



## CITY COUNCIL SPECIAL MEETING (AGENCY WORKSHOP) AGENDA

City Hall - 10769 W State Street, Star, Idaho

Tuesday, February 08, 2022 at 6:30 PM

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**PUBLIC NOTICE: THIS MEETING IS A WORKSHOP - NOT A PUBLIC HEARING. PUBLIC TESTIMONY WILL NOT BE HEARD. THE PUBLIC IS INVITED TO PARTICIPATE BY OBSERVING THE RPOCESS IN PERSON OR ONLINE AT: [https://www.youtube.com/channel/UCkw5PdAcU\\_RK0rP7MNaLB1A](https://www.youtube.com/channel/UCkw5PdAcU_RK0rP7MNaLB1A)**

1. **CALL TO ORDER** – Welcome/Pledge of Allegiance
2. **ROLL CALL**
3. **AGENCY WORKSHOP**
  - A. AGENCY WORKSHOP - WILLOWBROOK
4. **ADJOURNMENT**

City of Star

P.O. Box 130  
Star, Idaho 83669  
208-286-7247  
Fax 208-286-7569

[www.staridaho.org](http://www.staridaho.org)



Ma Section 3, Item A.  
Trevor A. Chadwick

Council:  
Kevin Nielsen  
Jennifer Salmonsens  
Michael Keyes  
David Hershey

December 22, 2021

**CITY OF STAR  
NOTICE OF PUBLIC HEARING**

Dear Resident:

You have been identified as a property owner located within three hundred feet of the proposed **Willowbrook Development** application that will come before the City of Star. The following Workshops and Star City Council Public Hearing are being scheduled as follows:

Workshop #1 - Transportation - January 25, 2022 Star City Hall, 10769 W. State St, Star, Idaho at 6:30 pm\*\*

Workshop #2 – Agency Discussion – February 8, 2022 Star City Hall, 10769 W. State St, Star, ID at 6:30 pm\*\*

Workshop #3 – If Needed – February 22, 2022 Star City Hall, 10769 W. State Street, Star, Idaho at 6:30 pm\*\*

**\*\*Workshops are not public hearings. Public testimony will not be heard.**

Star City Council **Public Hearing** - March 1, 2022, at **Life Spring Church**, 174 N. Star Rd, Star, Idaho at 7:00 p.m.

**Application:** Willowbrook Annexation and Zoning and Planned Unit Development (Files #'s AZ-21-12/DA-21-20/ PUD-21-02)

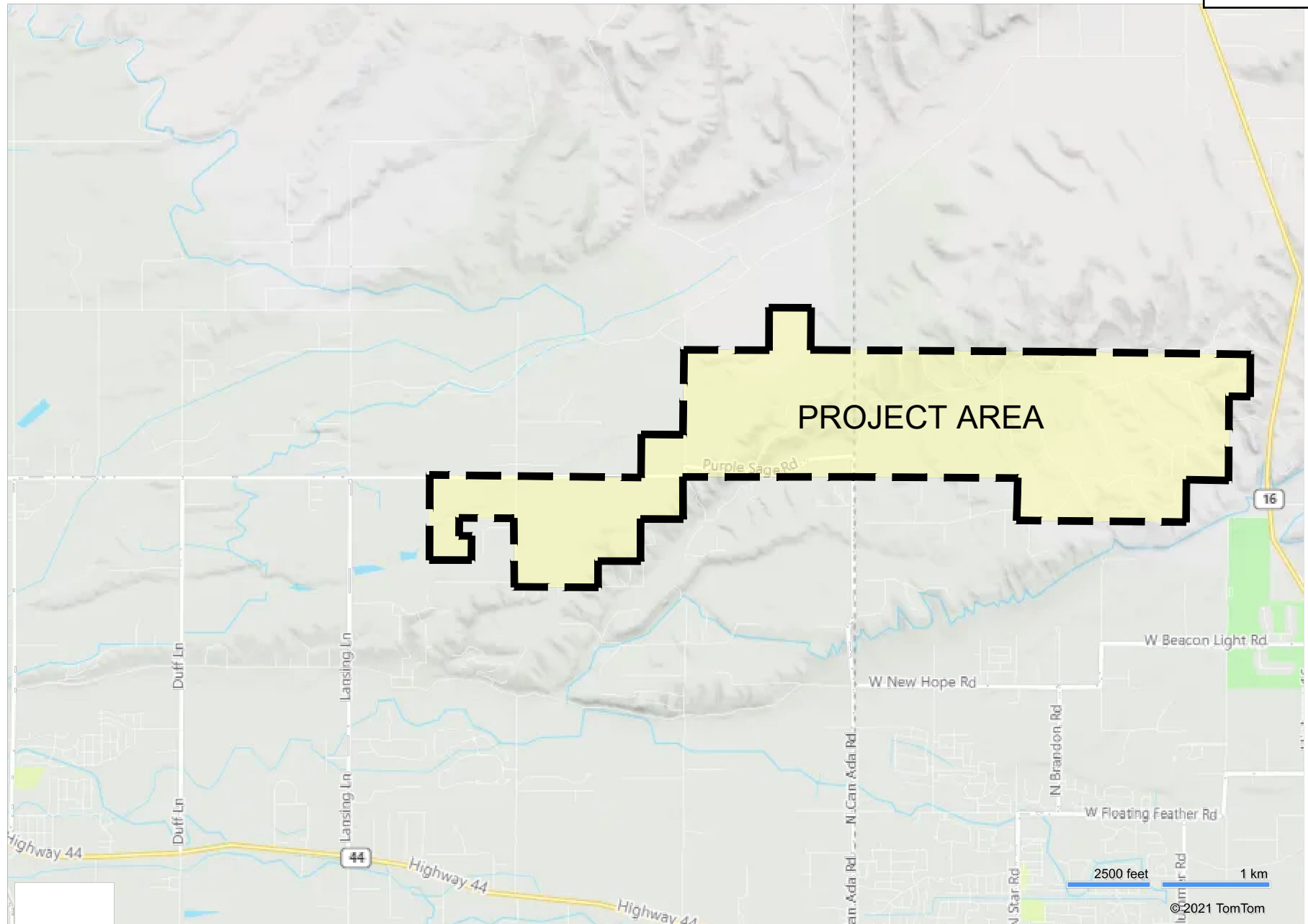
**Applicant/Representative:** Nathan Mitchell, A+E Construction, LLC, 1470 N. Rook Way, Star, ID 83669

**Owner:** Richard M. Phillips, Willowbrook Development, Inc. & Twin Islands, LLC, 210 Murray Street, Garden City, ID 83714

**Action:** The Applicant is seeking approval of an Annexation and Zoning (R-3-PUD-DA), a Development Agreement, and a Planned Unit Development for a proposed master planned development consisting of 1,618 residential lots, 2 commercial lots and 25 common lots on 1,554.8 acres (723.78 acres in Ada County; 831.02 acres in Canyon County). The property is located west of Highway 16 in Star, Ada and Canyon County, Idaho. **Property Location:** The subject property is generally located between Hwy 16 and Kingsbury Road, and Deep Canyon Drive and Lanktree Gulch Road/Purple Sage Drive. Ada and Canyon County Parcel No.'s included in Exhibit A attached.

