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Via Contemporaneous Application Submittal (criddle@cityofboise.org)

April 24, 2018

Cody Riddle, Current Planning Manager
City of Boise
150 N. Capitol Boulevard
PO Box 500
Boise, ID 83701

RE: Application for Boise Sports Park
SB Matter No.: 23444.1

Dear Cody,

We make this application on behalf of our client, Greenstone Boise, LLC, (“**Applicant**”) to rezone the parcels consisting of five separate parcels at 1471 W. Shoreline Drive, 1500 W. Shoreline Drive, 688 S. American Boulevard, 610 S. 15th Street, and 670 S. 15th Street, Boise, ID 83702, with an approximate area of 11.05 acres (“**Site**”) from C-2D and R-OD to C-5D. This request is coupled with a development agreement to guide the future approval processes and development of the Site.

A. Background

The Site is currently occupied by various buildings owned or leased by St. Luke’s covering five parcels generally at the location of Shoreline and Americana. The five parcels have four existing buildings and various surface parking lots.

1. Site History

The Site consists of five parcels with a total area of approximately 11.05 acres.



Historically, the Site was one of Boise's primary retail hubs. The existing St. Luke's building at 1500 W. Shoreline Drive was constructed in 1966 and operated for many years as a retail store by Kmart. That building is approximately 90,000 square feet of gross floor area, and at the time of its construction was one of the largest retail stores in the City of Boise.

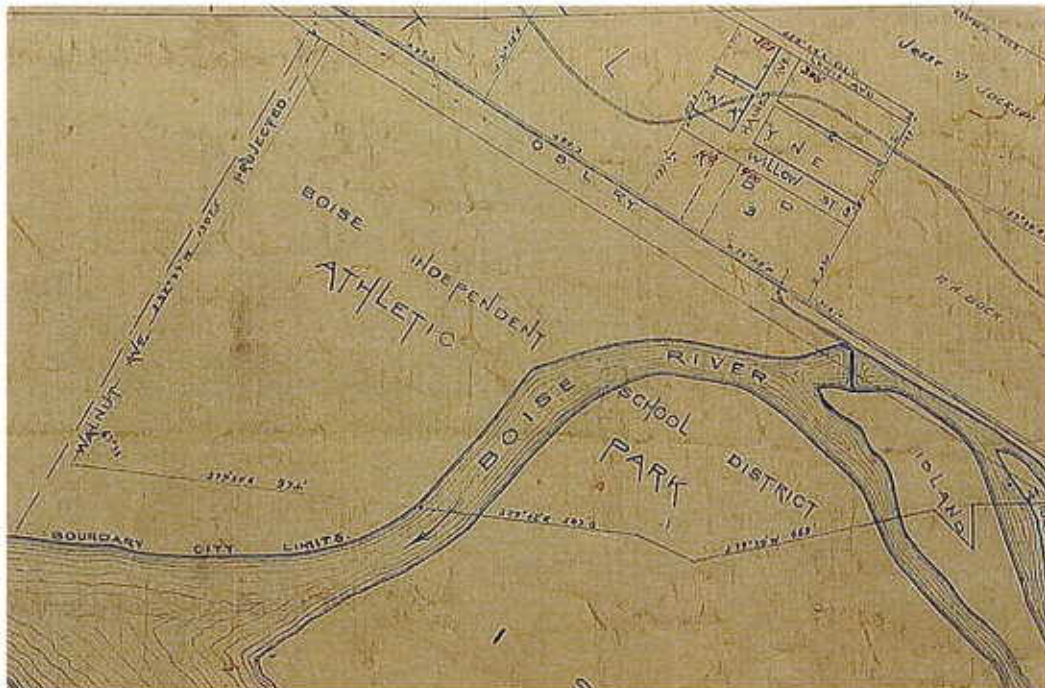
The remainder of that site had a variety of automotive oriented uses that are now occupied by a parking lot. The office building at 1471 W. Shoreline was constructed in 1974 and is approximately 30,000 square feet of gross floor area. The buildings fronting 15th Street also date from this period and are approximately 11,000 square feet of gross floor area, having served various retail and athletic purposes during this period.

With the extension of the Connector all the way to 13th Street, this area underwent significant changes due to the fact that Americana was the primary access to that area of the Bench. Other automobile oriented retail, restaurant, and big box retail uses were present in the immediate vicinity along Americana for many years. With neighborhood changes and changes in use, this once vibrant retail node has become primarily an office complex with St. Luke's occupying and utilizing it for administrative space in recent years.

2. Boise's Baseball History

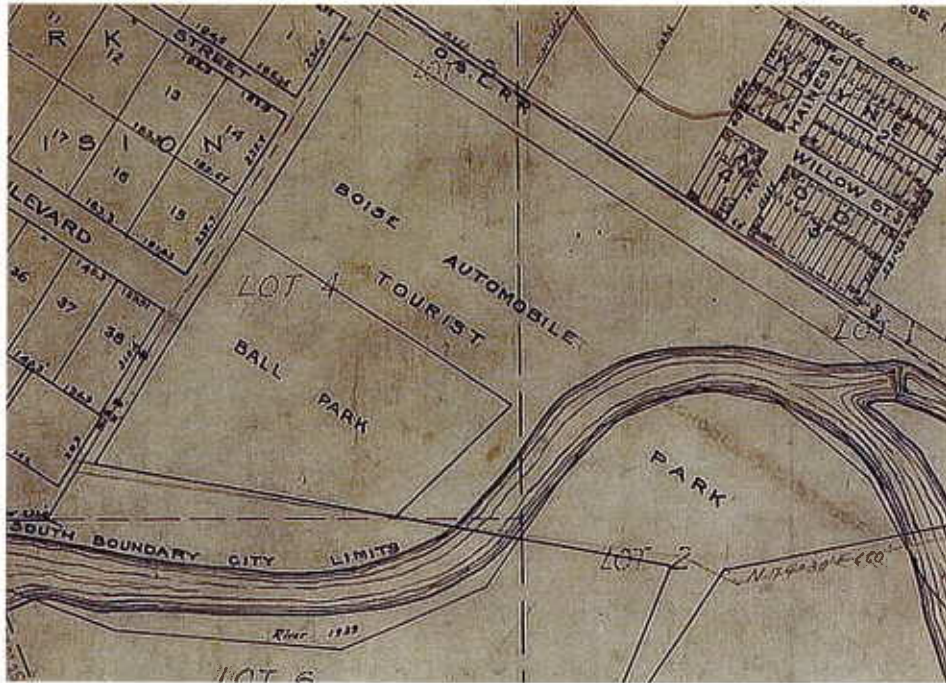
The history of baseball in Boise is directly tied to the Boise River. Boise's first truly professional baseball team played at a stadium in the River Street neighborhood called Riverside Park in the early 1900's.¹ Boise teams participated in a variety of regional leagues throughout the early 1900's until Airway Park was constructed at the intersection of Park Boulevard and Walnut Street, which is today occupied by the Idaho Department of Fish and Game and the MK Nature Center.

