Arkle and Jennifer Tomlinson from the City of Boise, who verbally stated that they would recommend the existing trail head location be changed to the southern corner of the Ridge to Rivers lot that abuts the proposed development. The proposed plat shows approximately 10' of common space adjacent to the Parks and Recreation Property which is likely not sufficient to accommodate the proposed changes to the Tram Trail head. This is also less than the required 30' defensible fire space (the trail head is undeveloped land) as discussed above.

Exhibit D: Irrigation pump for 2478 Warm Springs Avenue



Exhibit E and F: Views of Existing Trail Head Access, crosswalk and irrigation pump



We request that planning and zoning require the developer to have at least 50' of common space (adjacent to the Tram Trail) at the northern edge of its property and work with the City of Boise Parks and Recreation to assist with the relocation of the Tram Trail head to provide safe accessibility to the foothills amenity by all community members; also prevent damage to the existing irrigation pump that is located in the right of way.

Traffic Concerns:

There already exists poor sight lines between Windsong Drive and the Warm Springs Golf Course parking lot due to a curve in the road. This curve makes the existing parking lot entrance and crosswalk difficult to see. In the ACHD comments dated 10/5/16, they state that "ACHD is not supportive of improving the [pedestrian] crossing at this location, due to the fact that there is limited site distance..." Sight lines are also reduced for vehicles turning into/out of the golf course parking lot. As mentioned above, many recreational (non-golf) users park on both side of the road which further reduces the sight lines of traffic. The west most entrance to the private road of the proposed development is nearest to the curve that causes the limited

sight lines. Inadequate sight lines and turning traffic will increase the risks to all. A plan to transform this stretch of road from its current rural state to an urban state, as planned with this development, should include turn lanes, pedestrian crossing, traffic lights, parking and storm water drainage. In the future Warm Springs Golf Course may be relocating their entrance and now is the time to consult with Boise Parks and Recreation to properly plan for their parking lot changes.

In the ACHD comments dated 10/5/16, the report states “There is an existing pedestrian crossing across Warm Springs Avenue north of the site’s north property line to the Warm Springs Golf Course parking lot that provides access the greenbelt. The City of Boise owns both parcels abutting the crossing. ACHD is not supportive of improving the crossing at this location, due to the fact that there is limited site distance; and no direct public access to the greenbelt at this location without walking through the Warm Springs Golf Course parking lot. This applicant is constructing sidewalk along Warm Springs Avenue that will connect to the signalized crossing at Windsong Drive.”

We request that Planning and Zoning require the developer to work with Boise City Parks and Recreation to align one of the proposed developments entrances with the future Golf Course parking lot entrance to provide better traffic sight lines and a safer pedestrian crossing.

Lack of adequate wildlife corridor in proposed development:

The developer has included common space, at the request of Idaho Fish & Game, which abuts Windsong Drive at the Southeast section of the property to allow for a primary wildlife crossing. The common space includes approximately 75’ of frontage on Warm Springs Avenue. We question if Idaho Fish & Game is aware of the retention pond that is a substantial portion of this proposed corridor. This pond could make wildlife crossing difficult (see Exhibit G) if there is significant water in the pond and due to the upslope to the road. In their comments, Idaho Fish & Game recommends that the developer eliminate Lot #40 of the proposed plat to allow more adequate space for wildlife crossing in this area.

Exhibit G: Retention pond at Wind Song and Warm Springs



The Northwest section of the property which abuts the Tram Trail is also heavily utilized by mule deer crossing to the Boise River and only approximately 10' of common space is allocated in the plat on the Northwest section of the property. As mentioned earlier, we have been blessed to see an abundance of wildlife on our property, the Ridge to Rivers property and the proposed development property. Deer herds are drawn to cross Warm Springs along the stretch of road between west of our property given the close proximity of the foothills, the river and golf course.

We request that Planning and Zoning require the developer to provide at least 50' of common space (adjacent to Tram Trail head) on the Northwest frontage of Warm Springs Avenue to provide a more adequate secondary wildlife crossing.

Water drainage:

Finally, we are concerned that the preliminary plan does not adequately address storm water retention. A 5' ditch is proposed to catch rocks that may fall from the hillside as well as provide a defensible fire break. However, the planned ditch around the development does not have a retention pond planned to ensure that water is not diverted toward the Tram Trail head at the Northwest location of the property. Warm Springs Avenue does not have adequate storm water removal to accommodate expected runoff from the development. The road frontage directly in front of the Tram Trail head is already susceptible to flooding in heavy spring rains.

We request that Planning and Zoning require a water retention area in this proposed development.

Thank you for your consideration of these concerns that we have with the proposed development.

