



May 01, 2026

City of Donnelly  
Planning and Zoning  
160 Halferty Street  
Donnelly, ID 83615

**RE: Annexation and Rezone Associated with the Boulder Creek development – Valley County parcel #s RPD00000151350 and RP16N03E151340**

To whom it may concern,

On behalf of Reuben Ortega and the Freedom Management Group, LLC, we are submitting an Annexation and Rezone application request for review and approval.

**Site History and Background:**

The subject site consists of two (2) parcels which total approximately 22.83 acres in size and identified as Valley County parcel numbers RPD00000151350 and RP16N03E151340. The northern parcel is located within the City of Donnelly's corporate limits.

The northern parcel consists of approximately 10.71-acres. The parcel is bordered on the north and west by Eld Lane. The parcel contains an existing dwelling and accessory structures located adjacent to Eld Lane. The remaining portion of the parcel contains portions of Boulder Creek, a few existing trees with the remainder relatively bare.

The southern parcel consists of approximately 12.12-acres. A majority of the parcel contains a Special Flood Hazard Area and wetlands associated with Boulder Creek. A portion of the parcel is bordered on the west by Eld Lane. There are mature trees located throughout the site.

The site is bordered by the following uses:

- North – Single-family dwellings
- South – Single-family dwelling and a vacant parcel
- East – Single-family dwellings (3) and vacant parcels (2)
- West – Wastewater Treatment Plant

The Donnelly Comprehensive Plan Future Land Use Map designates the north parcel as **Compact Residential:**

COMPACT RESIDENTIAL: This designation is intended to provide a diverse mix of housing types with a maximum residential density of eight (8) dwelling units per acre to encourage compact development. Cottage or home-based businesses are encouraged in Compact Residential Districts provided there are no nuisance characteristics.

The Donnelly Comprehensive Plan Future Land Use Map designates the south parcel as **Public Lands and Open Space:**

PUBLIC USE, PARKS, OPEN SPACE: Suitable primarily for the development of such uses as golf courses, parks, recreation facilities, greenways, schools, cemeteries, and public service facilities such as government offices. All development within this land use is encouraged to be designed to accommodate the different needs, interests,



and age levels of residents and visitors in matters concerning both recreation and civil activities. Open space should be designed to capitalize on and expand the open space areas around natural features and environmentally sensitive areas. Priorities for preservation include: the most sensitive resources – floodways and floodplains (including riparian and wetland areas), locally significant features, and scenic viewpoints. Fragmentation of open space areas should be minimized so that resource areas are able to be managed and viewed as an integrated network. Open space areas along the Boulder Creek should be designed to function as part of a larger area open space network.

The subject property contains areas of floodway; however, these areas are not identified on the Donnelly Comprehensive Plan Future Land Use Map.

**FLOODWAY:** Floodway areas are defined as specifically shown on the newest edition of the Federal Emergency Management Administration Flood Insurance Rate Maps (FIRM) (generally shown as floodway on the Land Use Map). These areas are to remain open space because of the nature of the floodway which can pose significant hazards during a flood 2023-2045 Donnelly Comprehensive Plan Crossroads to Recreation 21 event. Floodway areas are excluded from being used for calculating residential and development densities. **Any portion of the floodway developed as a substantially improved wildlife habitat and/or wetlands area is open to and usable by the public for open space, such as pathways, ball fields, parks, or similar amenities, as may be credited toward the minimum open space required for a development, if approved by the City Council.** Portions of the floodway property are private property and are subject to property rights. When discrepancies exist between the floodway boundary shown on the Land Use Map and the floodway boundary shown on the FIRM maps so that the floodway area is smaller than that shown on the Land Use Map, the adjacent land use designation shown should be considered to abut the actual floodway boundary.

### Application Details

The applicant is requesting an annexation of the southern parcel, which is contiguous with City of Donnelly's municipal city limits.

The applicant has submitted a Lot or Parcel Line Adjustment, Split, or Combination Application to adjust the current line separating the two parcels to align with the proposed zoning request. The newly created parcel line will be a north to south curvilinear line which will separate the parcels east to west versus north to south. Upon approval of the parcel line adjustment, it will allow the development area and the open space areas to be better defined which will protect Boulder Creek, the riparian areas, and wetlands from further encroachment.

The newly created western parcel consisting of approximately 11-acres is proposed to be rezoned from R-4 (Residential) and MU (Multiple Use – Valley County designation) to R-8-DA (Residential with a development agreement). The newly created eastern parcel consisting of approximately 11.8-acres is proposed to be rezoned from R-4 (Residential) and MU (Multiple Use – Valley County designation) to R-8-DA (Residential with a development agreement). applicant is also requesting to rezone the properties from R-4 (Residential) and MU (Multiple Use – Valley County designation) to PU/OS (Public Use and Open Space).