With the formation of the Pioneer League in 1939, the Boise Pilots, Boise Yankees, and the Boise Braves played their games at Airway Park until 1963 when the stadium was sold to Idaho Department of Fish and Game and demolished. The area occupied by Airway Park had long been designated and utilized for athletic and sporting purposes. Boise City's July 1912 Map of the City Engineer depicting Boise's then existing infrastructure shows the Airway Park site designated as "Boise Independent School District Athletic Park":



By the 1930's, the City Engineer's map of Boise City, showed the larger area had been renamed "Boise Automobile Tourist Park" but the location of the ballpark that became Airway Park was clearly identified at this location.

¹ "Idaho History: Baseball has been played in Boise for 140 years", Arthur Hart, Idaho Statesman, August 1, 2006.



At the time of the construction of the original Bronco Stadium, Airway Park and Bronco Stadium were both on the Boise River and located less than 2,000 feet apart on opposite sides of the river.



The area occupied by Airway Park's outfield and parking lot are today the MK Nature Center.



From 1964 through 1971, professional baseball was played in Caldwell as the Pioneer League franchise Caldwell Cubs and Treasure Valley Cubs.

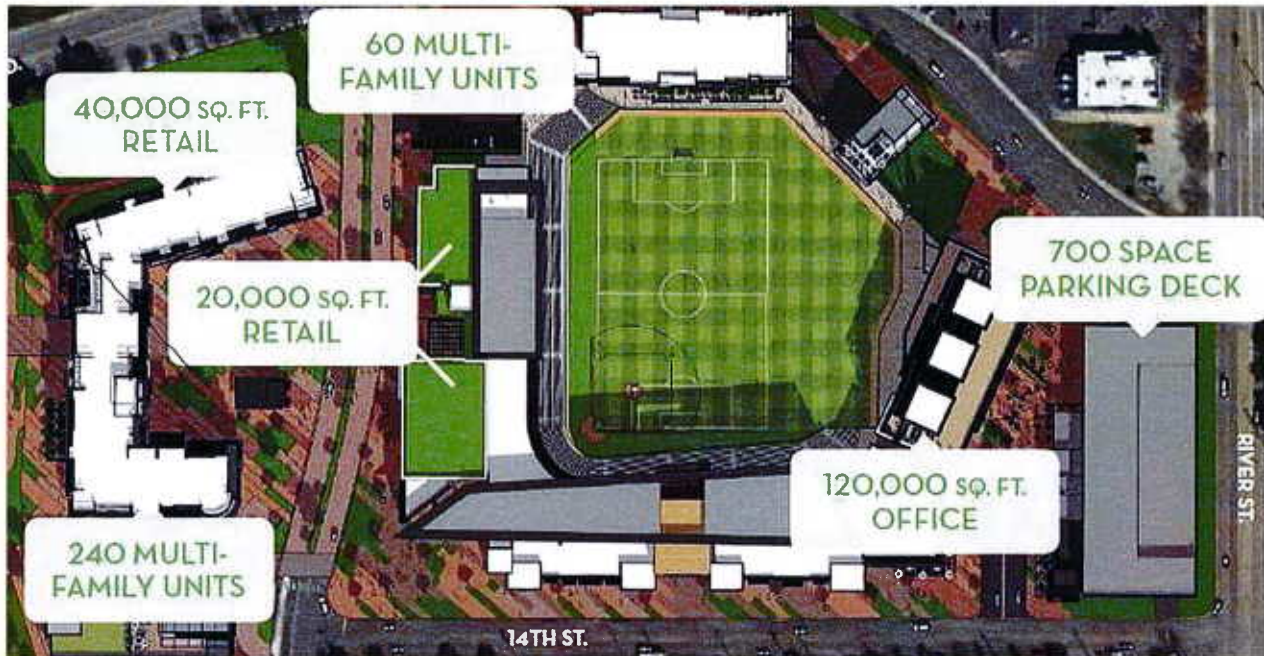
Baseball returned to Boise in the 1970's with the Northwest League Boise A's and then Boise Buckskins playing their home games at Borah Field at Borah High School. With the return of baseball to Boise in the mid 1980's, Borah Field again hosted the Boise Hawks. Borah Field is immediately below the rim of Boise's second bench and was nestled within a residential neighborhood as well as Borah High School and Park.



The Boise Hawks have continuously played in the Northwest League since 1987. Since the construction of Memorial Stadium in 1989 at Expo Idaho, the Boise Hawks have played their games there.

3. Project Plan

As set forth in the accompanying development agreement, the Applicant is proposing to construct the Boise Sports Park, a multipurpose stadium, which will anchor a larger mixed use development.



The project elements are described in more detail as follows. The project is part of a larger development by Developer, including the Boise Sports Park and the other public and private improvements, structures, buildings and elements immediately adjacent thereto that are related to and necessary for the use and enjoyment of the Boise Sports Park. The preliminary project elements, which remain subject to final design configuration and approval, are summarized as follows:

- i. Boise Sports Park – A multipurpose stadium and venue designed for minor league baseball and minor league soccer together with such other public and private activities and events.
 - 5,000 seats for baseball
 - 7,500 seats for soccer
 - Capacity for other community activities
 - 20,000 square feet of commercial and retail space

- ii. Multifamily #1 – A multifamily mixed use building located on Shoreline with retail, parking, and public plaza space. Additional Greenbelt access will be integrated into Multifamily #1 to permit direct access to the Boise Sports Park.
 - 240 multifamily units
 - 40,000 square feet of ground floor retail
- iii. Multifamily #2 – A multifamily mixed use building located on Americana in left field of the Boise Sports Park.
 - 60 multifamily units
 - Potential for ground floor retail
- iv. Office Building – An office building with event space located between 14th Street and Americana in right field of the Boise Sports Park.
 - 120,000 square feet of office space
 - Integrated event space on roof and balconies
- v. Parking Garage – A parking garage adjacent to the Office Building will have approximately 700 parking stalls.
- vi. Shoreline Improvements – Improvements to Shoreline between Americana and 14th to create a festival street permitting its use for various public and private events connecting Multifamily #1, the Boise Sports Park, and Greenbelt.