**Information/Comments:** Additional information will be available for review online at [www.staridaho.org](http://www.staridaho.org). Should you be unable to attend the public hearing, you may submit your comments to Star City Hall, P.O. Box 130, Star, Idaho 83669 or at [snickel@staridaho.org](mailto:snickel@staridaho.org) **a minimum of 2 days prior to the day of the hearing.** For further information, please call 208-286-7247. **\*\* Attendance at Workshops will be limited in space and public participation will not be allowed. It is advised that workshops be viewed via Youtube if possible. Links will be provided on the City Website prior to the scheduled date. All meetings available on Zoom and Youtube. Contact City for details.**

Shawn L. Nickel  
Planning Director and Zoning Administrator



VICINITY MAP- ANNEXATION AND REZONE

**Date:** August 31, 2021

**To:** Star City Council and Planning Staff

**From:** Willowbrook Development, INC, Twin Islands LLC, and Richard Phillips

**Subject:** Narrative For Willowbrook Golf Community Annexation, Zoning, and PUD

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Willowbrook Development, INC is proposing to annex approximately 1554.8 acres of ground into Star and request an R-3 Zoning designation for the entire property. Additionally, we are submitting a Preliminary PUD on approximately 725 acres of the total 1554.8. The PUD request would allow for a mix of Single Family detached, Single Family attached, approximately 110,000sf of Neighborhood Commercial and Retail Space, and a Championship 18-hole golf course designed by Tom Weiskopf. The property is generally located within the Hillsdale Estates subdivision in Ada County, and along Purple Sage Road between Kingsbury Lane and CANADA Road in Canyon County.

There is approximately 725 acres in Ada County that had a 15-year deed restriction for Open Space since Hillsdale Estates was developed starting in 1995. The 15-year restriction from development in Phase 8 will expire in 2018. All non-farm restrictions have expired, and the entire property is available for development. The 725 acres has been slated for development ever since Willowbrook purchased the properties in the early 1990s.

While Willowbrook was developing the Ada County properties as Hillsdale, they also were purchasing and developing large parcels of property in adjacent Canyon County. Star Ridge Estates was approved and developed during this time. In addition to the already developed Star Ridge Estates, Willowbrook owns approximately 799 acres in Canyon County. Approximately 500 acres of the Canyon County property has been approved for development of 2 dwelling units per acre under Canyon County Code. The development agreement entered into with that approval required municipal services be provided prior to any building. At the time it was envisioned that this property would be served by Middleton City Sewer and Water. However, as annexations and approvals have taken place over time, it is quite clear the Middleton does not have the ability to annex or adequately serve this property. Willowbrook has recognized that developing adjacent properties using two different land use authorities is not in the best interest of current or future residents of either County. Willowbrook strongly believes the best approach to developing this area is to develop under a single land use authority (CITY OF STAR) to provide consistency in development standards and services. If annexed, this area will provide the City of Star and Willowbrook Development and outstanding opportunity to plan and develop plats that best serve the interests of all.



Annexation and Zoning is the first, yet critical step in creating more quality development for Star. By approving our request and granting the R-3 Zoning, you will provide a clear and concise path for your City's growth, and predictability and consistency in development standards to everyone effected. Willowbrook is committed to continuing the demonstrated quality development of this area and strongly believe that partnering with the City of Star is the path forward.

### **Land Uses:**

**Housing Variety.** Willowbrook is committed to providing a variety of housing types to maximize market conditions. We have complied with the City's Comprehensive Plan concerning transition from existing development to our proposed uses within the PUD. We have buffered most existing development by providing a 1 to 1 transition as much as possible. We will gladly match setbacks and Architectural Control requirements to further buffer the existing homes. Additionally, where we can't achieve these buffering conditions, we have allowed for landscape buffers to minimize the impact on existing residents. We have concentrated our most dense housing types within the golf course to allow the course to provide a better buffer to the existing development as well.

There are multiple opportunities within this PUD to provide active adult, gated communities geared towards the golfing community. Townhouses and Patio Homes with course frontage will allow for a maintenance free lifestyle. The security and comfort of the gated communities within the PUD provide a product currently not available in the Star market, and one we feel will be in great demand.

The majority of this PUD is single family detached housing that will compliment the already outstanding development of the area. With lot sizes that range from 6000sf to over 1 acre we will be able to provide a product for most any buyer in the market. We have provided in your packets examples of each of the product types we envision on the different lot sizes.

**Commercial/Retail.** Within the PUD we have provided area for approximately 110,000 sf of neighborhood commercial and retail space. We envision the neighborhood commercial to provide convenience services such as C-stores, professional office space, and banking or financial services. The retail we envision to be a complement to the golf course and clubhouse with boutique clothing stores, restaurants, and coffee shops.

**Traffic.** One of the largest concerns that have been expressed in our ongoing conversation with neighbors has been traffic congestion. Included in your package is a report from Kittleston and Associates that outlines a scope of work for a comprehensive Traffic Impact Study. Once your land use decision refines the assumptions made in the scope of work, we will immediately commence work on Phase 1 of the study. The Scope of work included input from ITD, ACHD, and CHD4. With the transportation agency input, Compass was then able to build a traffic model that will drive this TIS. The direct access to this property will be from a new connection at Highway 16 that pairs with planned development east of the Highway. Additional connections at Wing Road, CanAda Road, Blessinger Road, and Kingsbury Road will allow multiple options for traffic flow in and out of the project. CanAda Road is the only connection currently built. Willowbrook owns ROW for Wing Road from its current terminus just south of the Farmers Union Canal that the road can be extended through to Lanktree Gulch Road and dedicated to ACHD. Engineering is complete and construction has begun on the Blessinger Road

extension. The Kingsbury Road extension is currently being engineered within a Preliminary Plat that will be submitted to Canyon County for approval within the month.

