

# **WESTSIDE DOWNTOWN FRAMEWORK MASTER PLAN**

**Adopted by the Boise City Council  
Ordinance No. 6108 – December 4, 2001  
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**Recommended by Capital City Development Corporation  
Resolution No. 861  
October 15, 2001**

The drawing on the cover is a conceptual sketch of one possible way that the Westside Downtown area might develop in the next 20-25 years. It is for illustrative purposes only. Other options exist that would meet the goals, policies, plans and guidelines in the Westside Downtown Framework Master Plan.

## **PREFACE**

This plan for the Boise Westside Downtown District is the third in a series of urban renewal plans for downtown Boise. Efforts to revitalize downtown Boise started in 1965 with adoption of the urban renewal plan for the Central Business District. This plan was revised in 1986, shifting direction for revitalization from development of a downtown regional mall to preservation of the existing historic building fabric and creation of a lively mix of pedestrian-oriented uses at an urban level of intensity. Public investments included construction of the Grove pedestrian plaza, 8<sup>th</sup> Street pedestrian spine, transit mall on Main and Idaho, brick streetscapes and five parking garages. With this work nearly complete, civic attention moved south resulting in the establishment of the River Street/Myrtle Street District and adoption of the urban design plan in 1994. Renewal activities have included construction of office buildings, apartments, the new Ada County Courthouse, and renovation of the Pioneer Warehouse into the Fulton Street Theater. A cultural district south of Front Street is emerging, and the University of Idaho has made a major commitment to the Idaho Place and Idaho Water Center projects.

The Westside Downtown urban design plan continues the community's efforts to reinvigorate and enhance downtown Boise, through both public and private investment, so it continues as the vital heart for both the metropolitan area and the region.

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## **STATEMENT OF PURPOSE**

A city is only as strong as its downtown. Downtown Boise is where the community's history began and over time, the character and culture of downtown has created a place that sets Boise apart from other cities. Downtown remains the heart of the community. All across America, cities struggle with downtowns in decline and Boise has shared this experience. Fortunately for this community, Boise is a place worth caring about and civic leaders have demonstrated the vision and commitment to restore vitality in its heart. Boise's redevelopment effort started in 1965 in the Central District with the current plan for this area being adopted in 1986. With this work nearly complete, civic attention moved south resulting in the establishment of the River Street/Myrtle Street District and adoption of the urban design plan in 1994. New commercial, office and residential developments have been built, historic buildings have been renovated, and start-up technology companies have moved into this district. A new courthouse and offices for Ada County is under construction, and plans are underway for the University of Idaho and Idaho State University to create a unique educational center at Idaho Place.

Adoption of *Westside Downtown Framework Master Plan* represents the next phase in downtown revitalization, with the goal of extending the success and vitality generated in previous efforts to the area west of the Central Business District (CBD).

In 1993, the City of Boise published the *Downtown Boise Plan*, which anticipated eventual expansion to the west, all other directions being constrained by existing development and active uses. While the 1993 plan provided valuable direction for downtown expansion, it was not explicit about the type, rate or character of expansion that should occur. The purpose of this *Westside Downtown Framework Master Plan* is to clarify that vision, by providing a firm but flexible framework for development of almost fifty blocks immediately west of the existing central business district.

The Westside Downtown Plan provides a long-range view of what uses and activities might best occur in this location given its proximity to an array of existing community assets as well as to improvements already made in surrounding areas. Funding to implement the plan, under statutory mandate, extends over a 24-year period. Full implementation may require a longer time, but the public resources expire at the end of this period making early investment in key projects that can serve as a catalyst critical.

## I. EXECUTIVE SUMMARY

### Statement of Purpose

The plan area roughly delineated by 8<sup>th</sup> and 9<sup>th</sup> Streets on the east, 16<sup>th</sup> and 18<sup>th</sup> Streets on the west, Grove Street on the south and Washington Street on the north combines the potential for significant densities and building heights close to the Central District with a stepped-down level of density near the fringes. The ultimate mix will depend upon the evolving market and the plan is specifically designed to accommodate market shifts over time. However, there is a strong commitment providing maximum opportunity for people to live in and close to downtown through a variety of housing styles and price ranges.

The ultimate purpose of this plan is to both direct and encourage development that will serve to improve the quality of life of Boiseans who live, work, or visit the district. To this end, formulation of the plan is only this first step. Land use regulations may need to be modified to better ensure the plan is implemented. We must identify early opportunities for coordinated public and private investments in improvements to leverage further investment and to ensure high quality design and construction of a variety of developments. These improvements materially improve greater Downtown Boise as a place to live and work.

While the twenty-four year planning horizon seems long, early and continuous activity must be fostered to spark the regeneration that will complement the excellent work already done in ensuring a strong and vibrant heart for Idaho's capital city.



## PLANNING CONTEXT

Interest in creating an urban renewal district and urban design plan for Westside has grown directly from successful redevelopment in the Central and River Street-Myrtle Street urban renewal areas. CCDC has taken the lead role in detailed planning for all three areas.

The foundation for the *Westside Downtown Framework Master Plan* is the City's 1993 *Downtown Boise Plan*, which presents detailed goals, objective, and policies for downtown Boise. It was adopted by reference as part of the Boise City Comprehensive Plan in 1997. The 1993 *Downtown Boise Plan* clearly calls for:

- Downtown to remain as the regional center for corporate business, finance, arts, entertainment, higher education, and government services;
- Downtown to be a compact, urban district of high quality design and amenities;
- Promotion of urban housing;
- Promotion of alternate transportation modes—pedestrian, bicycle, and transit; and
- Recruitment of new businesses and retention of existing strong businesses.

Goals from the 1993 *Downtown Boise Plan* applicable to Westside and utilized in development of this plan are included in Section II of this plan (pages 14-21).

A more recent national public-interest program program, called SmartCities, advocates mixed use, pedestrian-oriented development with strong city centers. It includes such concepts as:

- Reduced dependence on automobile travel
- Reduced energy consumption through improved design
- Reduced infrastructure costs through higher intensity, urban-style development
- Housing choices
- Walkable neighborhoods
- Enhanced public spaces

The Westside Downtown Framework Master Plan embraces these principles.

## I. EXECUTIVE SUMMARY

### Planning Context

As redevelopment in the Central District nears completion, and construction in the River Street-Myrtle Street District is gaining momentum, redevelopment attention is beginning to shift to the next adjacent area—Westside. Much of the land in Westside is in surface parking lots and there is a lack of development activity. At the same time, it is located close to the successful redevelopment of the downtown core, offers opportunities for downtown expansion, and is experiencing rising assessed values and growing interest in investment potential. The corporate headquarters for Boise Cascade and Idaho Power are located here. The construction of the Connector using Front and Myrtle Streets, rather than Main and Idaho Streets as the through route for downtown traffic has improved access and shifted traffic patterns, both of which have benefited Westside.

Formal adoption of this plan will allow current development proposals to move forward with certainty and will allow CCDC and other agencies to select and fund certain public improvements that will support and attract additional new development. Finally, recommended zoning changes to a portion of Westside are described in Appendix 5, pp. 174-176. These revisions are critical to the implementation of the urban design plan.

## VISION

Westside Downtown is envisioned to be a vital part of downtown Boise with a rich mixture of urban-style housing, offices, shops, restaurants and sidewalk cafes where people live, work, visit and enjoy being part of the city center. Westside will enhance downtown's economic vitality with new stores that make downtown a shopping destination and with new and expanded businesses that increase employment in the central business district. Westside will be an urban neighborhood with tree lined-streets and attractive sidewalks that encourage walking as the primary means of travel. Plazas, park-like green space, artwork, concerts and cultural events will enhance public spaces created here and delight both heart and mind. The route of the Boise City Canal, which cuts diagonally through this district, will be celebrated as part of the community's history. The area will be served by excellent transit, which will allow people to move easily between different parts of downtown and to commute to other parts of the city. Residents and visitors will have convenient connections to the cultural district, the Grove, Boise River, Julia Davis and Ann Morrison Parks, Boise State University and the Foothills through a network of pedestrian and bicycle routes. Where Westside meets adjacent neighborhoods to the north and west, the intensity of development will be compatible with these quieter, more peaceful places. Westside will serve as a connection between existing close-in residential neighborhoods and downtown.

## URBAN DESIGN PRINCIPLES

Cities across the country are rejuvenating their centers. Through the combined efforts of whole communities, downtowns are coming back to life as places to work, shop, live, and recreate. New generations are seeking the variety, creativity, bustling activity, and close-in proximity that only downtowns, not suburbs, can offer. Boise has put great effort into reinvigorating its central city and the *Westside Downtown Framework Master Plan* builds on that success. The intent of the plan is to expand the vitality of the existing downtown core into Westside. The plan embodies these principles:

- A rich and varied public realm is the backbone of a thriving, interesting downtown. The streets, plazas, parks, and green spaces are the living room of the city where people from all walks of life come together.
- Compact, urban, pedestrian-oriented design is critical to successfully mixing uses and generating vitality. If various land uses are spread out beyond comfortable pedestrian range, the overlapping of various people and their activities will not achieve a critical level of cohesiveness.



# I. EXECUTIVE SUMMARY

## Urban Design Principles



- Vital city centers can become neighborhoods where people live. When residential uses are mixed with offices, restaurants, stores, theaters, hotels, churches, recreation centers, etc, both residents and visitors feel a sense of belonging to the place, people feel more secure, and there is a heightened level of both day and evening activity. Downtown remains alive beyond the work day.
- Successful downtowns guide themselves over decades of development and redevelopment by honoring a shared public vision. This vision, in turn, is the basis for excellence in design. Continued success requires continued leadership, care, and attention.
- A successful framework master plan should be responsive to changing real estate markets, but also definitive enough that redevelopment, no matter how large or small, can begin anywhere in the district and be consistent with the plan.
- Implementation of the framework master plan will require public co-investment to help stimulate desired private development. Typically, the public will fund enhanced public facilities like streets, sidewalks, parking garages, parks, or plazas which, in turn, create an attractive setting for adjacent private investment in office, retail, or housing. This public-private partnership has been instrumental in the successful redevelopment of the Central District Urban Renewal Area in Boise over the last 15 years.



## **MARKET STRATEGY SUMMARY**

Preparation of the *Westside Downtown Framework Master Plan* included market research to answer the fundamental question—is this plan achievable based on capturing a reasonable share of the overall regional real estate market growth? What are the prospects for residential, office and retail development in Westside over a 24-year period? (This planning horizon was chosen because the Idaho State Code places a limit of 24 years on the lifespan of urban renewal districts except under special circumstances.) Preparation of a market based development strategy for Westside accompanied this research. The development strategy identifies ways to capture and create economic opportunities—both harness and generate market forces. A keystone of the development strategy in this plan is to create a unique and authentic identity for Westside, an activity called “placemaking”, which will prompt private investment. A development strategy provides flexibility over the planning period. It recognizes that market conditions will change and adjustments will need to be made. It relies on the conviction, however, that creating long-term, fundamental value in a place through people-oriented urban design and well-conceived investment in public infrastructure will attract private capital and bring about success. The Westside Plan requires concentrated placemaking anchored in public-private partnerships.

This section provides a summary of market statistics collected and the development strategy prepared for this plan. The complete market strategy report is included under Market Context and Strategy in Section II The Plan (pp. 100-124).

### **Market Profile**

The following core statistics emerged from the research and form the basis for the market development strategy:

- Over the last ten years, the City of Boise and the surrounding region have grown by almost 30 percent—a remarkable growth rate.
- Population projections, although conservative, are positive over the next twenty years.
- Over 63 percent of all Boise households consist of one or two persons.
- Boise’s median household income of \$47,586 is 17 percent above the national average.
- Boise has a strong office market, with an increasing share of that sector locating downtown.
- The housing market remains solid in Boise, with a potentially strong unmet demand for quality urban housing.
- The downtown retail market is continuing to lose small merchants and lacks strong retail anchors.





These market details led to projections for new development in the study area. The plan calls for 258,000 square feet of new retail space, 830 additional hotel rooms, 1.2 million square feet of office space, and approximately 1,000 housing units over the next twenty years. The development program is supported by the market research.

### Development Strategy

This plan must be practical in order to succeed. Particular attention has been paid to how it can be implemented, given the changing nature of market conditions. Transforming Westside Downtown into a vital, thriving part of the community, requires an assertive strategy. The following list represents the key elements of that effort.

1. Initiate simultaneous projects designed to revitalize Westside. From street trees to sidewalk improvements to significant new development, CCDC plays a key role in creating the necessary momentum to get and keep things going.
2. Secure significant public open space. This open space will greatly increase housing and office values adjacent to it and greatly contribute to a new sense of place (“placemaking”).
3. Pursue several initial medium and high-density residential developments totaling 200 to 300 units of mixed housing product in Westside. Housing is the key to a healthy downtown and new residents will serve as a catalyst to other redevelopment efforts.



4. Recruit at least one quality hotel.
5. Develop one or two new office buildings in Westside in the next five years.
6. Clear regulatory barriers. Zoning codes must support the plan and developers must be rewarded by an expedited process.
7. Pursue development across all land-use sectors simultaneously.

Without direct public intervention, much of Westside could conceivably remain unchanged for the next twenty years. Success will come through numerous public-private partnerships—no single developer will save the day. The plan and the market strategy presented in the following section create the necessary flexible framework for Westside to capture a share of Boise's growing population and economy.



## **WESTSIDE FRAMEWORK MASTER PLAN**

In the early part of the 20<sup>th</sup> century, Westside was an established part of downtown Boise – it shared the street grid, trolleys and canals and it was the transition from the central business district to early adjacent residential areas. In the 1980s, as rail yards were removed, the connector was built, and both public and private investments were made in the Central District, Westside became a leftover zone. Land and buildings were cleared or fell into disuse or were cleared and Westside was left without a real sense of place or identity.

When city leaders developed goals and policies for the greater downtown area in 1993, they recognized the substantial potential of Westside. It was identified as part of the central business district expansion area. The time is now advantageous for Westside to be rejuvenated, build on its existing assets, and become a vital part of downtown Boise. The Boise Westside Downtown Urban Design Plan envisions a natural expansion of urban mixed uses over the next 24 years into this area. Primary features of the plan are:

- Reinforcement of downtown retail with new major retailers near Tenth, Eleventh, Main and Idaho streets;
- Substantial new urban housing (at middle market prices) focused in the western portion of the district around a new park-like green space at 14th, Main and Idaho streets, and on the northern edge along a landscaped urban parkway at State Street;
- New office uses concentrated primarily in the eastern and central portions of the district to form a denser CBD, and to make better use of shared parking facilities and improved transit service;
- New hotel and entertainment uses concentrated between Grove, Myrtle, 13<sup>th</sup> and Ninth around expanded convention facilities planned at Front and Eleventh streets;
- Using the 14th Street Park between Main and Idaho as a catalyst and centerpiece for residential, retail, entertainment, and office development in Westside, thus creating an identity for this in-town neighborhood.
- An improved street environment on all of Westside's grid of streets including enhanced paving, trees, lights, pedestrian furnishings, etc;
- Enhancement of State Street between 16<sup>th</sup> and Eighth streets as a visual gateway to the Idaho State Capitol Building and Mall;
- An expanded system of public parking facilities conveniently distributed throughout the Westside to serve a number of uses with varying parking demands;
- Protection of culturally valuable historic buildings remaining in the district.



**GRAPHIC TO BE ADDED**

### **Plan Implementation Summary**

However good a plan may be, its benefits will not be realized until it has been implemented. Implementation occurs through many avenues including private and public investments, grant programs, the use of regulatory tools such as zoning and design review, construction of catalyst projects, and other actions.

The Westside Downtown Framework Master Plan sets goals, policies, design guidelines and plans that describe how the district should be developed over the next 24 years. The intent of the plan is to transform Westside into a vibrant urban place within downtown Boise. Tools available for implementation include the following:

- Creating a revenue allocation area for Westside that will capture a portion of the property taxes generated in the Westside district for urban renewal activities;
- Accessing federal and state funding programs, grants and donations;
- Implementing the Westside Downtown financial plan;
- Using public funds to leverage private investment in the Westside district;
- Creating public-private partnerships;
- Incorporating the Westside Downtown Plan into the Boise City Comprehensive Plan;
- Obtaining approval for zoning revisions that create greater consistency between plan goals, policies and guidelines and land use and development regulations;
- Using the Westside Downtown Master Plan in evaluating specific development proposals;
- Undertaking specific implementation strategies and programs.

These tools are described in more detail in the Plan Implementation section on pages 63-69. The Westside Downtown Framework Master Plan strives to create a workable balance between public and private interests that will benefit downtown Boise and the larger community. Implementation of the Westside Downtown Master Plan will require commitment, dedicated effort and sizeable investment from both the public and private sectors. The plan recognizes partnerships as a key factor in accomplishing the desired results.

## INTRODUCTION

This section constitutes the heart of the *Westside Downtown Framework Master Plan*. It includes the following:

- Goals and policies from the 1993 *Boise Downtown Plan* applicable to Westside, which have been used as a foundation in developing this plan.
- Specific goals and objectives for future development and redevelopment of Westside.
- A series of framework plans that depict the various design components essential to achieving the revitalization goals for Westside. Each framework plan is accompanied by design guidelines. The framework plans and design guidelines set a standard for planning and design quality for those in public agencies who review development proposals and for both public and private entities that design and develop projects in Westside. Among these framework plans, the preferred land use plan appears first and provides an overview of the development plan for Westside.
- Standards for design of streets and sidewalks and selection of furnishings in the public right-of-way. These address such items as street plans and sections, paving details for sidewalks, street trees and tree grates, transit shelters, light fixtures, an extensive list of street furniture, and graphics. These standards create a sense of continuity and a consistent level of quality in the design of the public realm. They are to be used in designing and reviewing development proposals that abut the public right-of-way and other public spaces, or involve improvements to these areas.
- The full report on the market context and strategy, which has been summarized in Section I, is given at the end of Section II.

## II. THE PLAN

### 1993 Downtown Plan



Main Street design identity



Ground floor retail

### DOWNTOWN BOISE PLAN-1993

Almost all of the Westside district is included in the area governed by the 1993 *Downtown Boise Plan*. This adopted plan's purpose is "to preserve and enhance the strengths of downtown businesses by guiding growth and development in the greater Downtown Boise area." It is a policy plan that supplements Boise's comprehensive plan, the Metro Plan. Goals that apply specifically to the area area given below with relevant policy elements noted.

*Goal 1: The Central Business District should be developed in a compact manner with the downtown area as Boise's primary regional activity and employment area. A diversity of land use, quality design, and good access from all areas of the City should be emphasized.*

Policies:

- a. The Central Business District will be developed in a manner that creates a distinct identity through the design of streetscapes, open spaces and buildings.
- b. Concentration of office and retail uses within the Central Business District will be encouraged.
- c. NA
- d. The area immediately west of the downtown core, between 13<sup>th</sup> and 17<sup>th</sup> streets, from State to Myrtle Street will be protected from uses not compatible with those allowed in the Central Business District to encourage future expansion of the CBD into this area.
- e. NA
- f. Transportation improvements within the Central Business District should emphasize efficient public transit and vehicle access as well as promote safe pedestrian and bicycle movement

*Goal 2: Retail, personal services, and entertainment uses should be concentrated in the Central Business District to encourage a high level of pedestrian use and to promote twenty-four hour activity atmosphere.*

Policies:

- a. Retail uses will be emphasized in the Central Business District especially at street level on Idaho Street, Main Street, and along Eighth Street corridor.
- b. NA
- c. NA
- d. NA

- e. Mixed uses of buildings within the Central Business District will be encouraged (i.e. retail, office and residential uses under one roof).
- f. Residential uses may be encouraged in the downtown area by using density, height, or parking bonuses to increase activity levels.

*Goal 3: The City should emphasize growth of downtown businesses based on the strength of existing uses in the downtown area.*

Policies:

- a. Encourage existing employers to retain and expand their offices in the downtown area.
- b. Encourage new employers to locate downtown.
- c. Complementary uses are encouraged to locate near major downtown employment centers such as ..., State Capitol Mall, and other major financial or corporate offices in order to provide better service to these entities.
- d. Nonconforming uses in the downtown area that provide essential services to other downtown uses should be retained where possible – provided their activities are not detrimental to adjoining properties and uses.



*A major downtown employer.*

*Goal 4: The City should retain government offices and social services in the downtown area and encourage their expansion.*

Policies:

- a. The City will encourage refinement of the State Capitol Mall Plan.
- b. State and County government offices are encouraged to locate within the downtown area.
- c. Social services will be encouraged to locate within the downtown area to improve delivery of services



*State Street in the Capitol Mall.*

*Goal 5: Low-density residential neighborhoods, ..., should be protected by a buffer of higher density residential uses and offices while maximizing the economic potential of existing buildings.*

Policies:

- a. Residential and office buffer areas are established around the Central Business District to discourage encroachment or expansion of high intensity commercial uses into these areas.



*Residential-office buffer*

WESTSIDE DOWNTOWN  
FRAMEWORK MASTER PLAN

- b. NA
- c. In residential and office buffer areas located north of the Central Business District, new development should provide a sense of transition from high-rise, higher intensity uses near the CBD boundary (State Street), to low-rise, lower intensity uses near the North End Neighborhood boundary (Franklin Street).
- d. NA
- e. The residential quality of buffer areas should be emphasized and enhanced through building setback and design standards as well as encouragement for rehabilitation, adaptive reuse, preservation and protection of historic properties.
- f. The design of new buildings within buffer areas should reflect residential design qualities compatible to the character of the established neighborhood.
- g. Standards for building design and setbacks in buffer areas should be stringently applied to protect the integrity and value of designated historic properties.



*Auto-oriented uses*

*Goal 6: Offices, retail uses, automobile dealerships, motels, restaurants, fast food restaurants, auto-oriented uses and land intensive developments will be encouraged to locate in the area west of the Central Business District.*

Policies:

- a. Auto-oriented uses and land intensive developments are encouraged to locate in the area west of the Central Business District, between 23<sup>rd</sup> and 27<sup>th</sup> streets and from Americana Boulevard to Main Street.
- b. NA
- c. Building heights should be limited to between 3 and 5 stories to preserve important views of the foothills and buildings within the Central Business District.

*Goal 7: The intensity of uses and the arrangement and design of proposed structures, parking areas, streetscapes, signs and open spaces should relate to the intended level or type of activity of each downtown sub-district. ...*

Policies:

- a. NA
- b. NA

- c. New auto-related uses such as drive-up services, gas stations and automobile dealerships should be restricted from locating in the Central Business District.
- d. Where allowed in the downtown area, surface parking lots shall be designed and landscaped to promote pedestrian activity and be aesthetically pleasing.
- e. Roof signs are prohibited ...
- f. New development shall comply with the requirements and standards of the Downtown Historic Lighting District.
- g. New development shall comply with the requirements and standards of the Downtown Gateway Streets District.

*Goal 8: The City should seek to encourage and improve pedestrian circulation and use of public transit in the downtown area through parking regulations, incentives programs, enforcement and coordination with parking vendors.*

**Policies:**

- a. Standards for off-street parking within the Central Business District should be flexible to permit the use of innovative solutions for parking problems. Adverse impacts on parking area safety must be mitigated. Parking requirements for new developments should not be waived.
- b. The approval of parking reductions or the application of Parking Reduction overlay Zones should be linked to the presence or use of one or more of the following: 1. The location, availability and quantity of public and quasi-public parking facilities; 2. Utilization of public transit for employees or customers or both by the development or use; 3. Provision of pedestrian amenities and orientation of the uses to pedestrians, 4. Application of recognized transportation systems management techniques that conclusively reduce the need for parking for a particular development.
- c. Off-street parking will be required to be maintained to city standards with a particular emphasis on the upkeep of required landscaped areas.



*Shared, short-term parking available to the public.*

## II. THE PLAN

### 1993 Downtown Plan



*On-street parking*

*Goal 9: The location and type of downtown parking facilities should encourage ease of access to the downtown area while promoting downtown businesses, employment, pedestrian activity, efficient uses of land, and good design.*

Policies:

- a. Peripheral parking areas should be permitted to be located adjacent to the Central business District to provide low cost parking options.
- b. Parking facilities should be linked to employment and shopping areas within the Central Business District by public transit service and pedestrian paths.
- c. Construction of new parking facilities between Front and Myrtle is encouraged.
- d. Retain on-street parking spaces and regulate them to better serve customers of downtown businesses.
- e. Parking areas within residential areas should be located behind a primary structure. Access should be from alleys or side streets to minimize impacts to residential quality.

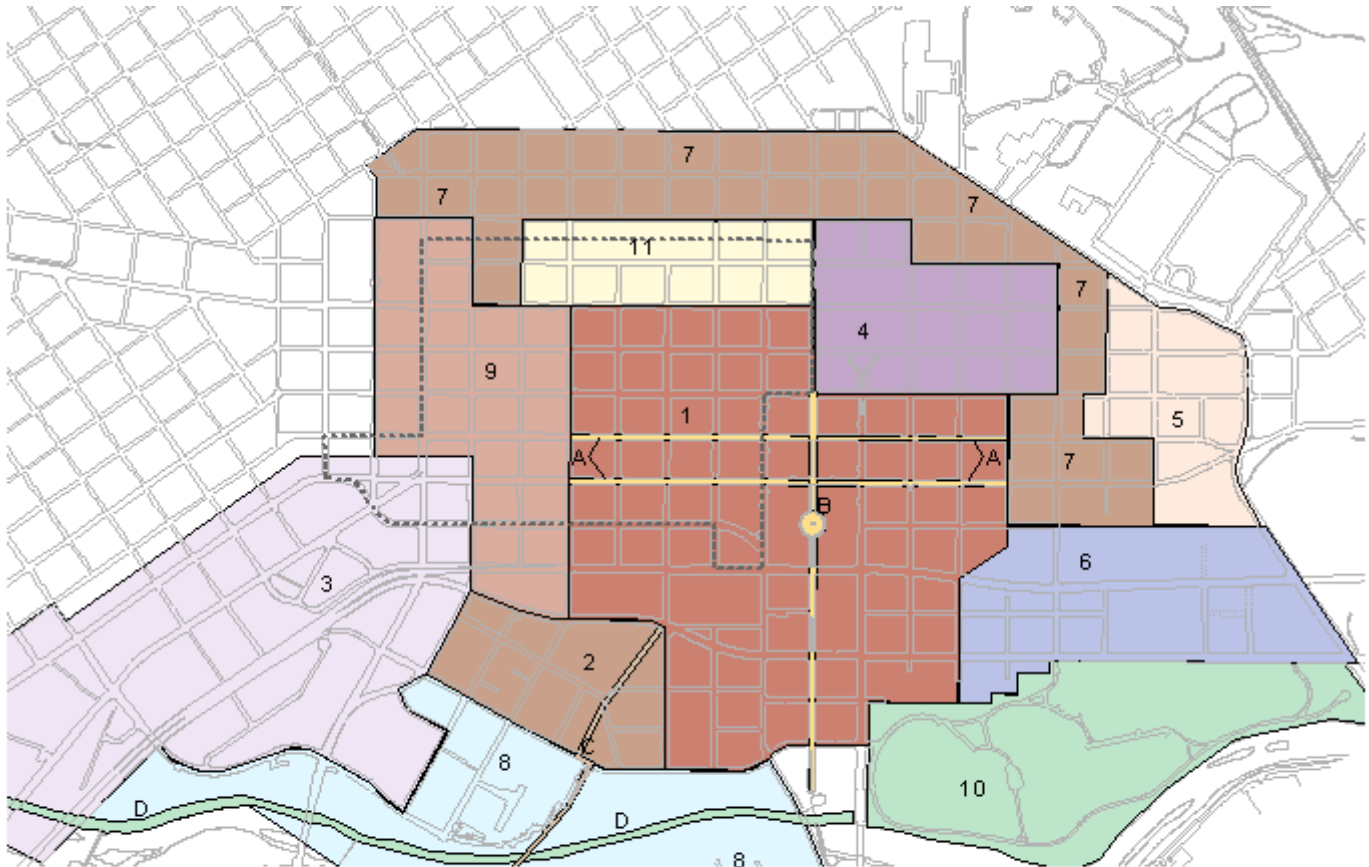
*Goal 10: City zoning, land use, and design decisions should conform to the adopted land use plan map and special design districts for the downtown planning area.*

To guide implementation of these goals and policies, the Plan maps districts and special features within the downtown area. Westside, indicated by a broken line in the map opposite, includes large segments of the Central Business District (1), and the CBD Expansion Area (9).

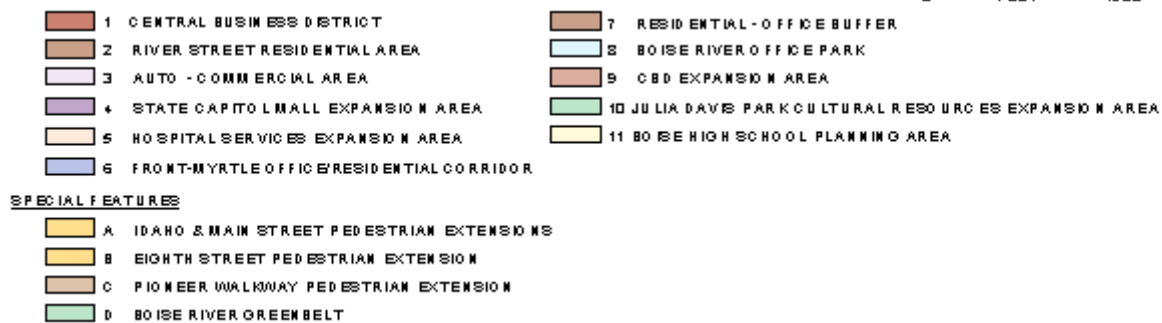


## II. THE PLAN

### 1993 Downtown Plan



RECOMMENDED LAND USE - DOWNTOWN BOISE PLAN 1993



#### Findings:

1. The 1993 Plan is clear that the Westside Downtown area is seen as the future expansion of the Central Business District – high density office, retail, entertainment and residential uses.
2. The 1993 Plan is also clear about prohibiting new auto-oriented commercial uses in the Westside Downtown area. This presumes that existing auto-oriented uses would be phased out by market demand for new higher intensity uses. Zone 3, to the southwest, provides for auto-oriented uses.
3. Goals and policies concerning parking management, pedestrian emphasis and transit service are compatible with compact mixed uses. Efficient, compact, shared parking facilities are encouraged.

## II. THE PLAN

### Goals & Objectives



### WESTSIDE DOWNTOWN GOALS & OBJECTIVES

These broad goals and objectives are derived from the 1993 *Downtown Boise Plan* and from dialogue with stakeholders and City agencies. They are also generally consistent with broad urban design goals of the Central District Urban Design Plan and the River Street-Myrtle Street Urban Design Plan.

**Goal 1. New, mixed-use redevelopment in Westside should reinforce activities in the greater Downtown Boise area.**

#### Objectives:

- Continue prosperity in downtown Boise by encouraging development of supportive uses;
- Capitalize on 'new economy' opportunities;
- Complement plans and activities of adjacent sub-districts including the Central District Urban Renewal Area, the River Street-Myrtle Street Urban Renewal Area, the North End Neighborhood and State Capitol Mall.

**Goal 2. Build on existing attributes within the Westside area.**

#### Objectives:

- Utilize the Westside Downtown's established grid of streets as the fundamental building block;
- Preserve and reinforce areas of valued urban character such as historic districts, active ground floor uses, established open spaces, streets with large trees, continuous residential front yards, garages at alleys, etc;
- Protect and respect historic buildings;
- Protect existing, viable commercial structures;
- Promote compatibly scaled infill redevelopment;
- Stop the encroachment of surface parking lots into viable neighborhood areas by provision of parking alternatives.

**Goal 3. Require an urban character in redevelopment of Westside.**

#### Objectives:

- Respect existing urban development patterns: blocks, grid streets, street-oriented buildings, rear parking, curbside street trees, alleys (where feasible), etc;
- Require a pedestrian orientation of new development in the design and location of buildings, streets, parking and open space;
- Provide flexibility in the design of buildings for the changing nature of uses;
- Provide a continuity of pedestrian connections such as sidewalks, paths and signalized crossings.

**Goal 4. Create a memorable and dignified civic framework of open spaces and streets that complements the activity and design of adjacent uses and links Westside to its neighboring sub-districts.**

**Objectives:**

- Provide access to public open space for residents and workers in the district;
- Clarify a hierarchy of streets that serves the needs of the district not only by traffic capacity but also by design treatment of sidewalks, crosswalks, street trees, lighting and furnishings;
- Extend special design treatment on Main and Idaho streets;
- Provide special design treatment on Bannock, 14<sup>th</sup>, Eleventh, State and Jefferson streets.

**Goal 5. Invest strategically in public facilities such as streetscape, open space and public parking where these help stimulate appropriate, intensive, mixed-use redevelopment.**

**Objectives:**

- Locate public parking facilities where they can serve the greatest need and where they relieve pressures to demolish viable existing buildings in order to expand surface parking lots;
- Give a sense of place to the Westside by developing new public open space as a focal point for new mixed-use redevelopment.

**Goal 6. Improve the quality of life for all who live and work in the downtown by wise public and private investment in Westside redevelopment.**

**Objectives:**

- Invest in sustainable design, favoring life-cycle costs over initial capital cost;
- Promote alternative modes of transportation in the Westside redevelopment – walking, transit, and bicycling;
- Ensure clean air and clean water.



### URBAN DESIGN FRAMEWORK PLANS

The urban design framework plans and related design guidelines are the core of the Westside Downtown Framework Master Plan. These framework plans and their supporting guidelines have been developed in order to make understanding the overall plan's intent easier. Each of the plans addresses an important design element that is essential to realizing the revitalization goals for Westside. The Westside plan also complements and builds upon the urban design plans for the two existing urban renewal districts in Boise: the Central District plan adopted in 1986 and the River Street-Myrtle Street plan adopted in 1994. These two plans together regulate design quality for a substantial portion of downtown Boise. Since Westside is contiguous with both of these urban renewal districts, and the Westside plan addresses an integral part of the downtown, the Westside plan needs to be coordinated with the overall goals for redevelopment of downtown Boise. The following framework plans, guidelines and standards are intended to be used by those who will construct projects and those who will review the design of those projects in Westside.



These framework plans also identify actions needed to provide catalysts for development. Unlike the Central District when it underwent redevelopment, most of the land in Westside is privately owned and the plan anticipates that this situation will continue. Achieving the revitalization goals for Westside will be accomplished more through public-private partnership, incentives and development regulation than through public ownership of the land, where a public agency can direct how the land will develop. A summary of the implementation strategy is included in Section I (see page 12), and a more detailed discussion of plan implementation appears in this Section II (see page 63). This strategy identifies actions that are needed to achieve the vision desired for Westside. One of the key components of this strategy is how public funds generated from the Westside urban renewal district will be invested—what projects and improvements will be undertaken and what incentives will be offered to prompt private investment in the direction indicated by the plan.



## **1. PREFERRED LAND USE FRAMEWORK PLAN**

The Preferred Land Use Framework Plan provides a vision of land uses within Westside that will support the goals stated in the preceding pages. In developing the land use plan, a series of alternative concepts were created and used to identify issues and obtain input from property and business owners, residents, elected and appointed officials and other public agencies, and the real estate market strategist hired to assist with plan development. These alternatives focused on four types of land use analyzed in the market strategy: retail, convention/hotel/entertainment, office, and housing, and are summarized in Market Context and Strategy on page 100.

The land use plan depicts a preferred pattern for the development of land uses in order to achieve the overall vision for Westside. Proposed uses correspond to the four major land use categories mentioned above. Most blocks are suitable for two, three or all four of the land use categories depending on context, adjacent uses, and access. However, the plan also identifies areas where urban housing and major retail should be emphasized. The proposed convention center expansion is shown as a recommended single use in the adjacent River Street-Myrtle Street urban renewal district. The plan indicates optional locations for certain civic uses, and concept locations for public and private parking structures.

Housing and retail are more sensitive to locational variables than is office development. Certain sites are logical for residential redevelopment due to site opportunity, proximity to amenities, separation from heavy traffic, access, perception of safety, etc. The framework plan emphasizes housing in the western portion and northern edge of Westside, where it can connect with and reinforce adjacent urban neighborhoods. Within the district, housing needs to be concentrated so that it establishes a sense of neighborhood. This will also provide a critical mass of residents who support stores, restaurants, and other local services. A pivotal component of the land use plan is the development of significant housing facing the proposed urban open space at 14<sup>th</sup> Street. This will expand the mix of people who will use this public space and extend its hours of use, making it feel safer, and more inviting. The Westside Plan regards substantial new housing in the district as critical to its success, and anticipates concerted effort by the public sector, along with participation by the private sector, to reach this goal.



## II. THE PLAN

### Framework Plans & Design Guidelines



The land use framework plan anticipates downtown retail expansion. Development of larger retail stores is encouraged in the area immediately west of downtown's existing retail concentration on Main, Idaho and Eighth streets. Also indicated are zones where smaller scale, storefront retail is encouraged to activate frontages on certain streets, intersections, and open spaces. Main, Idaho, and 11<sup>th</sup> streets, as well as the proposed urban open space at 14<sup>th</sup> Street, are primary storefront retail locations.

Office uses tend to be market driven and can be accommodated in a number of locations, hence they are indicated in areas of flexible use. Current market forces and land economics in Westside tend to favor office development over housing and retail. In order to achieve the desired mix of uses in Westside, it will be necessary to prompt new housing and retail uses through catalyst projects and incentives and by the direction depicted in the plan.



Finally, the development of new hotels will be significantly influenced by the location of the Boise Convention Center Expansion (currently proposed for the site between 11<sup>th</sup>, 13<sup>th</sup>, Front and Myrtle streets). Potential new hotel and entertainment uses are indicated on flexible-use blocks surrounding this site.

Base zoning would be the ultimate determinant of allowed uses. However, this vision of preferred uses will form the basis of investment by CCDC in catalyst projects and in development partnerships in Westside.

