

Capital City Development Corporation

Central Bench Study Area

Urban Renewal Area Eligibility Report

April 8, 2019

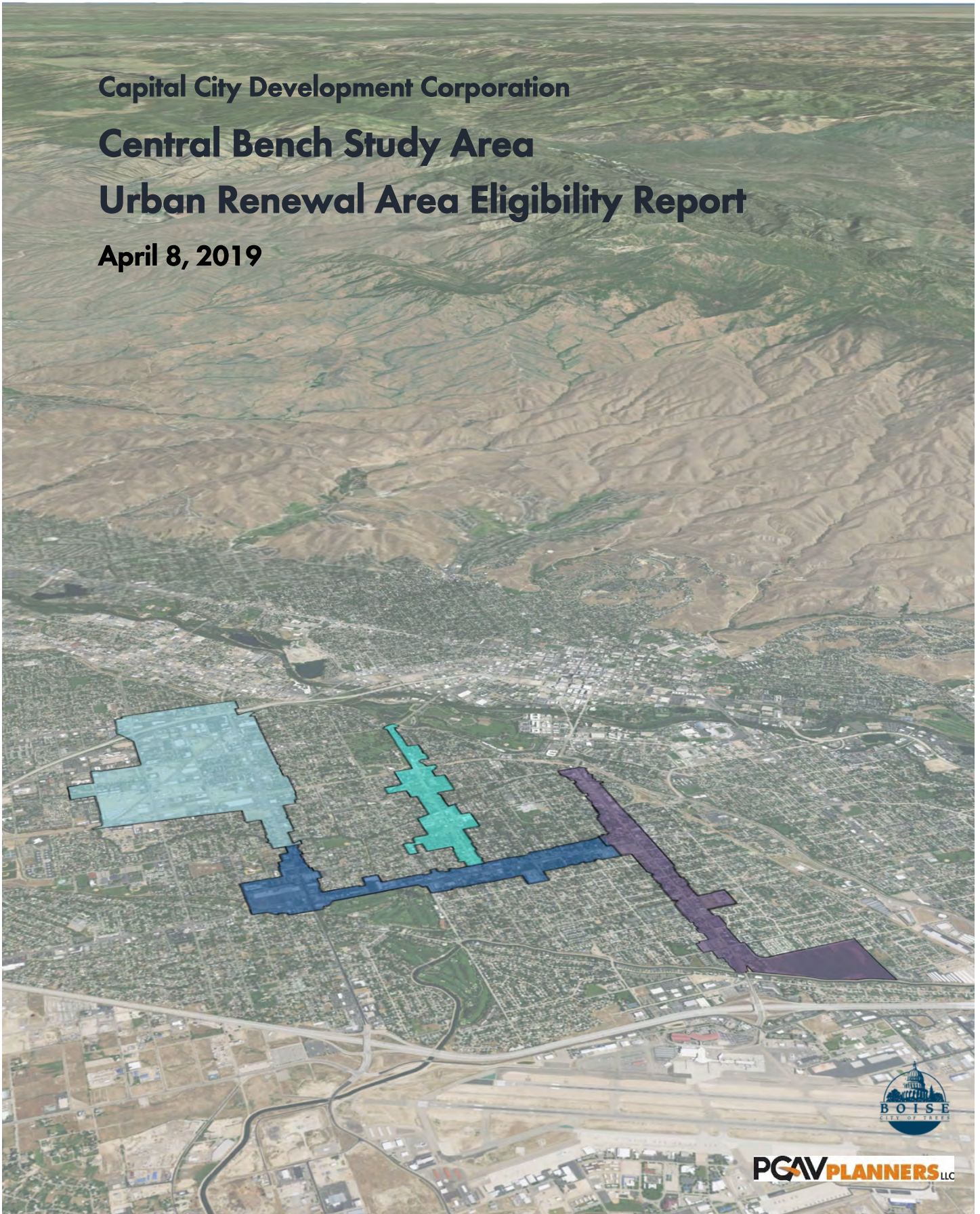


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EXECUTIVE SUMMARY

The purpose of the following report is to document the conditions within the proposed Central Bench Study Area (referred to as the “Study Area” throughout this report), that support its qualification as an “urban renewal area” per the standards established within the Idaho Urban Renewal Law of 1965, Chapter 20, Title 50, Idaho Code, as amended (the “Law”) and the Local Economic Development Act, Chapter 29, Title 50, as amended (the “Act”). This action is taken in reference to Idaho Code Section 50-2008(a), which 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.”

Idaho Code 50-2018 defines an “urban renewal area” as “a deteriorated area or a deteriorating area or a combination thereof which the local governing body designates as appropriate for an urban renewal project.” A “deteriorated area” and “deteriorating area” are defined thusly in Idaho Code 50-2018(8) and 50-2903(8)(a):

An area in which there are a “predominance of buildings or improvements...which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare.”

A “deteriorating area” is defined using the following description found in Idaho Code 50-2903(9) and 50-2903(8)(b):

An area in which “by reason of the presence of a substantial number of deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals or welfare in its present condition and use.”

PGAV Planners LLC (PGAV) was engaged in 2018 by the Capital City Development Corporation (CCDC) to conduct an on-site investigation of the Study Area to make an independent determination of deterioration based on the above criteria. PGAV visited the Study Area in May-June 2018 and February 2019 to document site, improvement, sidewalk, and roadway conditions and to create an inventory of Study Area conditions for analysis.

Based on the results of this analysis, PGAV Planners finds that the Central Bench Study Area meets the criteria of a “deteriorated area” or “deteriorating area” based on six distinct factors that are present within and distributed throughout the Study Area:

1. The presence of a substantial number of deteriorated, deteriorating, or dilapidated structures;
2. Obsolescence;
3. The predominance of defective or inadequate street layout;
4. Faulty lot layout in relation to size, adequacy, accessibility or usefulness;
5. Insanitary or unsafe conditions; and the
6. Deterioration of site or other improvements;

As seen in the following table, these factors are present throughout the Central Bench Study Area.

SUMMARY FINDINGS FOR CENTRAL BENCH STUDY AREA					
	Subarea 1 Tank Farm	Subarea 2 Overland	Subarea 3 Vista	Subarea 4 Latah	Total Study Area
Total Parcels	762	349	360	292	1,763
Structural Factors					
Deteriorated, Deteriorating or Dilapidated Structure	42%	44%	42%	7%	37%
Structural and/or Site Factors					
Obsolescence	35%	23%	29%	21%	29%
Site Factors					
Deteriorated or Deteriorating Site	52%	47%	42%	10%	42%
Insanitary or Unsafe Condition	5%	4%	7%	1%	5%
Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness	7%	3%	3%	8%	6%
Street Layout Factors					
Lacks Sidewalk Access	40%	53%	39%	47%	44%
Deteriorated Roadway Segments	49%	45%	43%	7%	40%
Presence of at least one factor	84%	91%	80%	71%	82%
Presence of multiple factors	57%	57%	55%	20%	50%

PGAV observed that at least one of the six factors are present in 82 percent of the surveyed parcels, and multiple factors were observed in 50 percent of the parcels. As a result of the conditions observed within the Study Area, PGAV Planners concluded that the Study Area meets the qualifications for an “urban renewal area” as stipulated by Idaho Statute, and found evidence that the combination of these factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as required by Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b).

A full report of the qualifying factors present within each subarea, including locations of factors and representative photographs, is found within this report.

INTRODUCTION

STUDY PURPOSE

The purpose of the following report is to document the conditions within the Central Bench Study Area (the “Study Area”) and to provide supporting evidence that it qualifies as an “urban renewal area” per the standards established within the Idaho Code, Title 50, Chapter 20 (Idaho Code 50-2018, “Urban Renewal Law”) and Title 50, Chapter 29 (Idaho Code 50-2903 “Local Economic Development Act”).