The key traffic connection to reduce impact on existing residents will be the new connection with Highway 16 that will bypass existing driveways on Deep Canyon Drive in Hillsdale Estates.

The Scope of Work for the TIS considers all these improvements plus impacts to multiple intersections on the State Highway System and local roads.

**Utilities.** Star Sewer and Water will provide services to this entire project. We are currently considering two alternatives for wastewater treatment. The first option is a regional lift station located in the vicinity of CanAda Road and Purple Sage Road. This lift station would be sized to handle the majority of our project plus additional potential development in the area. The pressure line from the lift station would likely run South in the CanAda Road ROW to Foothill Road, then East along Foothill to a gravity line that comes from the Trident Ridge Subdivision. From there the wastewater would gravity to the current SSWD treatment facility. The second option for wastewater treatment for this project will be to build an MBR treatment plant like SSWD's current facility on site. This facility would be in a similar location to the Regional Lift Station option. This facility would treat all wastewater on site and be designed to produce water clean enough to reapply to the golf course for irrigation water.

Both options will include exploring reuse of SSWD's current discharge for irrigation water within the project. We are actively engaged with SSWD Board of Directors and Keller and Associates to determine which direction will best benefit the project and SSWD.

Potable water for this project will be provided by a new well drilled within the project with a storage tank to treat and store water. This facility will be located to SSWD satisfaction. Willowbrook currently owns approximately 4.0cfs of potable water rights that will serve the PUD. Additional water rights will be secured by the owner and/or SSWD to serve the remainder of the project.

All water treatment and supply facilities will be built by the developer and dedicated to SSWD for operation.

Willowbrook currently owns 4000-acre feet of irrigation water rights to provide irrigation to the golf course and development within this project. Our intent is to use as much treated wastewater as possible within the project and only use the existing irrigation wells as supplements to the reuse water as necessary.

**Public Services.** Willowbrook intends to provide property in the vicinity of Purple Sage and CanAda road for the Star Fire Protection District to build a Station to serve the northern portion of their District. We will continue to work with them to determine the most appropriate location within the project. We would also envision Star Police and Ada County EMS locating with the Fire District as well.

We have not presented this project to either the West Ada or Middleton School District for review. Through the platting process we will work with both districts to meet their needs for locations of future schools to mitigate our impact to the Districts.

**Open Space.** The largest portion of Open Space provided in this project is the Golf Course. We have been working with Tom Weiskopf and Phil Smith Design for several years to design a championship golf course in this project. We are committed to building the golf course in conjunction with the initial phases of development, so the course is built and playable as our first houses are being occupied. The course will be a privately owned public course. The public will be welcome to enjoy a wonderful golf opportunity. This model has worked well for Mr. Phillips at his Banbury Meadows course in Eagle, and we anticipate building on his current success to provide a truly world class venue. A venue that we believe will be an incredible asset to the City of Star and the overall Treasure Valley Region.

In addition to the golf course, we have approximately 85 acres of ground that is currently open natural space that is too steep to build on and will remain open. We have also included in the Conceptual Master Plan multiple locations for pocket parks and club house amenities to provide opportunities for members of the community that don't participate in golf.

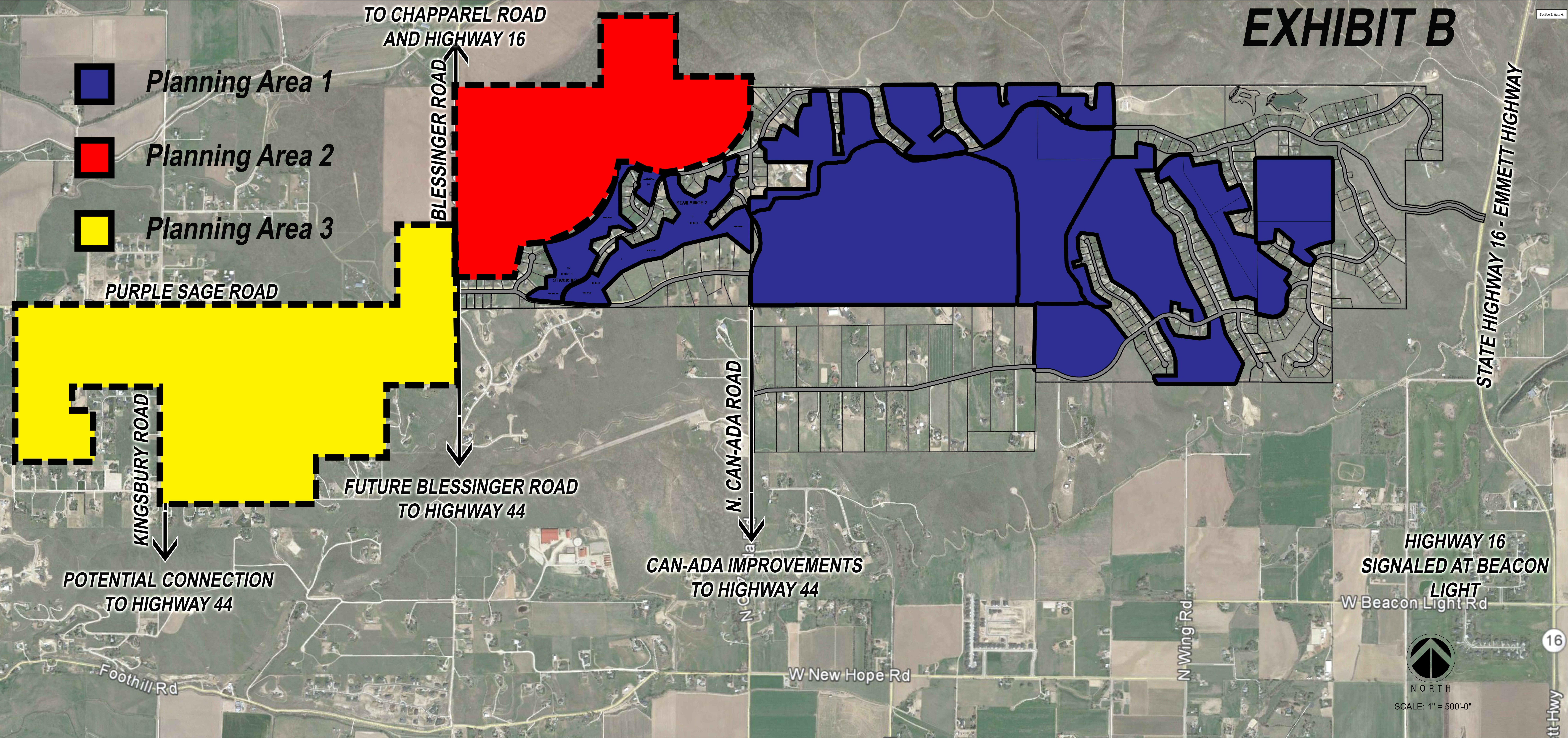
**Neighborhood Meetings and Public Involvement.** Developing this property in the City of Star has been a continuous conversation since at least 2012. Our goal has been to engage the current residents to get input that will help us mitigate the impacts on their current lifestyles. Change is always difficult. The residents of Hillsdale, Monument Ridge, and Star Ridge have been very actively engaged with us for the past 5 years. We have tried to incorporate as many of the requests from these meetings as possible. Included in our application is a summary of questions and answers from our most recent neighborhood meetings. As we go through this process with the City, and future platting processes, we are committed to accommodating requests to mitigate our impact on our neighbors. The neighbor's involvement in this process has already made this a better project and they will continue to have positive impacts on our final product.