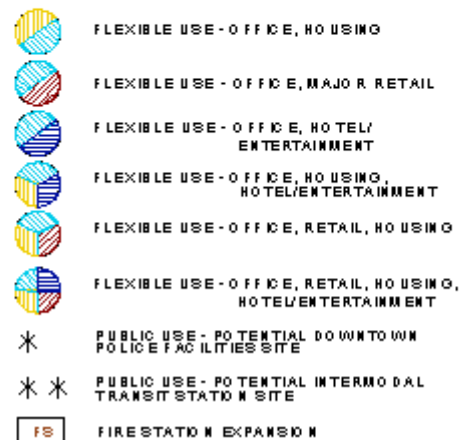
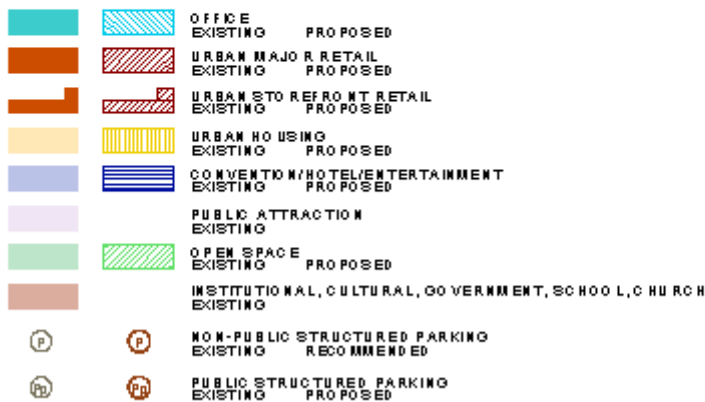


## II. THE PLAN

### Framework Plans & Design Guidelines



PREFERRED LAND USE FRAMEWORK PLAN



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## II. THE PLAN

### Framework Plans & Design Guidelines



*Urban housing and open space*

### PREFERRED LAND USE DESIGN GUIDELINES

- 1.1 Establish a neighborhood of moderate to high-density urban housing in the west and northwest sectors of the Westside District, and as in-fill opportunities are available along State Street.
- 1.2 Locate housing adjacent to the urban open space planned on 14th Street between Main and Idaho to give residents access to this amenity and to promote “eyes on the park” for safety.
- 1.3 Concentrate retail uses near the existing retail core to reinforce activity in the CBD.



- 1.4 Allow office uses throughout Westside to mix with other uses, with larger offices in the area eastern portion of the Westside District.



*Hotel with retail*



- 1.5 Accommodate future hotel uses near the expanded convention center within either the Westside or River-Myrtle urban renewal districts.
- 1.6 Accommodate neighborhood police facilities in the vicinity of Front, Grove, 15<sup>th</sup> and 13<sup>th</sup> streets. Evaluate combining this with a downtown transit transfer station and public parking. Provide police vehicle storage in separate secured parts of the public garage.
- 1.7 Create an inter-modal transportation center in downtown in close proximity to the Connector that could provide connections between city and regional transit buses, a downtown circulator system, and interstate bus services, and short- and long-term parking for adjacent uses. The Land Use Framework Plan envisions two possible locations for this center: one in Westside and one in River Street/Myrtle Street.
- 1.8 Accommodate expansion of the Central Fire Station at Front and 16<sup>th</sup> streets.
- 1.9 Encourage a mix of uses within blocks and, where feasible, within building complexes.



*Combined transit center, parking garage, and secure bicycle storage*



*Office, retail, and housing*

- 1.10 Encourage active ground floor uses, such as retail and restaurant uses, service agencies, and offices with public access along streets and around open spaces.



*Two-level retail*

## **2. BUILT FORM FRAMEWORK PLAN**

The Built Form Framework Plan addresses the arrangement and design of structures within Westside. Its intent is to provide a logic to the scale and massing of buildings and the way buildings address the public realm of streets and open spaces. Detailed regulations are provided in the base zoning. Some of those regulations will be modified to complement these guidelines.

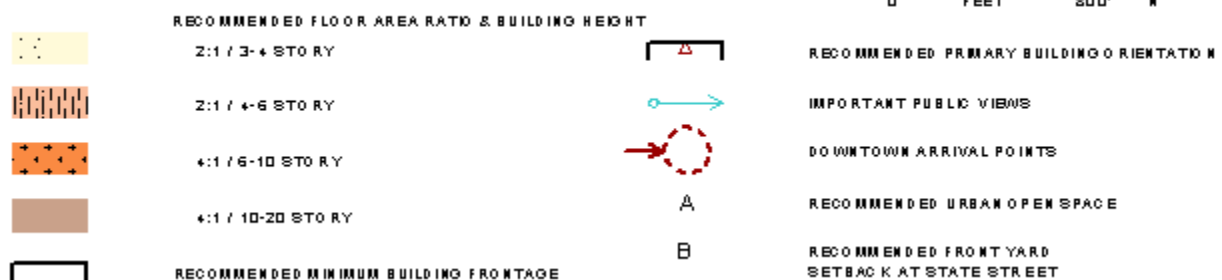


## II. THE PLAN

### Framework Plans & Design Guidelines



## BUILT FORM FRAMEWORK PLAN



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*Height transition*



*Foothill views*



*Horizontal and vertical setbacks*

## BUILT FORM DESIGN GUIDELINES

### Building Height

- 2.1 Relate building height and configuration to the desired image of the downtown as an integrated whole. Make a transition from higher buildings in the CBD expansion area to adjacent neighborhoods as shown on the Built Form Framework Plan on page 29.
- 2.2 Conform building height and configuration to respect the solar access of adjacent public open spaces.
- 2.3 Maintain public views of the mountains and foothills along public street rights-of-way. Consider upper-level setbacks in tall buildings to preserve valued public views, and to retain a human scale to the street.

### Building Massing

- 2.4 Provide building massing that is respectful of the existing street and block grid. Maintain a recognizable enclosure of space along streets and public open spaces.



*Building defining an intersection*

- 2.5 Define intersections with buildings and active ground floor uses wherever possible.
- 2.6 Vary the character of the walls of multistory buildings. Differentiate between building base, shaft and top. Control building shapes and materials to minimize reflection of the sun into adjacent structures and public open spaces.
- 2.7 Design new major buildings on open blocks to accommodate future buildings on the same block in an integrated, complementary pattern such as sharing an off-street entrance plaza or service and loading bay. When adding a new major building to a block with existing buildings, provide massing and architectural design that does not compromise access to light and air for the original buildings.



#### Building Frontage

- 2.8 Provide 70% of a building's perimeter wall along the street right-of-way line at the right-of-way line with no setback.
- 2.9 Make at least 50% of wall surfaces between the sidewalk and 12 feet above the sidewalk transparent where buildings directly abut the public right-of-way. Limit blank walls at street level. Avoid use of highly reflective glass.

#### Building Orientation

- 2.10 Encourage a strong orientation of buildings to streets and open spaces. Provide ground floor entrances, lobbies and active uses facing streets and parks.
- 2.11 Provide clearly visible primary entrances. At buildings facing both a street and open space, provide entrances on both with through-lobby circulation.
- 2.12 Provide individual entrances to retail uses directly from streets, plazas and open spaces (not exclusively from internal lobbies).
- 2.13 Locate loading and service entrances away from main entrances, important pedestrian routes and open spaces. Preserve alleys as service and loading corridors where feasible.
- 2.14 Orient private and shared residential entrances, porches, balconies and window openings toward streets, and open spaces. Where they are openly visible provide a primary entrance to ground floor units and to stair and elevator lobbies directly from streets.



*Ground floor transparency*



*Building oriented to street*



*Clear primary entrance*



*Midblock parking entrance*

## II. THE PLAN

### Framework Plans & Design Guidelines



*Quality materials*

#### Building Architecture

- 2.15 Provide an architecture of consistent quality, detail and permanence. Respect downtown architectural precedents for commercial, institutional and residential buildings respectively.
- 2.16 Ensure compatibility in scale, configuration, materials and colors with surrounding development. Strict uniformity with other buildings is not required or encouraged.
- 2.17 Use building materials of quality and permanence such as natural stone, brick, precast concrete and refined exterior metal panels.
- 2.18 Provide weather protection with a colonnade, awning, or entrance canopy.
- 2.19 Respect predominant roof forms, especially in nearby historic buildings. Favor sloped roofs in predominantly residential areas.



*New architecture compatible with old*

- 2.20 Integrate mechanical equipment with architectural forms, particularly on roofs, where it should be effectively screened from view.
- 2.21 Encourage renovation projects which improve the entire building for full occupancy.



- 2.22 Identify and respect the distinguishing qualities of each historic building and its site. Traditional façade elements include: kick plates as base to storefronts, first floor display windows, transoms above entrance doors, clerestory portion of display windows, sign bands, parapet walls with caps or cornices, window patterns and shapes, window sills, recessed entrance areas or angled entrances on corners, pilasters and decorative brick, stone, or terracotta work.
- 2.23 Avoid “historicist” alterations which are alien to the original architecture of the building.
- 2.24 Do not allow contemporary alterations and additions which destroy significant historical, architectural or cultural qualities of the original building. Ensure that modifications are compatible with the size, scale, proportion and character of the property and with the adjacent environment.
- 2.25 Assess historic buildings and blockfronts for inclusion into city historic preservation districts.
- 2.26 Encourage property owners and developers to incorporate artwork into the design of Westside redevelopment projects. Foster partnerships between the private sector and public agencies that provide funding for public artwork.



*Awnings*



*Complete renovation*



## II. THE PLAN

Framework Plans &  
Design Guidelines

### 3. CIVIC SPACE FRAMEWORK PLAN

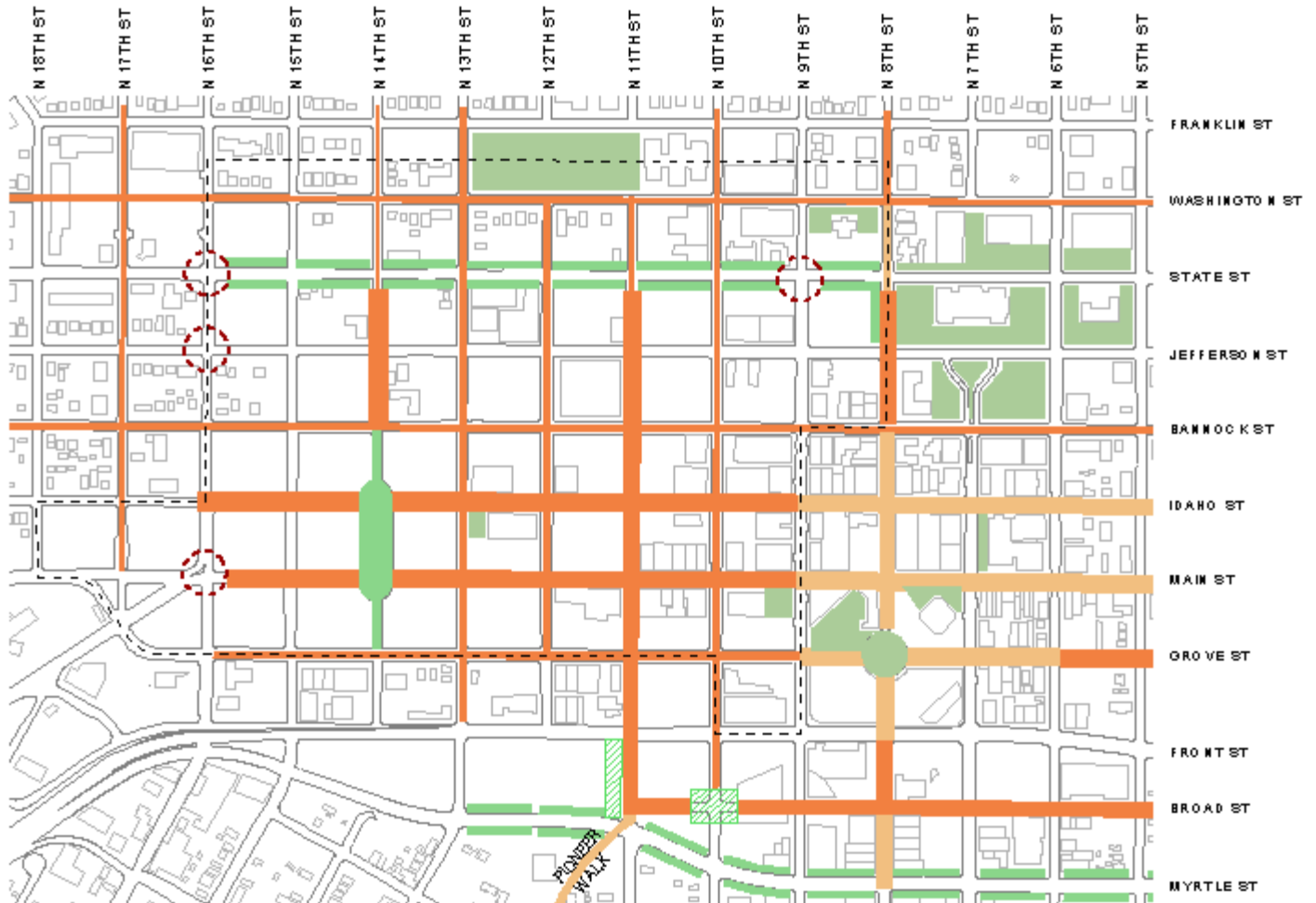
The Civic Space Framework Plan coordinates special streets, parks, and urban open spaces within Westside. A network of well-developed pedestrian environments, landscaped front yards and a proposed new urban open space contribute to the public realm. A series of intersections where one enters or leaves the CBD are also shown as potential nodes for enhanced design treatment. When completed, the framework of civic places and corridors will extend the amenities of the core CBD to the greater downtown area.





## II. THE PLAN

### Framework Plans & Design Guidelines



CIVIC SPACE FRAMEWORK PLAN



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**CIVIC SPACE DESIGN GUIDELINES**

- 3.1 Provide a hierarchy of open spaces in Westside, from major urban open spaces to semi-public plazas and private open spaces that are visually connected by pedestrian routes. Program, design and promote a new urban open space at 14th/Main/Idaho.



*Open space activity*



- 3.2 Equip each open space with furnishings and materials that will enhance its effectiveness as an attractor of appropriate activity. Elements for pedestrian comfort include seating, drinking fountains, trash receptacles, lighting, signage, information kiosks, and news vendors.



*Information kiosk*



*Retail kiosk*



*Small urban open spaces*

## II. THE PLAN

### Framework Plans & Design Guidelines

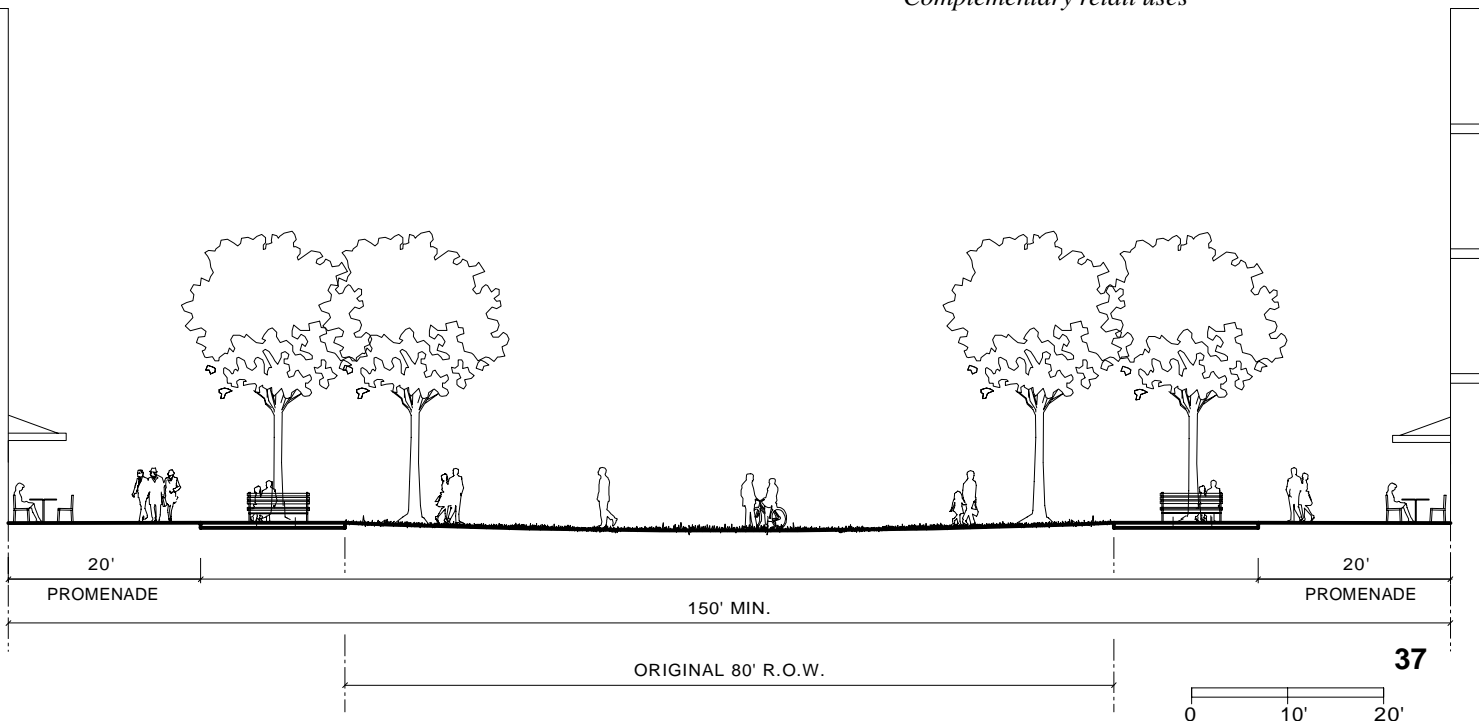
- 3.3 Provide a major new urban open space at 14<sup>th</sup>, Main and Idaho streets. Provide at least 150 feet in width along the 14<sup>th</sup> Street corridor, between facing buildings. Extend the open space at least to the north side of Idaho Street and the south side of Main Street. Line the edges of this space with 20 foot wide pedestrian promenades with retail and restaurant uses. Program, design, and promote this space to accommodate active day, night, and seasonal uses. Provide a grassy, shade tree landscape character. Include a water feature that will enrich the space in each season, perhaps providing skating in winter, sound and movement in warmer weather and light at night. Provide enhanced lighting for safety. Provide a family of furnishings in the space that is compatible with downtown street furnishings. Ensure ample seating along the promenades.



*Grassy, shade tree character*



*Complementary retail uses*



**MAJOR URBAN OPEN SPACE  
@ 14TH / MAIN / IDAHO**

**WESTSIDE DOWNTOWN  
FRAMEWORK MASTER PLAN**



**CIVIC SPACE DESIGN GUIDELINES**



*Landscaped front yards at State Street*



- 3.4 Improve State Street as an entryway to downtown Boise and the State Capitol Mall by changing its design to an urban parkway with unified landscaping and lighting. Provide landscaped front yard setbacks at new buildings on State Street between 16th and Eighth streets that builds on the pattern of existing front yards along the corridor at churches and residential buildings. Pedestrian entrances to buildings should face these front yards.



*Landscaping at the Capitol Mall on State Street*

- 3.5 Enhance 14th Street between State and Bannock with a special residential design treatment including narrowed roadway, trees in tree lawn strips, wider sidewalks, and other pedestrian amenities (see Design Standards- Street Character types on pages 80-81).



*Residential street character*

- 3.6 Give special design treatment to arrival points at the following intersections: Main/16<sup>th</sup>, State/16<sup>th</sup>, Jefferson/16<sup>th</sup>, State/Ninth. Other downtown arrival points are at intersections outside the Westside district.



*Arrival point - open space*

- 3.7 Use public art to identify, define and enhance streetscapes, public spaces and neighborhoods. Encourage developers to collaborate with artists and to incorporate artwork that is visible to the public in private developments.



*Free standing public art*

- 3.8 Evaluate donated art pieces and memorials for their suitability before confirming their installation. The civic qualities and functions of a candidate space should be evaluated for its suitability as a permanent location for a specific artifact.



*Arrival point - intersection*



*Integrated public art*



## II. THE PLAN

### Framework Plans & Design Guidelines

#### 4. STREET CHARACTER FRAMEWORK PLAN

The Street Character Framework Plan describes preferred design treatments along the various public rights-of-way in Westside. Since these streets have different traffic circulation responsibilities and will abut different land uses, design treatments will vary. The 1993 *Downtown Boise Plan* calls for a compact, mixed use downtown that is oriented to pedestrians. It also advocates creation of a distinct identity through the design of streetscapes, open spaces and buildings. The Street Character Plan and guidelines promote a pleasant pedestrian environment on all Westside streets. Specific standards recommended for use in Westside are enumerated in the following section of this plan. These recommended designs is subject to ACHD approval.









## II. THE PLAN

### Framework Plans & Design Guidelines



STREET CHARACTER FRAMEWORK PLAN



-  SPECIAL DOWNTOWN PEDESTRIAN STREETS
-  14TH STREET SPECIAL PROMENADE
-  STATE/5TH STREETS URBAN PARKWAY
-  URBAN STREET
-  NEIGHBORHOOD STREET
-  INTERSECTION WITH PEDESTRIAN IMPROVEMENTS

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## STREET CHARACTER DESIGN GUIDELINES

- 4.1 Maintain the continuity of the existing grid for convenience of access and distribution of traffic volumes in Westside, except for the redesign of 14<sup>th</sup> Street between Grove and Bannock streets where the plan proposes a major urban open space and promenade centered on the existing right-of-way. This section of 14th Street may be open only to pedestrians and emergency vehicles or may also allow limited vehicular access in a narrow lane around the proposed open space, depending on decisions made in final design. All proposed circulation concepts will be subject to ACHD approval.
- 4.2 Accommodate all modes – cars, transit, service vehicles, pedestrians, and bicyclists – within Westside rights-of-way.



*Main, Idaho improvements will be extended westward.*



*13th Street will remain an important north-south route.*



*Pedestrians and transit contribute to the vitality of successful retail streets.*

- 4.3 Provide an enhanced pedestrian environment on all streets in Westside. Within the existing 80-foot right-of-way, maintain minimum 14-foot sidewalks (15-20 foot typical) whether streets are one-way or two-way. Evaluate any proposals for non-typical street configuration, such as diagonal parking or weaving curblines, against this minimum dimension.
- 4.4 Limit the number of driveways in any block, particularly along east-west blockfronts. Locate driveways to parking away from corners.



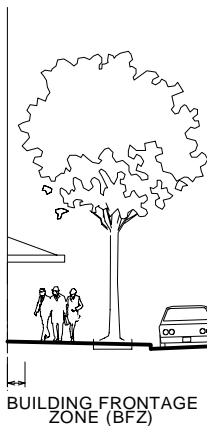
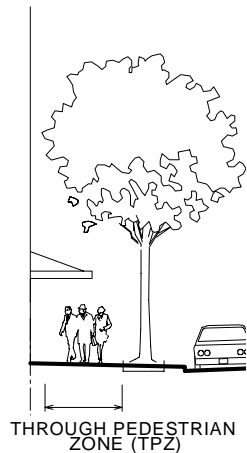
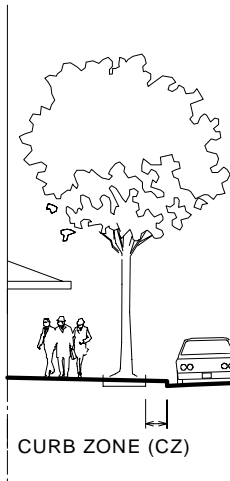
*Expanded cafe seating in an 80-foot right-of-way*

## II. THE PLAN

### Framework Plans & Design Guidelines

4.5 Clearly articulate the four sidewalk use zones by use of paving, street trees, and furnishings. Minimum dimensions for street sections are given in the Design Standards, pp. 70-83.

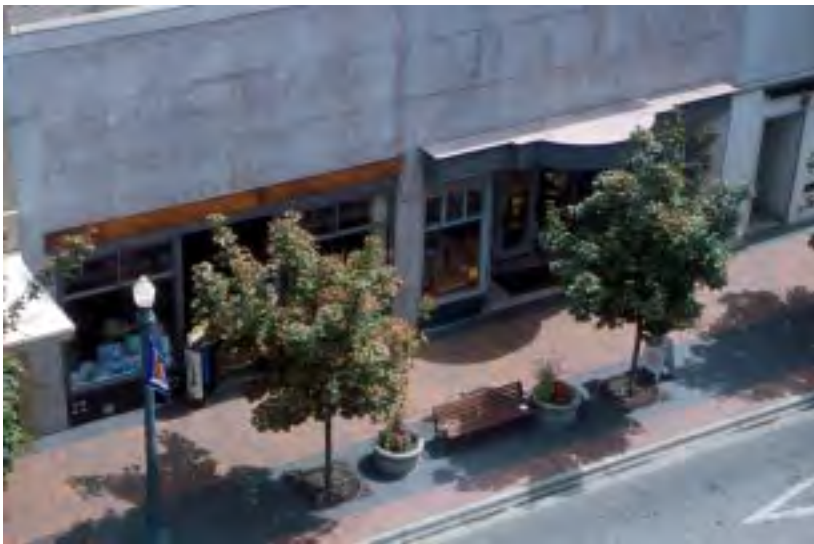
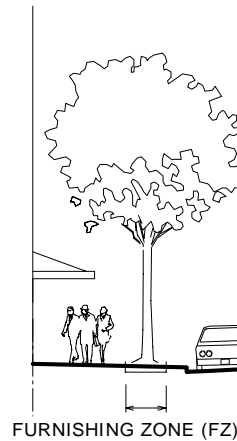
- Curb Zone (CZ): a clear zone from the curb face to any vertical object; varies according to street type and function;
- Through Pedestrian Zone (TPZ): a clear zone for the unobstructed passage of pedestrians separated from traffic by the furnishings and curb zones. Often delineated by distinct paving;
- Building Frontage Zone (BFZ): a linear zone directly abutting buildings that accommodates café tables and minor building projections like down-spouts and meters; often delineated by distinct paving; on certain street types this is replaced by a front yard setback.



*People using the Through Pedestrian Zone.*

- Furnishings Zone (FZ): a linear zone that accommodates all street furnishings; varies according to street type and function; often delineated by distinct paving;

- 4.6 For each type of street, provide a continuity of design elements, which may include street lights, trees, benches, trash receptacles, kiosks, news racks and paving. Refer to design standards for detailed layout of each street type in Westside.
- 4.7 In order to achieve equity among street users, introduce traffic calming elements where feasible. Techniques include curb extensions, four way stops at unsignalized intersections, on-street parking, slower posted speed limits and other measures.



*On Main and Idaho streets downtown, sidewalk zones are clearly defined by special paving and furnishings.*





## 5. TRANSIT FRAMEWORK PLAN & DESIGN GUIDELINES

### Framework Plan

Coordination between local and regional bus services will necessarily include a rational system of routes, stops, and a staging location downtown. The Transit Framework Plan illustrates primary and secondary transit routing and the general interval of stops through the downtown area. Main and Idaho streets between Capitol Boulevard and Ninth Street, currently form the downtown transit mall and transfer center. This plan proposes to extend a high level of transit service westward along Main and Idaho as Westside redevelops to a greater intensity of uses. Reorganization of transit routing through the Boise region is likely to change the concentration of routes which currently loop the transit mall. The current layover operation on the transit mall, which compromises the pedestrian retail environment, will be modified to strictly stop-and-go operation. Timed transfers will be accommodated at a transit station between 13th and 16th streets in either Westside or the River Street/Myrtle Street district. Service will be provided by through bus routes, and may be supplemented by downtown circulator shuttles. The volume of transit buses is not anticipated to require extension of the exclusive (diamond) lane along Main-Idaho west of Ninth. Potential rail transit corridors should be considered in the near future.



*The Boise Transit Mall*



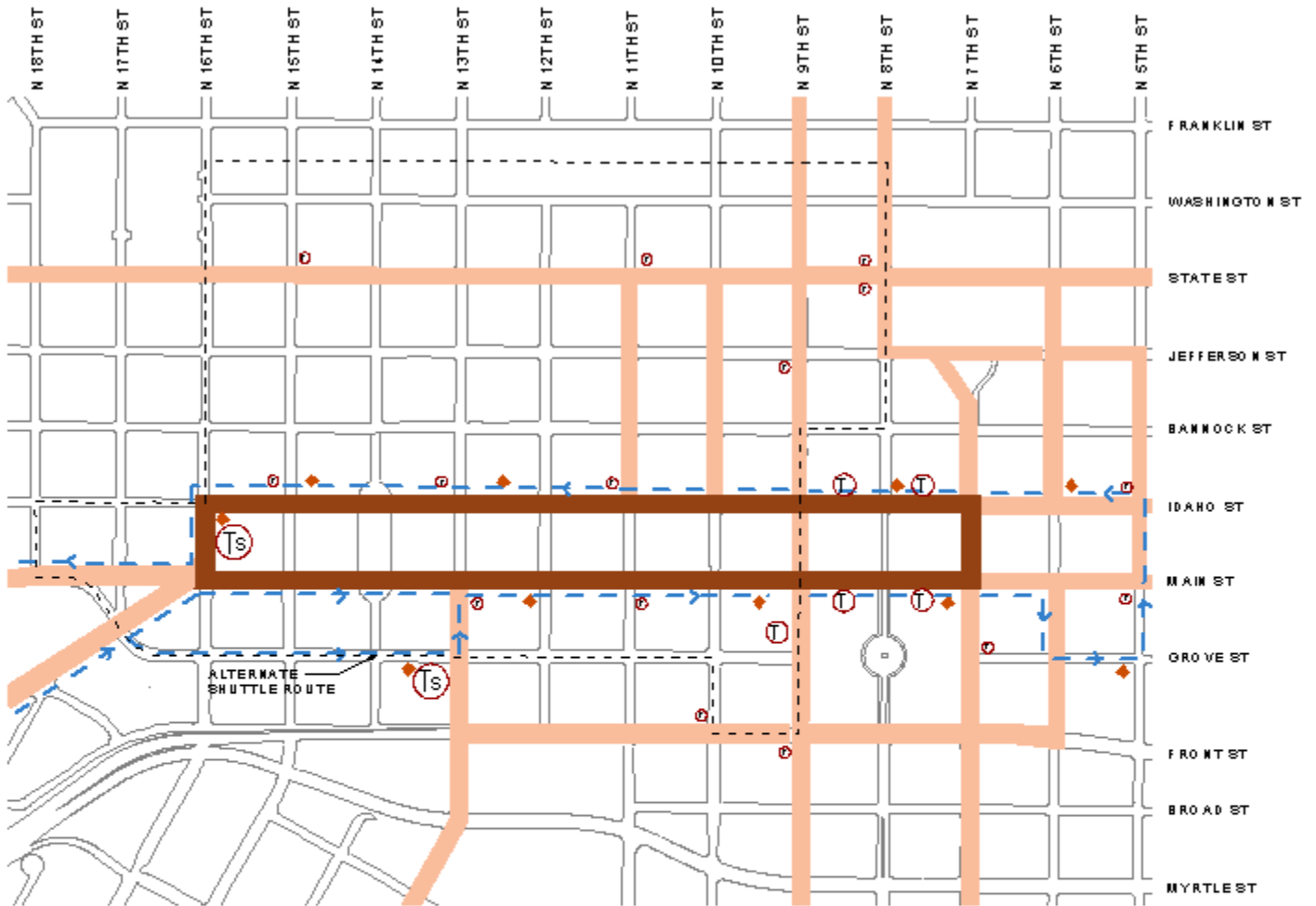
*Stop-and-go operation with no on-street staging or timed transfers.*

### Design Guidelines

- 5.1 Provide transit stops on primary transit streets like Main and Idaho at the beginning of a block to allow buses to get through intersections and have the remainder of the block to change lanes if necessary. Allow buses to stop and go from the right hand lane, providing widened sidewalks for transit amenities and eliminating the need to re-enter traffic from a bus pullover zone.
- 5.2 Provide enhanced transit stop amenities at primary stops along Main and Idaho streets. Include route and time information, larger shelters with natural daylight and supplementary night lighting, and partial windscreen protection. Provide a high degree of transparency in shelter design so views to storefronts are not compromised.
- 5.3 Accomodate bus dimensions and turning parameters in the design of all current and potential transit streets.
- 5.4 Develop a downtown transit transfer and intermodal center in Westside or in close proximity in the River Street/Myrtle Street District. Encourage existing transportation facilities such as the Greyhound bus station to consolidate with the intermodal center.
- 5.5 Implement a downtown circulator system that will connect Westside, Central, and River Street/Myrtle Street urban renewal districts. Consider creating a free zone in the downtown and eventual extensions into adjacent neighborhoods.

## II. THE PLAN

### Framework Plans & Design Guidelines



TRANSIT FRAMEWORK PLAN

- STREETS WITH TRANSIT SERVICE
- PRIMARY TRANSIT STREETS
- Ts PROPOSED TRANSIT TRANSFER/INTERMODAL CENTER (2 OPTIMAL LOCATIONS)
- T DOWNTOWN TRANSIT MALL STOPS
- MINOR TRANSIT STOPS- EXISTING, PROPOSED RELOCATIONS AND ADDITIONS
- DOWNTOWN PARKING SHUTTLE- EXISTING, PROPOSED RELOCATIONS AND ADDITIONS
- ◆ SHUTTLE STOPS- EXISTING, PROPOSED ADDITIONS WITH PEDESTRIAN LINKAGES (SEE CIVIC SPACE)

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## II. THE PLAN

### Framework Plans & Design Guidelines

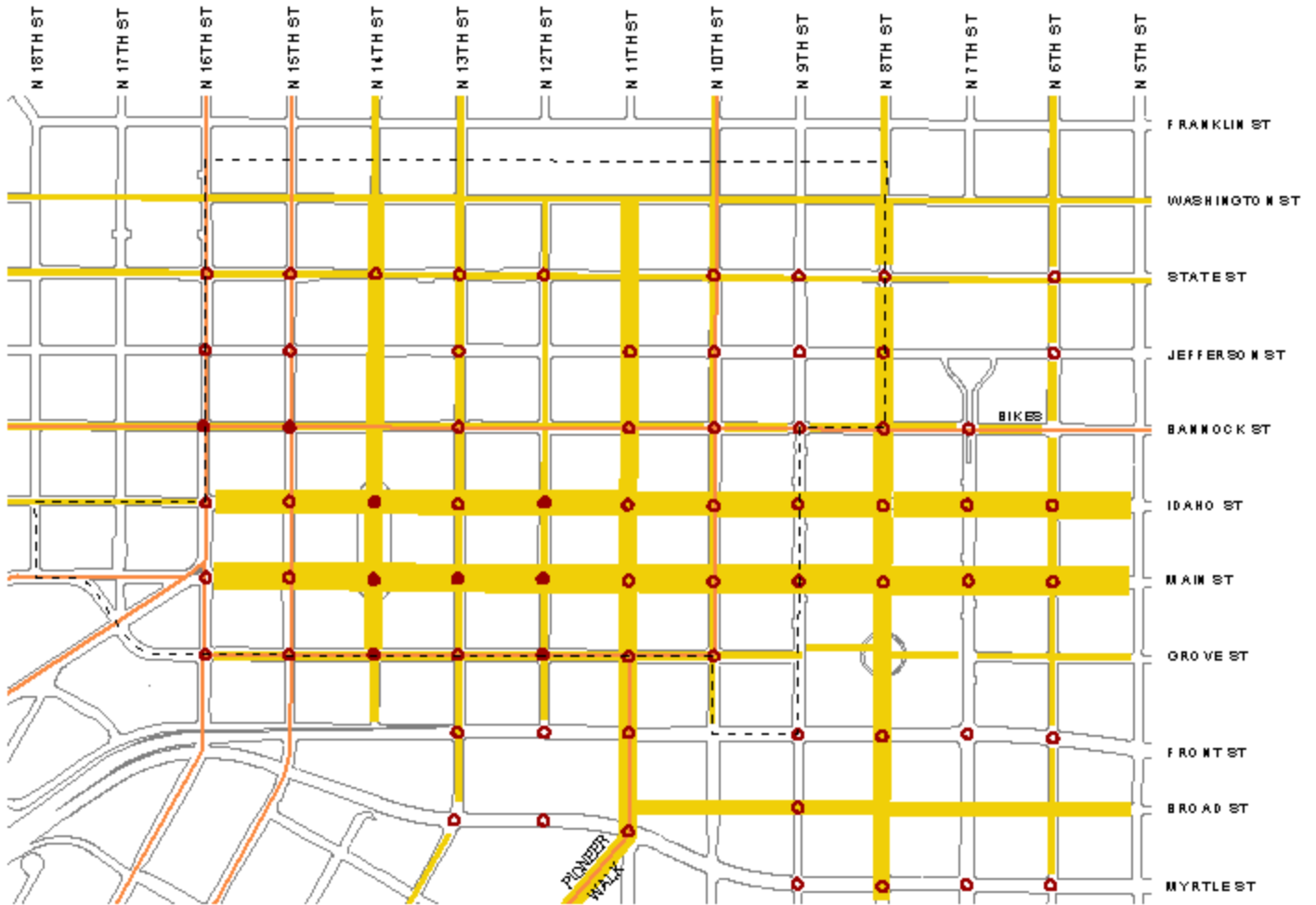
#### 6. PEDESTRIAN & BICYCLE FRAMEWORK PLAN

The Pedestrian and Bicycle Framework Plan identifies primary and secondary pedestrian routes and bicycle routes through Westside. The premise of the overall plan is a high-quality pedestrian environment throughout the downtown area including Westside. Attributes which support this quality are interesting and continuous ground level uses, well-furnished and adequately sized sidewalks, and a frequent interval of signalized crossings along direct and convenient routes. Bicyclists also benefit from pedestrian-friendly street design as well as direct routes and striped lanes.



## II. THE PLAN

### Framework Plans & Design Guidelines



PEDESTRIAN & BICYCLE FRAMEWORK PLAN



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**PEDESTRIAN & BICYCLE DESIGN GUIDELINES**

- 6.1 Ensure a pedestrian-orientation to the design of rights-of-way in Westside. Where feasible, maintain alleys for service and loading access. Where alleys are eliminated, provide enclosed service and loading bays within building footprints and away from primary lobby and retail entrances.