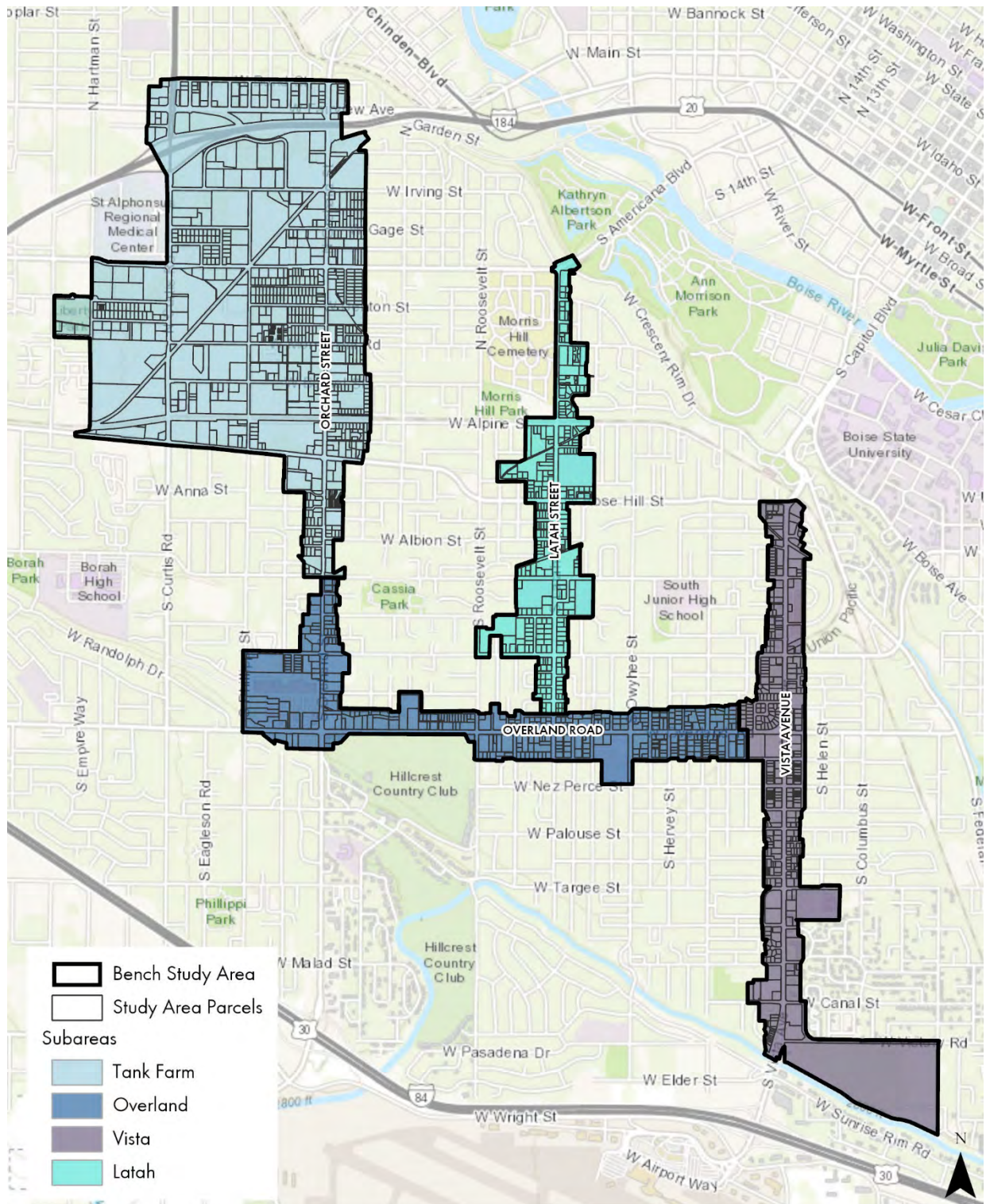
BACKGROUND

The Study Area comprises 1,207 contiguous acres in central Boise and includes 1,763 parcels covering a total of 924 acres, with the remaining 282 acres serving as right-of-way. It is generally bounded by Bond Street to the north, the New York Canal to the south, North Liberty Street to the west, and South Annett Street to the east. It encompasses portions of historic Boise neighborhoods, including Liberty Park, Morris Hill, Central Bench, Depot Bench, and Vista. These neighborhoods south of the Boise River were mostly rural until the 1920s, when paved streets and streetcars improved transportation access to downtown Boise. Most of the Study Area was urbanized from the 1930s to 1960s.

The Study Area is characterized by a mix of land uses. Residential development predominates, with a median home age of 61 years. There are four main commercial corridors located along arterial streets: South Orchard Street, Overland Road, Vista Avenue, and Latah Street. To the north of the Study Area, the Sinclair Tank Farm anchors an area of industrial development concentrated around the Union Pacific rail line and spur. The Study Area houses numerous elementary schools (Whitney, Sacred Heart, Jefferson, Monroe, and Hawthorne) and two public parks, Liberty Park and Franklin Park. A number of irrigation canals cross the Study Area, including the Ridenbaugh Canal, Electric Light Switch Lateral, and North Slough.

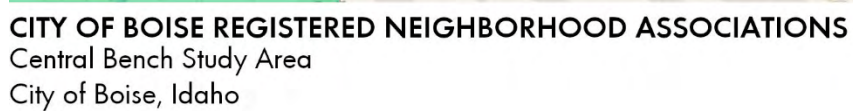
The Study Area is subdivided into four subareas: Tank Farm, Overland, Vista, and Latah. The characteristics of each subarea are listed in the table below. The following page shows a map of the Study Area and four subareas.