In summary, Willowbrook Development sees this annexation and zoning request and Preliminary PUD as a critical first step in a long-term partnership with the City of Star and all supporting government agencies. Discussions with Star Sewer and Water District, Star Fire District, both Highway Districts, and ITD have been positive and constructive. Opportunities to provide superior municipal services to future residents, and to enhance services to current residents have already been identified with these agencies. A project of this scope will take decades to complete. These partnerships will prove to be a cornerstone of success for everyone involved.

A handwritten signature in blue ink, appearing to read "Dale Smith", with a large, stylized flourish at the end.



-  **Planning Area 1**
-  **Planning Area 2**
-  **Planning Area 3**



***Willowbrook Development - Planning Areas Map***



# Willow Brook Community

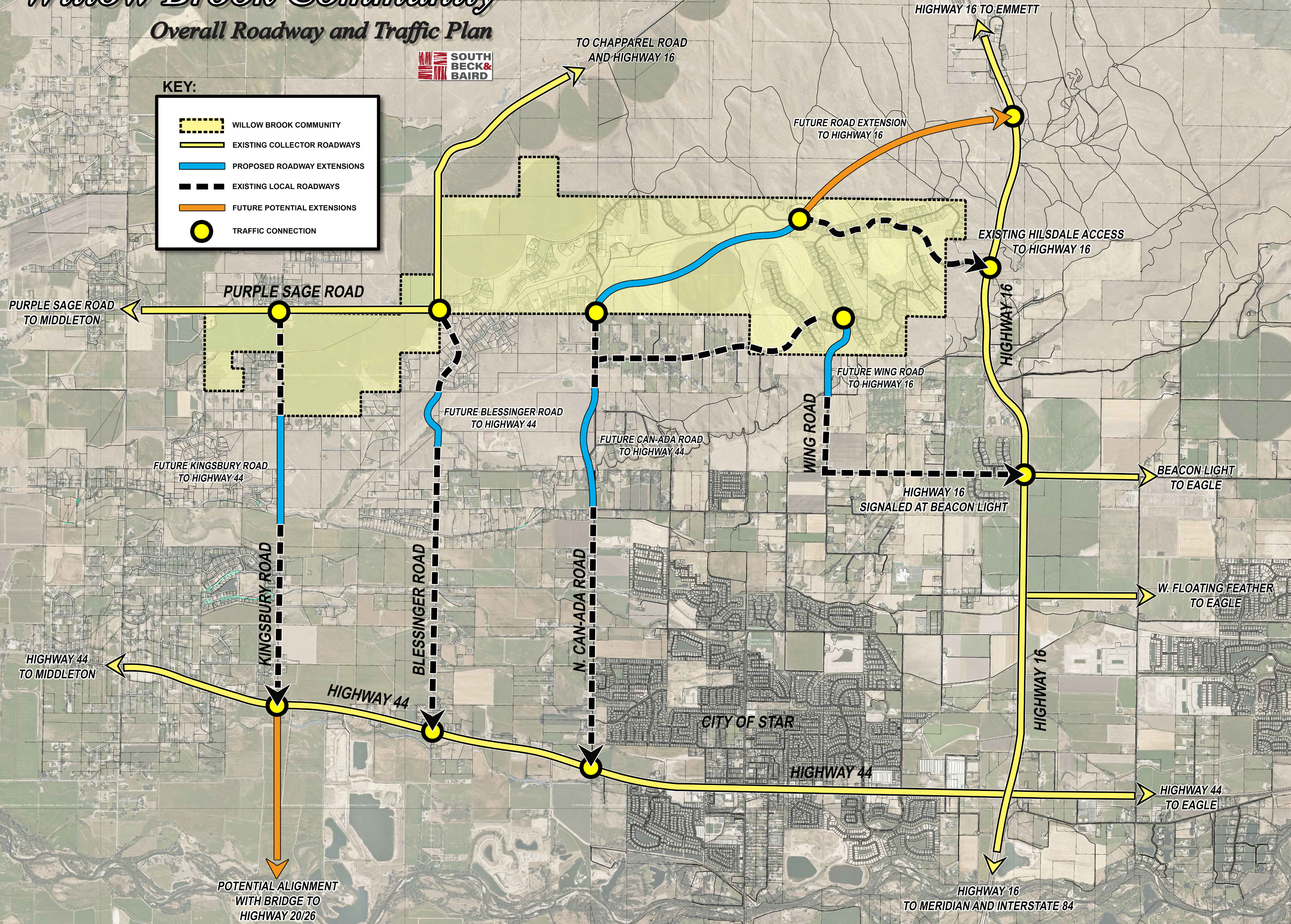
## Overall Roadway and Traffic Plan

Section 3, Item A.

