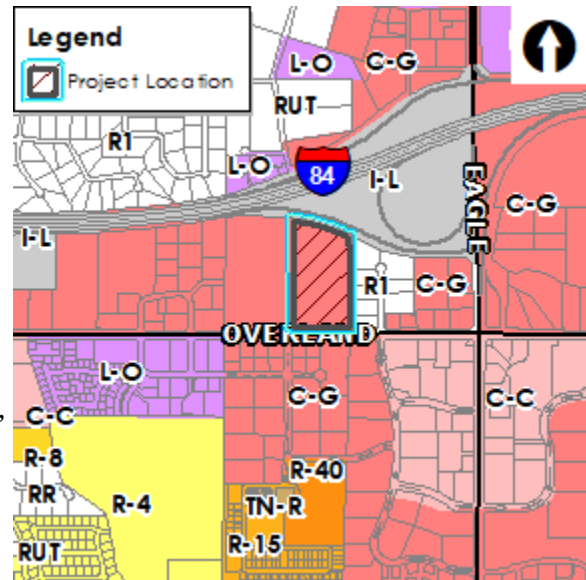


**STAFF REPORT**  
**COMMUNITY DEVELOPMENT DEPARTMENT**



HEARING DATE: 1/12/2021  
TO: Mayor & City Council  
FROM: Sonya Allen, Associate Planner  
208-884-5533  
SUBJECT: H-2020-0118  
Volante Investments (aka Seasons at Meridian)  
LOCATION: 2700 E. Overland Rd., in the SE ¼ of 17,  
T.3N., R.1E. (Parcel #S1117438451)



**I. PROJECT DESCRIPTION**

Modification of the existing Development Agreement (Inst. #2016-060157) to include a conceptual development plan for the eastern 15.89-acre portion of the larger 34.62-acre property, zoned C-G (General Retail and Service Commercial District).

**II. APPLICANT INFORMATION**

**A. Applicant:**

Tamara Thompson, The Land Group, Inc. – 462 W. Shore Dr., Ste. 100, Eagle, ID 83616

**B. Owner:**

Greg Goins, Winco Foods, LLC – PO Box 5756, Boise, ID 83705

**C. Representative:**

Same as Applicant

**III. NOTICING**

|                                                    | City Council<br>Posting Date |
|----------------------------------------------------|------------------------------|
| Legal notice published in newspaper                | 12/25/2020                   |
| Radius notice mailed to properties within 300 feet | 12/22/2020                   |

Public hearing notice sign posted  
Next Door

12/28/2020  
12/22/2020

#### IV. COMPREHENSIVE PLAN ANALYSIS ([COMPREHENSIVE PLAN](#))

The Future Land Use Map (FLUM) contained in the Comprehensive Plan designates this property as Mixed Use – Regional (MU-R). This property is part of a larger 660+/- acre area designated MU-R that lies south of I-84 on the north and south sides of E. Overland Rd. and the east and west sides of S. Eagle Rd.

The purpose of the MU-R designation is to provide a mix of employment, retail, and residential dwellings and public uses near major arterial intersections. The intent is to integrate a variety of uses together, including residential, and to avoid predominantly single use developments such as a regional retail center with only restaurants and other commercial uses. Developments should be anchored by uses that have a regional draw with the appropriate supporting uses. The developments are encouraged to be designed consistent with the conceptual MU-R plan depicted in Figure 3D (pg. 3-17).

This site is located near a major arterial intersection (i.e. S. Eagle Rd. and E. Overland Rd.). A conceptual development plan is proposed for a multi-family development on the eastern 15.89-acre portion of the subject property that will contain a total of 360 apartment units at a gross density of 22.6 units per acre. The approved conceptual development plan for the western 18.75-acre portion of the property is for an 85,000 square foot grocery store (Winco Foods) which will provide a regional draw and anchor this development with the proposed residential as a supporting use. The proposed plan depicts future retail uses on the property to the south of the grocery store between the future extension of Cinema Dr. and E. Overland Rd. where “vacant land” was previously depicted.