*Sidewalks and tree lawns are important features of the best Boise residential streets.*



- 6.2 Provide pedestrian amenities in public rights-of-way, including shade, shelter, seating, lighting, street trees, planters, and other street furniture.
- 6.3 Provide safe and direct pedestrian access to and between streets, public open spaces, and popular destinations.



*Well designed streets encourage people to walk.*



*Bike routes should be safe and avoid conflicts with pedestrians and vehicles.*

- 6.4 Plan for secure bicycle parking in public parking garages and at other convenient locations.
- 6.5 Provide short-term sidewalk parking for bikes using simple street-mounted furniture that is located out of conflict with pedestrian circulation.
- 6.6 Establish continuous, striped bike lanes through Westside and the downtown core (Central District) on Tenth, Eleventh, 15th, Bannock, and Grove streets.
- 6.7 Design and reconstruct Eleventh street as a special pedestrian street connecting Westside to the Pioneer Walkway and the Boise River.
- 6.8 Design and reconstruct 14th Street between State and Front to emphasize pedestrian access. See the Street Character Framework Plan on page 41.
- 6.9 Provide a new urban open space at 14th, Main, and Idaho streets that will serve as a pedestrian focal point for Westside.



*Secure, weather-protected storage for bicycles at convenient locations.*

## **7. PARKING FRAMEWORK PLAN**

The Parking Framework Plan proposes an expanded system of public and private parking structures. The public parking garages will provide short-term spaces for business customers and downtown visitors, and long-term spaces for downtown workers and residents. Provision of public off-street parking, particularly short-term parking in garages, has been a primary responsibility of CCDC as it is important to the success of retail and other businesses. This plan proposes that the successful system of public parking garages developed in the Central District be extended into Westside. The locations shown for new public parking garages were selected with two goals in mind:

- Garages would serve a variety of development with different peak hours for parking demand, thus extending the hours of use, making garages more cost-effective;
- Garages would be convenient to customers, and having parked in Westside, they would walk or use transit as the primary means of local access.

Private parking garages are expected to augment the public parking system. Private parking garages are expected primarily to serve businesses and offer long-term employee parking, or be associated with higher-intensity, residential development. Potential locations for private garages reflect the preferred land use plan and the distribution of office and residential development.





## II. THE PLAN

### Framework Plans & Design Guidelines



PARKING FRAMEWORK PLAN



		PRIVATE STRUCTURED PARKING EXISTING      RECOMMENDED
		PUBLIC STRUCTURED PARKING EXISTING      PROPOSED

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## **PARKING DESIGN GUIDELINES**

### **Design Guidelines**



- 7.1 Design parking garages as downtown architecture with appropriate wall materials, window opening scale, proportion and pattern, and pedestrian-oriented ground floor uses. Garages should be good neighbors to office, retail, hotel, entertainment and housing uses. Provide the same quality of human scale, transparency, frontage, and weather protection as required of other buildings at street level.



*A parking garage with appropriate architectural treatment and pedestrian-oriented ground floor uses.*

- 7.2 Encourage mid-block parking structures, where feasible, that minimize garage frontage and allow commercial and residential buildings to occupy the corner lots.
- 7.3 Incorporate active uses such as retail, service businesses, and restaurants fronting the sidewalks in garages that face streets and other public open spaces.
- 7.4 Integrate parking below internal open space and behind retail frontage where appropriate.

- 7.4 Locate garage entrances near mid-block to avoid conflicts with turning movements and queues at intersections. Design garage driveways to minimize interruption to pedestrian circulation.
- 7.5 Provide convenient and efficient garage design with safe entries and exits for vehicles and pedestrians. For taller garages, provide express exit ramps.
- 7.6 Where feasible, locate stair and elevator cores at the street edge for increased visibility. Provide a high degree of transparency in the hoistway and cab of elevators.



*Public park on top of a two-level garage with an elevator at the street*

- 7.7 Adhere to safety-in-design guidelines for parking structures. Maintain good, uniform lighting, and minimize opportunities for personal concealment.
- 7.8 Use consistent signage throughout central Boise to direct visitors to public parking.

## **8. LANDSCAPE FRAMEWORK PLAN**

A broad goal of the framework master plan is to enhance the urban environment of Westside and downtown Boise. The Landscape Framework Plan proposes improvements in tree cover and landscape open space to transform the character of Westside's man-made environment. Boise's arid climate demands special care in the selection and cultivation of landscape materials. Solar access in winter and shade in summer contribute to the quality of urban life. The original Boise Downtown (Central District) Urban Design Plan stipulated specific tree species and spacing as approved by the City Forester for the seven street corridors in the Central District. The Westside Landscape Framework Plan indicates street tree corridors and proposed landscaped open space throughout the study area. The Design Standards— Street Design Elements provides a species list for each street corridor (see page 87).



## II. THE PLAN

### Framework Plans & Design Guidelines



LANDSCAPE FRAMEWORK PLAN

- EXISTING LANDSCAPED URBAN OPEN SPACE
- PROPOSED LANDSCAPED URBAN OPEN SPACE
- GENERALIZED EXISTING STREET TREES
- GENERALIZED PROPOSED STREET TREES

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## LANDSCAPE DESIGN GUIDELINES

- 8.1 Extend continuous tree plantings along the streets in Westside to mitigate urban heat island effects. Shade paved areas to create a pleasant pedestrian experience and to improve the appearance of downtown.



*Landscape improvements on Main Street provide shade and set a precedent for quality materials and design.*

- 8.2 Identify candidate tree species that are approved by the City Forester. Select trees for their appropriate size, shape, density, transparency of canopy, surface root habits, fall color, and tolerance to drought and urban conditions. Also consider the benefits of visual continuity and diversity in each location.
- 8.3 Provide irrigation systems for all street trees. Maintain these irrigation systems over a normal healthy tree life.
- 8.4 Improve underground root space conditions for trees planted in paving. Incorporate new technologies such as structural soil, air-entrained structural soil, tree trenches, aeration and hydration vents and other new designs to increase street tree health and longevity.



- 8.5 Provide special landscape features at downtown arrival intersections.
- 8.6 Provide seasonal color with flower plantings in planter pots at selective sidewalk locations in Westside. Provide a maintenance program for planter pots that ensures attractive appearance through the growing season.



*Use colorful plantings sparingly to highlight special places.*

- 8.7 Develop the proposed urban open space at 14<sup>th</sup>/Main/Idaho as a single, formal space with primarily grass surfaces and symmetrical tree plantings. Include seasonal flower plantings where appropriate.
- 8.8 Refer to design standards for specific tree species and planting details.



*Formal tree plantings at Idaho Power Company Headquarters.*



*Street tree trenches increase the volume of moist earth available for root growth encouraging vigorous and healthy trees.*

## **9. SUSTAINABLE DEVELOPMENT DESIGN GUIDELINES**

Sustainable development has been defined as meeting the needs of the present without compromising the ability of future generations to meet their own needs. How buildings are located, designed and built has a significant impact on the use of the earth's resources. More and more communities are establishing programs to encourage the use of green building techniques—techniques such as using recyclable, recycled and renewable materials, energy efficiency and alternative energy sources, solar orientation, erosion control, more efficient use of water, and natural lighting. Coordinating new development and the provision of alternative transportation systems to serve it is another technique. Sustainable development practices often save money when the life-cycle costs of buildings are considered.

The Westside Downtown Plan anticipates significant development in Boise's downtown core over the 24-year planning horizon. This section provides guidelines to encourage the use of sustainable development practices as Westside develops. It serves as a checklist of ideas for both the public and private sectors to consider in undertaking development projects. Implementation of these guidelines will rely on commitment by public agencies to use these techniques in development projects in which they are involved, education programs on the economic benefits of sustainable building practices, and incentives for private developers.



#### Sustainable Site Planning

- Design landscape to control erosion, reduce heat islands and minimize glare. Use shade trees and light color materials.
- Promote alternative transportation facilities (pedestrian, bicycle, carpools, shuttles, commuter rail, public transit).
- Promote efficient site layout for buildings (orient to minimize energy consumption due to sun and wind exposure). Take advantage of natural topography.
- Encourage mixed land use and coordinate development with access to public transit to achieve trip reduction. Allow people to walk or use transit to get to work, shopping, entertainment, daycare, and for errands.

#### Energy Efficiency

- Design buildings to take advantage of natural ventilation, heating and cooling during portions of the year.
- Consider renewable energy sources including wind, solar, and Boise's geothermal heat source.
- Extend the City's geothermal system to serve Westside. Utilize geothermal for heating and cooling as feasible.
- Design new buildings to take full advantage of natural daylight, thereby reducing energy consumption and costs.

#### Water Efficiency

- Where appropriate, consider "green" roofs for storm runoff detention and heat sink-dampers.
- Reduce and filter water runoff. Limit impermeable surfaces, install oil grit separators, biofiltration or detention ponds for parking facilities.



### **Material and Resources Conservation**

- Use local materials, where possible (within 300 mile radius), to reduce transport-related costs and resource use.
- Consider materials manufactured using environmentally sound planning and production processes (such as recycled and non toxic materials) that minimize the use of natural resources and meet practical architectural and engineering design practices.
- Reuse resources (salvaged material) and recycle content materials whenever practical and consistent with life cycle design criteria.
- Select products that are durable and allow efficient end-of-life disposal (recyclable).
- Rehabilitate buildings and reuse existing structural shells and other building components.

### **Solid Waste Reduction**

- Prepare and implement construction waste management plans.
- Institute a construction site protocol to limit generation of waste construction materials, and to separate and salvage recyclable waste.
- Extend construction waste recycling plans to all new construction, renovation, demolition sites, and encourage adaptive reuse.

### **Environmental Quality**

- Select outdoor furniture made from renewable and recycled materials.
- Minimize light pollution from street lighting and exterior lighting in private developments.



#### IMPLEMENTATION AND NEXT STEPS

However good a plan may be, its benefits will not be realized until it has been implemented. Implementation occurs through many avenues including private and public investments, grant programs, the use of regulatory tools such as zoning and design review, construction of catalyst projects, and other actions. Boise has experienced successful redevelopment in the Central District, where investments of public funds have precipitated a four- to five-fold investment of private funds. Construction of the Grove, reconstruction of downtown streets and installation of brick sidewalks, street trees and planters, turning 8<sup>th</sup> Street into a pedestrian oriented street where restaurants and shops thrive, creating the transit mall and building public parking garages have brought about a transformation of Boise's downtown core. Entering into partnerships with private developers and using land write-downs has resulted in renovation and re-use of historic buildings and new development.

The Westside Downtown Framework Master Plan sets forth goals, policies, design guidelines and plans that describe how the district should be developed over the next 24 years. The intent of the plan is to transform Westside into a vibrant urban place within downtown Boise; a place that will have a lively mix of uses, an enriching and inviting environment where people will want to live, work, shop, dine and visit and where businesses will prosper. The plan will help guide public and private actions as development proceeds so that they complement each other and yield greater results than what otherwise would occur if no plan were in place. These results will not be achieved, however, without commitment, dedicated effort and sizeable investment from both the public and private sectors. This section of the plan describes what resources are available and what steps must be taken in order to implement the Westside Downtown Master Plan.





### **Resources for Public Investment**

Revenue allocation is the primary means for financing public improvements in an urban renewal area. Idaho State Code allows for the establishment of urban renewal districts and the creation of revenue allocation areas to provide a source of funding for urban renewal activities. When a revenues allocation area is created, a portion of the property taxes generated from increases in assessed valuation are allocated to the urban renewal agency. These funds must be used in the urban renewal district for activities that are intended to revitalize and redevelop the area.

Other sources of funding for redevelopment activities include:

- Revenues from public parking and transit systems operated by the urban renewal agency
- Revenue bonds
- Improvement districts
- Federal and state funding programs for transportation and transit projects, housing, community development, business development, and other funding programs
- Federal tax credit programs
- Grants and donations

### **Westside Downtown Financial Plan**

Preparation of the Westside Downtown Master Plan included development of a financial plan for the 24-year planning horizon. This plan includes the following:

- Assumptions about the amount, type and timing of development that would occur during the planning period. These assumptions are drawn from the market analysis and strategy summarized on pp. 7-9. The financial plan assumes that 75% of the projected development for Westside will occur in the first 24 years. Development assumptions are used to estimate the amount of property tax revenue that would flow to CCDC from the tax allocation area;
- Assumptions about the number and size of parking garages that would be built and estimates of revenue that would be generated;
- Estimates of other likely sources of funding;
- List of potential projects CCDC would undertake to revitalize Westside. These projects are intended to be catalysts that will trigger private investment in the district.

The table below is a listing of revitalization projects and estimated costs over the 24-year planning horizon that form a description of the anticipated public investment in the Westside Downtown district. The complete financial plan is in Attachment 5 to the Westside Downtown Urban Renewal Plan.

#### Revitalization Projects & Costs

Parking Garages (4)	\$29,000,000
Transit Facilities/Downtown Circulator	\$ 8,000,000
\$2,000,000 local	
\$6,000,000 federal	
Streetscaping/Sidewalks/Curb & Gutter	\$14,341,300
Utility Undergrounding	\$ 1,108,800
Sewer/Storm Drainage	\$ 2,016,400
Water Quality Treatment	\$ 125,900
Bus Shelters	\$ 194,200
Telecommunications Facilities	\$ 1,008,100
Traffic Signals	\$ 302,600
Park/Open Space	\$ 1,260,100
Housing	\$ 1,260,100
Façade Easements	\$ 25,200
Façade Improvements	\$ 25,200
Property Acquisition	\$ 756,300
Catalyst/Demonstration Projects	\$ 1,250,100
Special Projects	\$ 1,209,700
<b>Total</b>	<b>\$61,884,000</b>



## II. THE PLAN

### Plan Implementation

#### Westside Downtown Master Plan as part of Boise City Comprehensive Plan

City decision makers use the Boise City Comprehensive Plan in evaluating development applications. The Boise City Zoning Ordinance requires that granting approval for zoning revisions, land subdivisions, conditional uses and design review requires a finding that the proposal is consistent with the Comprehensive Plan. Existing urban renewal plans for the Central and River Street/Myrtle Street Districts have been adopted by reference as part of the Comprehensive Plan, and thus are used in determining consistency when a development proposal is located in one of those districts. Initiating an amendment to the Comprehensive Plan to include the Westside Downtown Master Plan is one of the important next steps in implementing this plan, so it will be used in making consistency findings.

#### Zoning Revisions

Zoning is one of the key tools for implementing any long-range plan for revitalization and development. The Westside Downtown Master Plan establishes a vision and desired direction for Westside, and a series of framework plans and design guidelines to guide future development. The Boise City Zoning Ordinance actually regulates how property owners can use their property. Plan implementation is more effective when there is consistency between the urban design plan and the zoning regulations.



Current zoning designations in Westside are shown on page 141. A majority of the property in Westside is in C-5D and C-2D districts will fall for the most part on either side of 13<sup>th</sup> Street. (C-5 and C-2 are commercial districts. The D in the designation indicates that Boise City requires design review when development projects are proposed in these districts.) C-5D encourages urban density, pedestrian-oriented development while C-2D allows commercial uses with suburban-style site layouts. The two zoning districts promote different characters, and tend to conflict with one another. C-5D is more in keeping with the vision set forth in the Westside Plan in terms of mix of uses, density and design requirements. The Westside Plan recommends that the C-2D and C-2DD zoning be replaced with a different zone category more conducive to achieving the goals of the plan (see Appendix 5.). Any zone change would have to be approved by the Boise City Council after a public hearing. Revising the zoning designations in Westside is an important step in implementing this plan.

#### Development Review

As noted above, Boise City regulations require a finding that a development application is consistent with the Comprehensive Plan before approval may be granted. Boise City refers development applications for property in any urban renewal district to CCDC for comment prior to taking action. CCDC provides comments on the degree to which the development proposal implements the plan for that district. These comments are considered by the Planning & Zoning Commission, Design Review Commission, and City Council when make decisions on these applications.



### **Specific Implementation Strategies and Programs**

#### *Public-Private Partnerships*

- IS.1. Undertake an outreach program to acquaint developers with investment opportunities in Westside, with particular attention to housing and retail developers.
- IS.2. Prepare development coordination plans in cooperation with property owners when multiple interests are involved in a small area (1-3 blocks) within Westside.
- IS.3. Utilize public-private partnerships, land write-downs and other incentives to prompt development consistent with the Westside Plan. If necessary, undertake a developer selection process.

#### *Critical Mass of Housing*

- IS.4. Initiate a concentrated public agency effort to promote partnerships with landowners and developers, and use incentives, amenities and catalyst projects to create a critical mass of residential development in the Westside district.

#### *Urban Open Space on 14<sup>th</sup> Street/14<sup>th</sup> Street Design*

- IS.5. Establishment of the new urban open space at 14<sup>th</sup>, Main and Idaho Streets is expected to change the design and function of 14<sup>th</sup> Street. The section of 14<sup>th</sup> between Main and Idaho may be closed to traffic or may have a single, reduced width lane bordering the east and west sides of the open space to allow limited vehicle circulation. Adjacent businesses and residents shall be involved in development of the design for the open space and 14<sup>th</sup> Street. The design for 14<sup>th</sup> Street is subject to ACHD approval.
- IS.6. Attention shall be given to the operational needs of existing businesses on 14<sup>th</sup> Street in the design of the new urban open space and in improvements to this street. Construction of improvements may be phased.
- IS.7. Use enhanced landscape treatment for the entire length of 14<sup>th</sup> Street from Front to Washington to create a special pedestrian street.



#### *Existing Businesses*

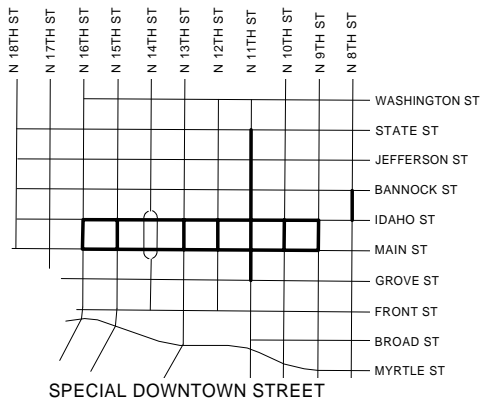
- IS.8. Encourage established businesses to revitalize deteriorating areas of their parcels, and to incorporate elements of the *Westside Downtown Framework Master Plan* such as street trees and sidewalk treatments to accelerate the enhancement of the street environment in the Plan area. Subject to applicable legal limitations, establish funding programs and incentives to encourage façade renovations.
- IS.9. Subject to application legal limitations, provide incentives to business owners to encourage continued utilization and expansion of existing permitted land uses to prevent properties from falling into disuse, a proliferation of vacant and deteriorated parcels and a reduction in downtown employment.
- IS.10. Allow existing non-conforming uses to continue in accordance with City regulations. Work with owners of non-conforming businesses to accommodate improvements and expansions allowed by City regulations in order to keep businesses viable and prosperous. Subject to applicable legal limitations, provide incentives to improve these properties so they implement the design guidelines contained in this plan to the extent possible, and to encourage an orderly transition from non-conforming to conforming uses over the 24-year planning horizon.

#### *Other Implementation Actions*

- IS.12. Continue to cultivate new cycles of improvement projects in Westside.
- IS.13. Address the impacts of cruise activity on the desirability of the Westside District as a place to live, work and visit. Discourage the cruise from remaining inside the district.

## II. THE PLAN

### Design Standards - Street Character Types



## DESIGN STANDARDS

In contrast to design guidelines, which are typically qualitative and advisory, design standards stipulate specific design requirements that are quantified. The design standards which follow are intended to provide consistency in quality, maintenance, and appearance throughout Westside and are consistent with those established in the downtown core.

## SPECIAL DOWNTOWN PEDESTRIAN STREET

### Type

Enhanced Pedestrian and Transit Street, 80' right-of-way typical.

### Configuration

2 or 3 lanes, one- or two-way; transit shares right hand lane; on-street parking on non-transit side and partially on transit side (Main and Idaho streets); transit stop at curb extensions every two blocks.

### Design Treatment

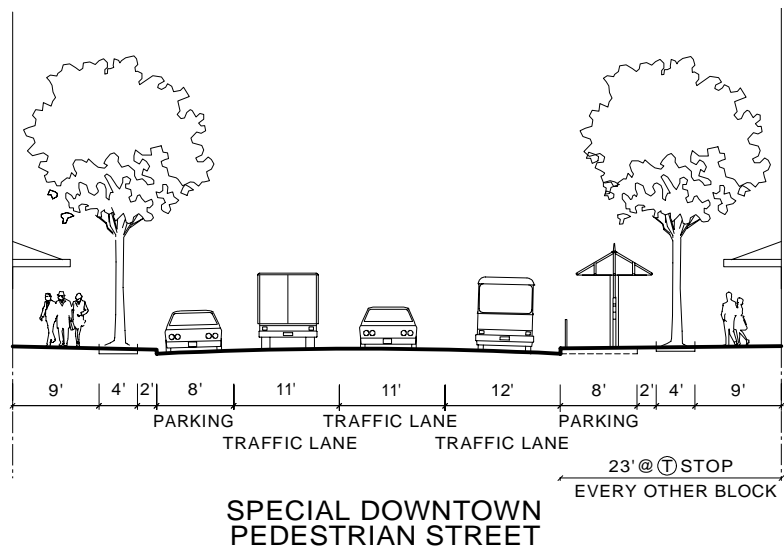
Matching or similar to design treatment on Main and Idaho streets between Capitol and Ninth (two colors brick paving, street trees, benches, trash receptacles, historic Boise pedestrian lights, flower pots, hoop bike racks, etc.); design treatment carried on cross street block to create a unified two-street district.

### Parking Access

One driveway per block near mid-block; parking access from mid-block of cross street as alternative is encouraged.

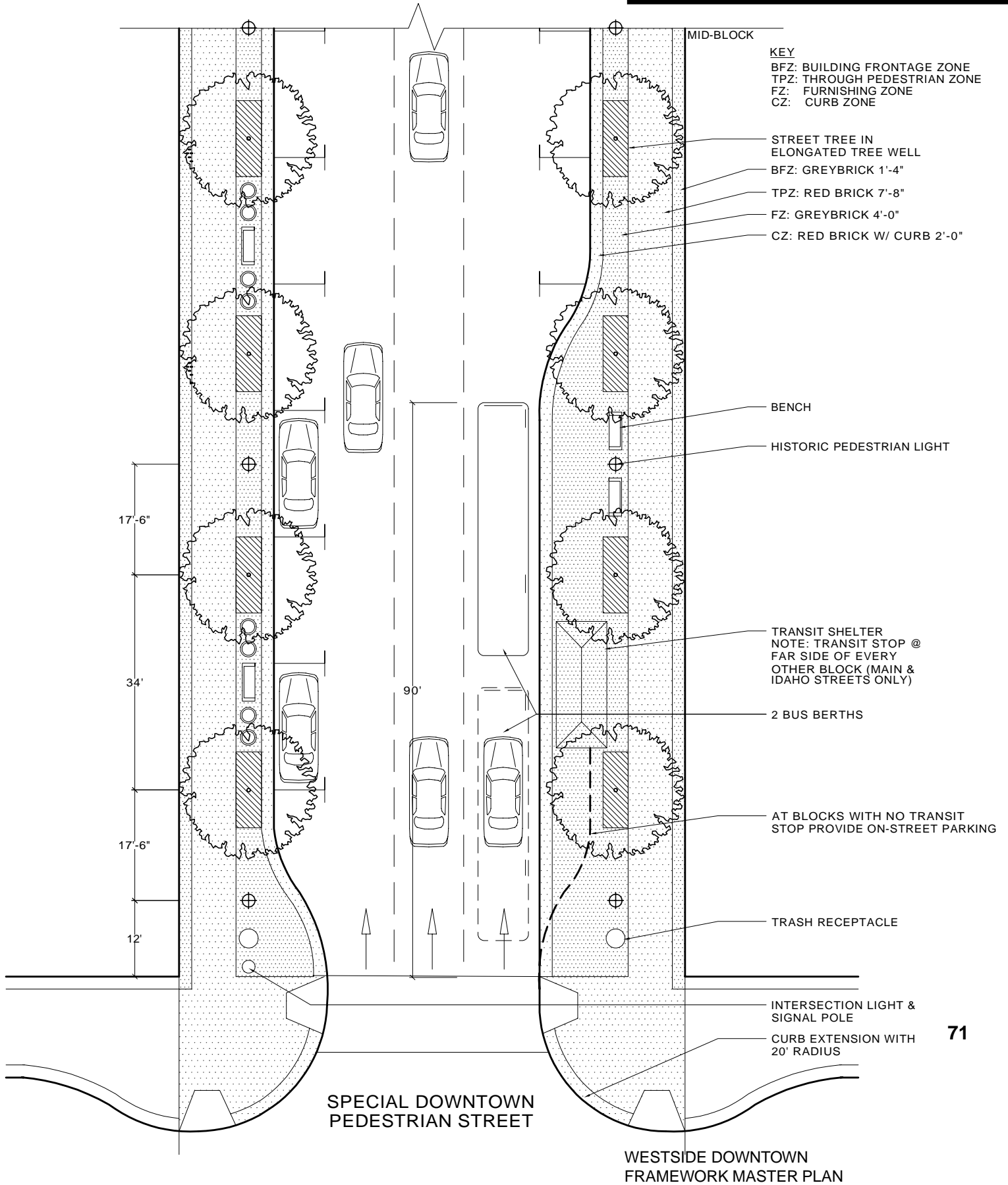
### Café Seating

Encouraged.



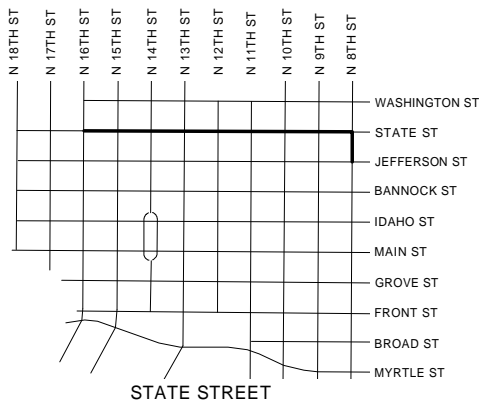
## II. THE PLAN

### Design Standards - Street Character Types



## II. THE PLAN

### Design Standards - Street Character Types



## STATE STREET/EIGHTH STREET/EXISTING OPERATION

### Type

Special Urban Parkway. 80' right-of-way typical with proposed front yard setbacks.

### Configuration

Number of lanes and one-way vs. two-way subject to change by ACHD; existing four-lane, two-way operation with on-street parking on north side shown; widened tree lawn, sidewalk; proposed front yard setback shown – landscape required.

### Design Treatment

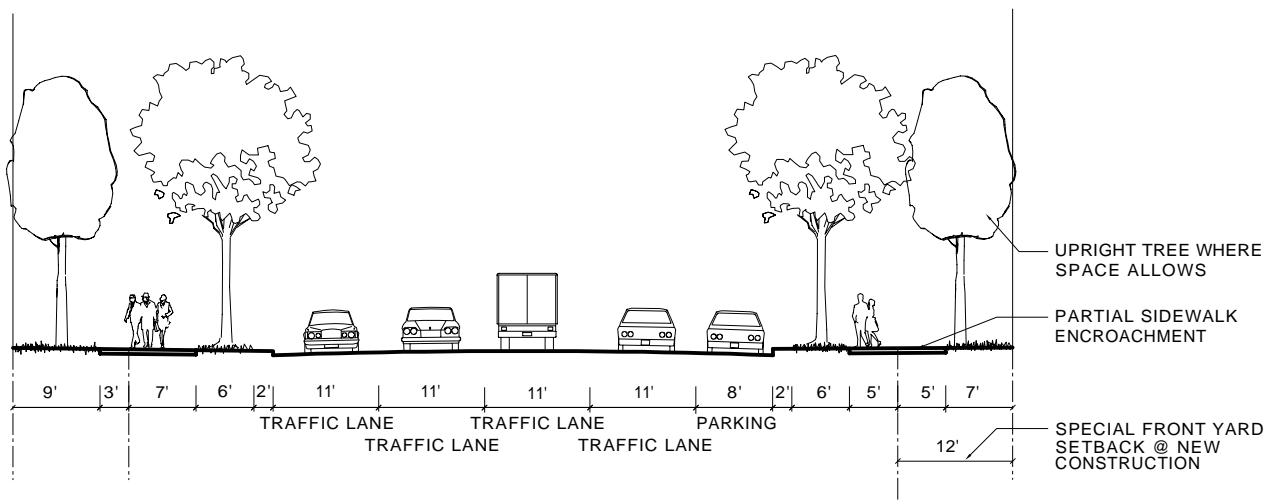
Scored concrete curb zone and through-pedestrian zone, landscaped tree lawn and front yard setback, historic Boise pedestrian lights, flower pots, trash receptacles – optional at building entrances; extend to 8th Street between State and Jefferson to complement the State Capitol grounds.

### Parking Access

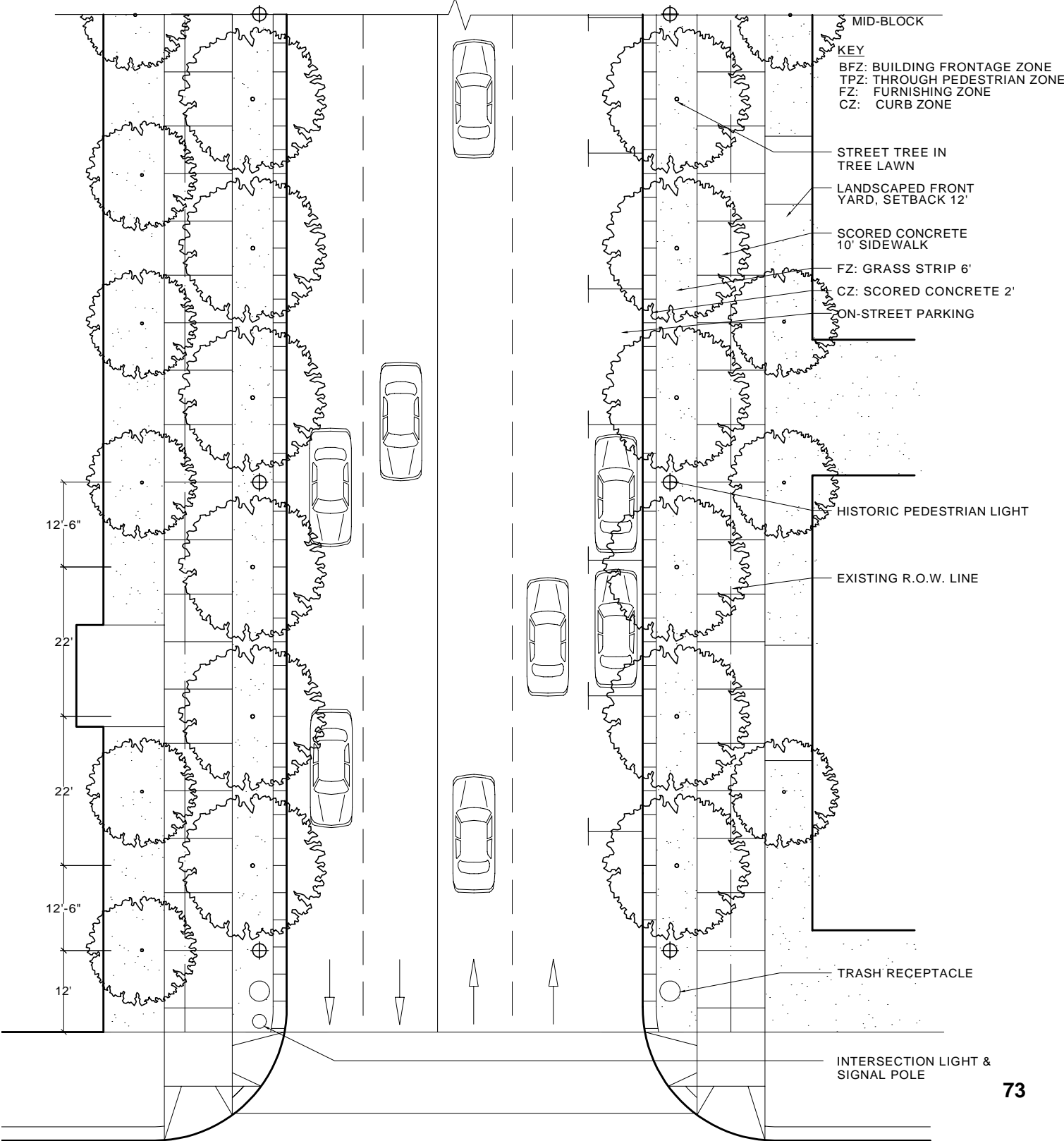
One driveway per block near mid-block or on cross street.

### Café Seating

Allowed at building retail entrances; no more than 40% paved surface in landscape front yard in a block.



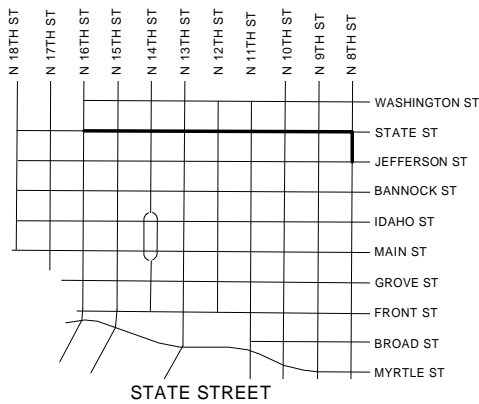
II. THE PLAN  
Design Standards -  
Street Character Types





## II. THE PLAN

### Design Standards - Street Character Types



## STATE STREET/EIGHTH STREET/OPTIONAL OPERATION

### Type

Special Urban Parkway. 80' right-of-way typical with proposed front yard setbacks.

### Configuration

Number of lanes and one-way vs. two-way subject to change by ACHD; optional configuration if State-Jefferson couplet is implemented is shown – three-lane, one-way with on-street parking both sides shown; widened tree lawn, sidewalk; proposed front yard setback also shown – landscape required.

### Design Treatment

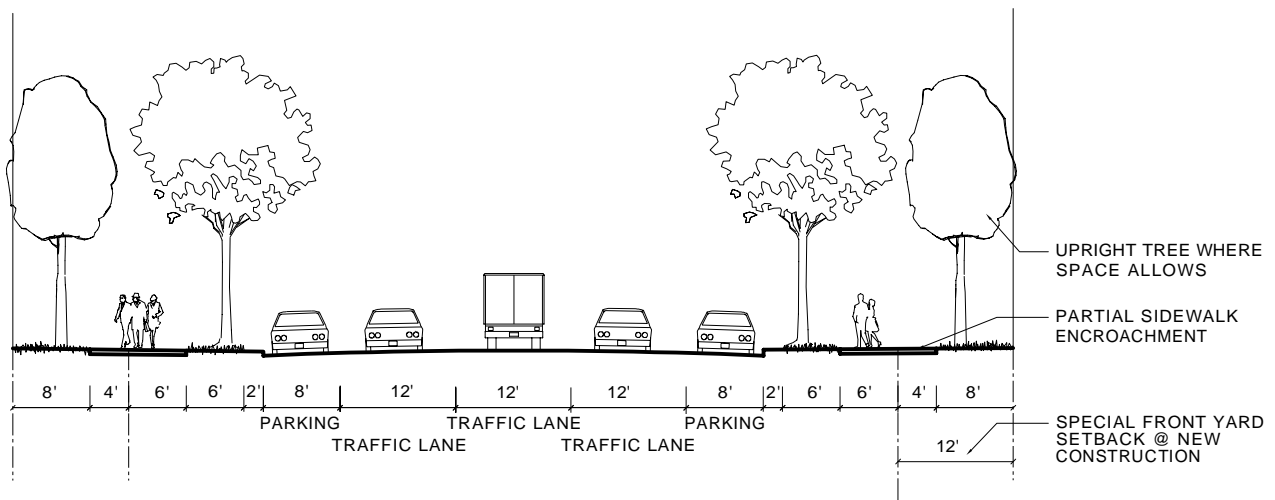
Scored concrete curb zone and through-pedestrian zone, landscaped tree lawn and front yard setback, historic Boise pedestrian lights, flower pots, trash receptacles – optional at building entrances; extend to 8th Street between State and Jefferson to complement the State Capitol grounds.

### Parking Access

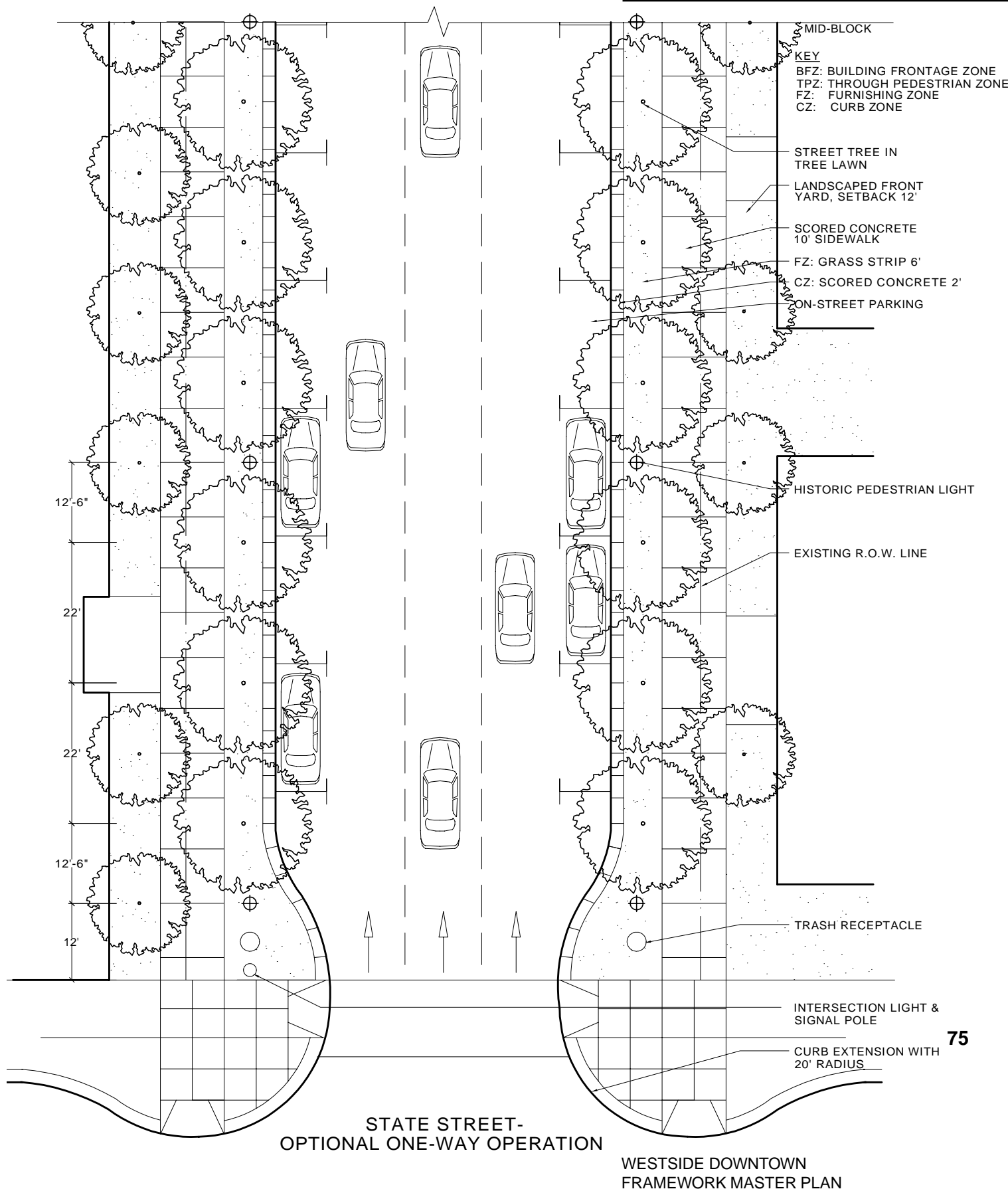
One driveway per block near mid-block or on cross street.