	Subarea 1 Tank Farm	Subarea 2 Overland	Subarea 3 Vista	Subarea 4 Latah
Acres	642.9	197.6	227.3	139.4
Number of Parcels	762	349	360	292
General Boundary (N)	W Bond St	W Cassia St	W Rose Hill St	S Americana Blvd
General Boundary (S)	W Cassia St	W Nez Perce St	New York Canal	W Custer Dr
General Boundary (W)	N Liberty St	S Phillippi St	S Wilcomb St	S Roosevelt St
General Boundary (E)	N Harrell St	S Abbs St	S Annett St	W Peg Ln



BENCH STUDY AREA + SUBAREAS
City of Boise, Idaho





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REQUIRED FINDINGS

Definition of Deteriorated Area and Deteriorating Area

The following report is based on the definitions of “urban renewal area,” “deteriorated area,” and “deteriorating area” as presented in Idaho Statute. This definition was used by PGAV to determine whether the Study Area met the qualifications of an “urban renewal area.”

Idaho Code 50-2018(11) defines an “urban renewal area” as “a deteriorated area or a deteriorating area or a combination thereof which the local governing body designates as appropriate for an urban renewal project.” A “deteriorated area” is defined thusly in Idaho Code 50-2018(8) and repeated nearly verbatim in Idaho Code 50-2903(8)(a):

An area in which there are a “predominance of buildings or improvements...which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare.”

“Deteriorated area” is defined in Idaho Code 50-2018(9) and 50-2903(8)(b):

An area in which “by reason of the presence of a substantial number of deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, insanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals or welfare in its present condition and use.”