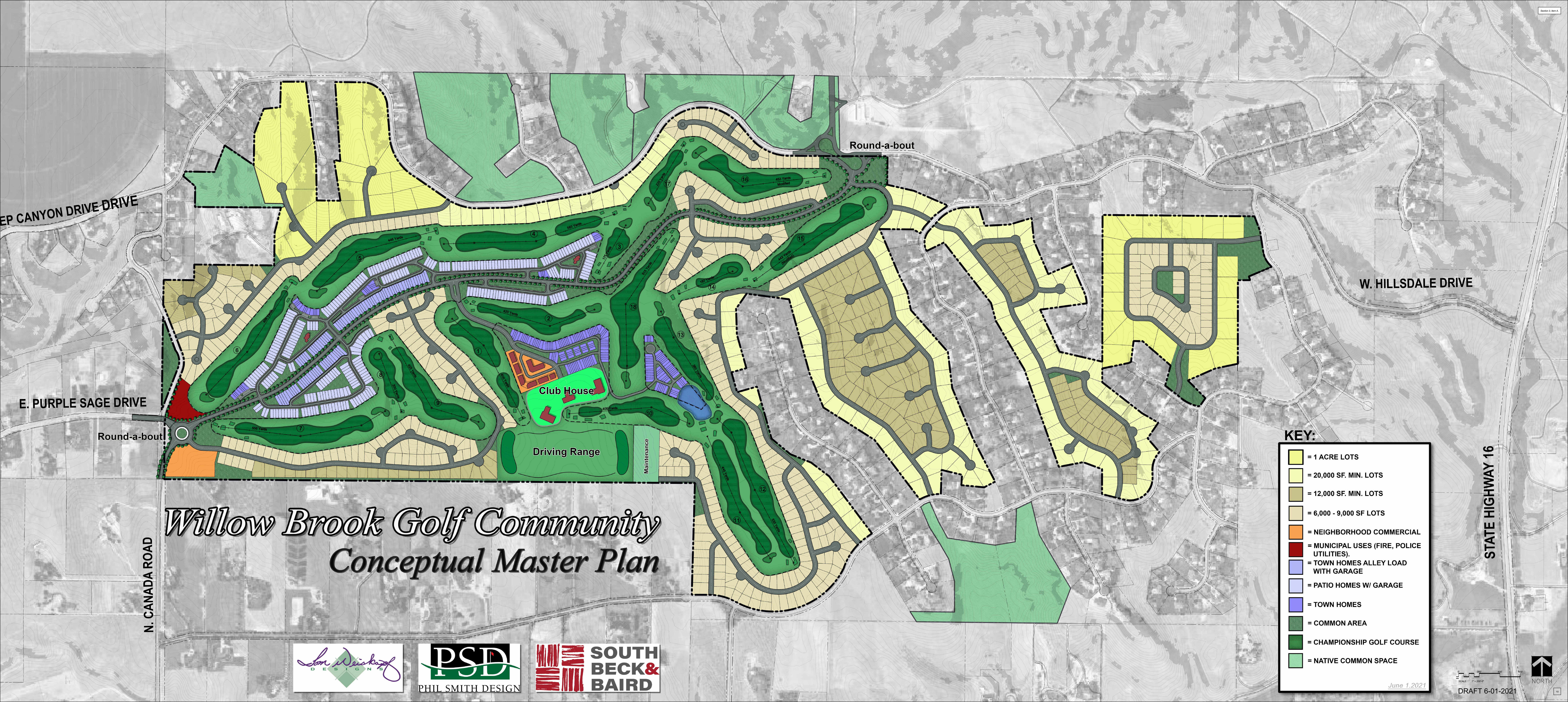


### KEY:

- WILLLOW BROOK COMMUNITY
- EXISTING COLLECTOR ROADWAYS
- PROPOSED ROADWAY EXTENSIONS
- EXISTING LOCAL ROADWAYS
- FUTURE POTENTIAL EXTENSIONS
- TRAFFIC CONNECTION









## **Willowbrook Development Policing Report**

### **Introduction**

Chief Zachary Hessing of the Star Police Department contacted the Ada County Center for Data Analytics & Intelligence, Crime Analysis Unit, to complete an analysis and forecast potential policing impacts resulting from the Willowbrook Development. In particular, we were asked to focus our analysis on the following areas:

1. Population Growth
2. Calls for Service
3. Response Times
4. Crime Rate

The following is a culmination of this analysis along with our recommendations for policing services for the City of Star.

### **Development Characteristics**

The Willowbrook Development is a large multi-use development in the northern foothills of the Treasure Valley which straddles Ada and Canyon Counties (City of Star, 2021). At full build out, the developer has outlined the following land uses:

- 4,069 single-family homes;
- 593 townhomes/patio-homes;
- 114,500 square-feet of commercial/retail space; and
- A public 18-hole golf course

The location of the development is loosely bounded on the east by state highway 16, on the north by Chaparral Road, on the west by Lansing Lane and on the south by Foothill Road/New Hope Road. The analysis performed will account for the projected full build-out of the project and the anticipated impacts to policing in the City of Star.

The developer notes that the lengthy build out time required to complete the project suggests the use of a phased approach beginning with the following to be completed by 2030:

- 18-hole public golf course;
- 261 single family homes; and
- 178 townhomes/patio-homes



For the purposes of this analysis, we will focus on the projected development encompassed within Phase I.

### **Population Growth**

Since 2010, the City of Star has seen an average year over year population growth rate of 8%. If this pace continues, the population of the City of Star will surpass 26,000 residents by 2030.

According to the Historic Population Estimates by City Limits (COMPASS, 2021), the population of the City of Star in 2021 was 13,400. In order to project total population growth resulting from the Willowbrook Development, the average household size of 2.7, as referenced in the American Community Survey (2020) for the City of Star.

With the phased approach referenced in the agency transmittal documents, our impact analysis will focus primarily on the phase 1 build out of the 18-hole golf course, 261 single family homes and 178 townhomes/patio-homes. With a combined 439 homes, phase I of the project is projected to add 1,185 residents to the City of Star by 2030.

The overall projected increase in residents to the City of Star of 1,185 from the Willowbrook Development will be considered as inclusive to the overall population increase projected by 2030.

### **Calls for Service**

A call for service is defined as a citizen placing a call, via either 911 or the non-emergency line, and requesting assistance from a first responding agency. In Ada County, all citizen calls for service are handled by the Ada County Dispatch Center. This measure is widely utilized by all first responding entities including law enforcement, fire and emergency medical services as a way of measuring workload and system utilization. As population increases, an increase in calls for service is generally expected. The increase of population, however, has historically outpaced increases in calls for service.

For the Star Police Department, citizen calls for services have steadily increased along with the city's population. In 2021, Star Police responded to 7,934 calls for service, an increase of 16.57% from the 6,806 calls responded to in 2018. During that same period, the population of the City of Star increased by 29.97%. Since a disparity exists between the increases in these two measures, a ratio of calls per citizen is often utilized to better predict the rate of increase. In 2018, the City of Star had a call per citizen measure of .66. In 2021, this measure dropped 10.6% to .59 calls per citizen. For comparison, this measure for the City of Eagle in 2021 was .54 and for the City of Kuna was .88.