### Café Seating

Allowed at building retail entrances; no more than 40% paved surface in landscape front yard in a block.

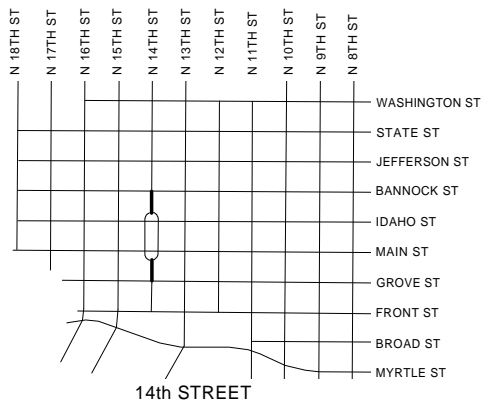


II. THE PLAN  
Design Standards -  
Street Character Types



## II. THE PLAN

### Design Standards - Street Character Types



#### 14TH STREET

##### Type

Special pedestrian street. Right of way reduced to 46'.

##### Configuration

Curbless, pedestrian space; drainage to trench drains at one edge of tree wells; center clear for fire access.

##### Design Treatment

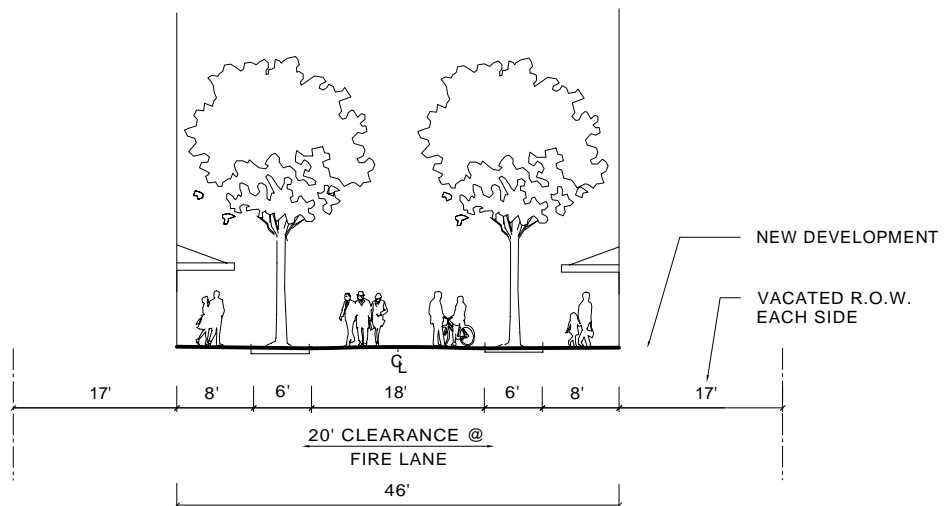
Matching or similar to materials on Main and Idaho (two colors brick paving, street trees, benches, trash receptacles, historic Boise pedestrian lights, flower pots, hoop bike racks, etc.).

##### Parking Access

None.

##### Café Seating

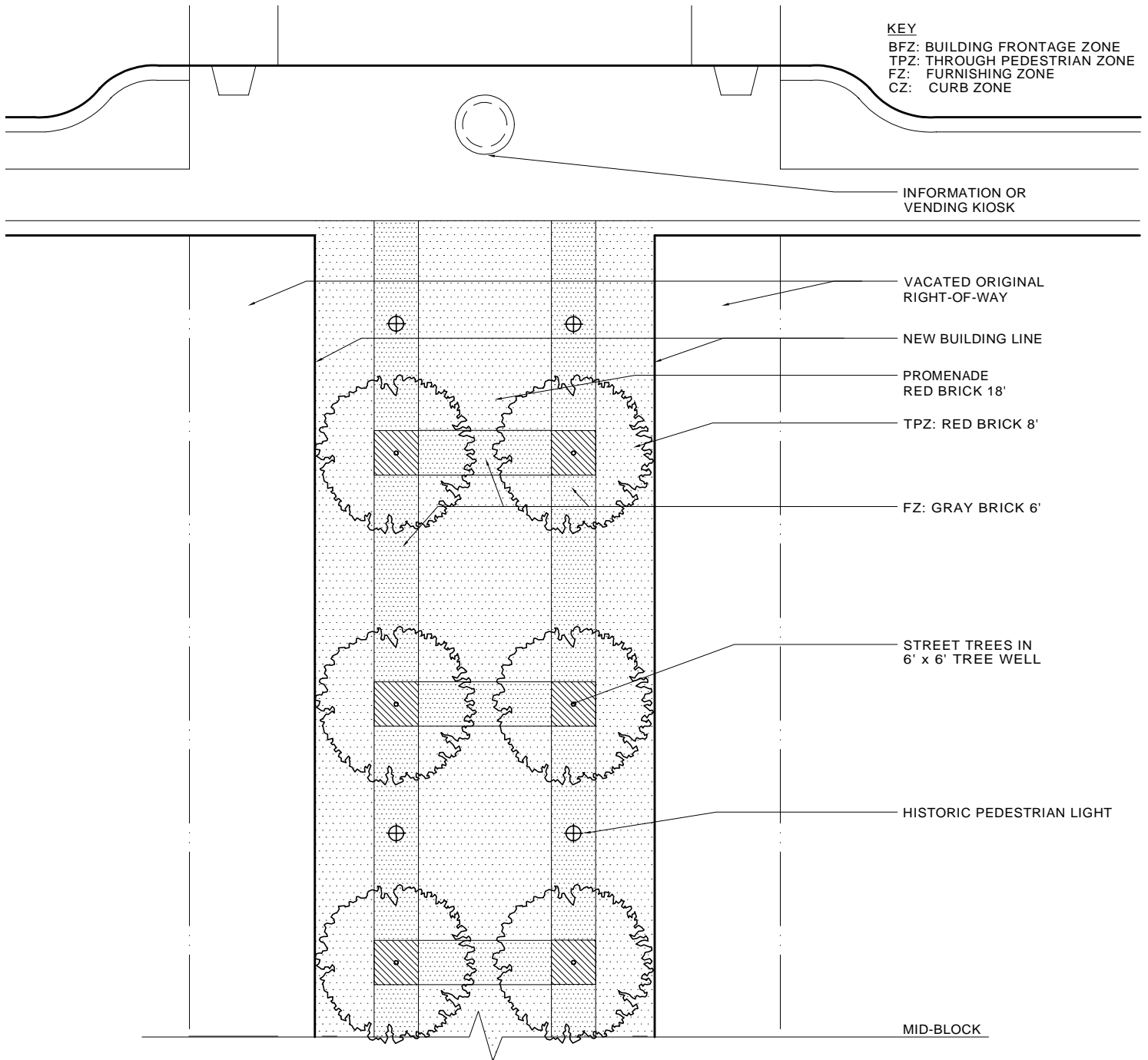
Encouraged; adjacent to buildings.



#### 14TH STREET - BANNOCK TO IDAHO GROVE TO MAIN

## II. THE PLAN

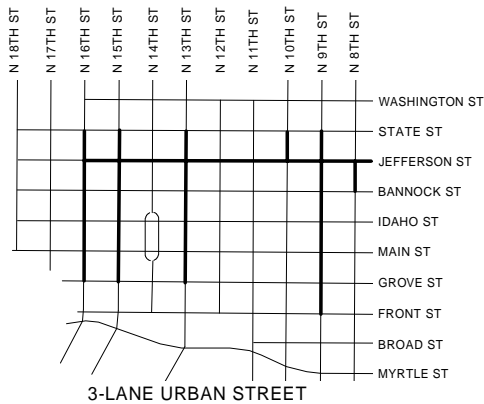
### Design Standards - Street Character Types



14TH STREET: BANNOCK TO IDAHO  
GROVE TO MAIN

## II. THE PLAN

### Design Standards - Street Character Types



### 3-LANE URBAN STREET

#### Type

Enhanced downtown urban street. 80' right-of-way typical.

#### Configuration

3-lane, one-way or two-way with center turn lane; on-street parking both sides. Also within this configuration, two-way with center turn lane.

#### Design Treatment

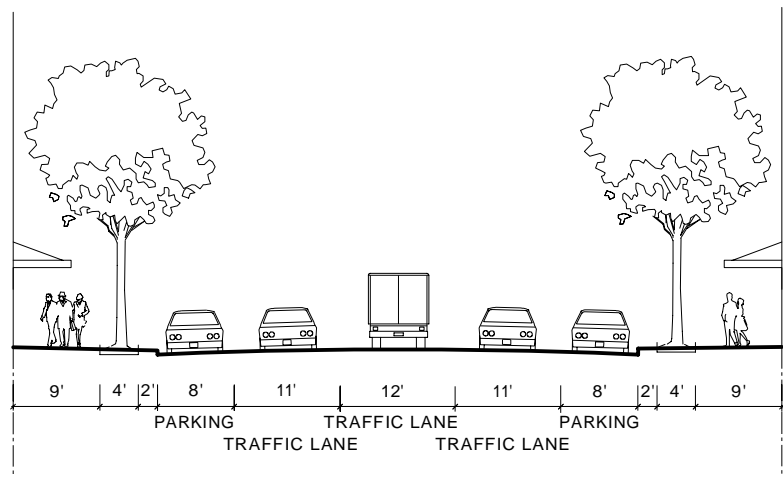
Minimum – scored concrete paving; optional – brick in Furnishing Zone or all zones; street trees, historic Boise pedestrian lights, bike racks, trash receptacles; optional – benches, flower pots; at 8th Street between Jefferson and Bannock, and 11th Street between State and Myrtle, provide design treatment with all-brick paving and complete furnishings.

#### Parking Access

One driveway per block near mid-block.

#### Café Seating

Encouraged.

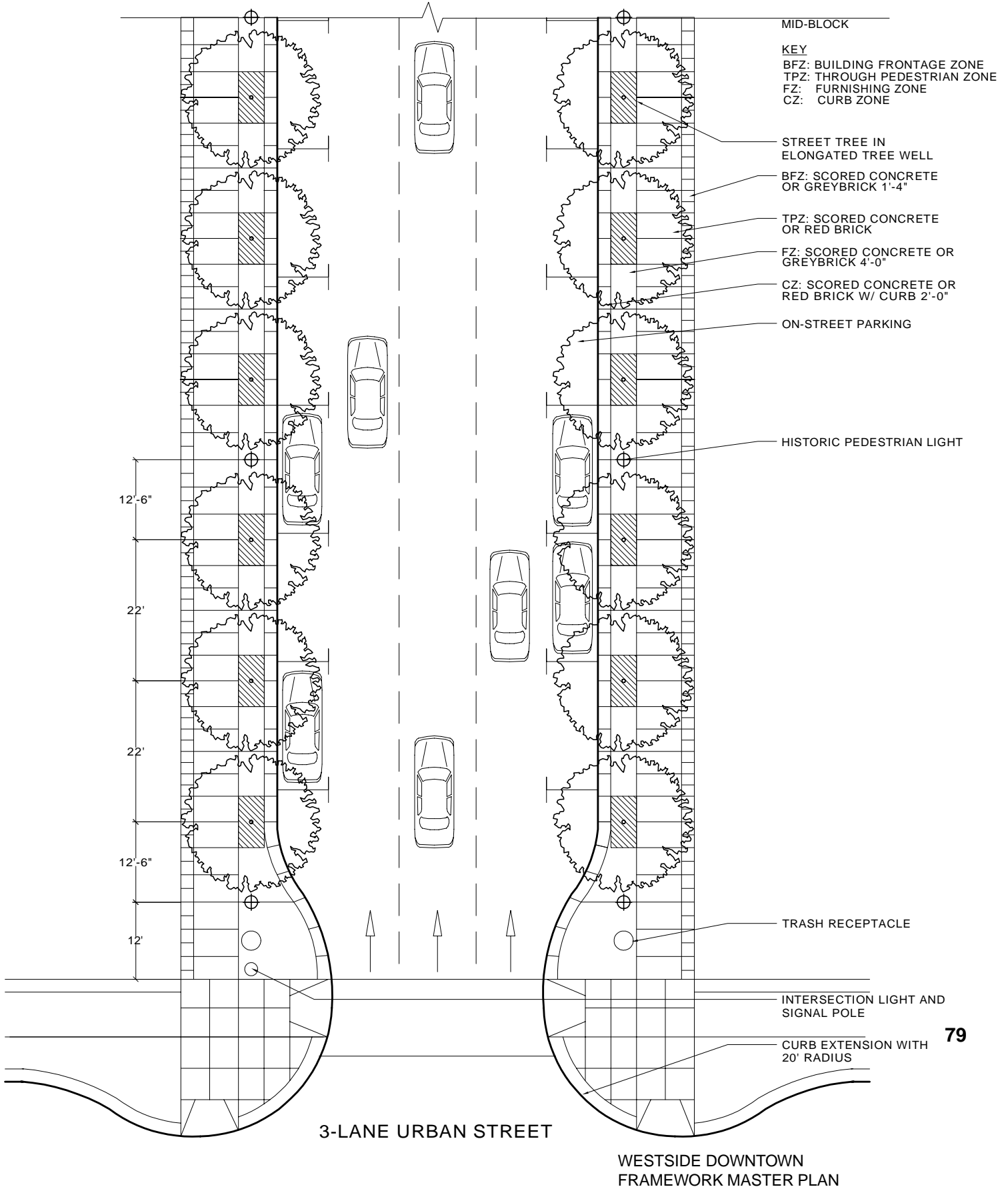


### 3-LANE URBAN STREET



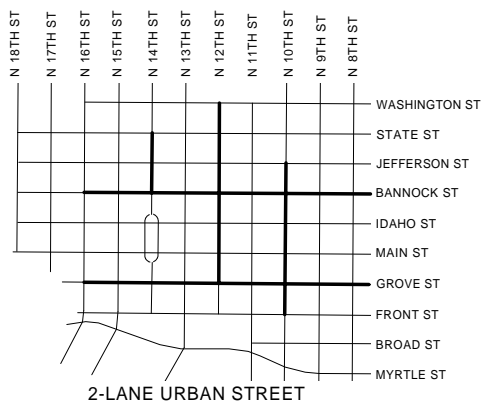
## II. THE PLAN

### Design Standards - Street Character Types



## II. THE PLAN

### Design Standards - Street Character Types



### 2-LANE URBAN STREET

#### Type

Enhanced downtown urban street. 80' right-of-way typical.

#### Configuration

Currently, 3-lane and 2-lane (with center turn lane) occurs on indicated streets; optional configuration, where feasible, narrows roadway to 2-lane, one or two way; on-street parking both sides; sidewalk widened from 15 feet to 20 feet.

#### Design Treatment

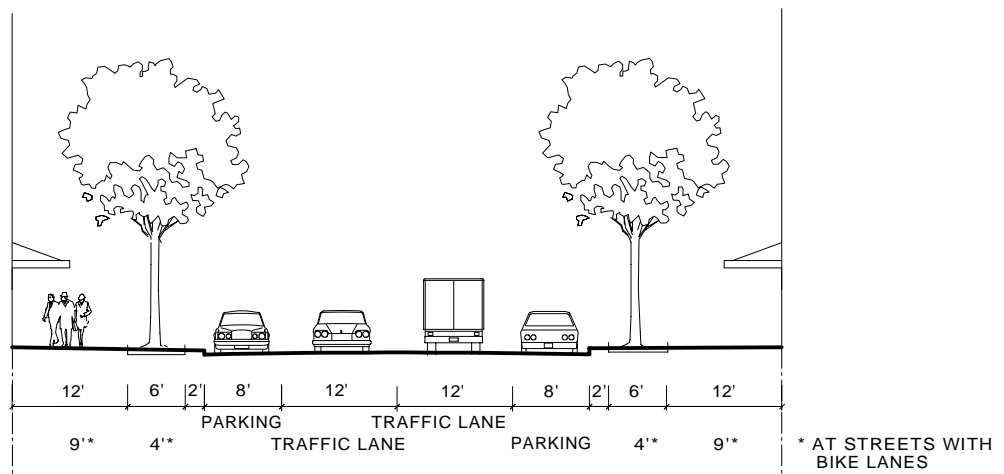
Minimum – scored concrete paving; optional – brick in Furnishing Zone or all zones; street trees, historic Boise pedestrian lights, bike racks, trash receptacles; optional – benches, flower pots.

#### Parking Access

One driveway per block near mid-block.

#### Café Seating

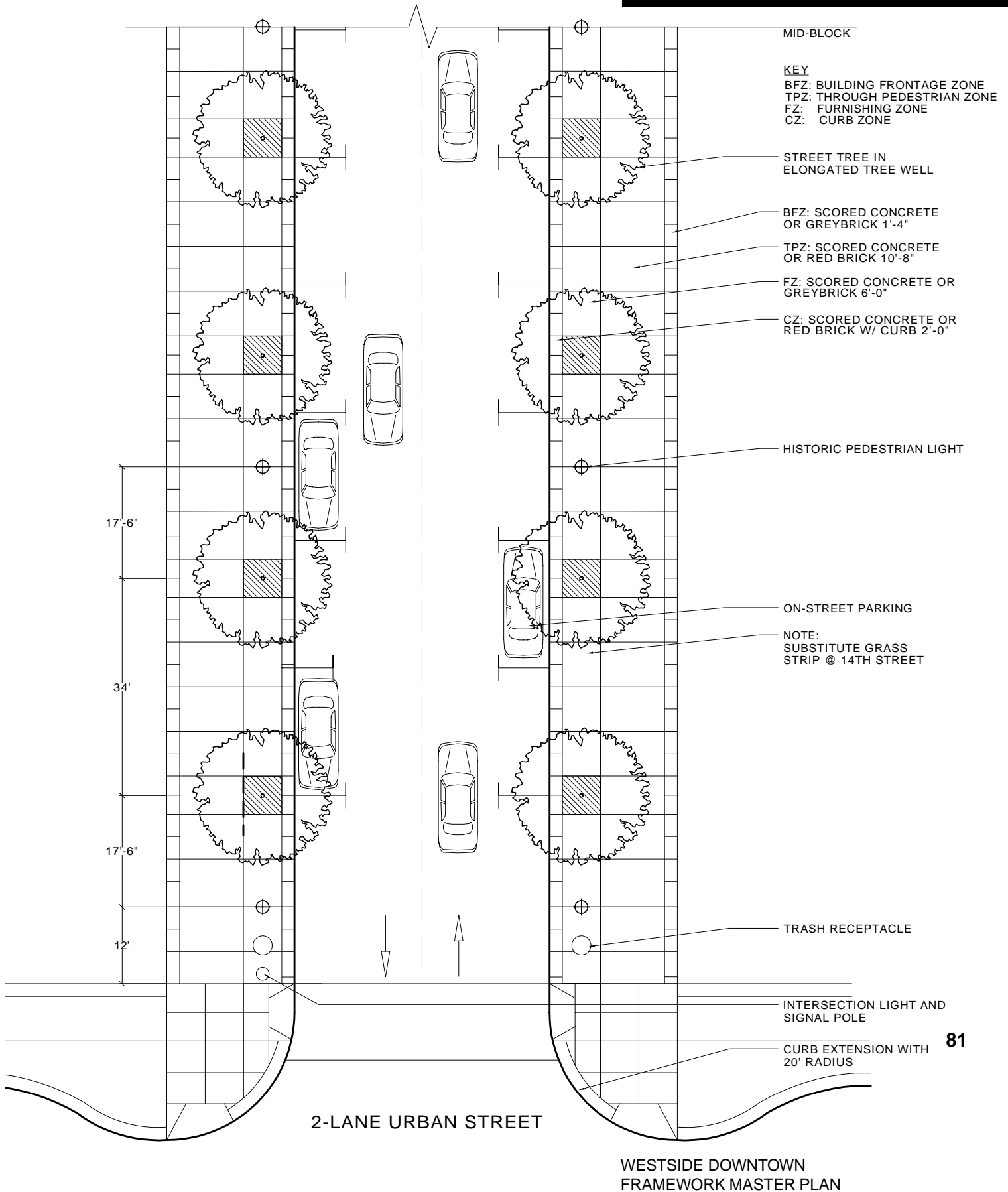
Encouraged adjacent to buildings or in Furnishing Zone.



### 2-LANE URBAN STREET

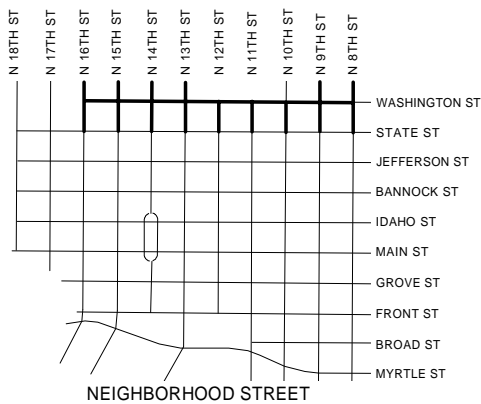
## II. THE PLAN

### Design Standards - Street Character Types



## II. THE PLAN

### Design Standards - Street Character Types



### NEIGHBORHOOD STREET

#### Type

Urban Neighborhood Street. 80' right of way typical.

#### Configuration

2-lane, two-way or one-way; on street parking both sides; extra wide lanes accommodate striped or un-striped bike lanes; tree lawns, sidewalks and front yard setbacks.

#### Design Treatment

Street trees in tree lawns; historic Boise pedestrian lights.

#### Parking Access

From alleys only.

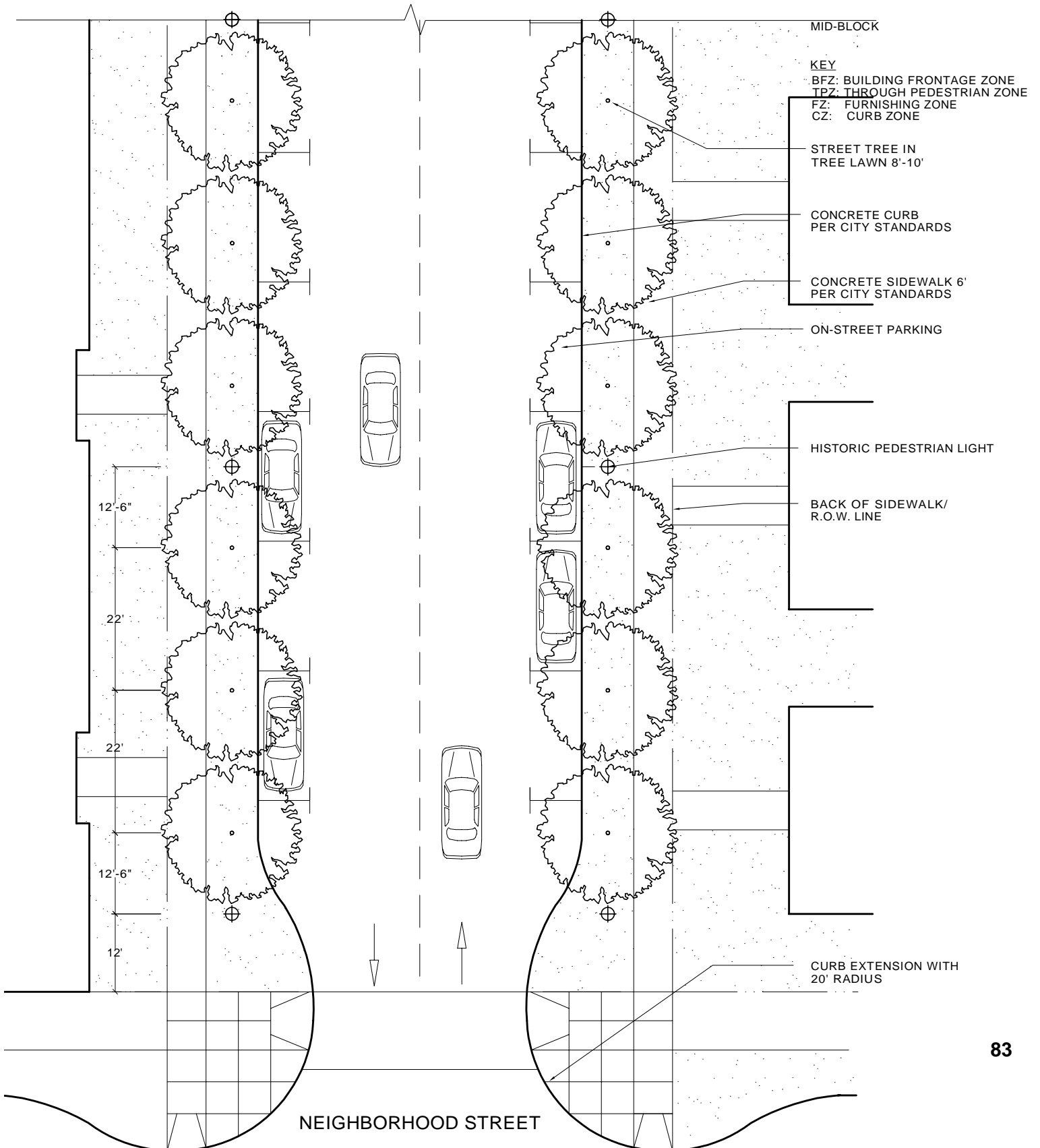
#### Café Seating

Not Applicable.



## II. THE PLAN

### Design Standards - Street Character Types





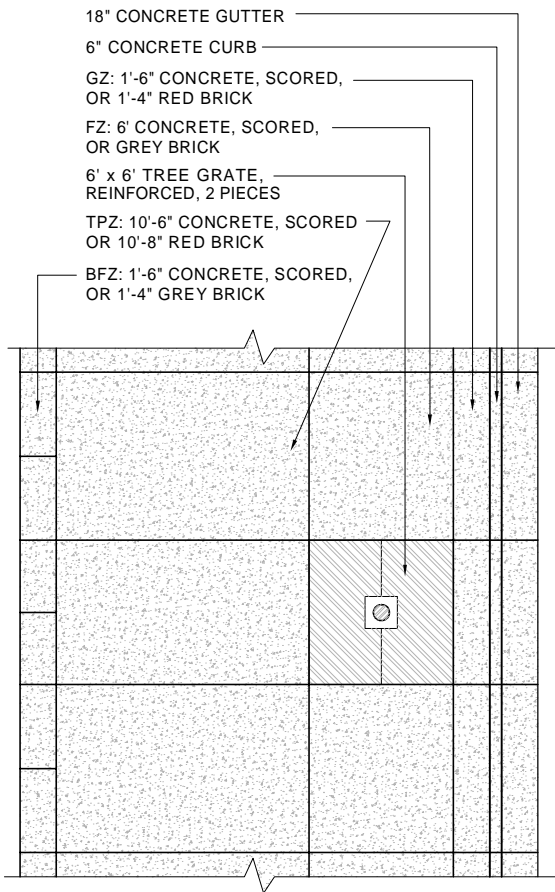
## II. THE PLAN

### Design Standards - Street Design Elements

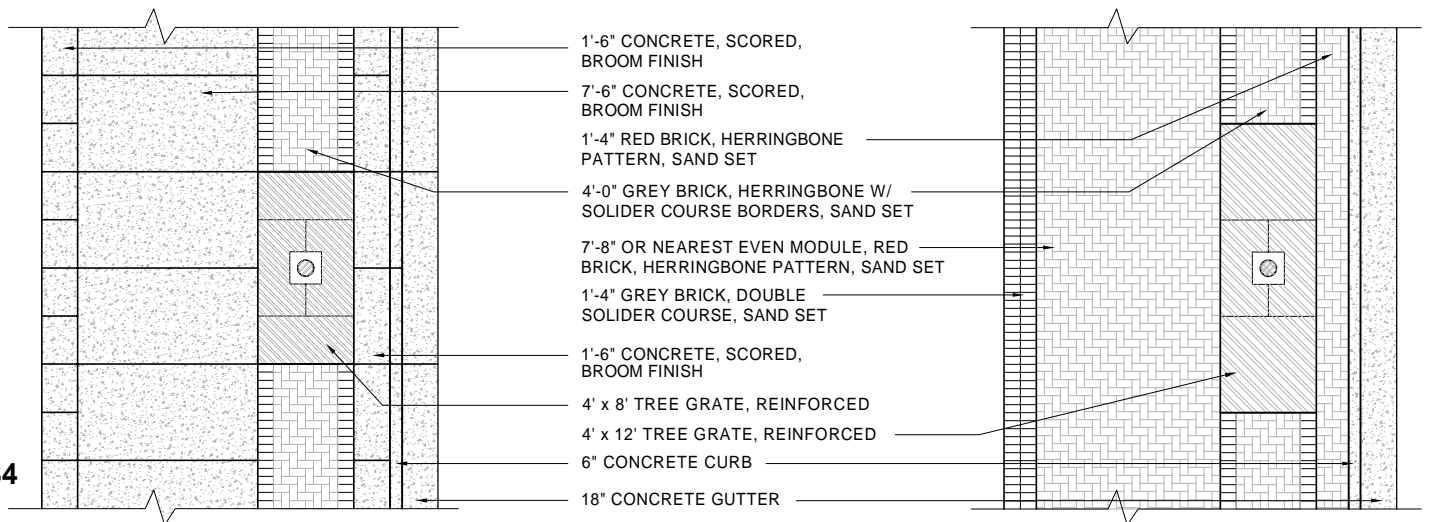
## PAVING

Paving patterns are designed to accommodate either sand-set brick pavers or scored concrete or combinations of both. The brick pavers, in soldier course and herringbone patterns of red and grey colors are selected to closely match existing improvements on Main, Idaho, and 8th streets in the Central District.

Pavers are available from:  
Endicott Clay Products, Fairbury, Nebraska  
Red Brick - Red Blend, 4" x 8" x 1-5/8"  
Grey Brick - Dark Ironspot, 4" x 8" x 1-5/8"  
or as approved.



PAVING PLAN  
2 LANE URBAN STREET  
20' SIDEWALK



PAVING PLAN  
2 LANE URBAN STREET  
3 LANE URBAN STREET

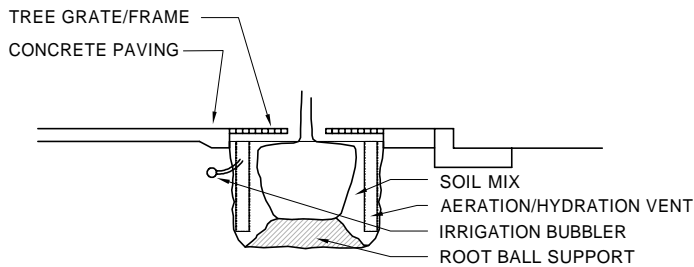
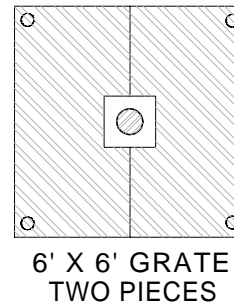
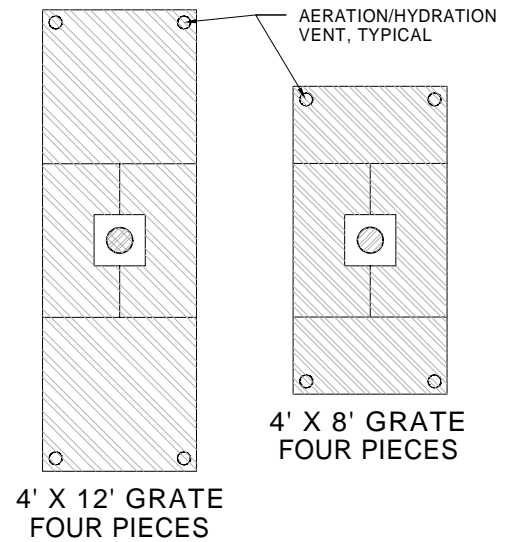
PAVING PLAN  
SPECIAL DOWNTOWN  
PEDESTRIAN STREETS

## TREES & GRATES

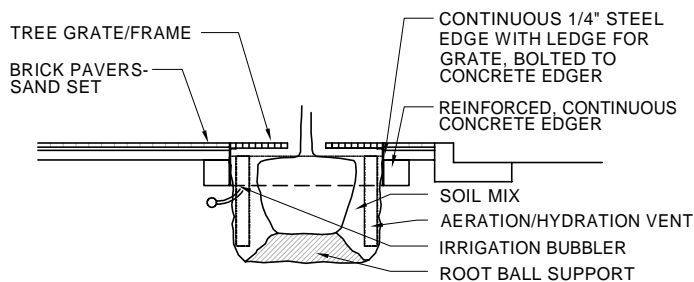
Trees need adequate space for root expansion if they are to thrive and reach their intended stature. These tree well designs provide greater root space using larger grated areas. The tree pit should extend under the entire grated area and be filled with landscape soil mix at approximately three-foot depth.

Grate configurations include a multipiece design made up of standard center pieces with tree openings and matching side pieces without tree openings. All tree grates are to include flat bar reinforcing to prevent damage from vehicles backing over the sidewalk.

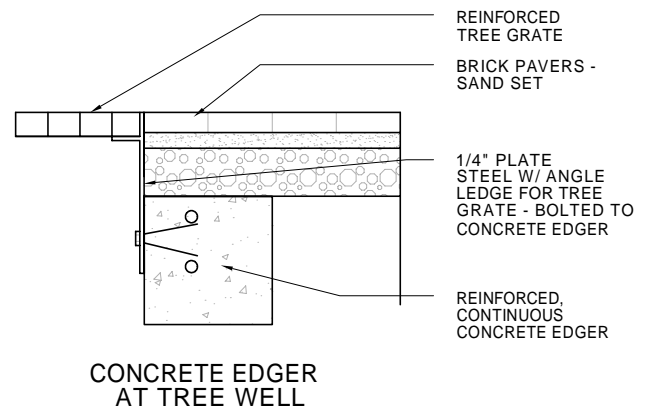
Tree grates are available from:  
 Urban Accessories, Woodinville, Washington  
 Model/Pattern: "Chinook" or as approved. Grate designs to be selected for consistency within each defined area or corridor.

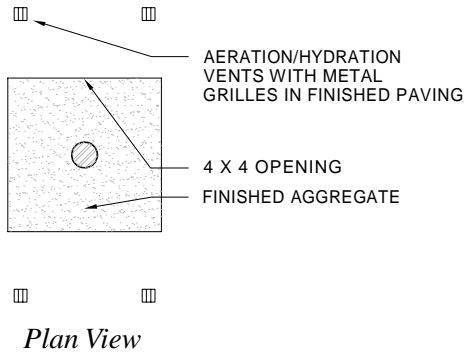


**TREE WELL SECTION - CONCRETE PAVING**



**TREE WELL SECTION - BRICK PAVING**

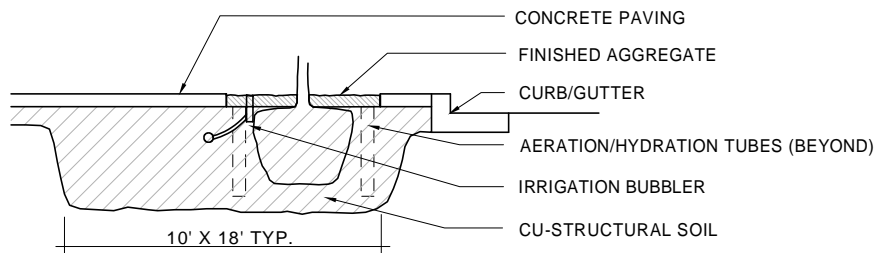




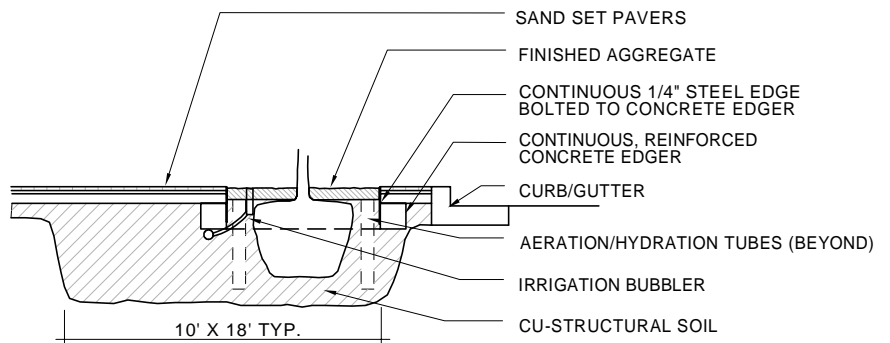
## TREES & GRATES - CONTINUED

### CU-Structural Soils

A viable alternative to multi-piece, reinforced grates is the use of Cornell University Structural Soil. This patented blend of gap-graded aggregate, clay-loam, and hydrogel has been developed as a medium that supports pavements to standard loads yet allows tree growth. It is being adopted by various transportation departments in city and state governments around the country. This system should be evaluated for adoption by both the City Engineer and City Forester.