The rezoning of the site is necessary and appropriate as the C-5D designation allows for this mixture of uses and is contemplated by Blueprint Boise and the other relevant planning documents approved and adopted by Boise City. The existing C-2 zone was appropriate for the automotive oriented and big box retail located on the site in the 1960's and 1970's but does not contemplate the mixed use redevelopment encouraged by Blue Print Boise.

B. Relevant Standards for Applications

Recognizing that this is a rezone request coupled with a development agreement, we will address the relevant standards associated with each.

1. Required Outreach

Boise City Code Section 11-03-03.2 requires a neighborhood meeting be held by an applicant prior to submission of an application to allow the public to review a proposed application for a rezone and development agreement. The meeting must be held not more than six months before the submittal of an application. Boise City Code Section 11-03-03.2.A. The meeting must be held within two miles of the project site, between the hours of 6 PM and 8 PM, Monday through Thursday. Boise City Code Section 11-03-03.2.A. Notification is to be mailed to residents and property owners within 300 feet of the site and to the registered neighborhood association. Boise City Code Section 11-03-03.2.B. The mailed notices must be postmarked at least seven days prior to the meeting. Boise City Code Section 11-03-03.2.B.

We note that holding a neighborhood meeting is not a statutory requirement of the Local Land Use Planning Act. The express notice provisions of Idaho Code Section 67-6511 address only the notice requirements for public hearings on rezone applications, and do not impose any statutory obligation for holding a neighborhood meeting as a prerequisite to applying to initiate a zoning district boundary change. Moreover, the fact that the Director is authorized to waive some applications evidence the reality that neighborhood meetings are not elements of due process required under LLUPA for land use applications. *See, Cooper v. Board of County Commrs. of Ada County*, 101 Idaho 407, 614 P.2d 947 (1980)(discussion of what due process is required to protect property interests with respect to a rezoning application prior to the incorporation of such into LLUPA).

On April 17, 2018 a neighborhood meeting prior to this application was held. The Applicant had worked with Boise City PDS staff to identify an appropriate number of additional property owners and residents beyond 300 feet of the site. Notices were mailed to 485 owners and residents and 3 neighborhood associations identified by Boise City. The notice area included properties located south of the Connector, north of the Boise River, and west of the Pioneer Pathway. The April 17, 2018 meeting was held at the Site. The Site was chosen due to the ample parking, ease of access, and desire to allow meeting participants to visit the Site and be able to better see the larger development context for the Site and neighborhood.

This is the third neighborhood meeting that Greenstone Boise, LLC, has scheduled regarding this property and its development plan. All three meetings were noticed and held in accordance with Boise City Code Section 11-03-03.2. The first meeting was held on November 13, 2017 at 4:30PM for property owners in the immediate vicinity of the project site at the Boise Depot. Notices were sent to 132 property owners for that meeting. The second meeting was held on November 13, 2017 at 6:30PM at the Boise Depot for property owners along the bench above Ann Morrison Park and Kathryn Albertson Park. Notices were sent to 322 property owners for that meeting.

Additionally, on November 13, 2017, representatives of Greenstone met directly with various social service providers who operate in the vicinity of the Site. The purpose of that meeting was to identify concerns that such operations had and to identify ways that the Boise Sports Park could be a good neighbor and civic partner with those providers.

In all of these meetings, the public comments that have been consistently elicited relate to the financing of the public elements of the larger project, provision of parking, the impact on adjoining roadways and parcels, concerns about noise and lighting, the nature of the entitlement process, and design concerns, timing of construction and other development activities.

The mailing lists from all three neighborhood meetings are provided herewith as Exhibits A-1, A-2, and A-3. The map depicting the area to which invitations were sent for the April 17, 2018 meeting is attached as Exhibit B. The notices for each of the neighborhood meetings are provided as Exhibits C-1, C-2, and C-3. The sign in sheets for each of the neighborhood meetings are provided as Exhibits D-1, D-2, and D-3. The handout provided at the April 17, 2018 meeting is provided as Exhibit E-1. The public comments received at the April 17, 2018 meeting is provided as Exhibit F. Finally, our response to the request of a resident that the meeting be cancelled and rescheduled is provided as Exhibit G.

These outreach efforts are in addition to the open houses conducted by the City of Boise in the Fall of 2017.

2. Rezoning of Site to C-5 is Appropriate.

The amendment of an ordinance establishing the boundaries of a zoning district is authorized pursuant to Idaho Code 67-6511(2). Districts created by a zoning ordinance "shall be in accordance with the policies set forth in the adopted comprehensive plan. Idaho Code 67-6511(2)(a). When considering an amendment, the governing board reviews the proposed amendment "to ensure that they are not in conflict with the policies of the adopted comprehensive plan."

Boise has adopted standards regarding consideration of a request to amend a zoning ordinance and rezone property in Boise City Code 11-03-04.3(7)(c) which provides that such a request is first heard by the Commission which makes a recommendation to the City Council that the "rezone meets the following criteria":

- i. Is in compliance with the Comprehensive Plan;
- ii. Is in the best interests of the public convenience and general welfare; and

- iii. Maintains and preserves compatibility of surrounding zoning and development.

We will address each of these standards in the context of the requested change the site zoning from C-2 and R-OD to C-5D.

Section 11-04-05.1(G)-(H) of the Boise City Code sets forth additional considerations when evaluating a rezone of property to the C-5 zoning designation. The C-5 zoning district is the "Central Business District" and is intended to "address the needs of the city's central business district and to provide for activities conducive to a compact and concentrated urban downtown mixed-use center." Boise City Code Section 11-04-05.1(G)-(H).

Pursuant to 11-04-05.1(H)(2), the Site is eligible for rezoning to a C-5 classification to encourage mixed use urban development. The additional standards for such rezoning are set forth as follows.

Boise City Code Section 11-04-05.1(H)(2)(a) authorizes the rezoning of parcels to C-5 when they are located within the River Myrtle-Old Boise urban renewal district. Four of the five parcels are located within that urban renewal district, with only 1471 W. Shoreline Drive being located outside of that district, however, that parcel remains eligible to be rezoned as set forth below.