METHODOLOGY + GLOSSARY OF TERMS

PGAV Planners LLC (PGAV) conducted an on-site inventory of the Study Area in May-June 2018 and February 2019. The survey team visited each of the study area's 1,763 parcels and recorded the condition of the site and any improvements, as well as the condition of right-of-way elements, such as sidewalks, roadways, and railroad corridors. The following criteria were used to decide whether a parcel fit within a particular category:

Deteriorated, Deteriorating, or Dilapidated Structure

A parcel was categorized within this category if it contained one or multiple structures showing evidence of disrepair such as that caused by human activity, negligence, chemical processes such as oxidation, water damage and/or mold, evidence of fire, vandalism, structural defects, or any other process or event leading to visible deterioration of building elements. Only those elements visible from public right-of-way were observable to the survey team.

Obsolescence

A parcel within the Study Area was defined as "obsolete" based on a number of criteria related to the site as well as any structure(s) contained within the site.

Parcels were categorized as obsolete if they contained one or multiple structures that were visibly outdated with regard to meeting current building standards, or those which use building materials and techniques that are no longer widely used due to safety or functional concerns. In many cases, these are regulations and laws that have come into effect following the platting and improvement of the site. Some regulations deal specifically with safety, for example, building, sanitation, and fire codes. Others represent evolutions in laws and standards to increase social inclusion, for example, the Americans with Disabilities Act of 1990.

Parcels were also categorized as obsolete if the site exhibited evidence of functional or economic obsolescence. Functional obsolescence included platting, site configurations, and site uses that have decreased in utility over time due to changes in land use and market demand prompted by the City's growth. *Blueprint Boise*, the City's comprehensive plan, was used to compare each parcel's current land use with the future land use plan for the Central Bench Planning Area. Major categories of nonconformance with the land use plan include low-density, single-family housing within "mixed-use" and "commercial" districts and industrial uses within an area designated as a "community activity center." Businesses utilizing repurposed residential properties were considered obsolete, as were vacant businesses and sites.

Finally, a parcel was categorized as economically obsolete if the assessed value of improvements on the parcel were less than the assessed value of the underlying land. The ratio of land value to improvement value is a metric commonly used in property appraisal. Land value that is greater than the value of site improvements indicates that the parcel is underperforming economically. Common reasons for underperformance include poor building condition and/or a building that is relatively small compared to the size of its parcel.

For the purposes of this analysis, a land value to improvement value ratio of one or greater was considered indicative of parcel underdevelopment. An analysis of all Boise parcels found that, for all parcels with a non-zero assessed land or improvement value (n=77,770), ninety-two percent have a land value to improvement value ratio of less than one, while eight percent have land values that exceed the value of improvements.¹

Deteriorated or Deteriorating Site

A site was categorized as deteriorated or deteriorating if there were visible signs of disrepair or neglect to the parcel's front yard and/or vegetation, trees, landscaping, driveway, entry areas, fencing, backyard or any other non-structural feature observable from public right-of-way.

Insanitary or Unsafe Condition

A site was considered insanitary or unsafe if there were visible conditions that could potentially pose a risk to public health, safety, or welfare, including: evidence of vermin, improperly contained refuse, conditions that could cause a fall or injury, presence of hazardous materials, or any other feature or state which increases the risk of ill health, injury, or mortality to any person within or proximate to the site.

Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness

A parcel exhibited characteristics of faulty lot layout if its size or position was prohibitive to development, if it lacked adequate access to public right-of-way, or if its access precluded the entrance or maneuvering of emergency response vehicles.

¹ Ada County Assessor (2018).

Defective or Inadequate Street Layout

The street layout is considered defective or inadequate if elements of the right-of-way prevented or impeded the safe passage of motorists, bicyclists, pedestrians, or any other road user. Right-of-way is defined as the roadway network, adjacent sidewalks, points of entry and egress (such as driveways and access points) which provide a transitional space between public and private use, as well as other transportation infrastructure such as bike paths and rail corridors. The needs of diverse users were considered, including persons with disabilities or mobility limitations, public transit operators, service and delivery vehicles, and emergency responders. The four main criteria that indicated a defective or inadequate street layout were: 1) lack of adherence to current safety guidelines that reduce the risk of incidents and injuries for roadway users, 2) a lack of through-streets that impede movement or streets which provide inadequate clearance for emergency response vehicles, 3) a lack of pedestrian facilities, and 4) roadway facilities in poor repair.