### TREE WELL SECTION - CONCRETE PAVING



### TREE WELL SECTION - BRICK PAVING

STREET TREE SPECIES

Street tree species for the Westside streets are selected based on appropriate size, branching and rooting characteristics, spacing, width of sidewalk, tolerance of urban conditions, maintenance requirements, etc. All final development plans with street trees must be approved by the City Forester.

Street	Recommended species and Alternate species
Eighth/Bannock to Washington	
Ninth/Front to Washington	
10th/Front to Washington	
11th/Grove to Washington	
12th/Grove to Washington	
13th/Grove to Washington	
14th/Grove to Washington (excluding urban open space)	
Urban open space at 14th	
15th/Grove to Washington	
16th/Grove to Washington	
Grove/16th to Ninth	
Main/18th to Ninth	
Idaho/18th to Ninth	
Bannock/16th to Eighth	
Jefferson/16th to Eighth	
State/16th to Eighth	
Washington/16th to Eighth	

## TRANSIT SHELTERS

Large transit shelters are proposed for Main and Idaho streets in Westside. These shelters should be comparable in size, design, and quality of materials and finishes to the original Main and Idaho Transit Mall shelters. Final designs are to be developed. Sloping metal roofs, skylights, enhanced lights, and windscreens are to be incorporated as well as improved transparency for storefront visibility.



*Transit Mall Shelters on Main and Idaho.*

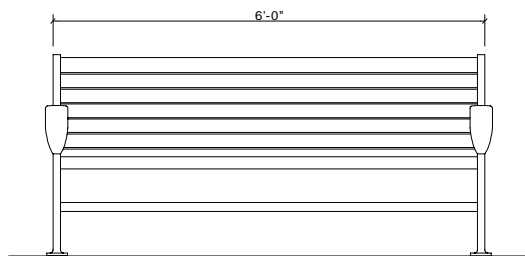


## BENCHES

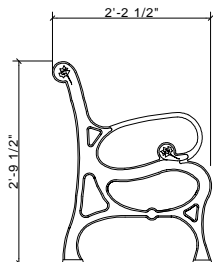
Benches are to be used in street improvements (in the furnishing zone), near transit stops, and flanking urban open space. Benches should be cast iron with durable wooden slats in five or six foot lengths. Benches with backs are preferred, however some design circumstances may warrant backless benches.

Recommended models are:

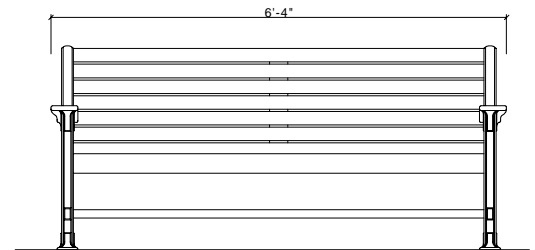
Craftsman, 6' standard bench, #2663-6  
 Craftsman, 6' backless bench, #2660-6  
 Restoration, 6' standard bench, #2118-6  
 Restoration, 6' backless bench, #2123-6  
 from Columbia Cascade Company, Portland, Oregon or as approved.



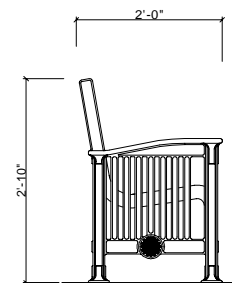
BENCH, FRONT ELEVATION



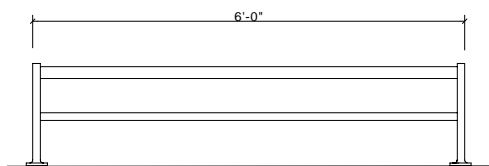
BENCH, SIDE ELEVATION



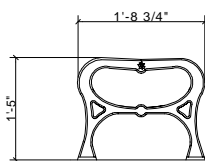
BENCH, FRONT ELEVATION



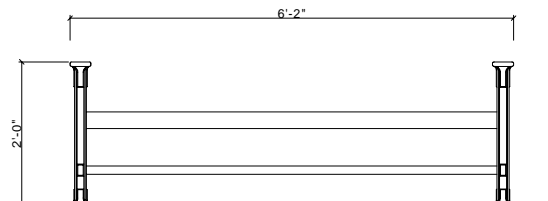
BENCH, SIDE ELEVATION



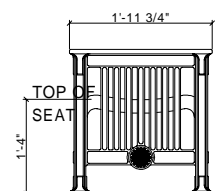
BACKLESS BENCH, FRONT ELEVATION



BACKLESS BENCH, SIDE ELEVATION



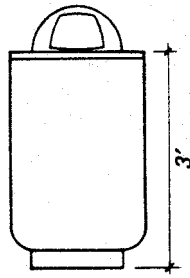
BACKLESS BENCH, FRONT ELEVATION



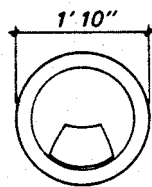
BACKLESS BENCH, SIDE ELEVATION

*Restoration Model Benches*

*Craftsman Model Benches*



*Litter receptacle, elevation*



*Litter receptacle, plan*

## LITTER RECEPTACLES

Litter receptacles should be placed near seating areas.

Litter receptacles should be model no. TR-D in “dove gray”, cast stone with a light sandblast finish, and a metal cover, as manufactured by DuraArt Stone, Newark, California, or as approved.

An optional alternative is “Timber Craftsman”, model no. 2667-OT, powder coated cast iron litter receptacle, as manufactured by Columbia Cascade Company, Portland, Oregon, or as approved.

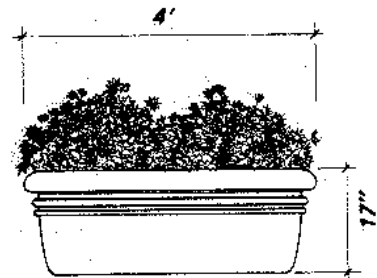
*Alternative Litter receptacle, elevation*

*Alternative Litter receptacle, plan*

## **MOVABLE PLANTERS**

Movable planters should be in the pedestrian furnishing zone and in the new urban open space at 14th/Main/Idaho streets.

Movable planters shall be the “Design V-Grecian Planter” in “dove gray” cast stone, as manufactured by DuraArt Stone, Newark, California, or as approved.



*Movable planter, elevation*

## **DRINKING FOUNTAINS**

Drinking fountains should be used in the pedestrian furnishings zone in areas of high pedestrian activity.

Drinking fountains should be model “MC76-2”, gray iron, as manufactured by Murdock Fountains, Cincinnati, Ohio, or as approved.

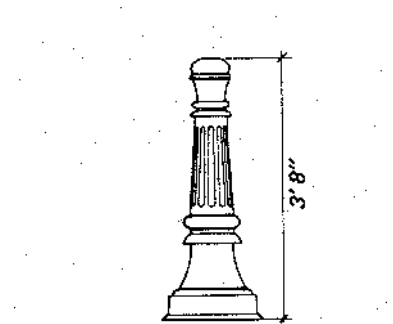


*Drinking fountain*

## **BOLLARDS**

Bollards should be used to define special areas and to enhance pedestrian safety at vehicular crossings.

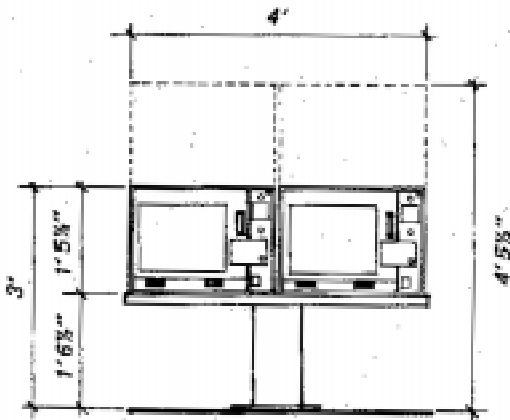
Bollards should be the “1890” cast metal bollard, as manufactured by Canterbury International, Sherman Oaks, California, or as approved.



*Bollard, elevation*

## NEWSTANDS/NEWSPAPER DISPENSERS

Newspaper dispensers should be located near intersections and transit facilities. A metal, two dispenser pedestal-type unit should be used. Dispensers should be the “Sho-Rack” model “K-4916”, or “TK-4916” as manufactured by Kasper Wire Works, Shiner, Texas, or as approved.



*Newspaper dispenser, front elevation*



*Newspaper dispenser, side elevation*



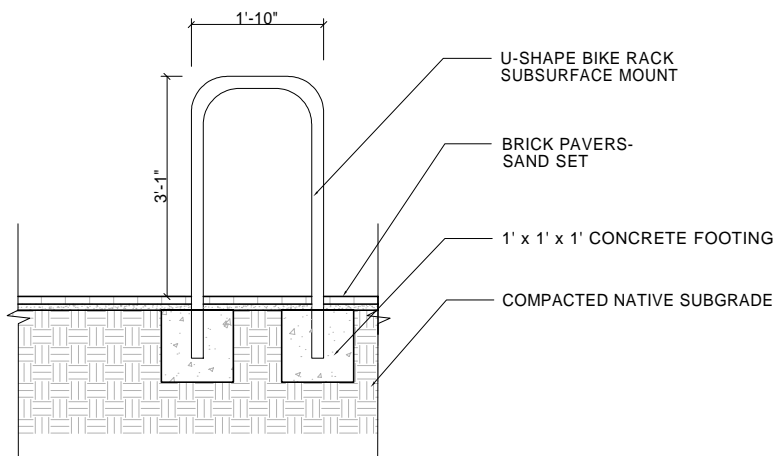
## BICYCLE RACKS

Bicycle racks should be located in the pedestrian furnishings zone at locations throughout development which attract cyclists.

Bicycle racks should be model “Viper Rack,” model #1041, as manufactured by American Bicycle Security Co., Ventura, California, or as approved.



*Bike rack*



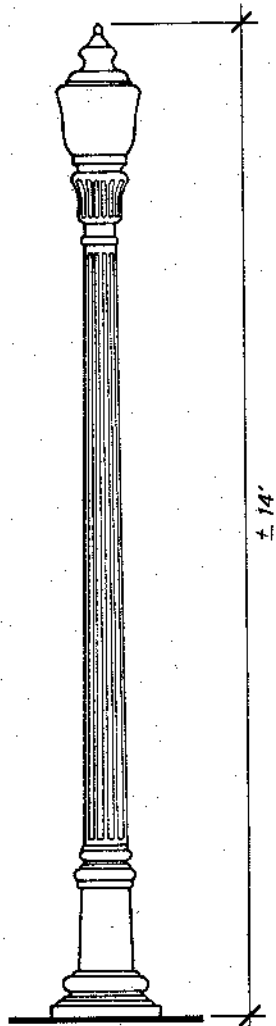
*Bike rack, front elevation*

## LIGHTING FIXTURES

Pole top lighting fixtures should be placed centrally in the pedestrian furnishings zone at appropriate intervals.

Luminaires should be consistent in general appearance with those already in use but, should be configured to meet “dark skies” criteria (little or no upward spillage of light) and be capable of accommodating electrodeless luminaires.

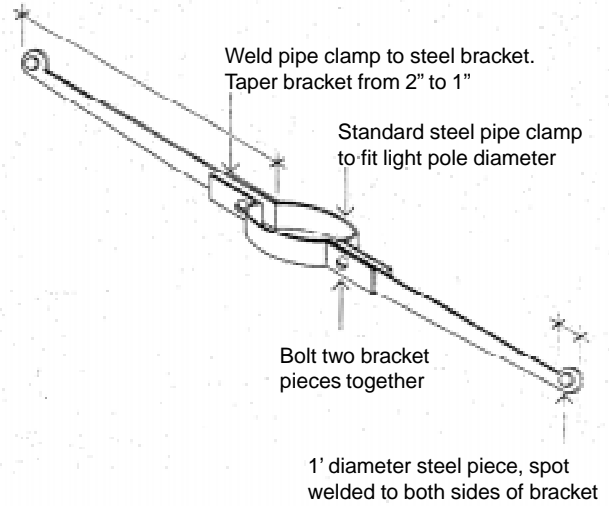
Cast aluminum light poles in a replica of Boise’s Historic Downtown fixtures should be used.



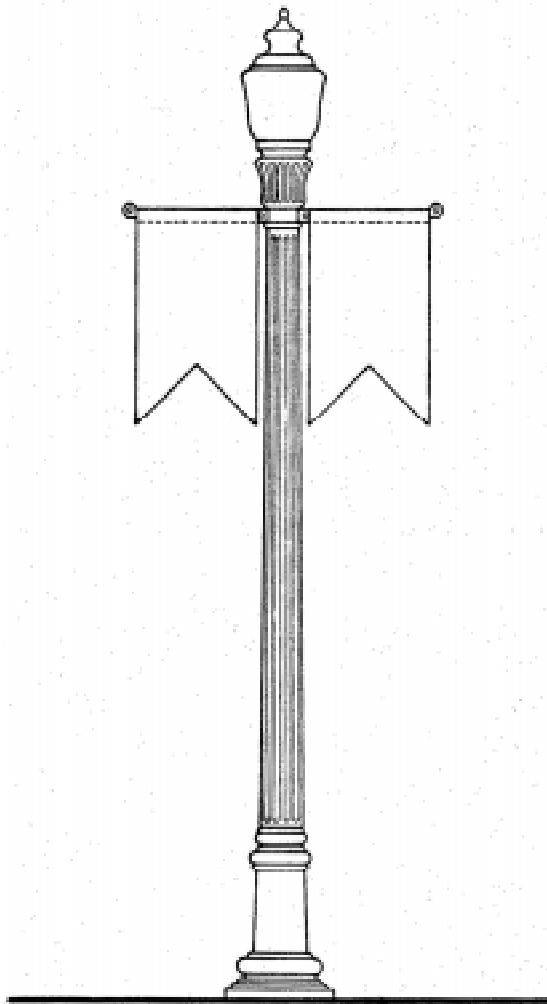
*Single globe pole, elevation*

## LIGHTING FIXTURE BRACKETS

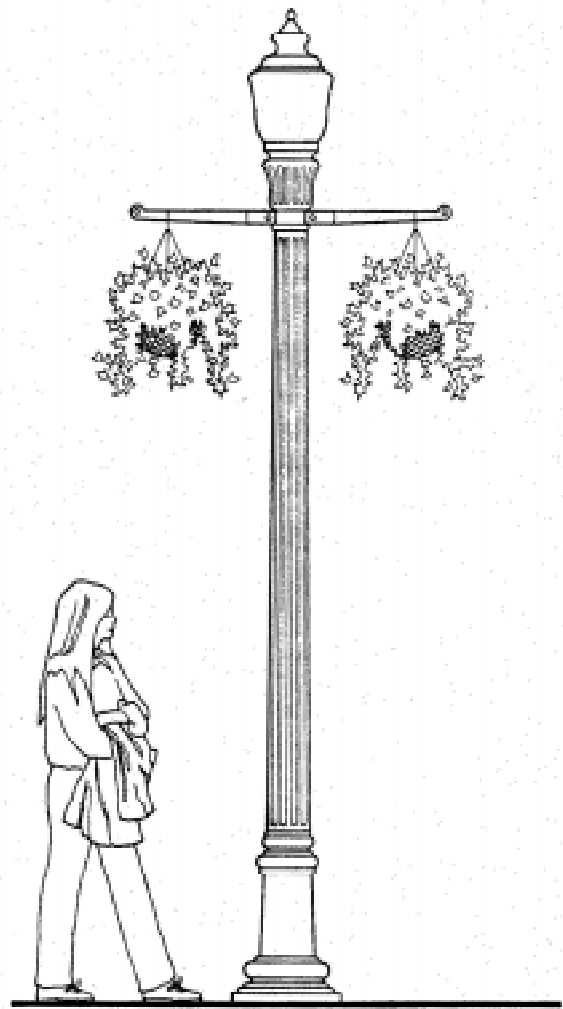
Brackets for banners and flower baskets should be installed on lighting fixtures at selected streets.



*Banner bracket, detail*



*Single globe pole, elevation with banners*



*Single globe pole, elevation with flower baskets*

## II. THE PLAN

Design Standards -  
Street Design Elements

### GRAPHICS IN STREETS & PUBLIC OPEN SPACES

A graphic system for public signage such as street name signs, pedestrian way-finding, parking access signs, and information signs will be provided by CCDC. Examples of successful public signage are shown here.



**GRAPHICS IN STREETS & PUBLIC OPEN SPACES  
- CONTINUED**



## **1. INTRODUCTION**

This section of the plan provides a discussion of the real estate markets in which Westside Downtown will draw support for development. The primary land uses for Westside will include office, retail and residential development. This section examines the opportunities and probabilities of capturing private sector real estate investment in Westside over the period 2000 to 2020 and discusses strategies for accelerating the rate of development in this study area.

### **Placemaking**

Planning for Westside is a place making effort. The Urban Land Institute (ULI) defines place making as:

*“The process of identifying and revitalizing underutilized public and private spaces that result in the fundamental transformation of community.”*

The planning process for Westside begins with an understanding that place making will be required in order to bring about the desired changes. Westside is not undeveloped; it contains a number of existing uses, some of which will undoubtedly remain for decades to come and others that are exhausting their economic productivity. It is an area of transition. Fortunately, considerable portions of the district are currently land banked, largely in the form of surface parking lots.

### **Market Studies and Market Strategies**

Place making and market strategies have much in common. At this point, it is appropriate to introduce the distinction between a market study and a market strategy.

While different, market studies should be integrated with market strategies. A market study is a snapshot in time with a limited shelf life. Supply and demand are constantly in flux and local market conditions can change considerably in a year’s time. Market research establishes the likely pattern of development opportunity. A market analysis is appropriate for a project that is ready to go immediately and, therefore, must respond to an identified opportunity in the marketplace that is currently underserved or poorly served.

In contrast, a market strategy examines the means (tools, programs, incentives, policies and other “levers”) that can enhance the opportunity to develop a particular desired type, size and character of development. The market strategy can apply to a building, a group of buildings, a block, a district, or an entire downtown. A market strategy is a longer-term approach, a proactive process, and does not merely respond to unmet demand resulting from inadequate supply.

**100** *\*Note: Census data for the year 2000 will not be available until the year 2002, this report has been compiled using 1990 census data throughout.*



Market (and implementation) strategies involve shaping conditions to create and respond to opportunities. Such efforts are largely the responsibility of the public sector and include removing physical and regulatory barriers, cleaning up blight, reducing crime, constructing infrastructure and streetscape, providing parking and parks, and effecting incentives and supportive policies. In this case, the market strategy approach is relevant to Westside.

Both market strategies and place making recognize that:

- The public sector does not have the resources (either human or financial) to rebuild cities alone.
- The private sector and the public sector, working together, can pool both capital and human resources to achieve great places. As with all successful partnerships, each needs the other in order to succeed.
- Public dollars can and should be leveraged to achieve desired results.

#### **What is Meant by Markets**

Real estate markets are people. People rent, own and otherwise use real estate whether working, shopping, residing, recreating or just passing through. To understand what a city can expect in terms of real estate growth always comes back to that city's population (and visitors), growth in its households and household size, income, employment and other characteristics of that population. Markets reflect and are the expression of the needs and desires of people and their ability to satisfy those needs and desires in a real estate context:

- Household growth determines housing needs and capacity.
- Income determines retail needs and spending patterns.
- Employment determines office and industrial space needs.
- Population growth determines public uses, government and institutions.

Markets are made up of people who are discriminating about how and where they spend their money, the kind of housing they wish to live in, where to go to dine out, what recreational facility to use and so on. Except where poverty or subsidy is involved, people make choices about where and how they spend their time and their money. Therefore, a fundamental theme throughout the planning and implementation strategy for Westside is understanding that it must be a very attractive, inviting and livable place in order to achieve the desired growth. Otherwise, people will simply go elsewhere.

## 2. BOISE IS GROWING

Boise is a rapidly growing metropolitan area with every indication of continued positive growth. Growth between 1990 and 2000 and the forecast for 2005 are presented in Table 1. The fastest rate of growth within the Boise MSA (Metropolitan Statistical Area) took place within the City of Boise, growing from 125,738 people in 1990 to 185,787 people in 2000—a phenomenal increase of 60,049 people and an increase of roughly 47.7 percent in a decade. Boise is forecast to grow by another 31,422 people between 2000 and 2005.<sup>1</sup>

**Table 1 - Demographic History & Projections**

City of Boise, Boise MSA <sup>1</sup>

	1990	2000	% Change	2005 Projection	% Change
Boise MSA	296,275	409,699	27.7%	446,335	12.15%
Ada County	205,775	284,269	27.6%	305,084	6.83%
Canyon County	90,500	125,430	27.8%	141,251	11.20%
City of Boise	125,738	185,787	47.7%	210,077	14.96%

Source: U.S. Census and Leland Consulting Group

The planning context for Westside is a period of twenty years. Both the historical and projected population of the Boise MSA, which includes Ada County, Canyon County, and City of Boise (as well as Downtown Boise) are shown in Table 2.

**Table 2 - Long-Term Population Forecast- 1990 through 2020**

City of Boise & Ada County

	1990	2000	2005	2010	2015	2020
Boise MSA	296,275	409,699	446,335	491,461	533,422	554,712
Ada County	205,775	284,269	305,084	334,889	361,029	366,497
Canyon County	90,500	125,430	141,251	156,572	172,393	188,215
City of Boise	125,738	185,787	210,077	225,249	233,536	235,883
Downtown Boise	3,022	4,143	5,180	7,772	8,293	8,555

Source: U.S. Census, Community Planning Association, and Leland Consulting Group

<sup>1</sup> Community Planning Association and City of Boise

<sup>2</sup> Canyon County was added to the Boise MSA in 1992.

The data in Table 2, shows that over the 20-year time frame:

- The Boise MSA is expected to grow by 145,013 people.
- The City of Boise is expected to grow by 57,228 people.
- Downtown Boise is expected to grow by 4,412 people.

The 2020 projection is the official City forecast prepared in 1996. Boise City planners were recently asked how they currently assess these earlier forecasts given the significant growth that has occurred in Boise. When asked if the numbers were conservative, aggressive or probable, they said the long-term population forecast represents an analysis by COMPASS over a 20-year period and shows a significant tapering off from current growth levels after 2005. These projections are based on a series of conservative assumptions based on judgments that the pace of growth simply will not continue at the current aggressive rate. Therefore, the 20-year forecast is quite possibly understated.

Although the 20-year forecast for the region is probably conservative, the forecasted population growth within Downtown is less conservative—growing from an estimated 4,143 people in 2000 to 8,555 by 2020—a projected 106 percent increase. In summary, even though the City forecast is considered conservative, it is used in this report for defining a future basis for projecting market share for Westside. The City will adjust long-term forecasts in 2002 and projections on Westside market share should be updated at that time.

Household Formations

Table 3 shows the number of households in the City of Boise for 1990, 2000 and the projection for 2005. Households are projected by CACI, a national demographic database and research organization. Although the 2000 Census has been completed, the results for Boise will not be released in full until 2002.

Table 3 - Number of Households  
City of Boise - 1990, 2000 and 2005

1990 Total Households	50,852
2000 Household Estimate	66,169
2005 Household Projection	73,742
Annual Household Growth 1990-2000	3.3 %

Source: CACI and Leland Consulting Group

**Table 4 - Household Size**

City of Boise - Current Estimate 2000

Average Household Size	2.35
Households with 1 person	27.8%
Households with 2 persons	35.6%
Total 1 – 2 person Households	63.4%

Source: CACI and Leland Consulting Group

Table 4 shows the household size distribution in the City of Boise in 2000, indicating an estimated average household size of 2.35 persons. Of particular significance is that 63.4 percent of all households are composed of either one or two persons. One- and two-person households can be made up of an individual, a couple, two unrelated individuals or a single parent with a child. This significant downward shift in the size of households is occurring throughout the United States, not just in Boise, and has particular relevance when planning for smaller urban housing units in medium and higher density areas of development. Young people, empty nesters, divorcees, and single professionals frequently seek out a more urban, mixed-use environment.

### Income - What Can People Afford

Income is another indicator of a household's ability to purchase a home or rent an apartment. Income also impacts a community's ability to attract retailers willing to pay rents in new retail developments. Table 5 shows household income for Boise and Ada County for 1990, and estimates for 2000 and 2005.

**Table 5 - Household Income**

City of Boise, Ada County, State of Idaho

	1990	2000	% Change	2005 Projection
Average Household				
State of Idaho	\$31,554	\$51,855	64.3	\$64,224
Ada County	\$37,459	\$65,602	75.1	\$80,228
Canyon County	\$28,097	\$46,485	65.4	\$57,494
City of Boise	\$37,170	\$63,599	71.1	\$76,583
Median Household				
State of Idaho	\$25,257	\$39,370	55.9	\$46,553
Ada County	\$30,246	\$49,263	62.9	\$56,904
Canyon County	\$22,979	\$37,618	63.7	\$45,801
City of Boise	\$29,121	\$47,586	63.4	\$55,093
Per Capita				
State of Idaho	\$11,457	\$19,275	68.2	\$24,152
Ada County	\$14,268	\$25,526	78.9	\$31,569
Canyon County	\$9,916	\$16,616	67.6	\$20,689
City of Boise	\$15,208	\$26,671	75.4	\$32,531

Source: CACI and Leland Consulting Group

Both the City of Boise and Ada County have average household incomes as well as median incomes higher than the State of Idaho. The median household income of \$47,586 in the City of Boise compares to a national average of \$40,816 (1999). Boise's median household income is approximately 17 percent higher than the national average and 21 percent higher than the State of Idaho.

One measure of livability is the ratio of household income to housing prices. As of 2000, the average home value in Boise was \$130,127. With an average household income of \$63,599 to an average housing price of \$130,127, the ratio was approximately 2:1. This is a very healthy ratio. The median income to housing cost ratio was 2.7:1, also very healthy and a strong indicator of affordability and livability. It is also an indication of why there is a higher proportion of owned rather than rental housing in Boise.

The income distribution of households indicates a shift towards higher income brackets. As shown in Table 6, the number of households earning \$50,000 or higher jumps markedly by 2005.

**Table 6 - Distribution of Households by Income**  
City of Boise & Ada County - 1990, 2000 and 2005

	1990 (Census)		2000 (Est)		2005 (Proj)	
	Number	%	Number	%	Number	%
\$15,000 to \$24,999						
City of Boise	10,437	20.5	7,575	11.4	6,745	9.1
Ada County	15,575	20.1	12,234	10.9	10,937	8.5
\$35,000 to \$49,999						
City of Boise	9,340	18.4	13,107	19.8	13,108	17.8
Ada County	15,087	19.5	21,813	19.4	22,767	17.6
\$50,000 to \$74,999						
City of Boise	7,101	14.0	15,090	22.8	17,556	23.8
Ada County	11,680	15.2	26,698	23.7	31,354	24.2
\$100,000 to \$149,999						
City of Boise	2,037	2.0	6,305	9.5	9,258	12.6
Ada County	1,464	1.9	10,769	9.6	17,173	13.3
Total City of Boise	50,852		66,169		73,742	
Total Ada County	77,471		112,537		129,393	
Total Households	128,323		178,706		203,135	

Source: CACI and Leland Consulting Group

Understanding that Boise is growing, and growing at a faster rate than the rest of the region, is very important. Without growth, Westside could look much the way it does today in another 20 years. The next report subsection examines the Westside planning context in relation to the real estate market.

### **3. PLANNING CONTEXT**

Walk to work.  
Bike to the market.  
Stroll to the park.  
Visit with a friend at that new restaurant on the corner.

Planning for Westside is planning for revitalization of a key part of Boise's downtown. It is the logical direction for the downtown to grow and it is intended as a very special part of Boise's future. This portion of the report examines the capacity of the study area to accommodate growth and the capacity of the market to accommodate that growth. In effect, can the planning area realistically experience meaningful development over the next 20 years as planned? The answer is very decidedly, yes. However, that yes is in the context of an overall strategy for Westside in which the public and private sectors work in partnership and which the City and its renewal agency, Capital City Development Corporation, leads the way with strategic planning and significant investment.

#### **Capacity Planning (Bottom Up)**

Zimmer Gunsul Frasca Partnership conducted a careful inventory of the developed and undeveloped property within Westside. An assessment was made as to which buildings are likely to remain throughout the planning period—historic, economically viable, or architecturally significant. This process also examined which properties are underdeveloped or undeveloped, and how these properties might be converted to higher and better uses in the future.

With place making, quality of life, and livability as strategies and objectives, the Westside planning area will become a cluster of interconnected and interactive neighborhoods—some residential, some commercial and employment, but each containing some aspect of the other. The plan has been designed to ensure both flexibility and livability over time.

Based on the location and availability of property and the suggested land uses by sector, a “carrying capacity” was prepared in relation to desired urban densities. This planning capacity provides a basis for determining how much development can reasonably be accommodated within the district, creating an attractive environment for residents, employees, shoppers, and investors.



#### **4. DEVELOPMENT PROGRAM**

The capacity analysis or “bottom up” planning effort, examined the land, applied planning principles and mixed-use and development objectives, and determined the capacity necessary to achieve urban livability and a strong sense of place. The planning effort asks what can and should the almost 50 blocks of Westside become over time.

- What uses are appropriate?
- What existing uses are likely to remain?
- Where are opportunity parcels and subdistricts within the planning area?
- How should uses be arrayed across the planning area?
- What ingredients are necessary to make this a highly desirable and livable place?
- What ingredients are needed to encourage growth in Westside?

In order to guide the planning process, a number of assumptions were made to provide structure to the process and to the strategy. These assumptions include:

- Downtown Boise will be a mixed-use environment based on the adopted Boise Comprehensive Plan and recommendations of the City and community leaders.
- Although the initial planning period for Westside is twenty years, it is not reasonable to assume that the area will be fully redeveloped within that time period. There is life (and growth) beyond 2020.
- Without direct public intervention, much of Westside could conceivably remain the same for the next twenty years. Public-private partnering will be essential. History shows that private capital follows public commitment.
- Planning for Westside supports a strategy of transformation, recognizing that as the area intensifies, some existing uses may move to other parts of the City to seek less expensive land or more space. Change is not without a price.
- Redevelopment will take place through many, many public and private decisions and individual projects. No single developer will “save the day” with one major investment. However, a single major retail complex is important if not essential to meeting the retail forecast for Westside.

- Lack of significant inner-city housing is not necessarily a demand problem. As with many growing cities under 500,000 people, it is frequently a supply problem. The large number of one- and two-person households is very likely not getting some of their housing desires (as distinct from needs) met today.
- The major housing supply issue in midsize communities is a lack of builders who are familiar with building “alternative housing.” Alternative housing could include condominiums, row housing, townhouses, lofts, stacked flats, and similar products.

The overall forecast of new growth within Westside—the “growth target” or resulting development program—is shown in Table 7.

**Table 7 - Westside Development Program - 2000 to 2020**

	Retail Space	Hotel Rooms	Office Space	Housing Units
Total Area	258,000 sf	830	1,122,000	1,000

*Source: Zimmer Gunsul Frasca and Leland Consulting Group*

The square footage and housing unit targets shown in Table 7 indicate full build out of the Westside plan. It is unrealistic to assume that the full plan will be built out by 2020. Therefore, the planning team made a judgment of what could realistically be achieved within the planning period providing:

- Strong effort at public-private partnerships.
- Commitment by the City / CCDC to significant tax increment investment in the area.
- Effective policy, regulations and design controls, coupled with speedy processing.

The adjusted development target for 2020 (Table 8), assumes that 65 to 75 percent of the build out capacity can be achieved within the next 20 years.

**Table 8 - Westside Modified Development Program for 65 to 75 Percent Build Out in 20 Years - 2000 to 2020**

	Retail Space	Hotel Rooms	Office Space	Housing Units
100% Build Out	258,000 sf	830	1,122,000 sf	1,000
75% Build Out	193,500 sf	620	840,000 sf	750
65% Build Out	167,700 sf	540	730,000 sf	650

Source: Zimmer Gunsul Frasca and Leland Consulting Group

Table 9 takes the 65 and 75 percent build out rates and shows what will be required on an average annual basis in order to achieve the target.

**Table 9 - Westside Modified Development Program for 65 to 75 Percent Build Out in 20 Years Showing Average Annual Development - 2000 to 2020**

	Retail Space	Hotel Rooms	Office Space	Housing Units
100% Build Out	12,900 sf	40	56,100 sf	50
75% Build Out	9,700 sf	30	42,000 sf	38
65% Build Out	8,400 sf	27	36,500 sf	33

Source: Zimmer Gunsul Frasca and Leland Consulting Group

### Market Capacity (Top Down)

The build out targets shown in Tables 7, 8 and 9 describe the planned capacity of Westside. This is then compared to the capacity of the market to accommodate such development. Using a combination of recent trends and estimated long-term growth, the research effort looks at the pattern of development—how much office space is being constructed on an average annual basis, how many housing units, how much retail, and so on. In the end, common sense must prevail—are the targets reasonable—can that much space in Westside be built?

Having established the overall probable level of real estate activity for the Boise region, it then becomes possible to make assumptions as to what portion of overall regional growth might be achieved in and adjacent to downtown Boise.

Investors are reluctant to pioneer. There is a certain fear that goes with being first. For this reason, the overall implementation strategy discussed in the Executive Summary of this report talks about many projects and stakeholders. The strategy for infusing housing in

Westside is to design an implementation project that involves multiple builders and developers building multiple products at a variety of size and price ranges simultaneously. Individual projects should not compete directly, particularly in the early years, but rather, provide a variety of choice to the marketplace and do so with quality design, proximity to public open space, and in effect, creation of small mini-neighborhoods within the overall Westside planning area.

The strategy and the ability to achieve the desired build out, then, speaks to the need for the City and its development arm, Capital City Development Corporation, to proactively lay the groundwork for policy and regulation to support mixed-use revitalization and then follow up with specific public investments designed to stimulate private sector development in all of the primary sectors—retail, office and urban housing.

The following subsections examine the specific market context for the prime real estate products—office space, retail and housing.

## 5. OFFICE MARKET

### National Trends

In the 1990s, the future of the traditional downtown office market was uncertain due to the emergence of new trends in technology, such as telecommuting, the Internet, and the growth of suburban office campuses. Actual trends over this time indicate, however, that the traditional, dense, downtown office market is healthy and thriving. The market has remained healthy through the 1990s in large part due to the emergence of new high-tech and Internet-based businesses that prefer central city office locations. Due in large part to the recent spate of e-business failures, there has been a recent upsurge in office vacancies nationwide.

Boise is home to many large corporations and headquarters to three Fortune 500 companies; Boise Cascade Corporation, Micron and Albertson's. Boise supports many more major corporations than similarly sized cities.

Despite the trends shown in Table 10, western cities have fared better than the nation as a whole, particularly in smaller markets like Boise. Nevertheless, experts predict that vacancies will continue to rise through 2002 as the market softens.<sup>1</sup>

### Regional and Local Trends

Boise's office market continues to grow along with the regional economy. Since 1990, the total office space inventory in the City of Boise has increased 56 percent, from 8,063,640 to 12,544,964 square feet. While much of the new space has been built on the periphery of the City, Downtown's share of space has actually grown over time. The Downtown office inventory grew from 2,708,341 to 4,838,627 square feet and from a market share of 33.6 percent in 1990 to 38.1 percent in 2000. In effect, while growth is occurring in both the Downtown and on the city's periphery, Downtown's rate of growth is higher. This trend is indicative of a healthy downtown office market, further reinforced with vacancy rates that are in equilibrium between supply and demand. Downtown remains a desired location for office tenants.

**Table 10 - National Office Vacancy Rate Trends**

Quarter	Vacancy Rate
1998	10.4%
1999	10.2%
2000	8.9%
Q1/01	10.3%

*Source: Grubb & Ellis Market Trends Summer 2001*

<sup>1</sup> *Source: Grubb and Ellis Office Market Trends, Summer 2001*

Boise is economically poised to continue to grow and attract high technology and other businesses. With major high-tech employers such as Hewlett-Packard and Micron, Boise can expect to continue to attract entrepreneurs and will benefit from the many spin-off enterprises that are typical of the industry. Regional forecasts predict significant employment growth in all areas of the Boise MSA (Table 11).

**Table 11 - Employment Forecast (Jobs)**

Ada County, City of Boise, and Downtown Boise

	1990	2000	2005	2010	2015	2020
Ada County	135,356	199,026	226,093	255,932	282,286	307,387
City of Boise	118,579	169,962	191,425	215,221	236,171	256,709
Downtown	36,020	43,923	47,527	51,548	55,064	58,769

*Source: Community Planning Association and Leland Consulting Group*

Boise's diversified economy is a key factor to its healthy growth. Driven by its large and growing technology sector, Boise's economy is also supported by other major employers like Albertson's, Mountain Home Air Force Base, and the city and state government offices. Such diversification insulates the city's economy from volatility in any one particular sector such as the recent downturn in the high technology sector.

As shown in Table 12, downtown Boise's office inventory has increased from 2,708,341 square feet in 1990 to 4,838,642 square feet in the year 2000—a remarkable increase of 2,130,301 square feet, or an additional 78.7 percent of office space.



**Table 12 - Historical Office Inventory & Vacancy Rates Downtown Boise & City of Boise 1990 to 2000**

	Downtown Vacancy Rate	Downtown Inventory (SF)	City of Boise Vacancy Rate	City of Boise Inventory (SF)
1990	7.48%	2,708,341	8.61%	8,063,640
1992	7.90%	2,740,993	6.78%	8,754,486
1994	4.55%	2,822,589	4.65%	8,860,983
1995	3.45%	2,937,000	4.64%	9,175,058
1996	4.07%	3,090,175	4.29%	9,785,244
1997	2.17%	3,405,215	5.47%	10,851,317
1998	6.27%	4,934,394	10.26%	11,870,950
1999	5.17%	5,107,491	8.93%	12,216,392
2000	4.80%	4,838,627	7.39%	12,544,964

Source: Southern Idaho Real Estate News, and Leland Consulting Group

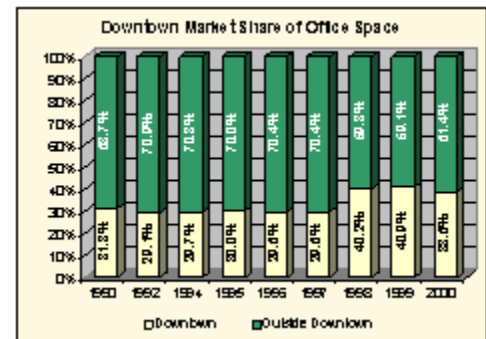
Figure 1 presents a visual representation of the growth of downtown Boise's office space inventory in relation to the City during the period 1990 to 2000 generally illustrating increases over time.