Boise City Code Section 11-04-05.1(H)(2)(b) authorizes the rezoning of parcels to C-5 when "supported by the applicable urban renewal plan and the Boise City Comprehensive Plan." A detailed discussion of the larger project plan for the Site has been set forth above. As set forth below, the requested zoning is in accordance with the comprehensive plan.

Boise City Code Section 11-04-05.1(H)(2)(c) authorizes rezoning of parcels to C-5 when "accompanied by a development agreement and development plans." We have satisfied that requirement with the proposed form of development agreement. Appropriate standards as directed by the applicable urban renewal plan can be incorporated into the development agreement upon incorporating the proposed conditions of approval developed in the approval process.

Finally, consistent with Boise City Code Section 11-04-05.1(H)(2)(d), this application will adhere to the development standards for the C-5 zone.

Upon the rezoning of the existing C-2 parcels to C-5, the property located at 1471 W. Shoreline Drive, will become contiguous to C-5 zoned property and eligible to be subject to a zoning ordinance associated with its rezoning pursuant to Boise City Code Section 11-04-05.1(H)(1). The bifurcation of the ultimate adoption of ordinances rezoning these parcels is appropriate in light of the stated goals of the C-5 zone to encourage a true urban downtown mixed-use center with urban housing.

a. Rezoning the Site is in Accordance with the Comprehensive Plan

Idaho Code 67-6511 and Boise City Code 11-03-04.3(7)(c)(i) use slightly different language throughout, regarding how a rezone request is to be evaluated whether it is “in accordance with,” or it is “not in conflict with” or it is “in compliance with.” The Idaho Supreme Court has addressed the various terms utilized in code and ordinance to address the relationship between a comprehensive plan and a zoning district adoption or amendment various cases including Bone v. City of Lewiston, 107 Idaho 844, 850, 693 P.2d 1046, 1053 (1984). The Court has definitively held that notwithstanding which terms are used, that Idaho Code 67-6511 requires a decision maker to “make a factual inquiry into whether the requested zoning ordinance or amendment reflects the goals of, and takes into account those factors in, the comprehensive plan in light of the present factual circumstances surrounding the request.”

i. The Future Land Use Map Supports the Application

The Land Use Map element of Blueprint Boise is the initial point to commence the evaluation of this request. Pursuant to the Land Use Map contained in Blueprint Boise, the proposed uses and rezone effectuated with this Application are consistent with the current designation of the Site as general mixed use. Blueprint Boise 3-5. The Site and the parcels immediately in its vicinity are designated as “Mixed Use” on the Land Use Map of Blueprint Boise. DT-8.



Mixed-Use

- Mixed Use
- Downtown Mixed Use

The general mixed-use designation is described as follows:

The General Mixed-Use land use category provides a foundation for Regional, Community, and Neighborhood Activity Center development. General Mixed-Use allows for a vertical or horizontal mix of uses, including residential.

Blueprint Boise 3-11. This is intended to provide a true mix of uses:

Specific mix of uses will vary based on adjacent uses, location, and access. Generally includes a variety of retail, commercial, professional offices, restaurants, financial institutions, and high-density residential, including live-work units.

Blueprint Boise 3-11. It is important to note further that it is intended that the uses within this area are appropriate as they are “Located along corridors and within activity centers where it may be readily served by existing or future transit” and they encourage a “Street design typical of town center street typologies. Facilities include transit centers, wider sidewalks, and bike lane network.” Blueprint Boise 3-11. Most importantly, the C-5 Central Business zoning district is an identified permissible zone within this category on the Future Land Use Map. Blueprint Boise 3-11.

ii. The Policies and Goals of the Relevant Plans Support this

Application

Blueprint Boise and the River Street Master Plan anticipate and encourage the type of development contemplated at the Site by this Application. Zoning decisions need not strictly conform with the relevant comprehensive plan, but they are to be in accordance with the comprehensive plan. In this instance Blueprint Boise and the River Street Master Plan are in fact consistent with the requested zoning of the Site.

a. Blueprint Boise

As set forth in Blueprint Boise, the type of development that this rezone will facilitate is very much the type of development encouraged by Blueprint Boise. Reuse and redevelopment of deteriorating properties in the urban core is inherently the type of growth encouraged by Blueprint Boise.

1. General Goals of Blueprint Boise

Blueprint Boise sets forth various initial goals in furtherance of the City’s larger plan. Among the goals relevant to consideration in this Application are the following:

Goal #2, a “Predictable Development Pattern” notes that the goals in furtherance of that general goal adhere to principles that growth be compact, growth be focused

within the existing planning boundary, and that public facilities and services be placed in such a manner as to promote efficiencies. Blueprint Boise 2-2.

Goal #3, a “Community of Stable Neighborhoods and Vibrant Mixed-Use Activity Centers,” is predicated upon the development of a “mix of housing types and a pedestrian-oriented scale; and have access to a mixed-use activity center and indoor and outdoor spaces for residents to gather.” This should be coupled with the type of redevelopment proposed with this Application: “Existing auto-oriented commercial centers will be revitalized as mixed-use activity centers over time to serve adjacent neighborhoods, increase housing options, and establish a more transit-supportive pattern of growth.” Blueprint Boise 2-2.

Goal #4, a “Connected Community,” is predicated upon not just transportation and communications, but also opportunities for social interaction. Blueprint Boise 2-3. The proposed redevelopment of the Site with the Boise Sports Park and other amenities furthers this goal as well.

Goal #5, focuses on a “Community that values its culture, education, arts, and history.” Blueprint Boise 2-3. In furtherance of this it recognizes that cultural activities, education, arts, and the history are furthered when there is the “development of public spaces that promote community gatherings and cultural events.” Blueprint Boise 2-4. The redevelopment with the Boise Sports Park furthers this goal.

Goal #6, a “Strong Diverse Economy,” acknowledges the importance of downtown Boise to the larger community and that “[additional] efforts should continue to focus on Downtown, which is recognized as a unique area of the community whose long-term health and viability are critical to the economic success of the community and region.” Blueprint Boise 2-4. Blueprint Boise expressly recognizes the community benefits of the Boise Sports Park and the larger mixed use development:

Examples of activities with secondary benefits for economic development include providing an efficient and diverse transportation system that includes high-frequency transit, supporting the arts and cultural activity, encouraging high-quality schools, planning for a range of housing needs, promoting the creation of mixed-use activity centers throughout the community, and providing parks and recreational opportunities that improve quality of life and community health and make Boise attractive to employers.

Blueprint Boise 2-4.