**Pursuant to Donnelly City Code, Section 18.103010, the purposes and restrictions of each zoning district are as follows:**

**R RESIDENTIAL DISTRICT:** To provide regulations and districts for various residential neighborhoods. Gross density in an R district shall be determined according to the numeral following the R. The numeral designates the maximum number of dwelling units per acre. Multifamily, attached single family and two-family units/developments are prohibited in R-1, R-2, R-3 and R-4 zoning districts. Centralized water and sewer facilities are required for all development applications submitted after the effective date hereof in all districts except for the RR zone.

**PU/OS PUBLIC USE AND OPEN SPACE :** To provide for public/semipublic development such as golf courses, parks, recreation facilities, greenways, schools, and public service facilities such as government offices.

Based on the Zoning Compatibility Matrix within the comprehensive plan, the requested zoning designations are compatible with the Compact Residential and Public Lands and Open Space comprehensive plan future land use map designations.

The parcel line adjustment is being requested to ensure that the entire Special Flood Hazard Area is included within the proposed PU/OS (Public Use and Open Space) zoning area. No development will occur within this area except for mitigation of wetlands.

This request has been prepared to be in conformance with the objectives and policies based on the following standards as identified within the Donnelly Comprehensive Plan and Donnelly City Code:

#### Donnelly Comprehensive Plan

#### 5.6 Directives

#### II. OBJECTIVE(S)

- b. Implement the Future Land Use Map and land use policies as the official guide for development.
- c. Encourage land uses that are in harmony with existing resources, scenic areas, natural resources and wildlife areas, and surrounding land uses.

#### III. POLICIES

- a. Any deviations from the land use criteria herein must include substantial justification that the deviation is in the best interest of the public, subject to City Council review.
- e. Housing projects proposing multiple units are to vary in size and price point to offer a variety of housing options for residents of the City.
- l. Where feasible, open space is to be provided to protect the rural character of the area and preserve environmentally sensitive areas.



**Justification For The Annexation and Rezone**

A. Justification for the annexation and rezone;

*The southern parcel is contiguous with City of Donnelly’s municipal city limits. The proposed zoning designation of PU/OS (Public Use and Open Space) of the eastern parcel is a compatible zone with the comprehensive plan future land use map designation of Public Lands and Open Space. The proposed use, pathways, and preservation of the Special Flood Hazard Area and wetlands is in alignment with the land use designation.*

*The proposed zoning designation of R-8-DA (Residential with a development agreement) of the western parcel is consistent with the comprehensive plan land use designation of Compact Residential.*

B. Justification for the development agreement;

*The applicant is requesting a development agreement to define and limit the uses and residential density of the site. The applicant will work with staff to create a proposed development agreement to address the proposed uses within the development.*

C. How does the proposed rezone relate to the comprehensive plan?

*The proposed zoning designation of R-8-DA (Residential with a development agreement) of the western parcel is consistent with the comprehensive plan future land use map designation of Compact Residential.*

*The proposed zoning designation of PU/OS (Public Use and Open Space) of the eastern parcel is consistent with the comprehensive plan future land use map designation of Public Lands and Open Space.*

D. How are the proposed zoning district(s) compatible with the existing or planned uses in the surrounding area?

The site is bordered by the following uses:

- North – Single-family dwellings
- South – Single-family dwelling and a vacant parcel
- East – Single-family dwellings (3) and vacant parcels (2)
- West – Wastewater Treatment Plant

*A majority of the site is bordered by vacant parcels or public property. The existing residential homes located north of the proposed development are located within an area which is shown as Commercial on the Donnelly Comprehensive Plan Future Land Use Map and currently zoned R-8 (Medium Density Residential) similar to the applicant’s request for a R-8 zoning district. There is a parcel located contiguous with the northeast corner of the property which is shown as Commercial on the Donnelly Comprehensive Plan Future Land Use Map and currently zoned R-4 (Low Density Residential). Based on existing zoning and/or the comprehensive plan future land use map designations the adjacent areas containing residential dwellings may be developed similar or with higher intensity than the uses proposed by the applicant.*



E. What is the availability of and adequacy of public facilities (ie: sewer, water, fire, streets) needed to serve any and all uses allowed on this property under the proposed zone?

*There is a sewer lift station located within the site. The applicant will utilize the existing lift station to provide central sewer to the site. It is the owner's intent to extend central water to the site. The owners are currently working with the city regarding the timing for the extension of those services. The owners are currently working with the new Fire Marshall and outgoing Fire Marshall of the Donnelly Rural Fire Protection District to address any requirements associated with the development. The site is accessed from Eld Lane which the Street Classification Map (contained within the Donnelly Comprehensive Plan) shows as a future collector.*

It is not anticipated that any nonconforming uses will be created with proposed zoning districts.

Thank you,

John D. Roters, PLA, ASLA, Principal

Applicant/Representative Printed Name

A handwritten signature in black ink that reads "John D. Roters".

Applicant/Representative Signature  
South Beck & Baird Landscape Architecture  
**South Landscape Architecture P.C.**  
**Db: South, Beck and Baird Landscape Architecture**

05/01/2026

Date