The previous section discussed the projected population of the City of Star to be surpass 26,000 residents by 2030. Using the .59 calls per citizen metric seen in the most recent year of record, we would project a total of 15,803 calls for service to the Star Police Department by 2030, an increase of 99% from 2021 numbers.

### **Response Times**

Response time is calculated by measuring the time it takes an officer to arrive on scene after he/she is assigned the call. The target established for the Star Police is less than 5 minutes. Since 2013, the average response time for the Star Police department on Code 3 emergency calls has been 3 minutes and 20 seconds (Appendix A). This is due in large part to the following factors:

- Small geographic area
- Concentrated call volumes
- Staffing increases to keep up with population growth

Appendix B shows a map of all 7,934 calls for service from 2021. On the map you can clearly see the areas of the city where call volume is the highest, namely the downtown corridor, Star Middle School, the intersection of state highways 16 and 44 and Star Elementary School. As the City of Star continues to expand outward away from the city center, the time it takes for an officer to arrive on scene will likely increase. Officers will naturally spend the majority of their time in the areas of a jurisdiction where call volume is the highest. The Willowbrook Development expands the call area for the City of Star beyond its current northern boundary. Responding from the city's central corridor to the Willowbrook Development will add anywhere from 1 – 2 miles of additional travel resulting in an increased response time of 1.5 – 4 minutes. Appendix C illustrates how this phenomenon has the potential of dramatically increasing response times. Additional staffing would allow for officers to disperse more evenly within the city's boundaries subsequently minimizing any increase in response times due to population growth and greater geographic spread.

### **Crime Rate**

The City of Star utilizes the National Incident Based Reporting System (NIBRS) to measure crime within the city. This system provides a national standard for how crimes are counted and allows a fair comparison to be drawn between jurisdictions. The City of Star has one of the lowest crime rates in the Treasure Valley. The report to our citizens shows a steady decrease in the crime rate beginning in 2017 and stabilizing in 2020. We are projecting a similar crime rate for 2021 for the City of Star.

One of the best ways to maintain low crime rates is through the use of proactive policing. Proactive policing is defined as police work initiated by law enforcement that is intended to deter crime, reduce disorder, reduce citizen's fear or crime or remedy other specific concerns (National Academies, 2018). Proactive policing can only be done when an officer is not responding to a citizen call for service. In 2017, the ratio of proactive policing calls to citizen calls for service in the City of Star was 5.38 to 1. In 2021, this ratio dropped to 2.59 to 1 (Appendix D). Over time, a decrease in law enforcement proactivity has been attributed to rising crime rate.

Proactive policing has the greatest effect on deterring property crime. In growing communities, like the City of Star, this is concentrated in newer developments where construction site theft is common. The Willowbrook Development will require routine proactive checks by law enforcement to reduce the impact of this type of crime.

### **Conclusion**

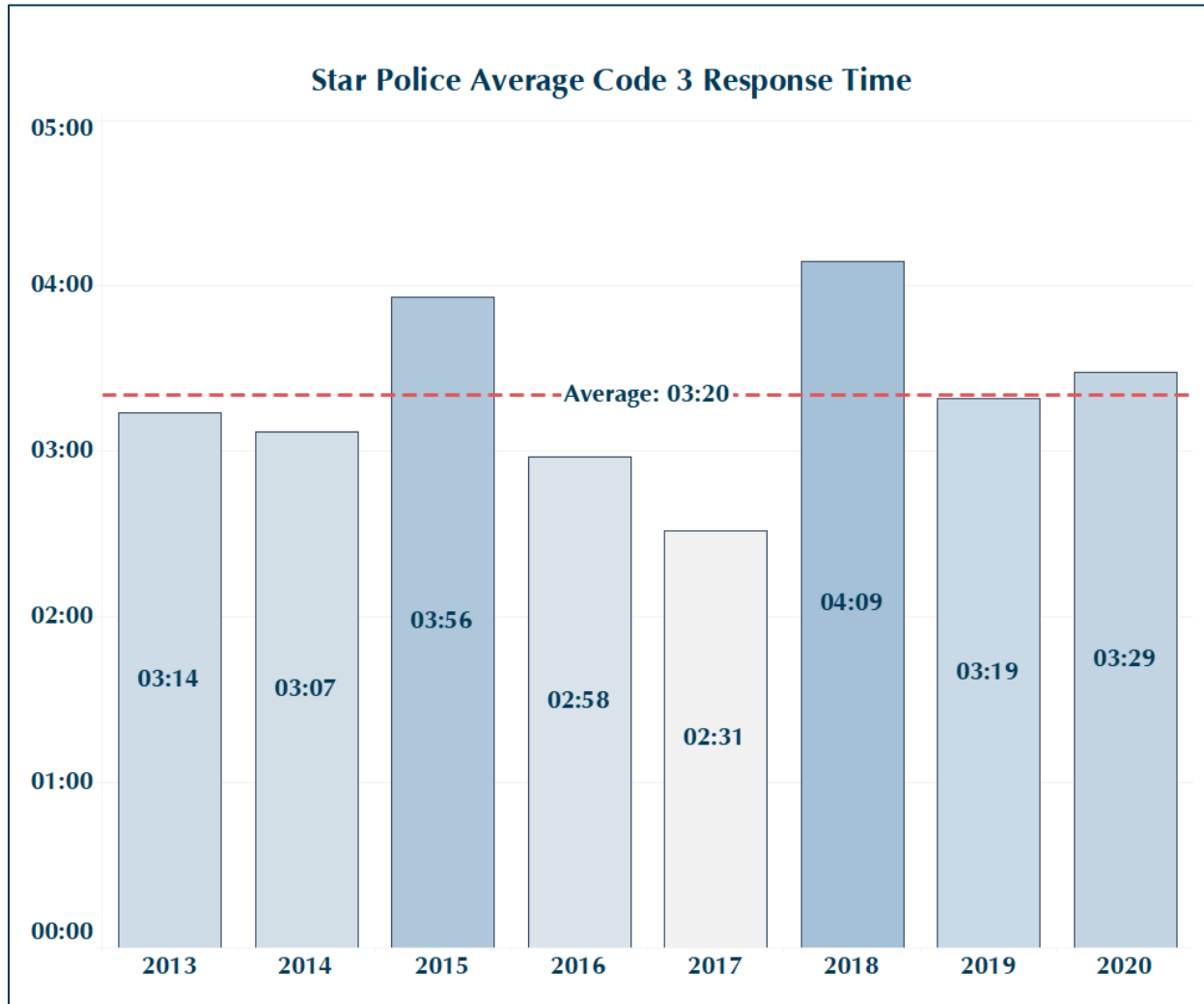
Growth is happening all around us in the Treasure Valley. As the population continues to increase, so must the services available to our citizens if we desire to maintain the quality of life that has attributed to this record growth. Among those services is the need for law enforcement.