**In reviewing development applications, the following items will be considered in *all* Mixed-Use areas, per the Comprehensive Plan (pg. 3-15):** (*Staff's analysis in italics*)

- “A mixed-use project should include at least three types of land uses. Exceptions may be granted for smaller sites on a case-by-case basis. This land use is not intended for high density residential development alone.”  
*Overall, the 34.62-acre site subject to the Development Agreement is proposed to develop with commercial (retail, restaurant, etc.) and high-density residential uses. A variety of uses have already developed in the larger MU-R designated area to the west, south and east, including but not limited to, medical and dental offices, financial institutions, restaurants, multi-family residential, entertainment venues (i.e. movie theatre and shooting range), hotels, corporate offices, call centers, schools, and civic uses (i.e. Gordon Harris park, an ACHD park and ride lot and a library).*
- “Where appropriate, higher density and/or multi-family residential development is encouraged for projects with the potential to serve as employment destination centers and when the project is adjacent to US 20/26, SH-55, SH-16 or SH-69.”

*This project is near S. Eagle Rd., which extends south from SH-55. There are many employment uses in this area with larger employment destination centers in El Dorado/Bonito and Silverstone subdivisions at the southwest and southeast corners of Eagle and Overland Roads and Rackham subdivision currently in the development process at the southeast corner of Eagle Rd. & I-84. The proposed multi-family development will provide high density housing*

options in close proximity to employment destination centers in this area where few currently exist.

- “Mixed Use areas are typically developed under a master or conceptual plan; during an annexation or rezone request, a development agreement will typically be required for developments with a Mixed-Use designation.”

*A conceptual development plan is proposed with this application which will be incorporated into an amended Development Agreement to ensure future development is consistent with the Mixed-Use designation.*

- “In developments where multiple commercial and/or office buildings are proposed, the buildings should be arranged to create some form of common, usable area, such as a plaza or green space.”

*A development plan isn't included for the area depicted as “future retail”. **To ensure this area develops as desired with buildings arranged to create some form of common, useable area, Staff recommends a provision requiring such is included in the amended DA.***

- “The site plan should depict a transitional use and/or landscaped buffering between commercial and existing low- or medium-density residential development.”

*The proposed multi-family development will provide a transitional use between the existing low-density 1-acre residential lots/subdivision to the east (i.e. Overland Way Subdivision) and the future Winco Foods grocery store to the west. A 25-foot wide landscape buffer, landscaped per the standards in UDC 11-3B-9C, is required to be provided on C-G zoned property along the east boundary of the site to residential uses per UDC Table 11-2B-3. Three-story buildings in the multi-family development are proposed to be set back over 100' from the shared property line; existing homes are set back an average of 250' from the property line, which will create an approximate separation of 350' between uses.*

- “Community-serving facilities such as hospitals, clinics, churches, schools, parks, daycares, civic buildings, or public safety facilities are expected in larger mixed-use developments.”

*Many such uses exist in the larger MU-R designated area, including but not limited to, medical and dental offices/clinics, schools, parks, a daycare, and a library. St. Luke's hospital and medical center exists to the north on S. Eagle Rd. within approximately a mile of the site.*

- “Supportive and proportional public and/or quasi-public spaces and places including but not limited to parks, plazas, outdoor gathering areas, open space, libraries, and schools are expected; outdoor seating areas at restaurants do not count.”

*As previously mentioned, a park, library and schools exist in the larger MU-R designated area. **Staff recommends some form of common, usable area such as a plaza or green space is provided in the future retail area.***

- “Mixed use areas should be centered around spaces that are well-designed public and quasi-public centers of activity. Spaces should be activated and incorporate permanent design elements and amenities that foster a wide variety of interests ranging from leisure to play. These areas should be thoughtfully integrated into the development and further placemaking opportunities considered.”