Best Regards,

Russell & Phyllis Slifer

2478 Warm Springs Ave



ADA COUNTY

DEPARTMENT OF
PARKS & WATERWAYS

4049 Eckert Road
Boise, Idaho 83716-884
Phone (208) 577-4575
Fax (208) 577-4579

November 3, 2016

Cody Riddle
Boise City Hall, 2nd Floor
150 N. Capitol Blvd.
P.O. Box 500
Boise, Idaho 83701-0500

RE: Warm Springs Enterprises, LLC (PUD16-00024)

Dear Cody,

Thank you for the opportunity to comment on the proposed residential development located at 2570 E. Warm Springs Avenue. Ada County owns property directly across Warm Springs Avenue to the west of the proposed development. This property is managed by the Ada County Parks & Waterways Department and includes a segment of the Boise River Greenbelt pathway that was just re-opened less than two weeks ago after completion of an extensive reconstruction and widening project undertaken by the County. As such, I would like to first explain existing public access to the various recreational amenities near this location and then submit a suggestion for consideration by Boise City as it contemplates this development proposal.

The nearest public parking area to the proposed development for accessing the Boise River Greenbelt pathway, the Boise River, and Ridge to Rivers trails is located at Boise City's Warm Springs Golf Course. In addition to providing parking for the primary users (golfers), this lot also appears to sufficiently accommodate Ridge to River trail users seeking to access the Tram Trail and Greenbelt pathway users seeking to park and ride (or walk, or stroll, etc.) on the Greenbelt.

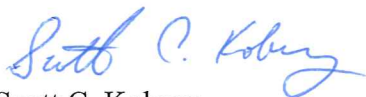
The user group this parking lot does not accommodate is those seeking to access the Boise River for activities such as fishing, kayaking, stand up paddle (SUP) boarding, and river floating. The reason this lot does not accommodate these users is that the primary access point to the river is over a quarter mile upstream from the lot near Goodwin Dam diversion (where there is a play wave) and river users are typically carrying some form of large and unwieldy recreation equipment or gear. Traditionally, these users will park vehicles in one of two locations to access

the Boise River near the Goodwin Dam diversion: 1) in the narrow ACHD ROW on the west side of Warm Springs Ave. between the roadway and Ada County's Greenbelt pathway near E. Windsong Drive, or 2) in the ACHD ROW on the east side of Warm Springs Ave. including a larger and wider dirt area near E. Windsong Drive that is currently proposed for residential lots within PUD16-00024.

Due to the narrow width of the ACHD ROW on the west side of Warm Springs Ave. (even more narrow now with the recently completed construction project to widen the Greenbelt) and the safety hazards posed by vehicles parked too closely to the Greenbelt pathway in this location, my Department is currently working with ACHD to limit parking here. Once that occurs the ACHD ROW on the east side of Warm Springs Ave. including the larger/wider dirt area near E. Windsong Drive will serve as the only available public parking option for recreational users seeking to access the Boise River. If this area (represented in the applicant's Site Layout Plan as approximately lots 33, 34, 35, 36, 37, and 38) is developed as residential housing, there will no longer be any appropriate or designated public parking area for users carrying larger gear and equipment to access the Boise River. As a side note, a significant portion of the river access site at Goodwin Dam diversion is owned by Boise City.

The suggestion Ada County Park & Waterways is submitting for consideration to Boise City as it contemplates this proposal is to recommend the developer incorporate a public parking area sufficient to accommodate the existing (and growing) volume of Boise River recreational users at this location.

Sincerely,



Scott C. Koberg

Director, Ada County Parks & Waterways

Cody Riddle

From: Jennifer Tomlinson
Sent: Thursday, November 03, 2016 4:19 PM
To: Cody Riddle
Subject: SUB16-00052
Attachments: warmspringsparking2.pdf

Hi Cody

Please consider these comments as an update to the letter that was transmitted October 25, 2016.

Boise Parks and Recreation has been looking at alternative alignments for the tram trailhead that is located on Warm Springs Avenue adjacent to the proposed development. The intent is to provide a safer crossing for trail users parking in the Warm Springs Golf Course parking lot. The Warm Springs Village development will be constructing a sidewalk along the north side of Warm Springs, creating the opportunity to use the sidewalk for accessing the trailhead. As a result of the trail realignment, a pedestrian easement will need to be granted by the Developer in order to connect the tram trail to the newly constructed sidewalk. This is largely due to an irrigation system owned by an adjacent property owner that blocks access between the future sidewalk and the existing trailhead.

The developer has agreed to the concept and staff is requesting the addition of a condition to achieve the easement prior to the plan being approved by City Council.

ACHD has agreed to let BPR relocate the crosswalk to a location further east on Warm Springs to align with one of the access roads into Warm Springs Village. BPR will look at developing additional parking to serve the trailhead users. Please see the attached plan for further information, the area in red is the area where the pedestrian easement will be needed.

If you have any questions, or need any additional information please do not hesitate to contact me.

Thanks!

Jennifer Tomlinson, AICP
BPR Park Planner
City of Boise Parks and Recreation
1104 Royal Blvd.
Boise, ID 83706
(208) 608-7637

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