By 2030, the City of Star is expected to eclipse 26,000 citizens by all available estimates. This is nearly double the current population of 13,400. It is logical to anticipate that the police personnel will need to increase as well.

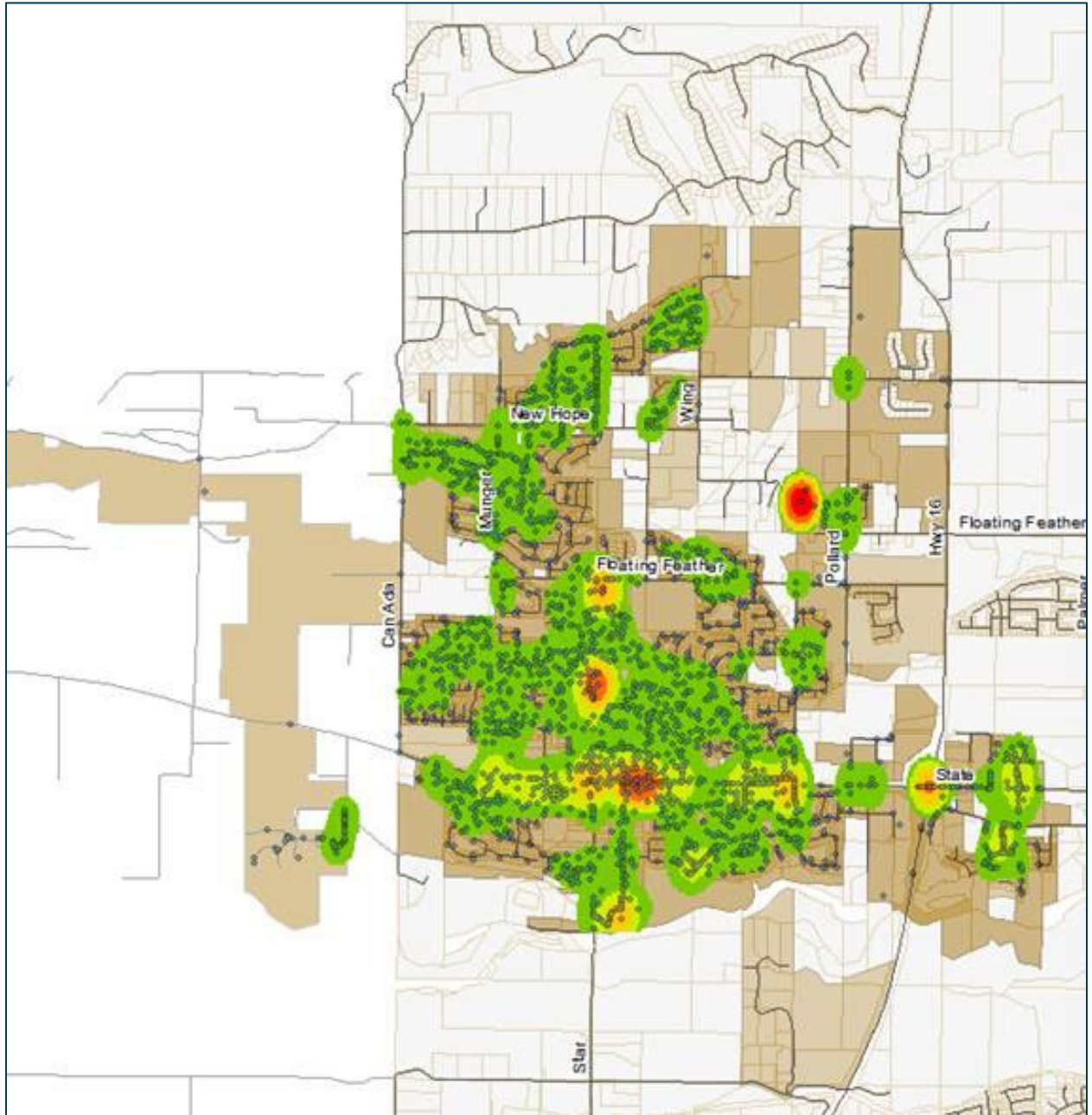
If the City of Star desires to maintain its low crime rate, code 3 response times at or near the current average of 3 minutes and 20 seconds and return to a 4 to 1 ratio of proactivity to calls for service, the following personnel will need to be added by 2030:

- 8 patrol officers/deputies
- 2 sergeants (provides additional workload support in addition to managing span of control for supervision and leadership)