Beyond these general goals, there are additional significant provisions of Blueprint Boise that are relevant to the consideration of this Application and evidence

the fact that this Application is made in accordance with the comprehensive plan, Blueprint Boise.

Blueprint Boise encourages infill development and redevelopment of existing underutilized properties and specifically encourages such in the Downtown district. Blueprint Boise 2-24, Goal PDP1, PDP1.1 Infill Areas.

Blueprint Boise encourages the redevelopment and revitalization of underutilized existing centers, through the establishment of mixed use districts, and incorporating a true mixture of commercial and residential uses. Blueprint Boise 2-35, Goal NAC2, NAC2.1: Mixed Use Zoning Districts, NAC2.2 Incorporate Housing.

Blueprint Boise encourages minimizing transportation system impact on climate change through compact development and infill development. Blueprint Boise 2-46, Goal CC1, CC1.1: Reduce Vehicle Miles Travelled.

The redevelopment of a big box commercial site with a mixed use project anchored by the Boise Sports Park and with ready alternative access to pedestrians and cyclists, within the Downtown planning area, satisfy all of these goals.

2. Mixed Use Development Goals of Blueprint

Boise

The Applicant is proposing this rezone in furtherance of the mixed use development goals set forth in Blueprint Boise. In the preliminary development studies, we are proposing a project that incorporates and addresses the very concepts encouraged by the Blueprint Boise. Blueprint Boise sets forth various "Mixed-Use Design Principles" in furtherance of the stated goals of the plan. Blueprint Boise 3-14.

The larger project incorporates the general goals and principles relating to mixed use developments set forth in Blueprint Boise, including, but not limited to the following:

Principle GDP-MU.1: Relationship of Uses

- (a) Encourage a vertical mix of uses or a combination of vertically and horizontally mixed uses based on site size, access, surrounding uses, and the overall development context.
- (b) Locate active uses such as retail shops and restaurants at the ground level to provide pedestrian interest.
- (c) Concentrate active uses at key intersections, near existing or planned transit stops, or near major public spaces to increase visibility and promote pedestrian activity.

(d) Ensure site plans address the possibility of transitioning surface parking and other underutilized features of a development to a higher intensity and more integrated pattern over time, if it is not achievable at the time of development.

Principle GDP-MU.2: Housing

(a) Encourage the incorporation of housing in activity centers either above retail storefronts or as an adjacent, but well-integrated, use to provide opportunities for residents to walk or take transit to shops, services, and jobs.

(b) Incorporate higher-density housing and a wider range of housing choices in larger centers with existing or planned transit access.

Principle GDP-MU.3: Community Facilities

(a) Incorporate schools, plazas, libraries, parks, and open space, and other community facilities into activity centers where appropriate to serve the needs of neighborhood residents.

(b) Encourage creative approaches to the design of community facilities in activity centers to reinforce the more compact nature of their surroundings and integrate them with other uses.

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Principle GDP-MU.6: Transit Access

(a) Design activity centers to support existing and planned transit. Cluster activity-generating uses, such as retail stores, restaurants, and daily services along transit corridors and surrounding transit stops and provide direct pedestrian access. (b) Concentrate high-density residential at the core of activity centers and within ¼ mile of existing and planned transit stops to provide ease of access and to promote increased ridership over time.

Blueprint Boise, 3-14 to 3-15.

Additionally, the rezone will enable the project on the Site to incorporate both vertical and horizontal mixed use elements and concepts as set forth in Blueprint Boise. Blueprint Boise 3-16.

As an infill redevelopment project and as depicted in the preliminary concept studies, this Application incorporates the Infill Design Principles from Blueprint Boise as well. A mix of residential, commercial, retail, parking, recreational and sporting uses inherently are compatible with these goals:

Principle IDP-MU.1: Mix of Uses

Incorporate a broader range of uses (including housing) and higher-intensity development as opportunities to redevelop or revitalize existing centers occur over time, subject to these Infill Design Principles.

Principle IDP-MU.2: Relationship to Surrounding Neighborhoods

Use the following techniques to promote compatibility between redevelopment within existing activity centers and the surrounding neighborhood:

(a) Concentrate tallest buildings at the center of the site or along primary street frontages;

...

Principle IDP-MU.3: Renovation of Existing Activity Centers

(a) Incorporate pad-site buildings at the street edge to break up existing surface parking and help "frame" the street and the center's entrance, where sufficient space is available.

(b) Provide landscaping in combination with low walls to screen surface parking from the street.

(c) Incorporate upper floors of housing or offices above existing strip centers where structurally and economically feasible.

(d) Provide pedestrian linkages between the center and adjacent neighborhoods as part of a major rehabilitation effort, where they do not already exist.

Blueprint Boise, 3-17.

3. Downtown Area Specific Goals and Principles

The Site is located within the Downtown planning district. As discussed elsewhere, the intensity and type of development proposed for the Site is consistent with the mixed use, infill, and Downtown development goals and principles. A brief discussion of the applicable goals and principles for the Downtown district is set forth below.

The larger project incorporates the specific Downtown planning concepts set forth in Blueprint Boise. Blueprint Boise clearly and unambiguously states that it is the goal of the City of Boise to keep Downtown Boise as the civic center of not only the city, but also the larger region, in furtherance of it being the Central Business District.

The location of the project and the Site in Downtown clearly advance the following goals and principles of Blueprint Boise:

Goal DT-CCN 1: Maintain Downtown as the civic, economic, educational, social and cultural center of the city and region, which includes a concentrated, higher density Central Business District (CBD) activity center and integrated subdistricts.

Blueprint Boise DT-9

Goal DT-PSF 1: Maximize the use of existing infrastructure Downtown and make improvements as needed as development intensifies.

Blueprint Boise DT-17

Goal DT-NC 1: Use Downtown development as a model for sustainable land use, development, and construction practices.

DT-NC 1.1: TRANSPORTATION

Promote alternative transportation facilities in Downtown to reduce fuel consumption, air and water pollution, and traffic congestion.

Goal DT-NC 2: Create a safe, clean, and enjoyable environment for businesses, residents, and visitors in Downtown.

DT-NC 2-1: DOWNTOWN BOISE STRATEGIC PLAN

- (a) Develop effective strategies to resolve issues that affect the willingness of people to visit and to invest, work and live in Downtown.

Blueprint Boise DT-18

Goal DT-ED 1: Create and maintain a prosperous economy in Downtown.