*No such public spaces or design elements/amenities are proposed in this portion of the Mixed-Use designated area. However, quality amenities such as a clubhouse, swimming pool, BBQ area, playground/park with seating area, outdoor fireplace with seating area, and a pedestrian loop are proposed in the multi-family portion of the development for private use by*

*its residents. Pedestrian connections will assist in providing integration with the future commercial development.*

- “All mixed-use projects should be directly accessible to neighborhoods within the section by both vehicles and pedestrians.”

*A residential neighborhood exists directly to the east but there are no pedestrian or vehicular connections to this site. Interstate 84 borders the site to the north and commercial uses exist to the west. The proposed multi-family and commercial development is accessible by vehicle from Cinema Dr. from the west and S. Wells Ave. via E. Overland Rd. and by pedestrians from sidewalks along these streets. A pedestrian loop is proposed around the perimeter of the multi-family development, which provides connectivity to the existing and future commercial uses to the west.*

- “Alleys and roadways should be used to transition from dissimilar land uses, and between residential densities and housing types.”

*The extension of S. Wells Ave. from Overland Rd. will provide a transition between the planned commercial retail uses and proposed multi-family development.*

- “Because of the parcel configuration within Old Town, development is not subject to the Mixed-Use standards listed herein.”

*The subject property is not located in Old Town, therefore, this provision is not applicable.*

**In reviewing development applications, the following items will be considered in MU-R areas, per the Comprehensive Plan (pgs. 3-16 thru 3-17):**

- Development should generally comply with the general guidelines for development in all Mixed-Use areas.

*Staff’s analysis on the proposed project’s compliance with these guidelines is included above.*

- Residential uses should comprise a minimum of 10% of the development area at gross densities ranging from 6 to 40 units/acre. There is neither a minimum nor maximum imposed on non-retail commercial uses such as office, clean industry, or entertainment uses.

*The multi-family portion of the development consists of 15.89 acres and comprises over 10% of the overall development area of this site at a gross density of 22.6 units/acre. The overall MU-R designated area contains very few residential uses. There are no non-retail commercial uses proposed at this time.*

- Retail commercial uses should comprise a maximum of 50% of the development area.

*The western 18.75-acre portion of the site is planned to develop with retail uses; other commercial uses such as restaurants, professional/personal services, etc. are provided in the overall MU-R designated area which should be consistent with this guideline.*

Where the development proposes public and quasi-public uses to support the development, the developer may be eligible for additional area for retail development (beyond the allowed 50%), based on the ratios below:

- For land that is designated for a public use, such as a library or school, the developer is eligible for a 2:1 bonus. That is to say, if there is a one-acre library site planned and dedicated, the project would be eligible for two additional acres of retail development.

- For active open space or passive recreation areas, such as a park, tot-lot, or playfield, the developer is eligible for a 2:1 bonus. That is to say, if the park is 10 acres in area, the site would be eligible for 20 additional acres of retail development.
- For plazas that are integrated into a retail project, the developer would be eligible for a 6:1 bonus. Such plazas should provide a focal point (such as a fountain, statue, and water feature), seating areas, and some weather protection. That would mean that by providing a half-acre plaza, the developer would be eligible for three additional acres of retail development.

*This guideline is not applicable as public/quasi-public uses are not proposed.*

***Staff believes the proposed conceptual development plan is generally consistent with the vision of the MU-R designation in the Comprehensive Plan if the Applicant complies with Staff's recommended conditions noted above. High-density residential uses are needed in this overall MU-R designated area.***

## V. STAFF ANALYSIS

***History:*** This property along with the abutting property to the west, formerly known as the Thomas and Wurst properties, were annexed in 1994 and zoned C-G (Ord. #661, 661A & 665). These properties were part of a larger 167-acre area which included the interchange and the St. Luke's property to the north and northeast; this property and the interchange area provided an annexation path for St. Luke's medical center and hospital.