### Office Development Program

The plan for Westside includes a capacity of an additional 1,122,000 square feet of office space (over and above what exists today). While this amount of space is physically possible, it is likely that no more than 75 percent of this capacity will be built during the next 20 years. In a mature and more fully built out market, it will become increasingly likely that the market will have to look elsewhere for new space as available land in Westside becomes scarcer as it approaches full capacity. Mitigating this effect is that not all of the office space capacity needs to be met in the form of new construction. Some of the office growth can be accommodated through adaptive reuse of buildings, such as converting warehouses to loft-style office space.

In 2000, downtown Boise had 38.6 percent of all office space in the City of Boise. Applying this ratio to the citywide absorption rate provides a basis for assessing the future absorption rate for Downtown. A citywide absorption rate of 444,000 square feet per year for 2000<sup>1</sup> yields downtown absorption of 171,000 square feet per year. At a 75 percent build out by 2020, the Westside plan calls for an average absorption of 42,000 square feet per year. Applied to the same downtown absorption rate of 171,000 square feet per year, Westside must capture 24.6 percent of downtown growth, or a citywide market share of 9 percent (see Figure 2, page 98).

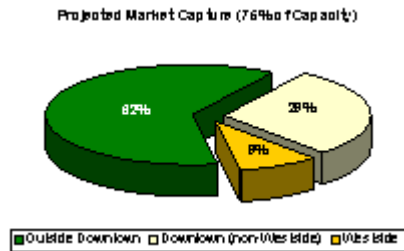
**Figure 1 - Downtown Boise Share of Office Space 1990 to 2000**



Source: Southern Idaho Real Estate News and Leland Consulting Group

<sup>1</sup> Southern Idaho Real Estate News Commercial Report, Winter-Spring 2001.

Figure 2 - Westside Boise Downtown  
Projected Share of Office Space  
Based on 2000 Ratios



Source: Leland Consulting Group and Zimmer Gunsul Frasca.

Since Westside is currently home to several major corporations, it is reasonable to assume that this location can attract other corporate tenants as well. Part of the Westside's ability to capture the significant amount of planned office space is the assumption that it will attract several significant corporate users over the 20-year time frame. That corporate capture could also include expansion by existing major office tenants within the district.

#### Office Market Summary

Boise currently enjoys a healthy downtown office market and has been able to avoid the downturn that other regions of the country are experiencing. Boise's diverse economy and growing population are likely to create the demand for continued growth in the future. Considering these factors, it is reasonable to expect that Westside will be able to meet the development goals as detailed in the development program and discussed above, assuming the required public investments are made.

## 6. RESIDENTIAL MARKET

### National Trends

The apartment sector nationally has been very strong for several years. While home ownership is reaching record levels, key factors indicating a strong apartment market persist:

- Growing population in the 18 to 24 year old range;
- Slowing economy causing many to defer home purchase;
- Strong immigration;
- Growing popularity of urban living.<sup>1</sup>

These factors are not only supporting a strong apartment market, but also fueling strong markets in central cities in particular. This “back-to-the-city” movement can be seen in growing housing markets in other urban centers such as Portland, Seattle, and San Francisco.<sup>2</sup> Indeed, “Nearly half (of downtowns) have rebounded or are in the process of re-emerging as vibrant centers of urban life.” Boise is on the list of those cities in the middle of this process.<sup>3</sup>

*“When surveyed recently, 30% of consumers responding to a study on lifestyle preferences expressed a preference for “urban housing and the opportunity to walk to restaurants, shops and work”*

Urban Land, January 2000

### Local and Regional Trends

Boise is continuing to experience a building boom to create housing for new residents. A quick snapshot of the City of Boise housing 2000 statistics is as follows:

- Total housing: 77,850 dwelling units
- Total occupied housing: 74,438 dwelling units
- Vacant housing: 3,412 dwelling units
- Rental vacancy rate: 5.20 percent
- Owner occupied housing: 47,638 dwelling units
- Renter occupied housing: 26,800 dwelling units
- Average household size: 2.58 persons for owner occupied dwellings
- Average household size: 2.19 persons for renter occupied dwellings

An evaluation of residential construction compiled by the Boise Community Planning Association from countywide building permit data shows a three to one ratio of single family to multifamily residences. (See Table 13, page 116.)

<sup>1</sup> 2001 Landauer Real Estate Forecast, Landauer Realty Group, Inc.

<sup>2</sup> Urban Infill Housing: Myth and Fact, Urban Land Institute, 2001.

<sup>3</sup> “The Beginning of the End of Sprawl,” *Urban Land*, January 2000

**Table 13 - Residential Construction 2000**

Ada County and City of Boise

	Single Family Units	Multifamily Units	Ratio
Ada County (Outside Boise City Limits)	2400	92	26:1
City of Boise	993	307	3:1

*Source: Community Planning Association*

The large disparity between the ratio of multifamily units built within the City of Boise and the rest of Ada County implies that virtually all multifamily construction is occurring within the city limits and that everything being built in surrounding communities is single family construction. Within the City of Boise (see Table 14), the percentage of new housing that is multifamily varies from year to year, but generally falls within a range of 15 percent to 30 percent. At 15 to 30 percent of new housing starts, multifamily construction in Boise is still well below the national average for most midsize cities.

**Table 14 - Annual Ratio of Single Family to Multifamily Building Permits**

City of Boise

	Single Family	Share	Multi-Family	Share
1996	923	84.0%	176	16.0%
1997	985	68.5%	453	31.5%
1998	1,103	86.0%	180	14.0%
1999	992	71.3%	399	28.7%
2000	993	76.4%	307	23.6%

*Source: U.S. Census and Leland Consulting Group*

Rental rates in the region are low, reflecting that home ownership is a particularly affordable alternative in Boise. Apartment rental rates in 1999 for Ada County were as follows:

**Table 15 - Typical Multifamily Rental Rates (Full Amenity, 1990's Construction)**  
Ada County, 1999

Unit Type	Size	Low	Per Sq. Ft.	High	Per Sq. Ft.
1-Bedroom	700 sf	\$590	\$0.84	\$615	\$0.88
2-Bedroom	940 sf	\$690	\$0.73	\$715	\$0.76
3-Bedroom	1,200 sf	\$795	\$0.66	\$835	\$0.70

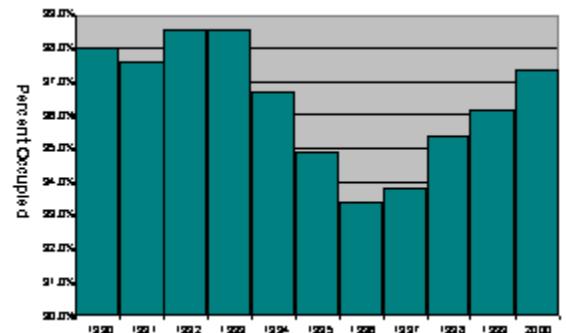
Source: Southern Idaho Real Estate News, Winter-Spring 2000 and Leland Consulting Group

Other reasons for comparatively low apartment rental rates include older apartment stock and a large number of small apartment owners. When the rental inventory is owned by a large number of people, there is a reluctance to move rents upward, fearing that extended vacancies may result. In communities where either individuals or large corporations own a significant number of units, rental rates can be adjusted upward more quickly.

Figure 3 shows multifamily occupancy trends in Ada County (primarily in the City of Boise). As shown, vacancy rates in 2000 were slightly less than 3 percent. Equilibrium between supply and demand in a growing city such as Boise would indicate vacancy rates in the 4.5 to 5 percent range, which would reflect units under construction, new inventory coming onto the market and apartments in normal occupancy turnover. The particularly low vacancy rate in Boise suggests a significant undersupply and therefore, an opportunity subject to feasible investment.

Most of the multifamily housing in the county is actually located in the City of Boise. The rental rate of Boise area apartments per square foot (per month) is typical of low-rise, suburban-style apartment complexes. A much different product is required for successful urban housing that will be located in downtown Boise. Generally, urban infill apartments must rent for a minimum of \$1.00 per square foot per month and ideally above \$1.15 in order to be economically feasible. Yet builders cannot simply build the same suburban product and charge more for it, otherwise apartment dwellers would look elsewhere in the region for comparable housing. Instead, multifamily housing in downtown Boise, and Westside in particular, must offer the renter a unique, quality experience for which they are willing to pay a premium to receive.

**Figure 3**  
Ada County Multifamily Occupancy Trends



Source: Southern Idaho Real Estate News Commercial Report, Winter-Spring 2001

Housing distinctiveness is partially provided through the amenities of the neighborhood, and being close to shopping, jobs, restaurants, and transportation. But more than that, the housing product must differentiate from other available properties. It must be well built, well designed, and furnished with quality fixtures and finishes. The increased cost of these quality design elements can be offset to some extent by smaller unit sizes without compromising the demand for such units.

**Residential Development Program**

The development program for Westside calls for approximately 1,000 new multifamily housing units. As with the retail and office space projections, it is not likely that 100 percent build out will be achieved in the 20-year implementation period. Instead, an assumption is made that 75 percent of the planned housing will be built in this period. Spread over 20 years, this yields an annual absorption of 37.5 units per year (Table 16). This absorption can likely be achieved through a combination of new construction and the conversion of other types of space into housing units, such as the conversion of warehouses into loft housing that is popular in other cities. Given the population trends for the region and the multifamily housing forecast in the City’s comprehensive plan, the development program is reasonable assuming that the type of housing built is of quality and well targeted for the urban market.

**Table 16 - Westside Downtown Housing Development Program**

Planned Units	1,000
75% Build out	750
Annual absorption	37.5 units/yr.

*Source: Zimmer Gunsul Frasca and Leland Consulting Group*

While the citywide trend is for approximately 70 to 85 percent of housing to be single-family dwellings, this clearly will not be the case in downtown and, indeed, would not be either possible or appropriate. All of the housing planned for Westside is multifamily in nature. An appropriate assumption for the tenancy split would be 30 to 35 percent owner-occupied (condominiums, lofts and townhomes) and 65 to 70 percent rental apartments (Table 17).



**Table 17 - Westside Downtown Housing Ownership Distribution**

	Units	20-year Annual Absorption Rate
Build out scenario	750	37.5
Condominiums (65% 70%)	225-300	11-15
Apartments (30%-35%)	450-525	22.5-26

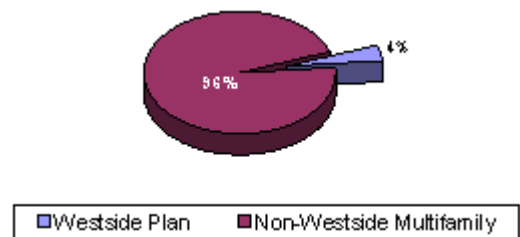
*Source: Zimmer Gunsul Frasca and Leland Consulting Group*

The City of Boise’s Comprehensive Plan “anticipates a need for the production of 19,100 single-family detached units, 11,700 single family attached units, and 13,800 multifamily units by the year 2015.” Applying the absorption of housing in Westside to the policy goals set forth in the Comprehensive Plan, the Westside must capture a market share of only four percent of new multifamily housing in Boise through 2015 (x units out of y units in Figure 4). That is, of all the multifamily housing projected in the Comprehensive Plan, only four percent of it is forecast to be captured in the Westside Plan. This number is a reflection of the large population growth projected for the entire City.

### Summary

As with many smaller urban areas, downtown urban housing is a small and relatively untested market in Boise. Yet the demographics of Boise and national trends support an increase in downtown living. Boise appears to have an unmet demand for high quality urban housing at achievable prices. Even though a latent demand for downtown housing may exist, the low cost of alternative housing in other locations means that any housing that is built in downtown must be well designed and strategically marketed to capture a specific market segment. Typical apartments or townhomes that just happen to be located downtown will likely not be economically feasible. Housing product needs to respond to the economics of higher costs as well as the demands for amenities by urban residents.

**Figure 4**  
Multifamily Housing Share in Boise  
Westside Downtown



*Source: City of Boise Comprehensive Plan and Leland Consulting Group*

7. RETAIL MARKET

National Trends

The national retail market is not as strong as the previously discussed market sectors. Retail property sales and lease rates have slowed with the national economy but are still showing small but positive growth rates.<sup>1</sup> Generally, the market is dominated by too much retail space—over 20 square feet per person nation wide.<sup>2</sup> Finally, many older retail centers are suffering from rapid obsolescence and facing costly conversions.<sup>3</sup>

Local & Regional Trends

The local and regional Boise markets are following national trends. The project team looked at key existing market conditions to determine the potential feasibility of additional retail development on the Westside. Retail inventory in the MSA is concentrated within the Boise City limits, as shown in Table 18, but is overwhelming located outside of downtown.

Table 18 - Current Retail Market Conditions (2000)

Project Area	Total Retail Space Inventory (sf)	Percentage of MSA
Boise MSA	10,590,401	100.00%
Ada County	9,181,964	86.70%
Canyon County	1,408,437	13.30%
Boise	7,620,123	71.95%
Downtown	470,103	4.44%

Source: Southern Idaho Real Estate News and Leland Consulting Group

Current retail vacancy rates shown in Table 19 are reasonable and consistent with longer-term local trends as shown in Table 20. Overall retail vacancy has been very stable. The downtown retail square footage is somewhat understated since the survey examined space of 15,000 square feet and larger.

<sup>1</sup> Grubb & Ellis, Retail Market Trends, Summer 2001  
<sup>2</sup> Emerging Trends in Real Estate 2001, PriceWaterhouseCooper  
<sup>3</sup> New millennium outlook, Urban Land, January 2000

**Table 19 - Current Retail Market Vacancies (2000)**

Project Area	CurrentVacancy Rate
Ada County	6.04%
Canyon County	7.03%
Boise	5.92%
Downtown	6.79%

Source: Southern Idaho Real Estate News and Leland Consulting Group

**Table 20 - Retail Vacancy Rate Trend**

Ada County	
1992	7.6%
1993	4.0%
1994	3.9%
1995	4.2%
1996	4.5%
1997	5.6%
1998	4.0%
1999	5.3%
2000	6.0%

Source: Southern Idaho Real Estate News and Leland Consulting Group

Absorption rates (the amount of new space absorbed into the marketplace) over the “last 18 months suggests that the net absorption is negative for non-anchored” retail space,<sup>1</sup> a characteristic Downtown product type. However, in Ada County, the overall absorption is generally positive.

### How Much is Spent & Where

As the demographics show, Boise is a growing metropolitan region with per capita and household income necessary to support significant retail. As shown in Table 21, Ada County’s current retail expenditures are as follows:

**Table 21 - Retail Expenditure**

Project Area	Retail Expenditure
Boise MSA	\$2,517,581,000
Canyon County	\$ 664,095,000
Ada County	\$1,853,486,000
City of Boise	\$1,063,746,000
Outside of City Limits	\$ 789,740,000

Source: CACI and Leland Consulting Group

<sup>1</sup> Southern Idaho Real Estate News Commercial Report Winter-Spring Issue 2001

The retail market can also be evaluated by examining the actual square feet of retail space per person. This factor changes from market to market. In Boise, there is currently just over 42 square feet of retail space per person, in Ada County, approximately 32 square feet of retail, and across the MSA an average of 26 square feet per person. These ratios are well above the national average of 19.5 square feet per person. Using the national factor, the current population in the Boise MSA would be expected to support 7,989,131 square feet of retail. The actual MSA inventory is over 10.5 million. This apparent oversupply of retail space has some explanation:

- Some retail space is older, underperforming and becoming obsolete—it has the effect of diluting the overall average sales per square foot or retail space in the region.
- Some retail space, such as the Boise Town Square Mall, serves a market area much larger than the Boise MSA—extending hundred of miles to other Idaho and eastern Oregon communities.

Boise and Ada County’s retail expenditures and existing inventory needs were also analyzed against national square foot average annual sales to determine if the existing retail market was within expected parameters. Using the national average of \$207 per square foot annual sales and existing population levels, both the City’s and the County’s retail expenditures are less than what would be expected, or conversely, as explained above, the inventory is higher than what would be expected for a market of this size as shown in Table 22.

**Table 22 - Retail Inventory & Expenditures Analysis**  
Ada County & City of Boise

	Current Estimated	Impact at \$207 per sf	Difference
Expenditures			
Ada County	\$1,853,486,000	\$1,900,666,548	\$ 47,180,548
City of Boise	\$1,063,746,000	\$1,577,365,461	\$515,619,461
Retail Inventory			
Ada County	9,181,964 sf	8,954,039 sf	227,925 sf
City of Boise	7,620,123 sf	5,138,870 sf	2,481,253 sf

*Source: Gibbs Planning Group, CACI, and Leland Consulting Group*

Using population projections provided by COMPASS, retail sales are projected over a 20-year period. Table 23 shows the resulting 21 percent increase Countywide, or an additional \$458,937,000 in annual sales by 2020.

**Table 23 - Retail Expenditure Projections Based on Population**

Ada County and City of Boise

	Population	Percent Change	Annual Expenditures (000)
2000			
Ada County	284,269	—	\$ 1,853,486
City of Boise	178,655	—	\$ 1,063,746
2005 (projected)			
Ada County	305,084	6.83%	\$ 1,980,079
City of Boise	210,077	14.96%	\$ 1,222,882
2010 (projected)			
Ada County	334,889	8.90%	\$ 2,156,306
City of Boise	225,249	6.74%	\$ 1,305,304
2015 (projected)			
Ada County	361,029	7.24%	\$ 2,312,423
City of Boise	233,536	3.55%	\$ 1,351,642
2020 (projected)			
Ada County	366,497	1.49%	\$ 2,346,878
City of Boise	235,883	3.55%	\$ 1,399,625

Source: US Census, CACI, and Leland Consulting Group

### Development Program

The Westside Framework Master Plan calls for 258,000 square feet of new retail development over the 20-year period. An additional 2,217,086 square feet of retail space is projected in Ada County over the next twenty years. A 75-percent Westside retail build out would result in 193,500 square feet of new retail space, or a required capture of roughly 11 percent of all new forecasted retail space over 20 years. A 75-percent build out of the Westside plan would also equate to 2.5-percent of existing citywide retail space and a 41-percent increase over existing downtown retail space.

Revitalizing downtown retail will be accomplished by bringing national retailers back downtown as well as strengthening downtown office and housing markets to supply more nearby shoppers. Nationally, sixty-five percent of all retail sales occur in discount stores and over seventy percent of retail sales in America are made after 5:30pm and on weekends.<sup>1</sup> Downtown retailers should acknowledge these trends and plan accordingly. Discount stores and national retailers need to be brought downtown and redesigned for “main-street.” These larger retailers in concentration will have a significant and positive effect on adjacent small shops.

<sup>1</sup> Gibbs Planning Group

#### Summary

A single decision by a developer willing to build a large downtown quality urban lifestyle store could dramatically reverse the trend of losing merchants from the Central Business District. Such an accomplishment would require a public-private partnership, assistance with structured parking and other incentives. Without such intervention on the public side, a major retail project is not likely to occur. Without the establishment of a strong retail anchor project in downtown, the loss of small merchants can be expected to continue.

## **ELIGIBILITY REPORT (Prepared May 26, 2000)**

### **Background**

An agreement of April 11, 2000, with the Capital City Development Corporation (“CCDC”) authorized preparation of this report. The report will provide the technical support for the first step in planning an urban renewal project in the Westside Central Business District (hereinafter the “Westside CBD”) area of Boise, Idaho, bounded by State, 16th, Idaho, 18th, Main, Grove, 10th, Front, 9th, Jefferson, and 8th Streets. This area abuts the west edge of the Boise Central District Project revenue allocation area and the northern edge of the River Street-Myrtle Street Project revenue allocation area.

Idaho Code Section 50-2008(a) states:

An urban renewal project for an urban renewal area shall not be planned or initiated unless the local governing body has, by resolution, determined such area to be a deteriorated area or a deteriorating area or a combination thereof and designated such area as appropriate for an urban renewal project.

Hence, Step One in planning a new renewal project is a resolution by the Boise City Council making certain findings about a specific geographic area in the city. This resolution would also authorize the CCDC, Boise’s urban renewal agency, to prepare an urban renewal plan for the area. The attached definitions of deteriorating area and urban renewal project are very pertinent to this step and are the focus of this report.

Step Two in the renewal planning process is action by the CCDC to prepare an urban renewal plan and recommend its approval to the City Council. The City Council initiates Step Three by referring the plan to the Planning and Zoning Commission and setting a public hearing on the plan. Step Three is completed by a Planning and Zoning Commission finding that the urban renewal plan conforms to the City’s Comprehensive Plan. Step Four is the adoption of a City Council ordinance approving the plan, after a public hearing.

### **Discussion**

This report focuses on whether the Westside CBD area as outlined on the attached map qualifies as a deteriorating area pursuant to Idaho Code Section 50-2018(i) and as a deteriorated area pursuant to Section 50-2903(7)(b) under virtually identical definitions. A copy of this joint definition is attached. The first statutory reference is from the basic urban renewal statute, while the second comes from the revenue allocation law. Note that the revenue allocation statute



specifies “resulting in economic underdevelopment of the area” as one of the consequences of deteriorating area characteristics.

Finally, the report will discuss why the area is appropriate for an urban renewal project to provide support for the second part of the required City Council finding and policy determination.

#### A. Present Conditions

The attached definition of deteriorating and deteriorated area [Idaho Code §§ 50-2018(i) and 50-2903(7)(b)] lists nine different conditions that may be present in such an area, with the tenth being the comprehensive “any combination of such factors.” The presence of these conditions was documented by several field trips, by contacts with various Boise City, United Water, and Ada County Highway District (“ACHD”) officials, and by assessor file information. Then each block and its public infrastructure were evaluated, and the numbers and designations corresponding to the applicable characteristics were placed at the appropriate locations on the attached map. Note particularly the introduction paragraph of the attached definition of an “urban renewal project.” Besides eliminating deteriorating and deteriorated areas, such a project is intended to prevent the occurrence or spread of slums and blight.

#### B. Deteriorating/Deteriorated Area Characteristics

The following is a listing of conditions found in the area by their corresponding numbers in the definition and a brief explanation of that condition and how it was evaluated and identified:

(1) A substantial number of deteriorated or deteriorating structures. Given the age of the structures in the area, most would be evaluated in the deteriorating category. New buildings and those that were substantially rehabilitated within the last five to ten years were not considered deteriorating. Thus, buildings such as John Alden Insurance, One Capital Center, Idaho Power headquarters, Independent Bank, Boise Cascade headquarters, State Insurance Fund, and Global Travel were not marked. Deteriorated buildings would be those that are so run down that they should be demolished, allowing the land to be recycled for other uses. Several of the older rental houses in the area would appear to fit this category. No attempt was made to differentiate between deteriorating and deteriorated structures.

(2) Predominance of defective or inadequate street layout. The Westside CBD area has a standard street and alley grid layout with a couple exceptions that represent a defective and inadequate street layout. These are Grove Street between 9th and 10th and the two 90° turns at Idaho and 16th, and 16th and Main.

(3) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness. Normally this characteristic is associated with parcelization that prevents full and proper use of property for uses allowed by the applicable zoning. In downtown Bosie, which has a fairly uniform system of lots and blocks, the problem is not parcelization but how the parcels are used for development. How development parcels are laid out for buildings and parking can affect land utilization and hence property tax generation. For example, in this area, entire blocks or large portions of blocks are devoted to surface parking lots to serve major office and mixed-use buildings. The lack of parking structures on these blocks has left these areas economically underdeveloped when compared to blocks in the CBD core east of 9th Street. This is the reason why the number “3” appears on many of the large surface parking lots in the Westside CBD area.

(4) Insanitary or unsafe conditions. There are several conditions existing within the proposed renewal area that apply to this characteristic. Typical insanitary conditions include excessive amounts of junk, trash, and weeds in violation of City sanitation codes. Typical unsafe conditions are found with the street systems and are concerned with inadequate streets, sidewalks, signalization, street lights, and handicapped access. The designation “4S” on the map indicates unsafe conditions with the street system. There were several sections of State Street between 15th and 8th that have different widths. These sections range from four narrow lanes to almost five lanes in places. The ACHD staff would prefer a 5-lane configuration that includes a center turning lane like the State Street improvement work between 15th and 23rd that was done a few years ago, but such a plan is not an ACHD’s 5-year program. Another plan, the State-Jefferson couplet, would eliminate the need for major State Street improvements, but it has never been funded or implemented.

(5) Deterioration of site and other improvements. Site improvements include parking lots, fences, and landscaping areas, basically things other than structures that make up a developed property. The term “other improvements” is the place where public improvements such as streets, sidewalks, curbs, gutters, bridges, storm drains, parks, water mains, sanitary sewers, and public facilities such as parking structures and public buildings are included. When the number “5” appears on the map in a street right-of-way or on a parking structure, that denotes a deteriorated street or parking structure. Visual inspections are used to make these designations. When the number appears on real property, that denotes deteriorated site improvements, usually parking lots for already improved properties. Contacts with the City, ACHD, and United Water staff confirmed the condition of streets, water mains, sanitary and storm sewers, and drainage facilities throughout the area. The designation “5S” on the map indicates a

sanitary sewer line in deteriorating condition. Most of these lines are in alleys, and some run down streets. Many are close to 100 years old and are reaching the end of their useful life. Some blocks and streets have newer lines, and these were not marked.

Water lines in the area are a different story. Most of the mains are less than 40 years old, and United Water experiences minimal leaks in the system. The main in 16th Street is 84 years old, so the designation “5W” in that location indicates a deteriorated water main.

It has been reported that the area has an inadequate telecommunications infrastructure because the latest facilities are not universally available in the area. The letter 5T appears at four different intersections to denote this general condition.

(6) Diversity of ownership. This characteristic is found where there are multiple owners in a block or half block. As might be expected, it is found more in the western and northern edges of the area. Multiple ownerships are more difficult to assemble into more efficient developable parcels; hence, this characteristic tends to create underdevelopment.

(7) Tax and special assessment delinquency exceeding the fair value of the land. This characteristic has not been found in the area.

(8) Defective and unusual conditions of title. This characteristic has not been found in the area.

(9) The existence of conditions which endanger life or property by fire and other causes. This characteristic can cover a broad range of conditions. Typically, if an area lacks fire hydrants and an adequate water main system, it can be cited as a fire danger. Both United Water and this Boise Fire Department have confirmed that the fire protection is quite adequate in this area. Flooding can endanger persons and property. A recently completed storm drain study by Keller Associates for ACHD estimated a system capacity problem on State Street between 11th and 13th, down 13th to Jefferson, and a block west to 14th. The designation “9F” is placed on these streets to recognize this potential danger.

(10) Any combination of such factors. This number is placed at street intersections at six different locations to indicate two or more of the other characteristics are present throughout the area. It is also placed on the block where the Meadow Gold Plant is located to denote that factors such as the noise from a 24-hour operation, truck traffic, and a manufacturing use also help to create a deteriorating area since these factors are incompatible with future residential uses.

**C. Effects of Present Conditions**

1. Results in economic underdevelopment of the area. Field reviews show numerous examples of underdeveloped property. The large number of surface parking lots and the lack of parking structures in this area have caused substantial underdevelopment. Higher density housing is also lacking in this area.

2. Substantially impairs or arrests the sound growth of a municipality. While some new growth has occurred in this area, it has been unbalanced with minimal new residential development and excessive surface parking lots. Such uneven growth adversely affects the sound growth of the City because it does not generate the level of property tax revenues that would be expected by its CBD location.

A compact core area like Boise's should be much more densely developed. With a few exceptions, the public infrastructure is basically in place and works well. More intensive development would reduce the need for such facilities on the fringes of the city thus reducing suburban sprawl and its high public infrastructure costs.

3. Retards the provision of housing accommodations or (d) constitutes an economic or social liability. Often older commercial and industrial areas suffer from an inadequate public infrastructure including lack of public parking facilities and other problems such as diversity of ownership. When such an area does not generate its full potential tax revenue, it tends to become an economic liability for the City.

4. And is a menace to the public health, safety, morals, or welfare in its present condition or welfare in its present condition or use. The previous discussion has established that this area has had slower growth and, as a result, has become a modest economic liability. In addition, there are some unsafe conditions in the area, particularly along State Street, that create safety problems for vehicular traffic. Accordingly, these conditions represent a menace or threat to the public welfare or prosperity and safety of the community.

#### D. Appropriateness of the Area for an Urban Renewal Project

The second part of the City Council's determination is the policy decision of whether or not the area is appropriate for an urban renewal project.

Note that part of the definition of an urban renewal project includes, "undertakings and activities of a municipality in an urban renewal area for the elimination of deteriorated and deteriorating areas." This report has provided evidence that the Westside CBD area is a deteriorating area because of the presence of various conditions, some of which are related to the public infrastructure; others relate to property ownership patterns and the age of buildings and their level of maintenance. Existing development is often discouraged from upgrading and expanding, and new development is thwarted because land is being used for surface parking lots rather than new more intensive developments.

Fortunately the preparation and approval of an urban renewal plan, including a revenue allocation financing provision, gives the City additional resources to solve these problems. Using revenue allocation financing to develop additional public parking structures, following the pattern that has been established in the CBD core area to the east should help to improve the situation by encouraging more new developments with greater density. In turn, property taxes generated by new developments within the area can be used by the CCDC to finance a wide variety of needed public improvements and facilities. One of the most needed improvements is uniformity of the streetscape that would enhance the appearance of the area and would help to reattach it visually to the core area.

New housing developments could be encouraged by CCDC, using its ability to assemble development sites and write down the land cost to achieve affordable prices for such developments.

Finally, the new developments would also generate additional jobs that would, in turn, benefit residents of the community.

#### **Conclusion**

This report concludes that the Westside CBD area described in this report is a deteriorating and deteriorated area and, as such, is appropriate for an urban renewal project.

## **SUPPLEMENTAL WESTSIDE ELIGIBILITY REPORT (Prepared September 28, 2001)**

### **Back ground**

During the planning stage for the Westside Downtown Project it was determined that an additional 6½-block area should be studied. The area lies between State and Washington Streets from 11<sup>th</sup> to 16<sup>th</sup> and also includes the ½-block north of Washington between 14<sup>th</sup> and 16<sup>th</sup> Streets. This supplemental report discusses the conditions observed during field visits in September 2001 and the results of other research. It should be read in conjunction with the original report for a more complete discussion of the characteristics of a deteriorating/deteriorated area.

### **Discussion**

#### **A. Present Conditions**

The attached supplemental map follows the same methodology as the original map of May 26, 2000. The characteristics of a deteriorating or deteriorated area from the definition in the Idaho State Code have each been assigned a number from 1 through 10 that corresponds to the numbering of the list in the State Code (see Attachment 1). The map included with this report indicates the presence of a one or more of these characteristics at a particular location by the associated number. These characteristics were observed generally either on private property or within public rights-of-way. The following characteristics were observed:

1. (1) A substantial number of deteriorated or deteriorating structures.

Most of the structures in this area were evaluated as deteriorating. A few newer structures, such as the Chevron and Exxon stations and buildings that appeared to be rehabilitated and, in some instances, converted to other uses, were not designated as deteriorating. Examples of this latter category are the offices at two different corners of 15<sup>th</sup> and Washington.

2. (5) Deterioration of site and other improvements.

Improvements include all of the public right-of-way infrastructure and public facilities, such as sewer and water lines, parks and public buildings. It also includes improvements to landscaping and parking on private property. Most of the number “5”s are on public rights-of-way, either on a street, alley, or sidewalk. The number “5S” on the alley north of Washington indicates a deteriorated sewer line. This was confirmed by the City Public Works staff. Ada County Highway District evaluations and field reviews were used for designating 12<sup>th</sup>, 14<sup>th</sup>, and Washington as deteriorating.

3. (6) Diversity of ownership.

This characteristic is found where there are multiple owners in a block or half block. Such ownerships inhibit the assemblage of larger, more efficient parcels and hence new larger developments.

4. (10) Any combination of such factors

This characteristic indicates the presence of two or more of the other characteristics throughout the area.

**B. Effects of Present Conditions**

The discussion presented in the May 26, 2000, report also applies to this topic.

**C. Appropriateness of Area for an Urban Renewal Project**

The discussion presented in the May 26, 2000, report also applies to this topic.

**Conclusion**

This supplemental report concludes that the proposed additions to the Westside Downtown Project Area are a deteriorating and deteriorated area and, as such, are appropriate for an urban renewal project.

**Attachments**

1. Definition of deteriorating area, Idaho Code Section 50-2018(i) and deteriorated area, Idaho Code Section 50-2903(6)(b)
2. Definition of urban renewal project, Idaho Code Section 50-2018(j)



## Attachments

DEFINITION OF DETERIORATING AREA, IDAHO CODE  
§ 50-2018(i) AND DETERIORATED AREA, IDAHO CODE  
§ 50-2903(6)(b)

A deteriorating or deteriorated area is any area [which by reason of the presence of (1) a substantial number of deteriorated or deteriorating structures; (2) predominance of defective or inadequate street layout; (3) faulty lot layout in relation to size, adequacy, accessibility, or usefulness; (4) insanitary or unsafe conditions; (5) deterioration of site or other improvements; (6) diversity of ownership; (7) tax or special assessment delinquency exceeding the fair value of the land; (8) defective or unusual conditions of title; (9) the existence of conditions which endanger life or property by fire and other causes; or (10) any combination of such factors], (a) (results in economic underdevelopment of the area);<sup>1</sup> (b) substantially impairs or arrests the sound growth of a municipality; (c) retards the provision of housing accommodations; or (d) constitutes an economic or social liability; and (e) is a menace to the public health, safety, morals, or welfare in its present condition or use; provided, that if such deteriorating area consists of open land the conditions contained in the proviso in Idaho Code Section 50-2008(d) shall apply.<sup>2</sup>

<sup>1</sup>This appears only in the revenue allocation statute.

<sup>2</sup>This appears only in the urban renewal statute.

DEFINITION OF URBAN RENEWAL PROJECT, IDAHO CODE  
§ 50-2018(j)

“Urban renewal project” may include undertakings and activities of a municipality in an urban renewal area for the elimination of deteriorated or deteriorating areas and for the prevention of the development or spread of slums and blight, and may involve slum clearance and redevelopment in an urban renewal area, or rehabilitation or conservation in an urban renewal area, or any combination or part thereof in accordance with an urban renewal plan. Such undertakings and activities may include:

- (1) acquisition of a deteriorated area or a deteriorating area or portion thereof;
- (2) demolition and removal of buildings and improvements;
- (3) installation, construction, or reconstruction of streets, utilities, parks, playgrounds, off-street parking facilities, public facilities or buildings and other improvements necessary for carrying out in the urban renewal area the urban renewal objectives of this act in accordance with the urban renewal plan;
- (4) disposition of any property acquired in the urban renewal area (including sale, initial leasing or retention by the agency itself) at its fair value for uses in accordance with the urban renewal plan except for disposition of property to another public body;
- (5) carrying out plans for a program of voluntary or compulsory repair and rehabilitation of building or other improvements in accordance with the urban renewal plan;
- (6) acquisition of real property in the urban renewal area which, under the urban renewal plan, is to be repaired or rehabilitated for dwelling use or related facilities, repair or rehabilitation of the structures for guidance purposes, and resale of the property;
- (7) acquisition of any other real property in the urban renewal area where necessary to eliminate unhealthful, insanitary or unsafe conditions, lessen density, eliminate obsolete or other uses detrimental to the public welfare, or otherwise to remove or to prevent the spread of blight or deterioration, or to provide land for needed public facilities;
- (8) lending or investing federal funds; and
- (9) construction of foundations, platforms and other like structural forms.

### III. APPENDIX 1 Eligibility Report



### III. APPENDIX 2

#### Analysis of Existing Conditions

#### PROXIMITY

Urban proximity for this study is a measure of the size of the Westside Downtown Planning area and how close surrounding districts and uses are to it. The center of Westside is within five minutes walk of services and retail in the downtown core, the expanded convention facilities district, Veterans Park Neighborhood, Boise High School, and the “Y”.