**Appendix A**

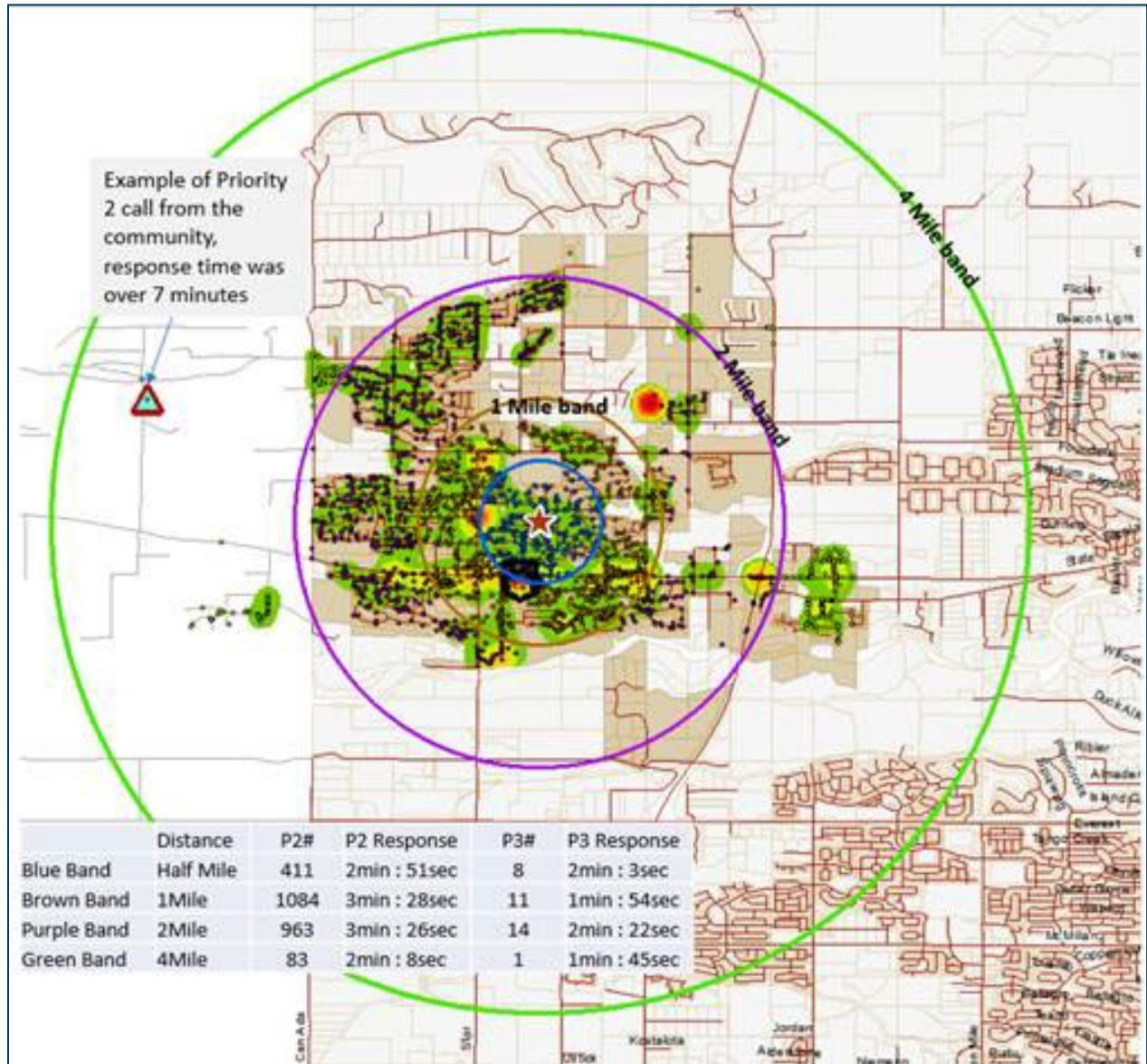


**Appendix B**

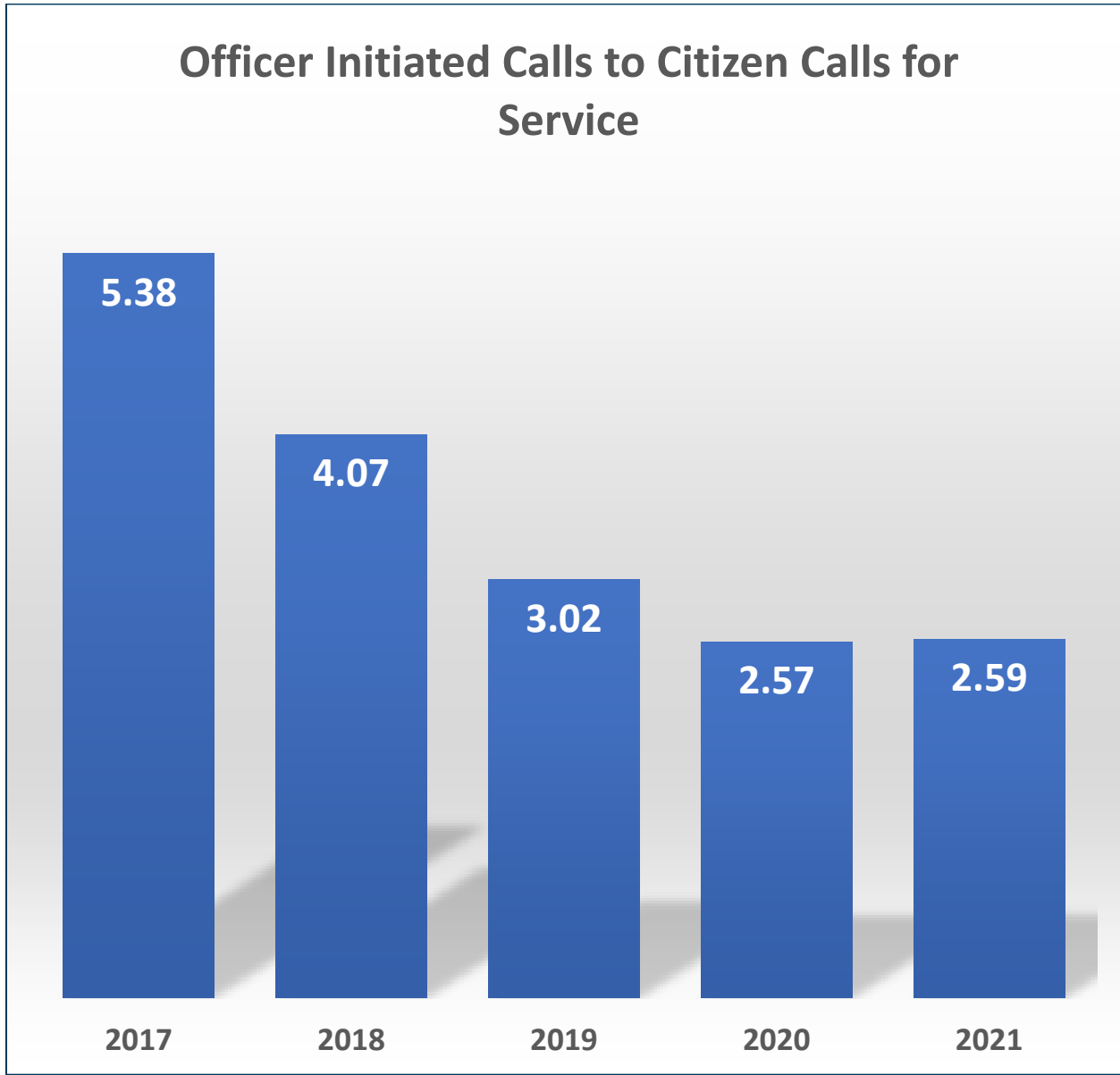




**Appendix C**



**Appendix D**





### References

City of Star: Notice of Public Hearing. (2021). Willowbrook Master Planned Development: Agency Transmittal.

Community Planning Association of Southwest Idaho. (2021). *Historic Population Estimates by City Limits: Ada County*.

National Academies of Sciences, Engineering and Medicine. (2018). *Proactive Policing: Effects on Crime and Communities*. Washington, D.C.: The National Academies Press.  
<https://doi.org/10.17226/24928>.

United States Census Bureau. (2020). *Tenure by Household Size by Units in Structure, 2015-2019: American Community Survey 5-Year Estimates*