AGRICULTURAL EXEMPTIONS

As the City contemplates designating the Study Area as a URA, staff should recognize any agricultural parcels located within the Study Area. The inclusion of agricultural parcels in any proposed URA requires the consent of the property's owner. Three agricultural parcels were identified as such using records from the Ada County Assessor. PGAV confirmed the presence of agricultural operations (as defined in Idaho Code, Chapter 45, Title 22) during the on-site parcel inventory, when the presence of crops and livestock were noted. At present, the three agricultural parcels within the Study Area are:

Parcel S1027212500 (having address 2521 West Victory Road) is located at the southern edge of the Area (Vista subarea) and includes, according to the Ada County Assessor, approximately 60 acres of agricultural land.

Parcels R1097505175 and R1097505185 (located at the northeast corner of the intersection of North Liberty Street and West Morris Hill Road, Tank Farm subarea) are two contiguous agricultural parcels that include 1.2 and 1 acre respectively, according to the Ada County Assessor. These parcels are publicly owned by the City of Boise Department of Parks and Recreation.

SUMMARY OF FINDINGS AND RECOMMENDATION

Based on the results of this analysis, PGAV Planners finds that the Study Area meets the criteria of a “deteriorated” or “deteriorating” area based on six distinct factors:

1. The presence of a substantial number of deteriorated, deteriorating, or dilapidated structures;
2. The age and obsolescence of structures;
3. The predominance of defective or inadequate street layout;
4. Faulty lot layout in relation to size, adequacy, accessibility or usefulness;
5. Insanitary or unsafe conditions;
6. Deterioration of site or other improvements;

SUMMARY FINDINGS FOR CENTRAL BENCH STUDY AREA					
	Subarea 1 Tank Farm	Subarea 2 Overland	Subarea 3 Vista	Subarea 4 Latah	Total Study Area
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Street Layout Factors					
Lacks Sidewalk Access	40%	53%	39%	47%	44%
Deteriorated Roadway Segments	49%	45%	43%	7%	40%
Presence of at least one factor	84%	91%	80%	71%	82%
Presence of multiple factors	57%	57%	55%	20%	50%

As a result of the conditions detailed above, PGAV Planners finds sufficient reason to conclude that the combination of these factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as stipulated in Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b). As seen in the map on page 15, these factors are present throughout the Central Bench Study Area.

Structural factors

1. Site deterioration is widespread and predominate throughout the Study Area.

Of the Study Area’s 1,763 parcels, 37 percent (645 parcels) contain structures that are visibly deteriorated, deteriorating, or dilapidated. In general, visible signs of disinvestment indicate some degree of market failure, and constitute a social and economic liability for the City.

2. Economic underperformance within the Study Area is higher than the city average.

Eleven percent of the Study Area’s parcels had a land value that exceeded the parcel’s improvement value in 2018, compared to eight percent throughout the City. An additional ten percent of parcels had an improvement value of zero, indicating parcel vacancy. Economic underperformance constitutes an economic liability for the City.

Structural and site factors

3. There are inconsistencies between current land use and stated planning goals for the subarea.

A comparison of current land use and future land use as recorded in *Blueprint Boise* found that 15 percent of the Study Area’s parcels were incompatible with the City’s stated planning goals. Additionally, the Study Area contains two large sites whose incompatibility with surrounding uses are particularly pronounced. At the Study Area’s northern extent, the large industrial footprint of the tank farm is incompatible with surrounding residential uses and the urbanization that has taken place since its establishment in the 1950s. At the southern extent of the Study Area, a 60-acre undivided agricultural parcel surrounded by urban development represents an obsolete use. These two uses, along with other examples of functional obsolescence, impair the sound growth of the municipality.