DT-ED 1.1: ECONOMIC DEVELOPMENT PROGRAM

- (a) Create an economic development program in Downtown, secure resources, and identify an organization responsible for its implementation.
- (b) Focus on growing, attracting and retaining successful businesses in Downtown.
- (c) Monitor the level of interest in Downtown investment and the types of businesses located in Downtown.
- (d) Recognize that Downtown requires continuing attention to stay competitive relative to other lower-cost locations for business investment.

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DT-ED 1.5: ATTRACTING A WORKFORCE

- (a) Recognize that the creative workforce is attracted to places which offer quality of life, environmental responsibility, an authentic sense of place, a relaxed but also stimulating lifestyle, and opportunities for meaningful work.
- (b) Continue to invest in creating a vibrant, walkable, people-oriented urban environment in Downtown that is rich with social, cultural and educational offerings, a lively street scene, refreshing public spaces, beautiful historic and contemporary buildings, and close-in neighborhoods.
- (c) Provide easy access from Downtown to natural amenities including the Boise River Greenbelt, Boise Foothills, trail systems, and public parklands.

Blueprint Boise DT-22

Within Downtown, Blueprint Boise recognizes that the specific policies related to the Downtown planning district require policies “promoting Downtown revitalization,

ensuring the scale of future infill and redevelopment is compatible with adjacent planning areas, and identifying areas where more detailed planning will be needed in the future.” Blueprint Boise DT-9.

Vibrant neighborhoods require a mix of commercial uses, but also require services to serve the residents that live there. Residential neighborhoods in an urban setting should be encouraged to truly have a mixture of types and price points, and to house a mixture of socio economic classes. In this neighborhood, the proposed development plan at the Site furthers these goals recognized in Blueprint Boise as follows:

Goal DT-CCN 2: Create in-town residential neighborhoods and increase the amount and range of housing choices available in Downtown and adjacent neighborhoods.

DT-CCN 2.1: DOWNTOWN NEIGHBORHOODS

(a) Create thriving Downtown neighborhoods at the periphery of the CBD to allow people to live and work in Downtown, to increase support of Downtown businesses and to make Downtown safer and more vibrant.

(b) Encourage residential development in the Westside, Old Boise-Eastside, Parkside, South 8th Street / Cultural District and the River Street neighborhood have been identified as prime locations for urban neighborhoods.

DT-CCN 2.2: HOUSING CHOICES

Provide a variety of housing types and living opportunities for a range of household types and income levels. Give particular attention to developing housing suitable for families.

Blueprint Boise DT-10.

Vibrant neighborhoods also do not require cars to get everywhere. In the urban core of the Downtown planning district, Blueprint Boise recognizes that accessibility does not just mean parking; it means the ability to get to and from places by foot, by bike, by transit, or by car. This Site is unique in its location because it truly facilitates the type of accessibility encouraged by Blueprint Boise:

DT-CCN-2.4: ACCESSIBILITY TO AMENITIES

Encourage residential development on sites within walking distance of employment centers, neighborhood services, parks and the Boise Greenbelt, and other amenities.

Blueprint Boise DT-9 and DT-10.

Moreover, if we are going to develop the type of connected community that Blueprint Boise calls for, then Downtown is the best place to start. We should begin to encourage truly connected and accessible sites that support a variety of transportation means. This is in furtherance of the connectivity goals of Blueprint Boise:

Goal DT-C 1: Develop a robust, multimodal transportation system in Downtown, with an emphasis on transit, bicycle, and pedestrian circulation and safety.

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.

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.

Blueprint Boise DT-14.

Most importantly, let us not lose sight of the fact that this proposal will redevelop a 1960's era big box and surface parking lot into a vibrant, dense, mixed use project, the very type encouraged by Blueprint Boise:

Goal DT-CCN 3: Encourage redevelopment of surface parking lots and other underutilized properties.

DT-CCN 3.2: UNDERUTILIZED PROPERTIES

(a) Initiate conversations with owners of underutilized parcels to acquaint them with plans for Downtown redevelopment and to learn their plans for future development of their properties.

(b) Identify areas with redevelopment potential and utilize visualization tools such as the Downtown Model to generate momentum on development sites.

- (c) Foster conversations between property owners and developers to identify partnership opportunities.

Blueprint Boise DT-1.

b. River Street Master Plan

The adoption of the River Street Master Plan in 2017 by Boise City is in furtherance of the stated goal of Blueprint Boise to develop updated master plans:

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.

Blueprint Boise DT-9. That occurred in 2017 when in anticipation of this application the River Street Master Plan was adopted by City Council after its review and recommendation by the Planning and Zoning Commission. The specific provisions of the River Street Master Plan as discussed herein are in furtherance of the very goals and principles set forth in Blueprint Boise.

In the River Street Master Plan, Boise City paid close attention to the Site, its history, and its future in furthering development patters sought to be encouraged by that plan as well as Blueprint Boise.

The River Street Master Plan acknowledges the underutilized nature of the Site, noting that “Existing uses along Americana Blvd. include the former K-Mart building and parking lot now occupied by St. Luke’s along with some unoccupied small retail buildings to its north.” River Street Master Plan p.9.

The River Street Master Plan acknowledged the potential afforded by the availability of these underutilized properties:

The large parking lots throughout the district are another major opportunity for new development of a more urban nature; and even for a catalyst project. The Americana Boulevard frontage currently occupied by St. Luke’s is probably the largest opportunity for change in the entire River Street neighborhood. This eight acre-site (excluding a private dentist office), which is mostly parking lot, is the subject of a current effort to develop a mixed use sports stadium complex that could house the Boise Hawks minor league baseball team as well as other sports.

Redevelopment of this site and adjoining parcels for any use, including the stadium or other concepts, should ideally include structured parking in place of surface parking, retail and dining uses along street frontages, opportunities for dense urban housing, and new street connections (and/or retention of existing streets such as Spa Street) wherever possible. Additional street segments would potentially allow for creation of “festival streets” that could be closed to traffic for special events. Creation of a new urban renewal area may be considered for some or all of the properties in this area as a means of implementing a significant mixed use development.

River Street Master Plan p.9, (emphasis added).

Specific policies and goals included in the River Street Master Plan are to recognize that the Site provides “a substantial opportunity for urban mixed use development of a catalytic nature, including a multiuse sports stadium concept.” River Street Master Plan p.9. Moreover, the Plan acknowledges that “Elements of redevelopment on this site should include combinations of residential, retail and office development in a mid-rise form with street front retail and a strong de-emphasis on surface parking lots and a preference for structured parking.” River Street Master Plan p.9 (emphasis added).