A Development Agreement (Inst. #2016-060157, H-2016-0056 Volante Investments) was recorded in 2016 for the abutting parcel to the west, which requires modification to the agreement prior to development of the subject parcel to include a conceptual development plan that is consistent with the Mixed Use – Regional (MU-R) future land use map designation in the Comprehensive Plan.

A conceptual development plan and building elevations were approved for the abutting parcel to the west that depicts an 85,000 square foot single-story retail building for Winco Foods on the northern portion of the property, the extension of Cinema Dr. from the west to the east boundary, vacant land on the southern portion, and the north/south extension of S. Wells Ave. along the east boundary of the site (see Section VI.A below).

An amendment to the existing Development Agreement (DA) (Inst. #2016-060157, Volante Investments – H-2016-0056) is proposed to include a conceptual development plan for the eastern 15.89-acre portion of the property governed by the DA, as required.

The proposed concept plan depicts a total of 10 multi-family structures containing a total of 360 dwelling units arranged around internal common open space areas with associated access driveways and parking (see Section VI.B). A mix of studio and 1-, 2- and 3-bedroom units are proposed ranging from 488 to 1,328 square feet at a gross density of 22.6 units per acre.

The main entrance driveway to the multi-family development aligns with Cinema Dr., planned to extend from the west boundary of the abutting Winco parcel to the future north/south extension of S. Wells Ave. from E. Overland Rd. along the southern portion of the subject property's west boundary. Another access is proposed at the north end of the west boundary of the site. An emergency only access is proposed via Overland Rd.; direct (public) access via Overland is not proposed. **Staff recommends as a provision in the DA that a cross-access/ingress-egress easement is recorded between the two parcels subject to the DA (i.e. S1117438626 & S1117438451). A copy of the recorded easement should be submitted to the Planning Division with the first development application for the overall property subject to the agreement.**

A Traffic Impact Study (TIS) was completed in 2016 for the Winco development and an updated TIS submitted to ACHD that includes the proposed multi-family development. An initial review of the TIS was completed by ACHD with comments/recommendations provided to the Applicant. A traffic signal is planned to be constructed with the Winco development at the Wells/Overland intersection. **Because traffic is already congested in this area and at the Eagle/Overland intersection and Eagle/I-84 interchange, Staff is concerned additional traffic generated from this development will over-burden existing roadways and intersections. Therefore, Staff recommends a DA provision that the TIS demonstrate additional traffic generated from this development can be accommodated on existing roadways/intersections; and that the traffic signal at the Overland/Wells intersection and any other improvements required by ACHD such as a right-turn lane, and the extension of Cinema Dr. be installed prior to issuance of any Certificates of Occupancy within the multi-family development. The multi-family development will *not* be allowed to develop if the TIS doesn't support traffic generated from the development.**

A total of 673 parking spaces, including 360 covered spaces are depicted on the concept plan. Based on (180) 1-bedroom units and (180) 2- and 3-bedroom units, a minimum of 630 parking spaces are required with 360 of those being covered. The proposed parking exceeds the minimum standards by 43 spaces, which should adequately accommodate guest parking.

A total of 3+/- acres (19 %) of common open space is proposed, which exceeds the minimum requirements in UDC 11-4-3-27C. Based on 15 units containing 500 square feet (s.f.) or less, 315 units containing between 500-1,200 s.f. and 30 units containing 1,200+ s.f., a minimum of 2.1 acres would be required.

A clubhouse with meeting rooms, a fitness facility, kitchen and gathering spaces, a swimming pool, an outdoor fireplace with seating, BBQ area and park with seating; dog owner facilities; a children's play structure; and a 0.5+/- mile perimeter pedestrian pathway loop are proposed as amenities. Based on the number of units proposed (i.e. 360), Staff is of the opinion the proposed amenities meet and exceed the minimum requirements in UDC 11-4-3-27D.2.