*Downtown restaurants and retail are established in the eastern part of the study area.*



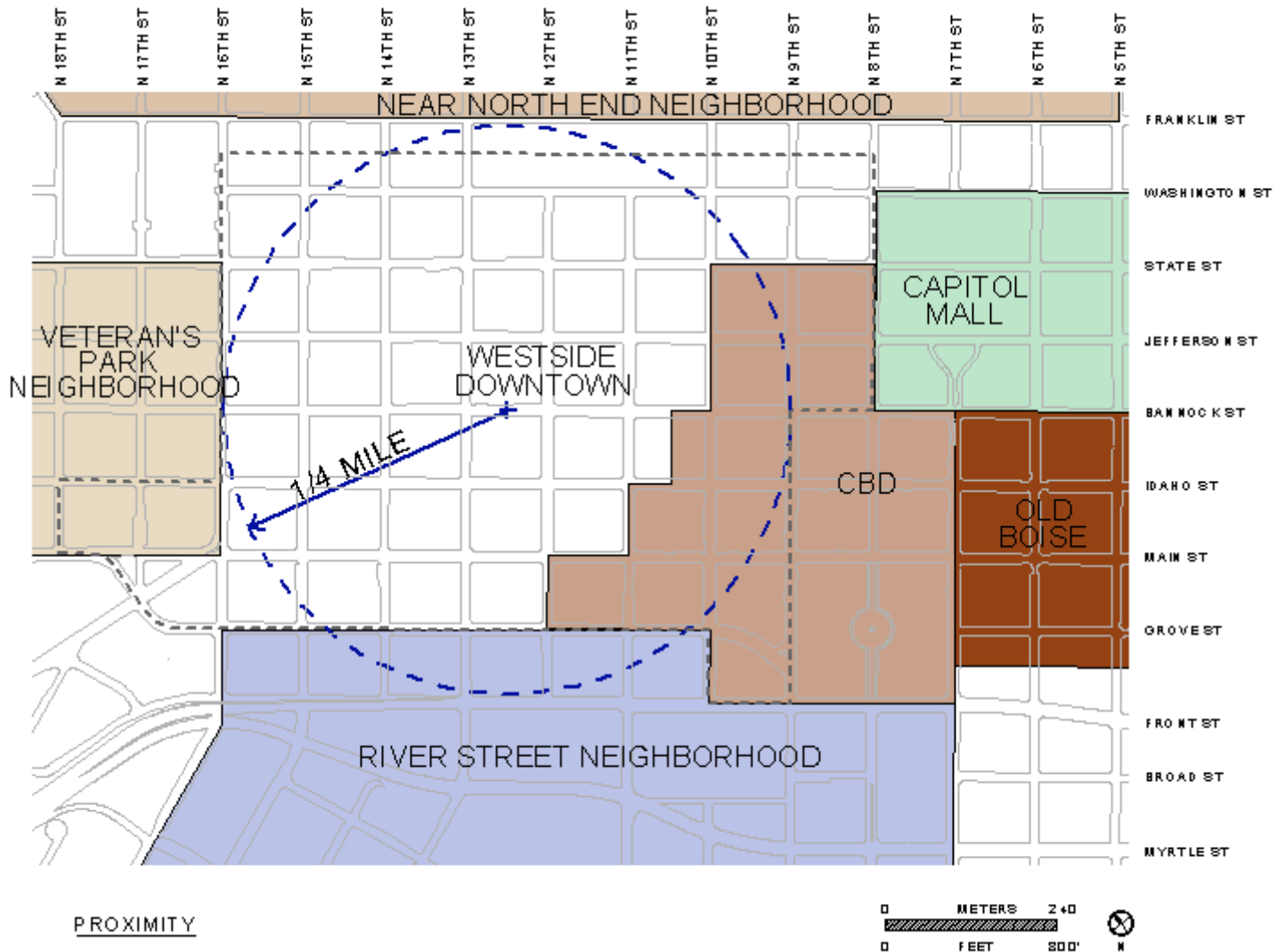
*Westside Downtown is within walking distance of neighborhood commercial uses.*



*Government services are also within walking distance.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. Westside Downtown has excellent proximity to the CBD, Near North End Neighborhood, Veteran's Park neighborhood and River Street Neighborhood, all of which are within reasonable distance on foot (1/4 mile).

### III. APPENDIX 2

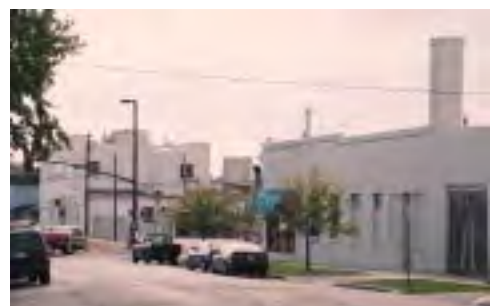
#### Analysis of Existing Conditions

#### EXISTING USES

As described in Zoning (see page 136), the pattern of existing uses has evolved with changes in automobile travel, business expansion and contraction, real estate economics, the quest for parking, and changes in zoning. Auto-oriented commercial uses replaced residential uses in Westside for a period of time, then many of these eventually declined with the shift in traffic patterns. Today, the Westside Downtown area includes a fringe of the CBD and serves as a land bank for commercial expansion.



*Shifts in traffic patterns have made many auto-dependent developments less viable.*



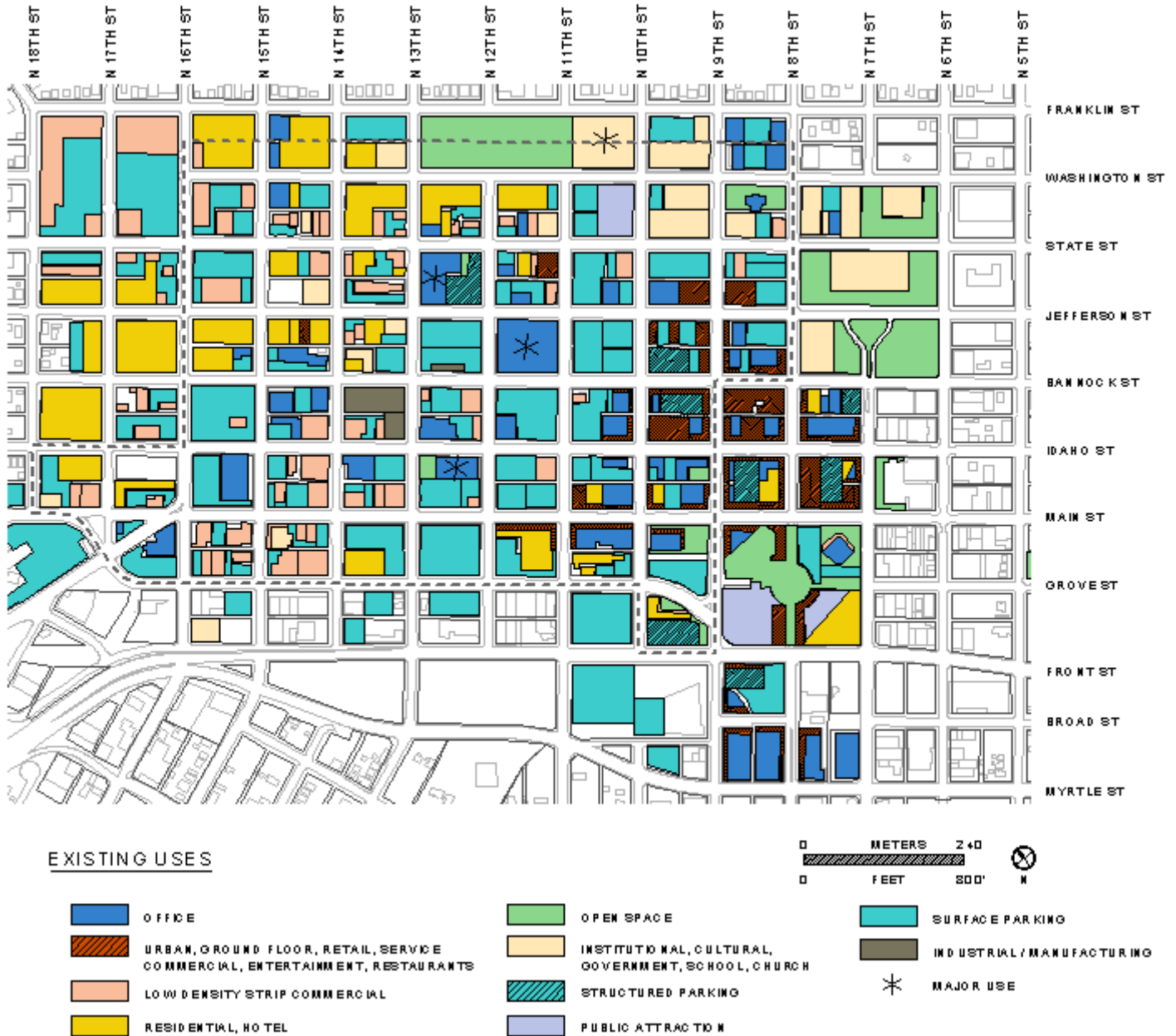
*Industrial and distribution uses in Westside are diminishing.*



*Idaho Power Company is one of four major uses in Westside.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



1. Much of Westside Downtown area suffers from discontinuity with both CBD mixed uses and adjacent neighborhood residential uses to the west and north. The current pattern of land uses is at a stalemate between traffic, market, zoning, land and development costs and the absence of a coordinated vision for the future.
2. Extensive surface parking fragments any would-be sub-districts within the area. Consequently, Westside lacks an identity. It is not a complete neighborhood, business district, shopping area or civic center.
3. The four major uses in Westside Downtown – Boise Cascade, Idaho Power, State Insurance Fund and Boise High School – are unrelated and scattered.
4. The shift of regional through-traffic to Front/Myrtle has made suburban-style developments on Main/Idaho and Grove less viable.
5. Several parcels are more valuable than the improvements on them.



### III. APPENDIX 2

#### Analysis of Existing Conditions

## ZONING

Current zoning for Westside reflects the evolution of development in the area. Expansion of downtown businesses into the Westside area many decades ago made residential and institutional uses less viable. As automobile travel increased, businesses serving the driving public appeared, particularly along Main, Idaho and Grove Streets. In turn, zoning was created to validate the area as a commercial district. Instead of spot or parcel zoning, multi-block areas were rezoned to a single category, regardless of remaining non-commercial uses. In the last thirty years, as demand for corporate office space expanded in downtown, cheaper land on the fringe of the CBD including Westside offered a convenient resource for supplying dedicated, private parking. By this time, the market for auto-related uses was in decline as traffic patterns shifted from traditional east-west routes through downtown to Front and Myrtle Streets when the Connector was built. Today, most of the land in Westside is classified as either C-5D or C-2D. (Both C-5D and C-2D are commercial districts. The D indicates that the city requires design review of developments in these areas.) C-5D encourages urban density, pedestrian-oriented development while C-2D allows commercial uses with suburban-style site layouts. The two zoning districts promote different characters, and tend to conflict with one another. The Westside Downtown Plan recommends that the C-2D or C-2DD zoning be replaced with a different zone category more conducive to achieving the goals of the plan (see Appendix 5).



*Remaining residential uses in Westside are not protected by zoning.*



*C-2D zoning allows suburban-style commercial uses which conflict and compete with residential uses.*



*C-5D encourages urban density, pedestrian-oriented development.*

## Analysis of Existing Conditions



2. C-2D zoning from Bannock to Grove and 13<sup>th</sup> to 16<sup>th</sup> streets, appears to justify remnant suburban-style commercial uses, which are becoming obsolete. C-2D zoning offers no protection or attraction for residential uses and often threatens to displace them.

### III. APPENDIX 2

#### Analysis of Existing Conditions

#### CIVIC FRAMEWORK

The civic framework is the built or currently-planned network of boulevards, parkways, plazas, parks, streets and trails, which contribute to the quality of the district with a series of interconnected public spaces and linkages. They typically include enhanced design treatment or richer landscaping. These features add a softer form to the geometric grid of blocks and streets in downtown Boise and are one of the primary elements in Boise's singular sense of place. They showcase the river, the mountains, historic architecture, neighborhoods and the urban landscape. They are also the connective tissue that ties different districts together into a city form. Ironically, Westside is close to many of these features, but the district itself is largely devoid of civic spaces.



*Boise River Greenbelt*



*The Grove*



*Eighth Street*



*Julia Davis Park*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### CIVIC FRAMEWORK - CURRENT & PLANNED IMPROVEMENTS

- |  |                                       |
|--|---------------------------------------|
| A CAPITOL BOULEVARD - formal entry                 | Q VETERAN'S PARK                      |
| B IDAHO STATE CAPITOL MALL & GOVERNMENT CENTER     | R ANN MORRISON PARK                   |
| C 5th STREET - pedestrian way                      | S C.W. MOORE PARK                     |
| D THE GROVE PLAZA                                  | T HISTORIC ASSAY BUILDING AND GROUNDS |
| E MAIN, IDAHO - pedestrian & transit streets       | U FORT BOISE PARK                     |
| F FRONT, MYRTLE - urban parkways                   | V MEMORIAL PARK                       |
| G 15th, 16th - urban parkways & streets            | W IRRIGATION CANAL                    |
| H GROVE - urban street                             | X CITY HALL PLAZA                     |
| I BROAD - special neighborhood street              |                                       |
| J ADA COUNTY GOVERNMENT CENTER                     |                                       |
| K JULIA DAVIS PARK                                 |                                       |
| L BOISE RIVER GREENBELT                            |                                       |
| M PIONEER WALKWAY - improved                       |                                       |
| N BOISE HIGH SCHOOL - urban campus                 |                                       |
| O HARRISON BOULEVARD - special landscaped street   |                                       |
| P 3rd STREET - pedestrian link to Julia Davis Park |                                       |

#### Findings:

1. Specially designed streets, corridors and parks are well established in the Central Business District and parts of adjacent areas.
2. Westside has reasonable proximity to many of Boise's civic amenities, but lacks enhanced streets, parks, and plazas of its own, leaving the area underdeveloped and unattractive.



### III. APPENDIX 2

#### Analysis of Existing Conditions

### STREET CLASSIFICATIONS

The Ada County Highway District, as a part of the Regional Transportation Plan, sets street classifications. Different categories relate to capacity (number of lanes, interval of signals), speed, system connectivity and transportation role. The plan on the opposite page represents current transportation policy in the study area. The relevance to Westside is twofold:

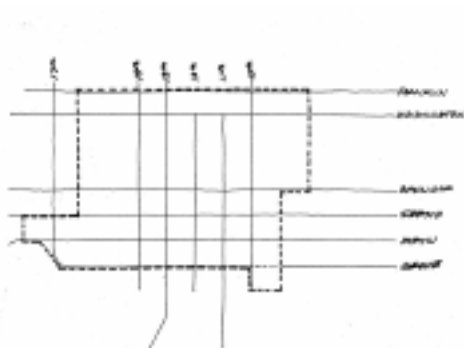
- 1) making sure that different street categories are matched with compatible land uses;
- 2) making sure that there is adequate capacity for increases in the intensity of use as redevelopment occurs.



*Westside is well served by major streets for through traffic and downtown access.*



*Front Street is the major westbound arterial through Central Boise.*



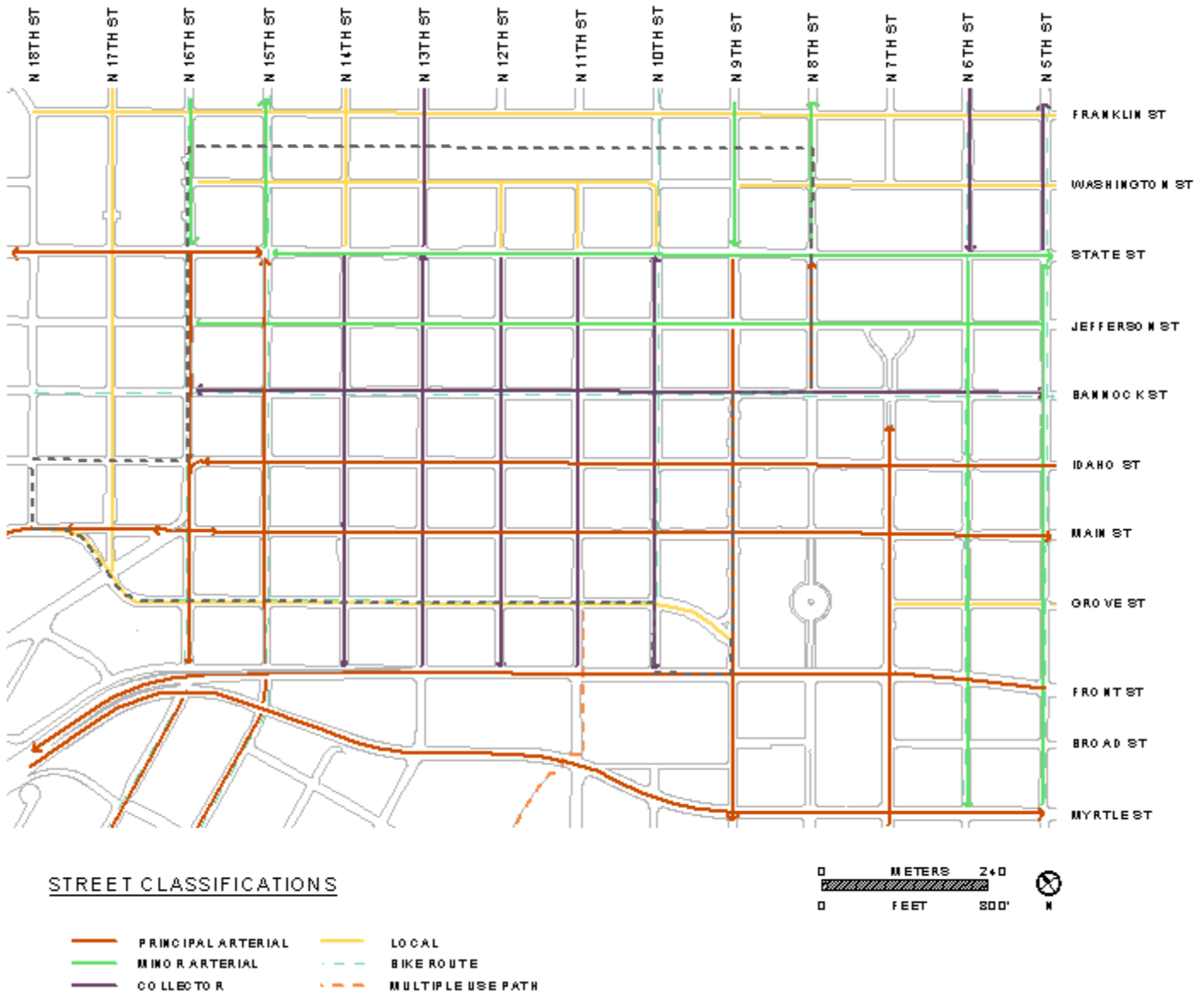
*Westside has an excellent grid of local streets.*



*14<sup>th</sup> Street carries no through traffic, and has potential for special pedestrian treatment.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. Westside has excellent access from peripheral major streets.
2. Westside also has an excellent local street grid, which disperse traffics, provides multiple points of access and results in a fine-grained pedestrian network.
3. State/Jefferson couplet is critical to overall downtown circulation but is in conflict with the new Capitol Mall Plan. The Mall Plan advocates the closure of State Street to vehicular traffic from 8th Street to 4th Street and shifting of traffic to Washington Street. This has significant impacts to Near North End uses as well as capacity problems. Can State and Jefferson be redesigned in the Mall area to accommodate vehicular access in a manner that is more compatible to a pedestrian campus environment without closure? Resolution is needed.

### III. APPENDIX 2

#### Analysis of Existing Conditions

## PEDESTRIAN STREETS

Good pedestrian streets have moderate traffic with no more than 2-3 lanes, generous sidewalk widths (12 to 15 feet minimum), a frequent interval of signalized intersections for safe crossings, and direct connectivity to adjacent districts. The coordination with established or designated pedestrian routes in the Central and River Street-Myrtle Street Urban Renewal Districts is particularly important. In the Central District, Main, Idaho and Eighth are established as primary pedestrian streets with enhanced design treatments. The River Street-Myrtle Streets Urban Design Plan continues Eighth Street as a primary connection to the Boise River. Broad, Grove, River, Fulton, Avenue A, Third, Fifth, Eleventh, and Thirteenth are added as secondary pedestrian connections. Two heavier traffic streets in downtown Boise also serve important roles as pedestrian connections. These are Capitol Boulevard and State Street. Westside has the potential to complement the adjacent districts by recognizing Main and Idaho as primary pedestrian streets and Tenth, Eleventh, Twelfth, Thirteenth, Fourteenth, Grove, and Bannock as secondary pedestrian streets.



*Twelfth is one of several streets in Westside with excellent pedestrian characteristics.*



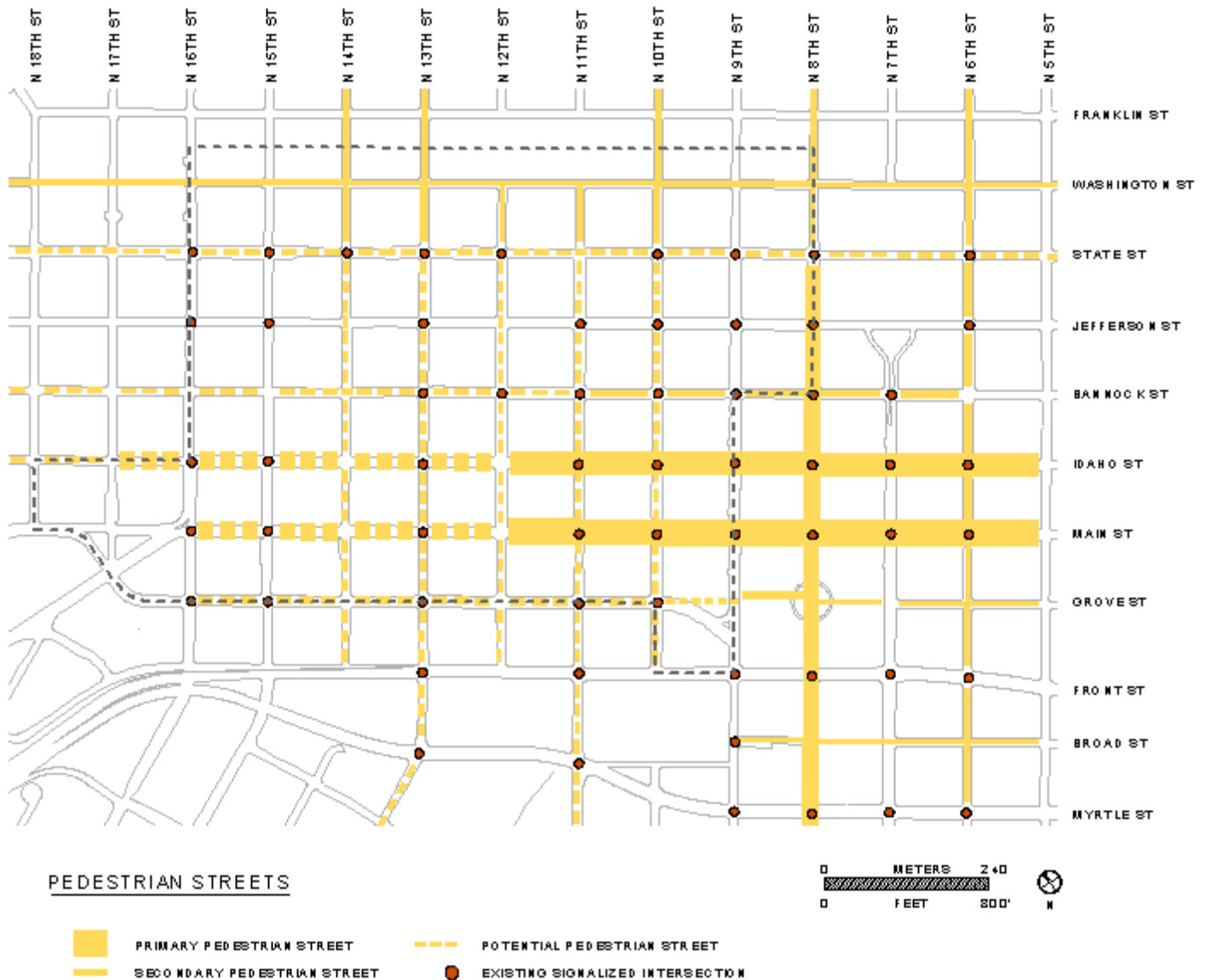
*Good pedestrian streets with active retail, adequate sidewalk widths, and amenities.*





### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. Pedestrian treatment of primary streets in the CBD, Main and Idaho, can be extended west to connect Westside to the CBD.
2. Several local streets, such as Tenth, Eleventh, Twelfth, and 14th are discontinuous for vehicles just outside the Westside Downtown Plan boundary. As local access streets, they are well suited for use by cyclists and those on foot.

### III. APPENDIX 2

#### Analysis of Existing Conditions

## TRANSIT SERVICE

Boise's transit system is bus based. An on-street transit center was developed in the mid-1980s on Idaho and Main between Capitol Boulevard and Ninth Street. The reasoning behind its design was threefold:

- 1) an on-street transit mall usually has more capacity than an island-type transfer station because bus stops can be strung out linearly along blockfaces;
- 2) if stops are spaced at two-block intervals, patrons are dropped off generally closer to their destination;
- 3) federal transit funding would pay for most of the improvements, achieving improved transit facilities and sidewalk environment in one project.



*Boise's main transit center loop can be extended to serve Westside.*

Unfortunately, the funding, ridership, and frequency of service necessary to make Boise's transit mall work has never materialized. Today, 30-minute service occurs during peak periods with 60 minute service at other times. For transit patrons to make transfers downtown, buses dwell for several minutes waiting for passengers. This has negative effects on adjacent businesses and on the pedestrian environment in general. This was not the intent of the original design (stop-and-go service with 15 minute frequency at peak periods).

Current projections suggest that service intervals are not likely to improve. The Westside Downtown Plan identifies potential locations for an off-street transfer station. If a transfer station is built it would restore stop-and-go service on Main and Idaho as originally intended. As Westside redevelops, service on Main and Idaho can be extended westward and can be supplemented by shuttle and circulator services.



*Shuttle service from remote parking facilities help to take parking pressure off the CBD.*



*Stop and go service on a transit mall requires a frequent interval of service to make transfers convenient.*

## Analysis of Existing Conditions



1. Many transit routes interconnect at the Downtown Transit Center on Main, Idaho and Eighth streets.
2. Westside has convenient transit service from the west (#5, #14, #23) but less convenient transit service from the south (#3, #20), the east (#1, #18, #33), the north (#17, #18) and from the northwest (#16). As redevelopment occurs and density increases in Westside, the concentrated service on Main and Idaho will need to be extended west.
3. A continuing problem in the CBD has been the layover of buses at the Main and Idaho transit stops while waiting for transferring passengers; the buses wait with engines running at these stops for several minutes. This has two negative effects:
  1. impacts to adjacent storefront businesses with idling buses at their front door;
  2. confusion to bus riders who board a waiting bus, then are frustrated because it doesn't begin its service immediately.

WESTSIDE DOWNTOWN  
FRAMEWORK MASTER PLAN

### III. APPENDIX 2

#### Analysis of Existing Conditions

#### EXISTING PARKING



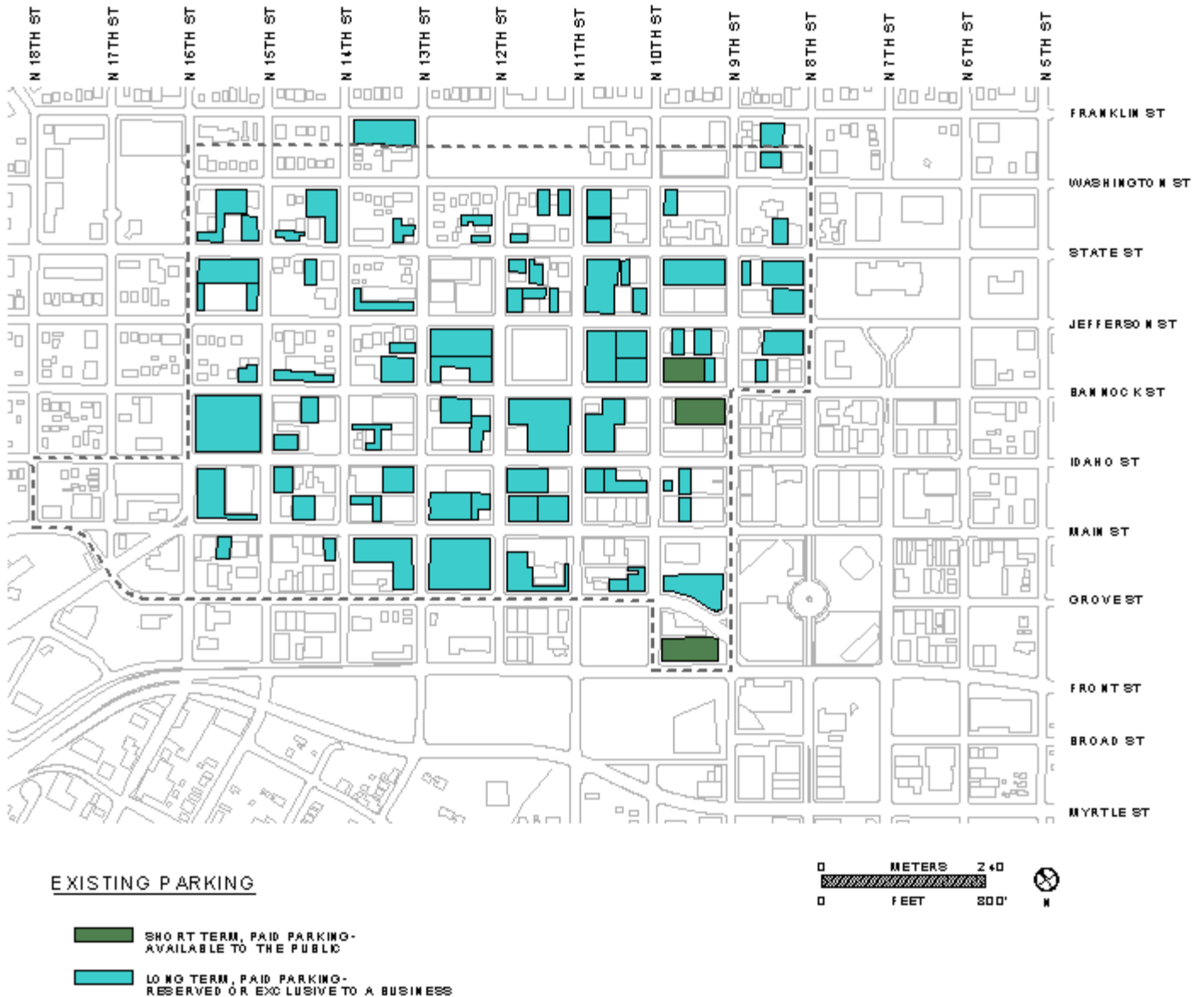
Over the last 30 years, a substantial number of blocks in Westside have been converted to surface parking lots. Many of these parking lots serve corporate headquarters and major businesses, and are not available to the general public. This situation hinders new development in the district because much of the parking is in private facilities and not available for smaller or start-up businesses or for customers. The land in parking lots is not considered to be available for development, and the predominance of parking lots tends to keep assessed values low. It also presents an environment that is unattractive to pedestrians and reduces the potential for development of urban intensity, mixed-use projects. In comparison to the downtown core, Westside has a much larger proportion of land in surface parking lots.



*Parking is managed as a number of private facilities, not as a shared resource.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. Parking resources are predominantly long-term employee parking or exclusive customer parking. Over time, individual businesses have provided their own off-street parking.
2. This operation of parking as a private, exclusive resource has resulted in an inefficient underuse of the resource. At any lot on any given day, reserved parking spaces are going unused while a potential parking customer looks for space elsewhere. Parking in Westside is not a shared resource like it is in the heart of the CBD near Main and 8<sup>th</sup> streets.

### III. APPENDIX 2

#### Analysis of Existing Conditions



*The core area of the CBD has multiple, shared facilities for short-term and long-term parking.*



*Parking needs can be reduced by actively encouraging people to walk, use transit, and bicycle. Compact mixed-use development shortens many trips, making walking a convenient and efficient option.*

### PARKING ZONES

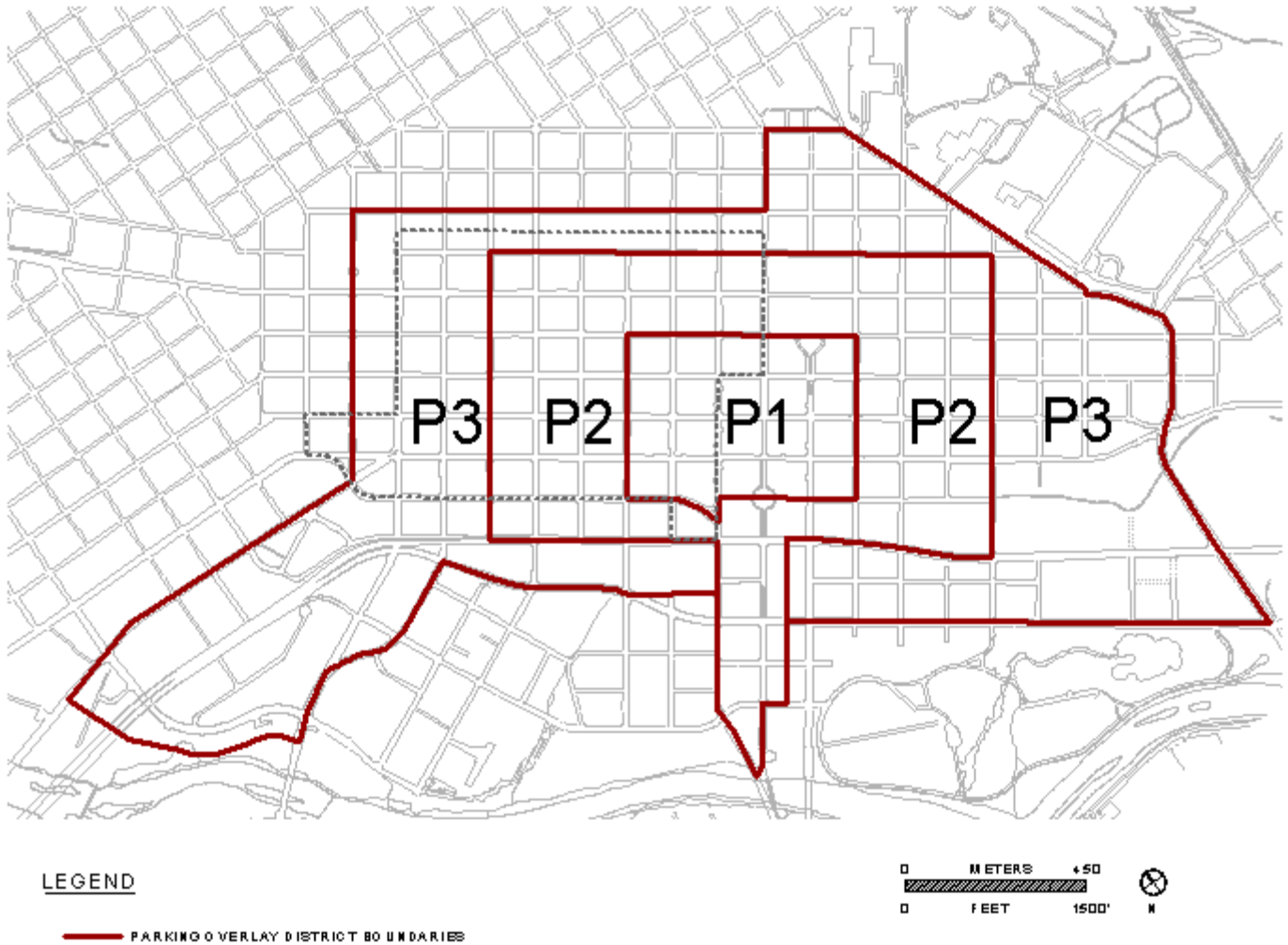
The Greater Downtown Boise Parking Study completed in 1996 revealed several interesting characteristics:

- Peak use occurs at midday with only 65% utilization areawide; 65% is well below the industry standard of 85% to 95% of capacity, typically considered as “effective capacity”;
- On-street parking is more heavily utilized than off-street facilities;
- There was an abundance of available parking in the various garages;
- Existing supply within the study area was 2.40 spaces per 1,000 GSF of commercial space, while current (1996) demand was 1.57 spaces per 1,000 GSF.

The study went on to say, “Using Ada Planning Association (APA) employment growth projections, the study area can expect a 40% overall increase in parking demand by 2015 assuming that the downtown commute travel behavior remains as it is today. In order to maintain the current 65% utilization, approximately 7,766 additional parking spaces would be required over the 20 year period. However, if utilization of available spaces was increased to 85% in the 20 year future, the net additional parking spaces could be as low as 1,732 spaces.”

The City of Boise adopted the special parking overlay zones recommended in the study to encourage higher use of public parking facilities, efficient shared parking, and higher transit usage in the CBD. These zones include reductions to minimum parking requirements for different uses, but not the recommended maximum limits on parking provision. The P-1 zone has the lowest requirements for off-street parking. It covers the core business district and its concentration of private and public garages and the main downtown transit center. P-2 and P-3 increase the minimum requirements for parking provision. Outside of the P-3 zone, base zoning regulations set the parking requirements for different uses.





#### Findings:

1. There are no maximum limits on spaces provided. Projects in the three districts typically exceed the required minimums due to lender/owner preferences or requirements. As a result, alternative modes of travel are not encouraged because parking is plentiful and, at this time, relatively cheap. Parking utilization remains well below the goal of a 85-95% utilization rate.