Moreover, the River Street Master Plan recognizes that the prior investments in non-vehicular transportation, specifically facilities for cyclists and pedestrians, integrate this Site with its surrounding neighborhoods:

The Greenbelt and the Pioneer Pathway are the most significant bike/ped facilities in the River Street District. However, bike lanes also exist on some key streets. Americana has a long-standing bike lane that extends from Latah on the Bench to the North End via the 15th/16th Street couplet. River Street has existing bike lanes that extend from 9th Street to approximately 12th Street, but which disappear west of 12th.

River Street Master Plan p.10

b. Blueprint Boise and the Applicant’s Plan Address Concerns

Much of the publically articulated concerns articulated to date have addressed traffic, parking and noise. Each of those elements will be addressed through the development process, consistent with the goals of Blueprint Boise.

i. Mixed Use Project Elements and Neighborhood Impact

The Applicant has taken that to heart the goal of creation the type of vibrant project that provides ongoing activity throughout the day and throughout the year and that is accessible by a variety of transportation types. Those goals are set forth in Blueprint Boise as follows:

DT-CCN 1.2: MIX OF USES

Develop a vibrant mix of uses in Downtown which encourage

24-hour activity,

Office; retail and service businesses;

Residential; hotel, convention and medical facilities;

and

Civic, cultural, educational and entertainment uses.

...

DT-CCN 1.5: AVOID AUTO-ORIENTED BUILDING FORMS

Avoid strip commercial, open air drive-through lanes, and other auto-oriented building forms in the CBD.

Blueprint Boise DT-9.

There has been concern raised about the impact of this project on the larger neighborhood. Based upon the planning goals of Blueprint Boise as well as the practical experience of nearly 30 years at Memorial Stadium, we believe that adequate consideration has been paid to these concerns.

For nearly 30 years, the Boise Hawks have been playing their games at Memorial Stadium on Glenwood at Expo Idaho. Memorial Stadium is approximately the same distance to the Bench, overlooking it at Glenwood and Mountain View as the Boise Sports Park will be to the Bench, overlooking it Americana and Crescent Rim. Issues of noise, light, parking and the like have all been addressed throughout that period at Memorial Stadium and will continue to be with the relocation of the Boise Hawks to downtown. The Boise Hawks have worked with Garden City, Ada County, and ACHD to address game day traffic on a very high volume roadway. Issues of access and traffic have been addressed throughout that period and will continue to be with the relocation of the Boise Hawks to Downtown Boise.

Other facilities such as Albertson's Stadium, Taco Bell Arena, the Morrison Center, and Donna Larsen Park all are comparable in distance to the Bench and to the Boise River as the Boise Sports Park will be to them. Events at those venues bring people Downtown, to the Boise River, and to Boise's parks without any adverse impact on the larger community. Events at the Boise Sports Park will be addressed just as Boise addresses those other events.

The benefits from a mixed use development integrated into the Downtown is recognized in Blueprint Boise as follows:

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.

Blueprint Boise DT-9.

ii. Noise will be Addressed

To the extent that there are concerns with noise Downtown, Boise City has already identified in Blueprint Boise the need to address the noise generated by cultural, entertainment, and recreational endeavors and the reasonable expectations of Downtown residents. Obviously, the Boise Sports Park will comply with the requirements of the Boise City Code and the conditions of approval of this Application for neighbors as well as for its residents. However, the City of Boise has already identified the need to continue to review, address, and monitor such:

DT-NC 2.5: NOISE

The downtown entertainment industry provides substantial revenue to both the City and State's economy including employment opportunities. The City's noise ordinance should be revised to attempt to balance this vital economic necessity with residential quality of life concerns and to better address noise impacts from:

Entertainment and music venues using amplified sound;
Construction noise and delivery vehicles; maintenance
equipment; and
Other noise sources impacting Downtown residents.

...

DT-NC 2.6: SOUND MITIGATION IN RESIDENTIAL UNITS

- (a) Work with the development community to establish new sound mitigation standards for residential construction (both rental and owner) in Downtown.
- (b) Address mitigation of both exterior noise and noise between units.

Blueprint Boise DT-18 and 19.

As discussed above, the Downtown planning district is intended to be vibrant, to have a mix of uses, to function 24 hours a day, and to clearly move past the larger vacant surface parking lots that populate many downtown blocks. Goal DT-CCN, Blueprint Boise DT-9.

iii. Access is Appropriate

As discussed above, this Site has historically been a big box retail use and other commercial uses. With the expansion of the Connector to exit at 13th Street instead of utilizing Main and Fairview as its primary access couplet in the 1980's, the Site was somewhat separated from the historic street grid in Boise.

However, there is access to the Site today, available directly from the Connector via the Fairview exit to 27th Street, the off ramp at 15th Street, and the exit downtown at the Connector's terminus at 13th Street. Additional access is available to the adjoining neighborhoods to the south via Americana Boulevard and River Street.

With the commitment that Boise City and ACHD have made to improving pedestrian and bicycle facilities in the downtown area, as evidenced by the construction of Whitewater Park Boulevard, the current improvements to Americana and Emerald, and the anticipated improvements to Main and Fairview, the recognition of integrating multiple users into the transportation system will be furthered by this project at this Site.

While certain intersections may exhibit congestion at the peak rush hours, as discussed below, it is anticipated that the timing of events at the Site will not exacerbate

existing conditions since the majority of trips are expected to be outside of the relevant peak hours. Additional infrastructure investment, which is pedestrian and bicycle friendly, is appropriate and is further improved by this site due to its proximity to the foregoing improvements, as well as the Greenbelt and the Pioneer Pathway.

Redevelopment of this Site sill encourages the very type of connectivity sought and encouraged by Blueprint Boise.

iv. Transit Presently Serves the Site

There has been a significant prior investments in transit in the vicinity of the Site. Presently the Site is served by VRT with Routes 4, 5, 6, and 11 either passing directly by the Site, or passing within $\frac{1}{4}$ mile of the Site. It is contemplated that with a more intensive mixed use development at the Site and with additional transit improvements incorporated into the project, that transit utilization and access will see further improvements.