Noise abatement is required to be provided for residential uses adjoining state highways (i.e. I-84) in accord with the standards listed in UDC 11-3H-4D. Future plans submitted for this development shall demonstrate compliance with these standards.

A Conditional Use Permit (CUP) is required to be submitted for the multi-family development per UDC Table 11-2B-2. At that time, Staff will review the details of the proposed project for consistency with the dimensional standards of the C-G zoning district listed in UDC Table 11-2B-3, specific use standards for multi-family developments in UDC 11-4-3-27 and other applicable UDC standards. All structures are required to be designed consistent with the design standards listed in the Architectural Standards Manual. The site plan submitted with the CUP should depict the ultimate expansion of Overland Rd. to 7-lanes.

**Verification that the subject parcels are "original parcels of record" as defined in UDC 11-1A-1 is required. If determined *not* to be original parcels of record, the property is required to be included in a subdivision plat to create legal parcels for development purposes. Verification of such should be submitted prior to the City Council hearing for the subject application.**

## VI. DECISION

### A. Staff:

Staff recommends approval of the proposed MDA with the amended conditions, new conditions and exhibits in Section VI.B.

## **VII. EXHIBITS**

### **A. Existing Conditions Governing Development of Subject Property and Conceptual Development Plan (dated 4/12/2016) in Development Agreement Proposed to be Amended (Inst. #2016-060157, H-2016-0056 Volante Investments)**

4. **USES PERMITTED BY THIS AGREEMENT:** This Agreement shall vest the right to develop the Property in accordance with the terms and conditions of this Agreement.

4.1 The uses allowed pursuant to this Agreement are only those uses allowed under the UDC.

4.2 No change in the uses specified in this Agreement shall be allowed without modification of this Agreement.

5. **CONDITIONS GOVERNING DEVELOPMENT OF SUBJECT PROPERTY:**

5.1. Owner/Developer shall develop the Property in accordance with the following special conditions:

1. All development shall comply with City of Meridian ordinances and the Comprehensive Plan.
2. Development of the west parcel located at 2600 E. Overland Road property shall be generally consistent with the conceptual development plan and building elevations included in Exhibits A.4 and A.5.
3. Prior to development of the east parcel located at 2700 E. Overland Road, the Development Agreement shall be modified to include a conceptual development plan that is consistent with the MU-R FLUM designation contained in the Comprehensive Plan.
4. With development of the subject property, the developer is required to extend sewer & water mains to and through the property.
5. Future development shall comply with the design standards contained in UDC 11-3A-19 and the Architectural Standards Manual and/or any updated versions thereof.

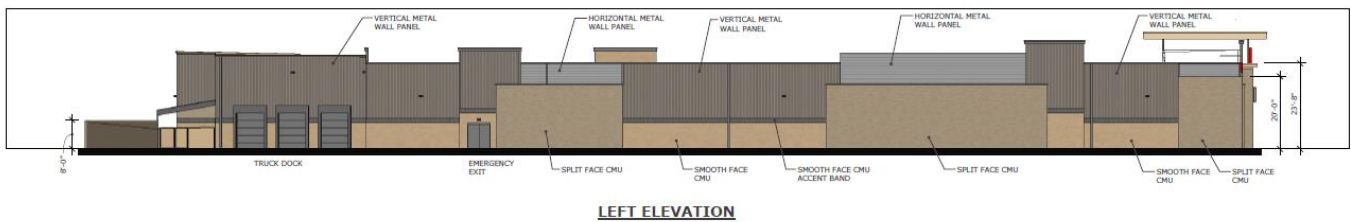




April 11, 2016

OVERLAND AND WELLS | WINCO FOODS - MERIDIAN, IDAHO

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B. Proposed Modified Conditions Governing Development of Subject Property and Conceptual Development Plan and Building Elevations

Modifications to Existing Conditions:

5.1.2 Development of the west parcel located at 2600 E. Overland Road ~~property and the east parcel located at 2700 E. Overland Road~~ shall be generally consistent with the conceptual development plan and building elevations included in Exhibits A.4 and A.5.