### III. APPENDIX 2

#### Analysis of Existing Conditions

#### IMPORTANT OR CONTRIBUTING STRUCTURES

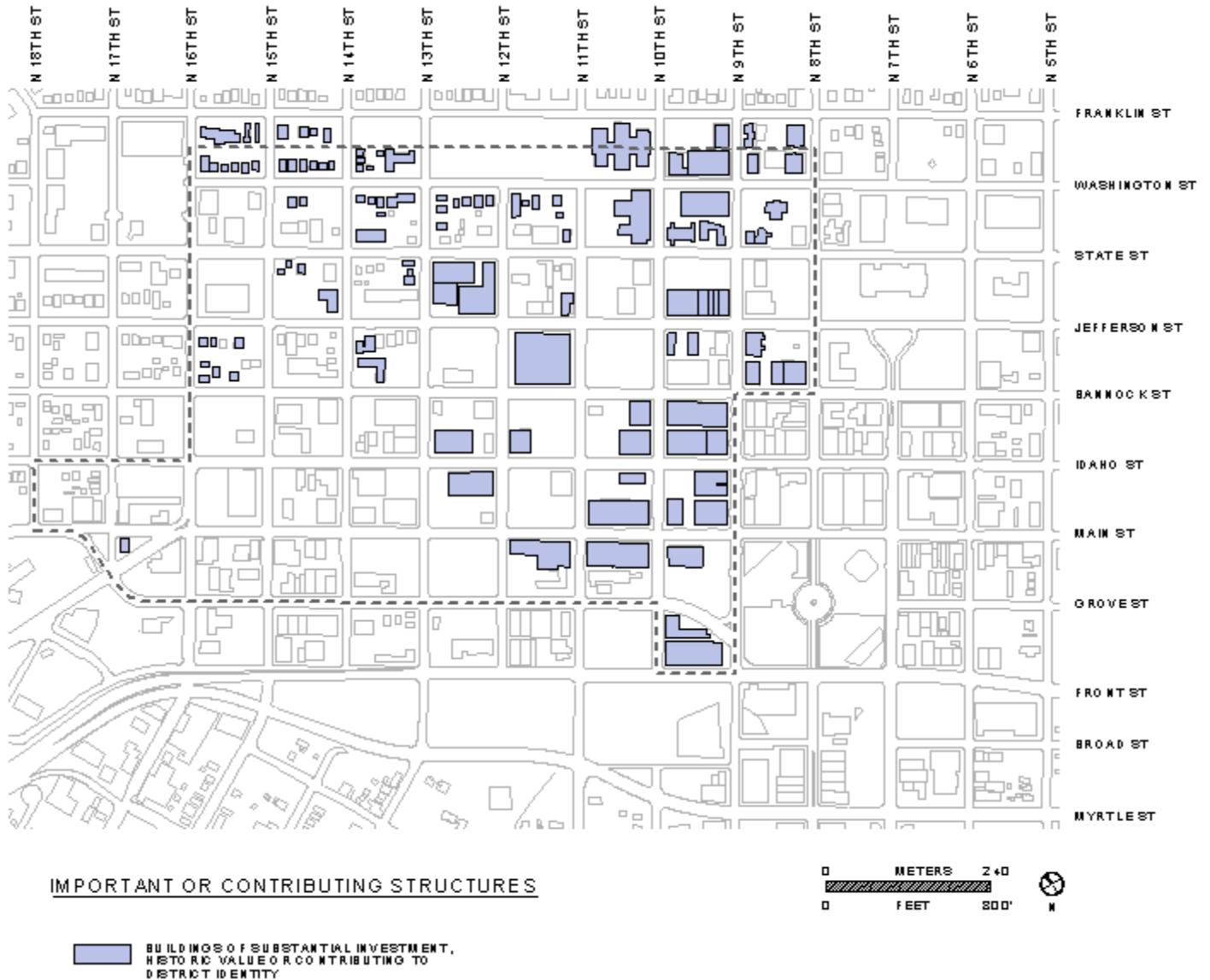
These buildings and block frontages form the fabric of the Westside Downtown area. They are the foundation of urban, mixed uses upon which to add new, compatible redevelopment. These include significant historic structures, larger commercial structures, and intact block frontages of compatible residential structures. They merit evaluation for incorporation into the Westside Downtown Plan.



*There are significant buildings and block frontages that form a foundation for redevelopment of Westside.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. There are single, stand-alone structures of importance that represent substantial investment like Boise Cascade and Idaho Power headquarters.
2. There are also less substantial structures that, in a group, form a continuous retail or commercial frontage. These groups are critical to downtown Boise's attractiveness as a vital urban environment.
3. Similarly, groups of residential buildings form continuous frontages of housing. These help to stabilize remaining residential blocks against erosion by commercial uses. Many are older buildings with historical character. They contribute to a comfortable transition from the CBD to the Near North End Neighborhood.

### III. APPENDIX 2

#### Analysis of Existing Conditions

#### REDEVELOPMENT OPPORTUNITY SITES

In an existing urban district, opportunity sites are parcels where there is low investment in improvements, such as surface parking lots, vacant land, and low-density commercial buildings of lower investment value. The economic assumption is that once the market demand for new, intensive uses is present, the land at these opportunity sites is worth more than the existing improvements. These sites then become prime development parcels. Important or contributing structures are excluded from this category.



*An infill opportunity site on Tenth Street.*



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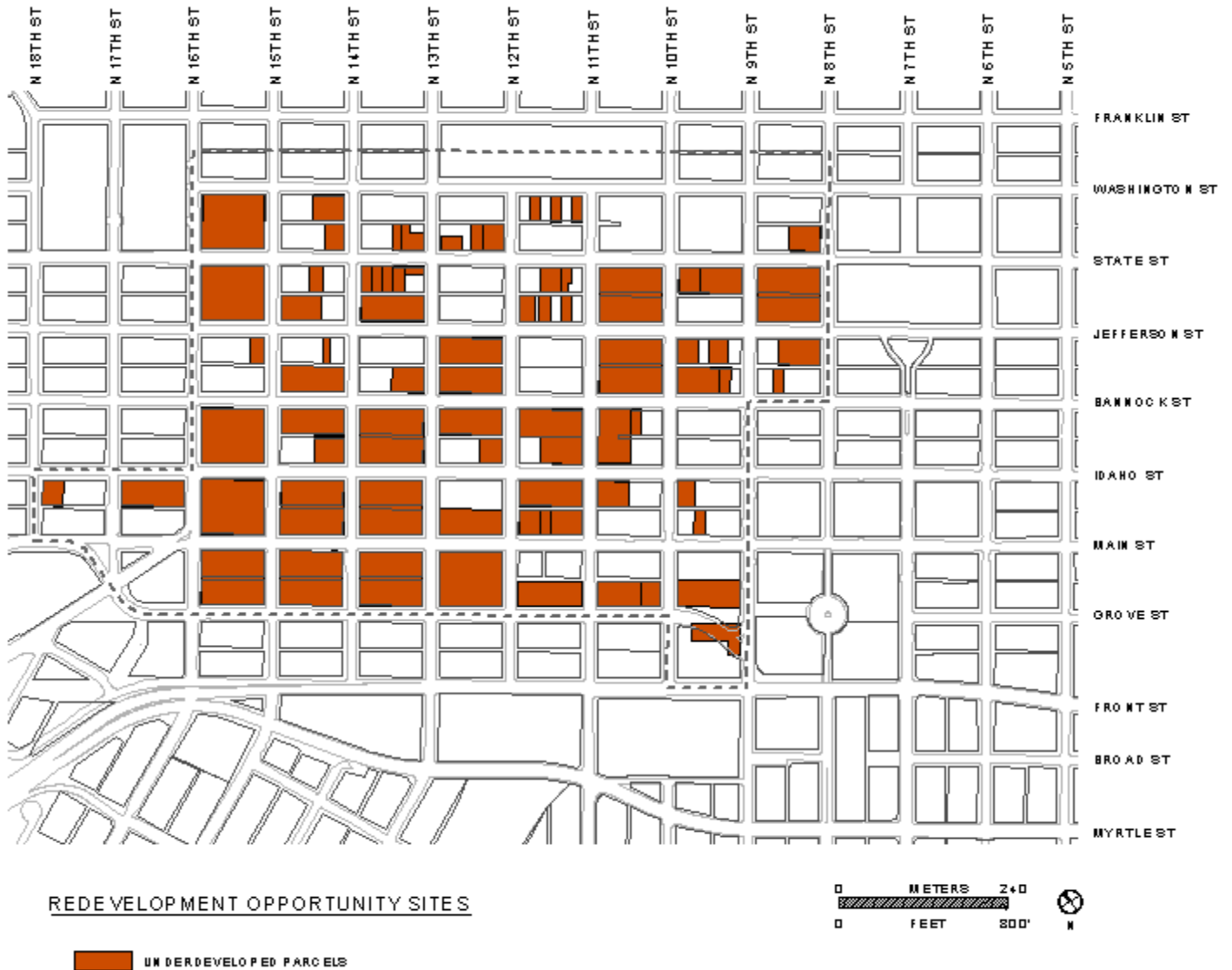
*Boise has a history of successful infill residential development.*



*A partial block opportunity site on Main Street.*

### III. APPENDIX 2

#### Analysis of Existing Conditions



#### Findings:

1. Westside Downtown is dominated by many blocks with buildings of moderate to low investment, and in some cases, buildings are of less assessed value than the land they occupy.
2. Westside Downtown is also dominated by blocks with substantial surface parking at an assessed value much lower than blocks with urban scale development, such as, Boise Cascade or Idaho Power headquarters.
3. Several blocks have infill opportunities where smaller parking lots can be redeveloped with uses that complement adjacent viable uses. Displaced parking would typically be replaced by new shared parking facilities on adjacent parcels or blocks.

### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

## INTRODUCTION

This section considers alternative redevelopment scenarios from four separate market sectors. These “Patterns of Opportunity” are evaluated and their relative merits are compared. Preferred schemes for each market type are overlayed into two composite plans: “Areas of Recommended Use” and “Areas of Flexible Use.”

## RETAIL



*An urban retail street.*

The redevelopment scenarios examine three alternative concepts for expansion of retail as Westside redevelops. The following are assumptions for each:

- The expansion areas shown indicate the generalized extent of retail uses;
- Some blocks within the expansion zone that are completely or largely cleared of buildings are prime sites for national retailers who need larger ground floor areas;
- Some blocks within the expansion zone may be of another primary use but will include ground floor service commercial and small retail uses. Together with the larger floorplate “national” retailers, these form a “retail precinct” within the expanded downtown core.

## CONVENTION / HOTEL / ENTERTAINMENT

Redevelopment scenarios studied minor locational differences in the expansion of hotel and entertainment uses relative to expansion of the Convention Center. The current preferred site for the new center is the superblock between Eleventh, 13<sup>th</sup>, Front, and Myrtle. Hence, most of the potential hotel sites are south of Grove Street and are within the River Street-Myrtle Street Urban Renewal Area (not in Westside). Nonetheless, a convention center expansion with larger events, a major new hotel and related entertainment uses such as restaurants, nightclubs, theaters, etc., would have a significant impact on the vitality of downtown Boise and on new uses in adjacent Westside blocks. Thus they are included here.



*A convention hotel.*



## OFFICE

Downtown Boise's office market remains strong and these redevelopment scenarios look at various strategies for creating additional office development. Currently, major office buildings in downtown are somewhat dispersed due partly to offices not needing the same proximity and critical mass as retail and housing. Boise office buildings tend to cluster around amenities such as landscaped open space or near uses they serve such as government agencies or where they can provide inexpensive surface parking. The generalized expansion zones are intended to show the extent of primary office buildings however many blocks will include other primary uses. One question explored by the three scenarios is whether to contain the extent of office uses and encourage more density or to allow greater outward expansion.



*Boise has a strong downtown office market.*

## HOUSING

Residential development is a critical component to the long range health of the greater downtown area. The housing scenarios explore various ways to establish a critical mass of new housing to reinforce older and more recent housing uses in downtown. Inherent in the expansion zones is the idea that public funding for amenities such as streetscape and open space are critical to attract residential development. This kind of intervention is necessary to change the perception of Westside as a declining, less active district without a clear future.



*As retailing patterns have changed, downtown housing has emerged as a necessary component of a vital city center.*

### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

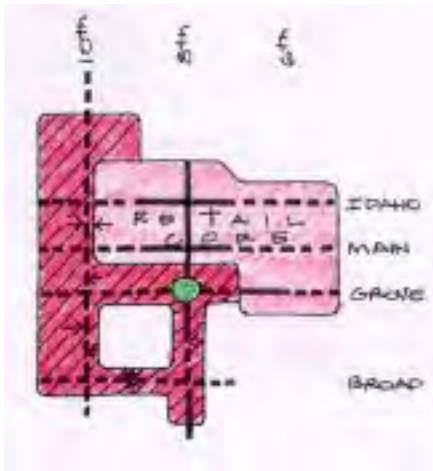
## PATTERNS OF OPPORTUNITY

### RETAIL

#### Concept Diagram 1

Features:

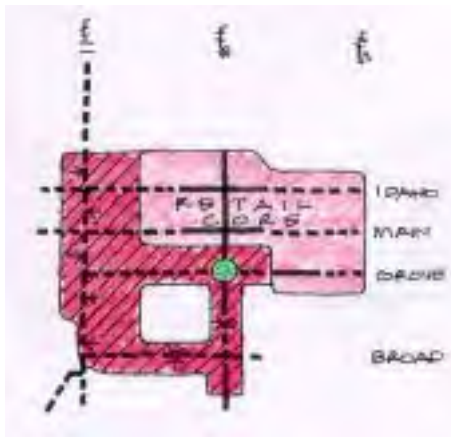
- Adds new retail directly adjacent to existing retail.
- Assumes new larger floor space retailers and entertainment retail associated with convention/hotel/entertainment.
- Emphasizes growth to the south along Eighth and Tenth streets.
- Tenth Street is improved as an important pedestrian/retail street; requires new crossing at Tenth/Front.
- Grove and Broad streets- improved as pedestrian links.



#### Concept Diagram 2

Features:

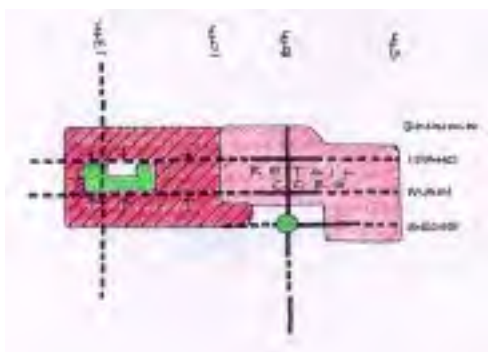
- Same as a., b., and e. as Concept 1 above.
- Emphasizes growth to the west and south along Main/Idaho/8<sup>th</sup> and Eleventh streets.
- Eleventh Street is improved as an important pedestrian/retail street; existing crossing at Eleventh/Front.



#### Concept Diagram 3

Features:

- Adds new retail focused around a new open space at 13<sup>th</sup>.
- Assumes new larger floor space retailers.
- Emphasizes growth along Main/Idaho streets.
- Main and Idaho streets improved as pedestrian links.
- 13th Street improved as an important pedestrian and retail street using the existing crossing at 13<sup>th</sup>/Front.
- New retail too remote from existing retail core?
- Missed opportunity for retail association with convention/hotel?





### III. APPENDIX 3

#### Alternative Redevelopment Scenarios



#### RECOMMENDED USE AREAS - RETAIL



		URBAN MAJOR RETAIL EXISTING PROPOSED
		URBAN STREET FRONT RETAIL EXISTING PROPOSED
		NON-PUBLIC STRUCTURED PARKING EXISTING RECOMMENDED
		PUBLIC STRUCTURED PARKING EXISTING PROPOSED

NOTE:  
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### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

## CONVENTION / HOTEL / ENTERTAINMENT

### Concept Diagram 1

Features:

- Existing hotel/convention/entertainment along Front Street and around the Grove Plaza.
- Adds new hotel/convention/entertainment along Eleventh Street from Main to Myrtle.
- Grove and Broad streets – improved pedestrian links.
- Assumes complementary redevelopment in Ninth/Eleventh/Front/Myrtle superblock.
- Most development is in River Street-Myrtle Street Urban Renewal District.



### Concept Diagram 2

Features:

- Same as a., c., and e. as Concept 1 above.
- Adds new hotel/convention/entertainment along Tenth Street.
- “Bridges” to an expanded Owyhee Hotel on Main Street.
- Tenth Street – improved as pedestrian link; requires new crossing at Tenth/Front.



### Concept Diagram 3

Features:

- Same as a. in Concept 1 above.
- Adds new hotel/convention/entertainment in the Ninth/Eleventh/Front/Myrtle superblock.
- Owyhee Hotel less integrated than concepts 1 and 2.
- Eleventh Street – improved as pedestrian link; requires new crossing at Tenth/Front.
- Broad Street – improved pedestrian link.

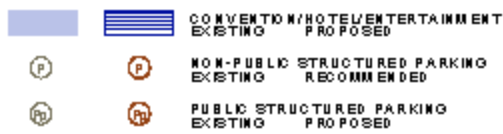


### III. APPENDIX 3

#### Alternative Redevelopment Scenarios



#### RECOMMENDED USE AREAS - CONVENTION/HOTEL/ENTERTAINMENT



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### III. APPENDIX 3

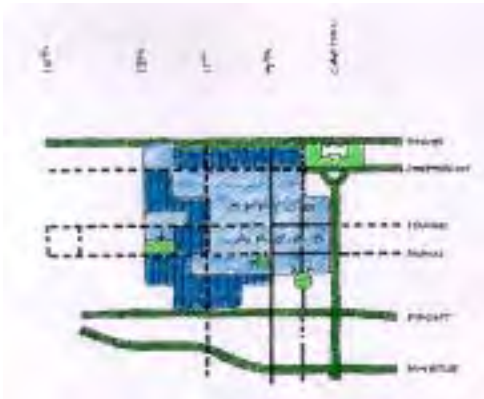
#### Alternative Redevelopment Scenarios

## OFFICE

### Concept Diagram 1

Features:

- Existing office uses are well distributed in core area.
- Some association of office with open space.
- Assumes substantial office growth to the west, south and north of the core.
- New offices along State Street setback from street as improved entry to downtown.
- Adds new open space at Idaho Power as a focus to new development.
- Links office to hotel/convention expansion site.
- 11<sup>th</sup> Street – improved as a N-S link from State Street to River Street.



### Concept Diagram 2

Features:

- Same as a., b., and d. in Concept 1 above.
- Assumes modest office growth to the west and north of the core.
- Adds new open space at Idaho Power and adjacent blocks as a focus to new development.
- 13<sup>th</sup> Street – improved as a N-S link from State Street to River Street.



### Concept Diagram 3

Features:

- Same as a. and b. in Concept 1 above.
- Assumes substantial office growth to the west of the core, focused around new linear park blocks at 14<sup>th</sup>; park blocks shared with other uses.
- 14<sup>th</sup> Street – improved as a N-S link from State Street to Front Street.
- Reinforces improved transit service on Main and Idaho Street.
- Keeps office growth away from State Street and the Near North End.

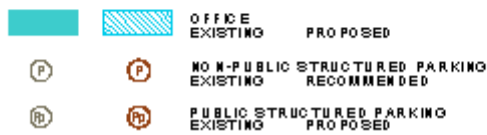


### III. APPENDIX 3

#### Alternative Redevelopment Scenarios



RECOMMENDED USE AREAS - OFFICE



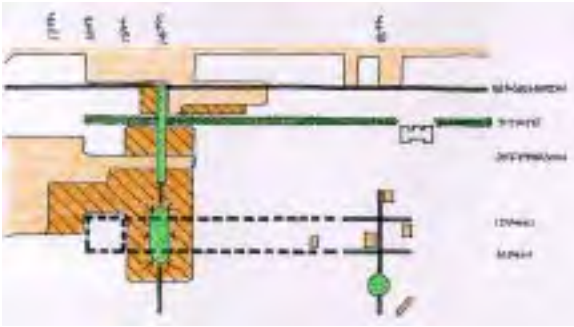
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### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

## HOUSING

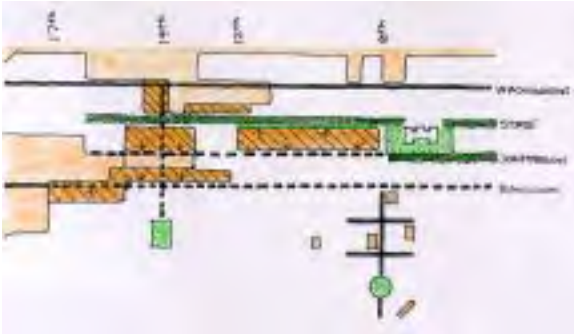
### Concept Diagram 1



Features:

- a. Existing stable residential to the west and north of the core area.
- b. Adds new residential as a “bridge” to existing, focused around major new open space at 14<sup>th</sup>/Main/Idaho.
- c. Washington Street – existing strong pedestrian link.
- d. 14<sup>th</sup> Street – improved as pedestrian link to Front and Washington streets.

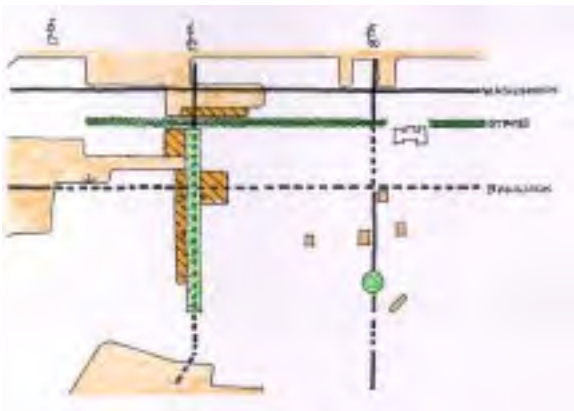
### Concept Diagram 2



Features:

- Same as a. and c. in Concept 1 above.
- e. Adds new residential “seam” to the west as infill, to the north as redevelopment along State Street.
- f. State Street – improved with landscaping and front yard setbacks as enhanced entry to downtown.
- g. 14<sup>th</sup> Street – improved as pedestrian link to Idaho and Washington streets.

### Concept Diagram 3



Features:

- Same as a. and c. in Concept 1 above.
- h. Adds new residential as mixed use with retail and office along 13<sup>th</sup> Street.
- i. 13<sup>th</sup> Street – improved with landscaping and front yard setbacks; links to residential on north and south.
- j. Does this provide residential critical mass?
- k. Is connection to River Street residential too remote?

### III. APPENDIX 3

#### Alternative Redevelopment Scenarios



#### RECOMMENDED USE AREAS - HOUSING



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### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

These diagrams are composites of the four land use types investigated on the preceding pages. They form the basis for the preferred Land Use Framework Plan. Areas of Recommended Use indicate blocks where development of certain primary uses, namely storefront retail and the proposed convention center expansion are important in



PREFERRED LAND USE FRAMEWORK PLAN



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### III. APPENDIX 3

#### Alternative Redevelopment Scenarios

achieving the goals of the overall plan. Areas of Flexible Use indicate blocks where a variety of uses, including mixed uses, would implement the overall plan. The diversity of uses accommodated gives Westside the flexibility to respond to changing market demands at any given point in time.



## AREAS OF FLEXIBLE USE

- |   |   | 0   |   | FEET   |   | 300'     |  | N           |  |
|---|---|---|---|--|---|----------|--|-------------|--|
|  | URBAN MAJOR RETAIL PROPOSED                         |   |   |  |   |          |  |             |  |
|  | URBAN STORE FRONT RETAIL PROPOSED                   |  |  | NON-PUBLIC STRUCTURED PARKING  |   | EXISTING |  | RECOMMENDED |  |
|  | FLEXIBLE USE - OFFICE, HOUSING                      |  |  | PUBLIC STRUCTURED PARKING  |   | EXISTING |  | PROPOSED    |  |
|  | FLEXIBLE USE - OFFICE, MAJOR RETAIL                 | *   |   | PUBLIC USE - POTENTIAL DOWN TOWN POLICE FACILITIES SITE                              |   |          |  |             |  |
|  | FLEXIBLE USE - OFFICE, HOTEL/ENTERTAINMENT          | * *   |   | PUBLIC USE - POTENTIAL INTERMODAL TRANSIT STATION SITE                               |   |          |  |             |  |
|  | FLEXIBLE USE - OFFICE, HOUSING, HOTEL/ENTERTAINMENT |   |   |  | FLEXIBLE USE - OFFICE, RETAIL, HOUSING, HOTEL/ENTERTAINMENT |          |  |             |  |
|  | FLEXIBLE USE - OFFICE, RETAIL, HOUSING              |   |   |  |   |          |  |             |  |

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### **Purpose of the Traffic Analysis**

The purpose of the traffic analysis is:

1. To identify existing traffic related issues that may adversely affect implementation of the preferred development plan,
2. To ensure that the traffic volumes generated by proposed development can be accommodated within the existing roadway system.

The traffic analysis procedure followed several steps:

1. Examine existing traffic volumes and compare the observed numbers to the roadway capacity.
2. Compare the observed traffic numbers to the roadway capacity.
3. Identify any roadway improvements needed to support the existing traffic volumes.
4. Forecast future traffic volumes based on expectations of the market study.
5. Add the projected traffic to the background traffic forecasts developed by the Community Planning Association (COMPASS).
6. Compare the forecast traffic numbers to the roadway capacity.
7. Identify any roadway improvements needed to support achievement of twenty year development as projected in the market study.

## Existing Conditions

Table 1 illustrates the existing traffic volumes on the study area roadways.

Table 1 - Existing and Future Traffic Volumes

Roadway Segment	Existing Conditions		Year 2020 Conditions	
	Daily Volume	Level of Service(3)	Traffic Daily Volume(1)	Level of Service(3)
State Street				
E/O 8 <sup>th</sup> St	7,800	C	23,000	D (2)
E/O 9 <sup>th</sup> St	16,000	C	28,000	E
E/O 13 <sup>th</sup> St	20,000	C	28,000	E
E/O 16 <sup>th</sup> St	26,000	C	35,000	F
Jefferson Street				
E/O 8 <sup>th</sup> St	5,600	C	7,600	C
E/O 13 <sup>th</sup> St	4,700	C	9,700	C
Bannock Street				
E/O 7 <sup>th</sup> St	4,200	C	8,000	C
E/O 13 <sup>th</sup> St	3,200	C	7,000	C
E/O 16 <sup>th</sup> St	2,200	C	6,000	C
Idaho Street				
E/O 10 <sup>th</sup> St	14,000	C	15,000	C
E/O 13 <sup>th</sup> St	8,100	C	22,000	C
E/O 15 <sup>th</sup> St	7,600	C	18,000	C
Main Street				
E/O 7 <sup>th</sup> St	12,800	C	18,000	C
E/O 12 <sup>th</sup> St	10,800	C	27,000	F
E/O 15 <sup>th</sup> St	10,700	C	24,000	E
Front Street				
E/O 7 <sup>th</sup> St	24,300	C	28,000	C
E/O 11 <sup>th</sup> St	25,500	C	29,000	D
E/O 15 <sup>th</sup> St	29,500	C	31,000	E
9 <sup>th</sup> Street				
S/O State St	24,300	C	17,000	C
S/O Main St	25,500	C	21,000	C
S/O Front St	29,500	D	29,000	D
10 <sup>th</sup> Street				
S/O Idaho St	4,400	C	5,000	C
13 <sup>th</sup> Street				
S/O Bannock St	5,200	C	11,000	E
15 <sup>th</sup> Street				
S/O State St	8,200	C	18,000	C
S/O Grove St	8,300	C	18,000	C
16 <sup>th</sup> Street				
S/O Bannock St	11,500	C	23,000	D

Notes: 1. Numbers are based upon the COMPASS 2020 Plan. Some numbers have been modified to reflect the proposed land use concept plan.  
2. This segment of State Street is identified as a potential four-lane roadway in the Capital Improvement Plan (CIP). The level of service is calculated for a four-lane roadway.  
3. Level of Service Planning Guidelines allow Level of Service E conditions on principal arterials. Level of Service D is acceptable on minor arterials and collectors in non-residential areas.

As shown in Table 1, the existing transportation system provides a minimum operating Level of Service D. Level of Service D is adequate peak hour service for minor arterials and collectors in non-residential areas.

### **Future Conditions**

Future traffic volumes (see Table 1) represent the forecast daily traffic volumes and operating conditions for the 2020 Planning Year. The future traffic analysis was developed using the following procedure:

1. Add the projected traffic based on the 20 year market study to the background traffic forecasts developed by the Community Planning Association (COMPASS) for the 2020 Planning Year.
2. Compare the observed traffic numbers to the existing roadway capacity.
3. Identify any roadway improvements needed to support the proposed land use concept plan based on 20 year expectations of development.

As shown in Table 1, the future transportation system generally provides adequate capacity for the forecast traffic volumes. As stated above, Level of Service D is adequate peak hour service for minor arterials and collectors in non-residential areas. Two exceptions are:

- State Street east of 16<sup>th</sup> Street. This segment shows a substandard level of service even without traffic generated by additional Westside development. The Ada County Highway District's (ACHD) Capital Improvement Plan has already identified the future traffic congestion in this area. The addition of the projected Westside traffic volumes does not affect the forecast level of service. ACHD has already programmed a downtown circulation study to help plan mitigation of this condition.

- State Street east of 8<sup>th</sup> Street. This segment shows a substandard level of service even without traffic generated by additional Westside development. The Ada County Highway District's (ACHD) Capital Improvement Plan has already identified this project as a potential four-lane roadway. The addition of the projected Westside traffic volumes does not affect the forecast level of service. ACHD has already programmed a downtown circulation study to help plan to mitigate this condition.

### **Results of the Traffic Analysis**

The traffic analysis indicates that achievement of all new Westside development by 2020 projected in the market study would not exceed the capacity of the downtown roadway system. The two exceptions cited above are the segments of State Street east of Eighth Street and west 15<sup>th</sup> Street. However, these areas of concern are apparent under existing land use plans and the ACHD has already developed a future plan to mitigate those conditions.

None of the other study area roadways is anticipated to exceed the acceptable planning threshold traffic volumes under future conditions. Therefore, there are no traffic constraints that will affect the implementation of the proposed land use planning concept.

Because this planning study is general in nature, site-specific traffic analyses will be needed as major developments are proposed and detailed projects are planned within the project area.

## **RECOMMENDED ZONING AMENDMENTS**

The Westside Downtown Framework Master Plan recommends that certain zoning amendments be adopted in order to create greater consistency between plan proposals and land use and development regulations. Under current zoning regulations, the property within the Westside Downtown district boundary is classified as either C-5DD, C-5D, C-2D or R-3PD. The most significant recommendations for zoning amendments are:

- Creation a new zoning category referred to in this plan as C-5.1D. This zoning district would be substantially the same as C-5D in terms of uses, dimensional standards and development regulations but would include a height limit of approximately 70 feet. The intent is to allow development at urban-level intensity with buildings up to six stories but to also make a transition in building height and mass from the downtown core to the Near North End, North End and Westside neighborhoods surrounding the Westside Downtown District.

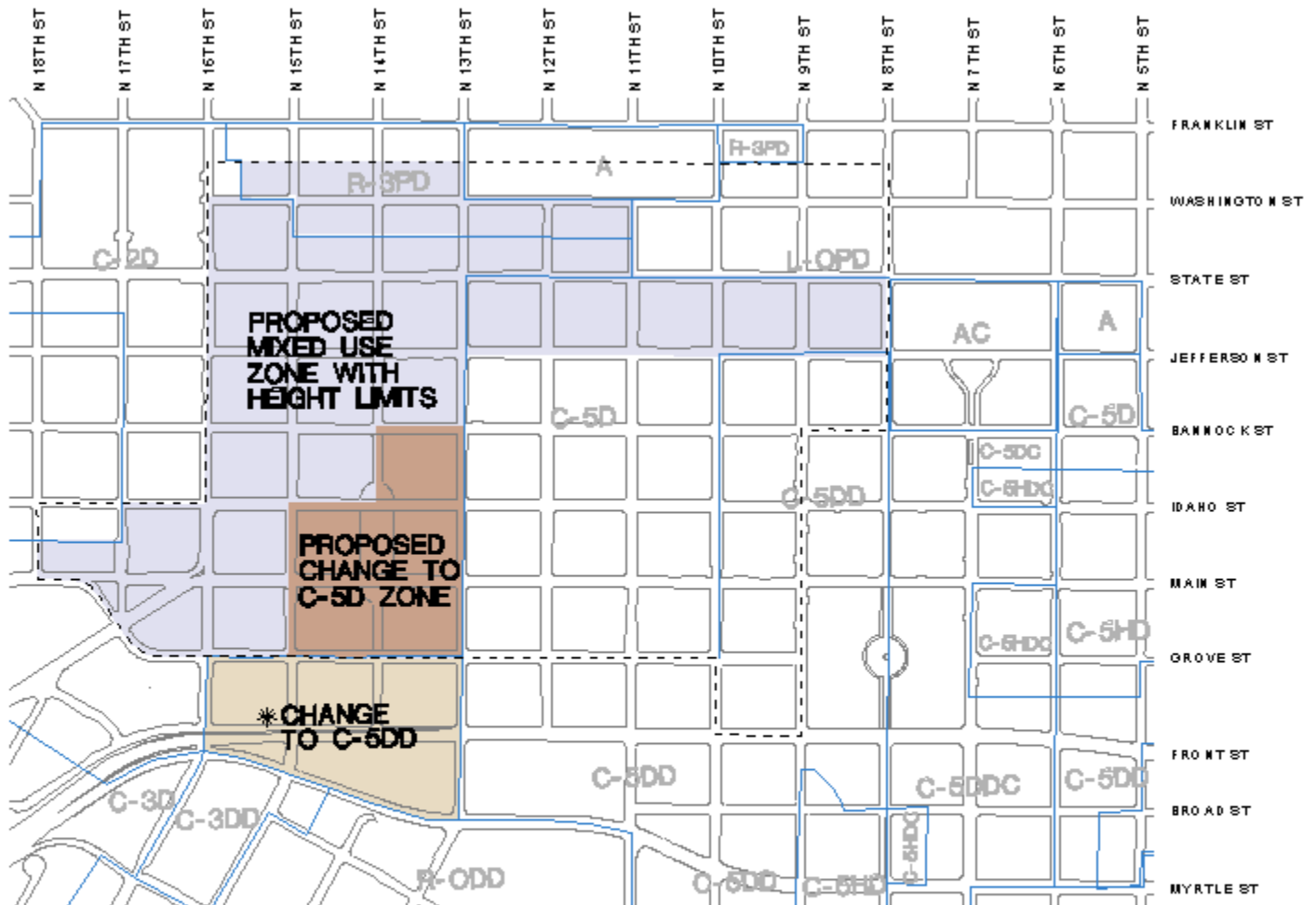
Further limitation on building height and mass may be appropriate in the blocks between 16<sup>th</sup> and 18<sup>th</sup> Streets, between 15<sup>th</sup>/16<sup>th</sup>/Bannock and the alley between Washington & Franklin, and between 13<sup>th</sup> /15<sup>th</sup>/State and the alley, since these blocks are along the outside edge of the district. (The Built Form Framework Plan on p. 29 indicates a recommended building height of 3-4 stories for these blocks.) The rezoning process is the appropriate avenue for analyzing and resolving this issue.

- Reclassification of land now in the C-2D zoning category to C-5.1D with the exception of the three blocks bounded by Bannock, 13<sup>th</sup> Street, Grove Street, and 14<sup>th</sup> Street, and the two blocks bounded by Idaho, 14<sup>th</sup>, Grove, and 15<sup>th</sup> Streets.
- Reclassification of the three blocks bounded by Bannock, 13<sup>th</sup>, Grove and 14<sup>th</sup> Streets, and the two blocks bounded by Idaho, 14<sup>th</sup>, Grove, and 15<sup>th</sup> Streets, from C-2D to C-5D.
- Reclassification of the five blocks bounded by 8<sup>th</sup> Street, 13<sup>th</sup> Street, State Street, and Bannock Street land now C-5D to C-5.1D.
- Reclassification of land now in the R-3PD zoning district to C-5.1D.

The diagram on page 175 illustrates these proposed changes.



### III. APPENDIX 5 Recommended Zoning Amendments



#### RECOMMENDED ZONING AMENDMENTS

- PROPOSED NEW MIXED USE ZONE WITH HEIGHT LIMITS
- PROPOSED CONVERSION FROM C-2DD TO C-5DD
- \* PROPERTIES IN RIVER STREET- MYRTLE STREET URBAN RENEWAL AREA
- PROPOSED CHANGE TO C-5D ZONE

NOTE:  
THIS MAP INCLUDES PLANNING AND DESIGN RECOMMENDATIONS FOR PERIMETER AREAS OUTSIDE THE WESTSIDE DOWNTOWN STUDY AREA BOUNDARIES. THESE AREAS ARE UNDER THE JURISDICTION OF OTHER REGULATORY PLANS. RECOMMENDATIONS SHOWN HERE ARE GENERALLY IN CONFORMANCE WITH THOSE OTHER PLANS AND ARE INDICATED HERE FOR COORDINATION ONLY.

The C-2D zoning category would no longer apply to land within the Westside Downtown area. The main reason for removing this category is to encourage urban-style, pedestrian oriented building and site design rather than suburban-style, auto-oriented site layouts. Principal characteristics of urban-style building and site design include:

- placing buildings at the street edge so they address the sidewalk, and are not separated from the sidewalk by intervening parking lots
- placing active, pedestrian-oriented uses on the first floor
- maintaining human scale on the first and second floors of buildings at the street edge so pedestrians have a comfortable walking environment
- placing parking in parking structures or interior to the site
- achieving a higher level of intensity

Auto service uses could continue if located in urban-style buildings.

The proposal to reclassify the blocks along State Street between 8<sup>th</sup> and 13<sup>th</sup> Streets from C-5D to C-5.1D is to unify the character of State Street by having similar development intensity on both sides of the street and to step down densities from the expanded downtown core.

The proposal to reclassify the three blocks bounded by Bannock, 13<sup>th</sup>, Grove and 14<sup>th</sup> Streets, and the two blocks bounded by Idaho, 14<sup>th</sup>, Grove, and 15<sup>th</sup> Streets, from C-2D to C-5D is to extend the downtown core along Main and Idaho, allow for more intensive development adjacent to the new Convention Center site, and use the new urban open space proposed on 14<sup>th</sup> Street as the transition point. To the north and west of these five blocks, property would be classified as C-5.1D to step down densities and create a suitable transition to adjacent neighborhoods.

## **PUBLIC REVIEW**

### **Community and Property Owner Meetings**

The Westside Downtown Framework Master Plan was developed with the involvement of interested property owners, business owners and residents in the development of the Westside Downtown Master Plan. A series of community meetings were held as the plan was developed. The notification list used for these meetings was derived from the Ada County Assessor's property owner records and supplemented by adding contact information for street-level businesses in Westside. Community meetings were held as follows:

- September 25, 2000 – Initial meeting to acquaint property owners with how urban renewal agencies work, how they are financed and the process for forming urban renewal districts; reasons for evaluating Westside as a potential district were discussed. (22 people attended)
- April 12, 2001 – First community meeting held as part of the master planning process; data collected on existing conditions was presented (14 people attended).
- May 17-18, 2001 – Preview for property owners of development concepts (approximately 14 people attended).
- May 24, 2001 – Community meeting on development concepts (8 people attended)
- July 16-17, 2001 – Open house on the preferred development plan (16 people attended)
- August 30, 2001 – Community meeting on draft master plan (12 people attended)

Meeting minutes for the September, April, and May meetings were sent to the mailing list with the invitation to the next meeting. Approximately 60 people overall participated in these community meetings. In addition to community meetings, meetings were held with individual property owners to obtain input and to identify issues specific to their situation.

**Public Hearings**

On September 10, 2001, the CCDC Board of Commissioners held a public hearing on the Westside Downtown Plan. Revisions were made to the plan, in part, based on testimony received. On October 9, 2001 the CCDC Board continued the public hearing to reviewed the revised plan and obtain additional public testimony.

**(TO BE COMPLETED)**