However, the larger issue is one affecting our community as a whole. Without expansion of service throughout VRT's larger system, in terms both of duration of service in the evening and the expansion of service on weekend days, as a community we are all underserved by our transit system due to a lack of public investment and funding. This project will neither solve that issue nor will it exacerbate it.

v. Parking is Readily Available

Much has been made of the availability of parking at the Site. The biggest mistake that the public makes when evaluating redevelopment of properties is requiring too much parking and too much single use parking. The integration of uses that have compatible parking demands is an important element to urban mixed use developments. The utilization of existing parking resources that are underutilized at night and on the weekend is one of the reasons that urban mixed use developments succeed. They do not need to be surrounded by empty parking fields awaiting the peak hour of arrival of customers.

The Site affords the opportunity for individuals to park off site, to walk to the Boise Sports Park, or to ride their bikes utilizing the Greenbelt and Pioneer Pathway to get to the Boise Sports Park further reducing vehicular trips and parking demand.

Moreover, data derived from the relevant ITE manuals and studies reaffirm that sporting and cultural events are inherently social, that is that people arrive and depart in groups. The typical vehicle trip generated by a minor league arena or stadium is anticipated to have 3 to 3.5 people per vehicle. More importantly, 60% of those trips occur within one hour of the beginning of the event, which means that games can be scheduled in such a manner as to cause the majority of trips to occur outside of the PM Peak Hour.

In the Downtown Boise Parking Strategic Plan prepared by CCDC and Boise City in September 2016, it was determined that the three SubAreas designated as Area 1, Area 2 and Area 4, all of which are within three quarters of a mile of the Site had nearly 12,000 parking spaces within their boundaries consisting of existing parking spaces available on street, in surface parking lots, and in parking structures. Downtown Boise Parking Strategic Plan, p. 13. This plan also acknowledged that CCDC's number one strategy to address parking was the "Better Utilization of Existing Parking" while the fifth strategy was to "Build Additional Parking."

Additional parking has been constructed since these studies were prepared with both Pioneer Crossing and Simplot Headquarters having added nearly 1,500 parking spaces in parking garages adjacent to the Pioneer Pathway since that study came out. These calculations also do not include the additional parking spaces proposed as part of the larger project at the Site.

This application will not exacerbate downtown parking or traffic and is consistent with the goals of Blueprint Boise. There is a significant amount of existing parking in this area of Downtown. The efforts of CCDC and Boise City to address parking in the past, as well as the efforts of the Applicant to address additional parking demand by the redevelopment of the Site have all be undertaken consistent with the goals of Blueprint Boise.

The notion that shopping, housing, employment, entertainment, or sports need to be served and surrounded by larger surface parking lot is an old idea that is not consistent with the goals of Blueprint Boise or best development practices. This Application is made consistent with Blueprint Boise's goals and practices, including the following:

Goal DT-PKG 1: Implement a Downtown-wide parking system that coordinates all on and off-street parking resources.

DT-PKG 1.2: PUBLIC PARKING GARAGES

(a) Maximize the use of the public parking garage system in Downtown and coordinate the expansion of these facilities to support development in Downtown.

(b) Identify creative ways to supply parking facilities through public, public-private, and private partnerships.

(c) Recognize that supplying parking in parking structures allows the removal of surface parking lots, reduces the amount of land used for parking, makes land available for

more productive uses, and increases development intensity, walkability and vitality.

...

DT-PKG 1.7: SHARED PRIVATE PARKING

- (a) Encourage owners of private employee parking lots to make parking available to the public in the evenings and on weekends.
- (b) Continue work with the Downtown Parking Consortium to assess Downtown parking needs and develop parking facilities through private and private-public partnerships.

DT-PKG.1.8: PARKING MANAGEMENT

- (a) Protect neighborhoods in and surrounding Downtown from parking spillover.
- (b) Consider developing employee parking lots at the periphery of Downtown with shuttle service to the CBD, or in locations with transit service to Downtown.

Blueprint Boise DT-12 and DT-13.

The Applicant will continue to work closely with Boise City, CCDC, and neighboring property owners to undertake such parking management efforts as are reasonably necessary under the circumstances.

3. Rezoning the Site is in the best interest of the public convenience and general welfare and Maintains and preserves compatibility of surrounding zoning and development.

Beyond the Land Use Map, there are other policies relating to the General Mixed Use land use that support rezoning the property and demonstrate that permitting the development of multifamily residential on the Site, integrated with structured parking, and other potential service and retail uses demonstrate that it is in the best interest of public convenience and the general welfare.

Blueprint Boise contemplates encouraging a vertical mix of uses, concentrating active uses near existing transit, and ensuring the possibility of transitioning surface parking to more intensive uses over time. GDP-MU.1: Relationship of Uses, p. 3-14. Additionally, it is encouraged to incorporate higher density housing in those areas where there is transit access and significant opportunities for access to other uses via transit such as shopping, services, and employment. GDP-MU.2: Housing, p. 3-14.

Also, placing higher density residential in existing transit corridors is encouraged by Blueprint Boise. GDP-MU.6: Transit Access, p. 3-14.

This is an appropriate neighborhood for this rezone due to the existing balance between multifamily residential, single family residential, commercial, retail and other uses. GDP-N.3: Mix of Housing Types, p.3-24. While it is not desirable to concentrate too much of one type of housing in a neighborhood, a mixture of housing types is desirable and necessary. GDP-N.3: Mix of Housing Types, p.3-24. In the immediate vicinity of this site, there are other multifamily projects, but they are neither concentrated in a single location, nor are they the exact same type of multifamily product. Moreover, from a design perspective, multifamily residential as proposed at this Site can utilize and incorporate various building design elements contemplated and encouraged by Blueprint Boise.

As discussed above, the immediately adjoining existing uses are commercial, industrial, office, retail, and higher density residential uses. Boise City has expanded the C-5 Zoning District throughout the West End to the north of the Site without any deleterious impacts.

4. Proposed Development Agreement

In accordance with Boise City Code, we have also prepared a draft development agreement and propose it for consideration by the Commission and City Council pursuant to Boise City Code 11-03-04.3. The proposed form of development agreement has been included with a narrative description preliminary project concept, exhibits setting forth the full legal description of the properties, and of the full exhibits depicting the preliminary concept plans, a narrative description of the project. This agreement will be refined upon receipt of comments from Boise City staff as well as the Planning and Zoning Commission and the City Council.

C. Conclusion

We believe that rezoning this Site to C-5 is appropriate. The existing zones do not necessarily reflect the development pattern of the neighborhood today or the goals of Blueprint Boise. We believe that rezoning this Site to C-5 to permit a mixed use redevelopment of an existing surface parking lot is beneficial and necessary.

Sincerely,



Geoffrey M. Wardle

GMW:dw

Enclosures