~~5.1.3 Prior to development of the east parcel located at 2700 E. Overland Road, the Development Agreement shall be modified to include a conceptual development plan that is consistent with the MU-R-FLUM designation contained in the Comprehensive Plan.~~

Staff recommended new conditions:

- “If multiple commercial and/or office buildings are proposed in the area depicted as “future retail” on the conceptual development plan, the buildings should be arranged to create some form of common, usable area, such as a plaza or green space in accord with the Comprehensive Plan for development in Mixed-Use designated areas.”
- “The updated Traffic Impact Study (TIS) that incorporates the multi-family development shall demonstrate additional traffic generated from the development can be accommodated on existing roadways/intersections in order for the multi-family development to be approved.”
- “The traffic signal at E. Overland Rd. and S. Wells Ave. and any other improvements required by ACHD to Overland Rd., such as turn lanes, and the extension of Cinema Dr. shall be installed prior to issuance of any Certificates of Occupancy within the multi-family portion of the development.”
- “A cross-access/ingress-egress easement shall be recorded between the two parcels subject to this agreement (i.e. S1117438626 & S1117438451). A copy of the recorded easement shall be submitted to the Planning Division with the first development application for the overall property subject to the agreement.”
- “Noise abatement shall be required for residential uses adjoining state highways (i.e. I-84) in accord with the standards listed in UDC 11-3H-4D.”

*Note: All other conditions shall remain the same.*

Replace the existing conceptual development plan in Exhibit A.4 with the following:



Include the following elevations in Exhibit A.5 along with the existing Winco elevations:

Multi-family development:



Clubhouse:



C. Boundary of Property Subject to Development Agreement

**2600 & 2700 Overland Road Property Description**

A parcel of land located in the SW 1/4 of the SE 1/4 Section 17, Township 3 North, Range 2 East, Boise Meridian, Meridian, Ada County, Idaho being more particularly described as follows:

Commencing at the S1/4 corner of said Section 17 from which the SE corner of said Section 17 bears North 89°46'00" East, 2656.88 feet;

thence North 00°24'05" East, 45.00 feet to the SE corner of Destination Place Subdivision filed in Book 93 of Plats at Pages 11190 through 11192, records of Ada County, Idaho, said point being the **REAL POINT OF BEGINNING**;

thence along the East boundary line of said Destination Place Subdivision North 00°24'05" East, 1,181.25 feet to a point on the southerly right-of-way line of Interstate 84;

thence along said southerly right-of-way line the following 4 courses and distances:

thence North 81°35'27" East, 158.13 feet;

thence South 86°18'23" East, 471.33 feet;

thence 696.48 feet along the arc of a non-tangent curve to the right, said curve having a radius of 1,809.86 feet, a central angle of 22°02'56" and a long chord of 692.19 feet which bears South 75°09'15" East;

thence South 64°07'46" East, 23.82 feet to a point on the West boundary line of Overland Way Subdivision filed in Book 46 of Plats at Pages 3798 and 3799, records of Ada County, Idaho;

thence along said West boundary line South 00°08'32" East, 980.83 feet to a point on the North right-of-way line of E. Overland Road;

Thence along said North right-of-way line the following 7 courses and distances:

thence South 89°46'00" West, 600.41 feet;

thence North 41°30'26" West, 29.30 feet;

thence North 00°24'05" East, 9.19 feet;

thence South 89°59'52" West, 90.00 feet;

thence South 00°24'05" West, 11.58 feet;

thence South 45°33'34" West, 28.68 feet;

thence South 89°46'00" West, 597.70 feet to the **REAL POINT OF BEGINNING**.  
Containing 34.62 acres, more or less.