Site factors

4. *Site deterioration is widespread and predominate throughout the Study Area.*

Of the subarea's 1,763 parcels, 42 percent (745 parcels) exhibit deteriorated or deteriorating site conditions. In general, visible signs of disinvestment indicate some degree of market failure, and, in the absence of effective interventions, can lead to further disinvestment, thus constituting a social and economic liability for the city.

Defective and inadequate street layout factors

5. *The inadequate provision of pedestrian accommodations in the Study Area is both a social liability and a threat to public health and safety.*

The lack of pedestrian connectivity throughout the Study Area creates situations in which walking is unsafe, and leads to an increased risk of injury for Study Area residents and visitors. There are five elementary schools within the boundaries of the Study Area, and providing safe facilities for walking or bicycling to school is one of the Boise School District's priorities.² It is also a social equity concern, given that low-income populations are more likely to rely on walking as a form of transportation.^{10]} Income data from ESRI showed that the Study Area's 2018 median household income (\$40,400) was lower than that for the City of Boise (\$55,100). Additionally, a lack of adequate sidewalks has a more pronounced effect on the elderly, the disabled, and others with mobility restrictions.

Though many of the Study Area's main commercial streets had sidewalks, in most cases, sidewalks were directly adjacent to the roadway, without the minimal five-foot buffer recommended by the FHWA.³ At many commercial sites within the Study Area, sites were observed to have minimal access restriction and/or pull-in parking lots that expose both motorists and pedestrians to risk of injury.

² Boise School District. (n.d.) *Safe Routes to School*.

³ Federal Highway Administration (2013) *Course on Bicycle and Pedestrian Transportation*



Miles 0 0.25 0.5



TANK FARM SUBAREA

EXISTING CONDITIONS

The Tank Farm subarea (“Tank Farm” or “Subarea”) is generally bounded by West Bond Street to the north, West Cassia Street to the south, North Liberty Street to the west, and North Harrell Street to the east. Tank Farm contains 643 acres, with 150 acres of right-of-way and 493 acres comprising 762 parcels. The Tank Farm subarea contains portions of the neighborhoods of Morris Hill, Liberty Park, Central Rim, and Central Bench.

A summary of the subarea’s land use is given in the table below.

TANK FARM SUBAREA LAND USE		
	Acres	Percent of Total
Single-Family Housing	60	9%
Multi-Family Housing	35	6%
Mixed Use	2	0%
Commercial	212	33%
Industrial	126	20%
Institutional/Public	1	0%
Park, Open Space, or Common Ground	11	2%
Parking	11	2%
Utilities	3	0%
Vacant	29	5%
Other	2	0%
Total Acreage in Parcels	493	77%
Total Right-of-Way Acreage	150	23%
Total Subarea Acreage	643	100%

The Union Pacific rail lines are a significant presence in the Tank Farm subarea, with a spur extending to the northeast from an east-west line to the south of the study area. Industrial uses, namely manufacturing and distribution, are clustered around the spur, most notably the Sinclair and Tesoro tank farms, which house approximately 50 storage tanks within the subarea footprint. Other notable industrial facilities located in proximity to the rail facilities include Stein Distributing, Boise Mobile Equipment, and Peasley Transfer and Storage. Warehouse-style commercial businesses that serve the general public are interspersed with industrial users in this area.

The remainder of the subarea features residential development along secondary streets and retail and service commercial uses along larger arterials, most importantly North Orchard Street, but also along the portions of West Franklin Street and West Fairview Street that fall within the subarea. The subarea's oldest buildings are found along West Gage Street and West Irving Street and date from the 1920s. These are followed by several residential developments to the east and west of the Union-Pacific spur and along North Orchard Street that developed in the 1940s, as well as on some of the blocks to the west of South Orchard Street at the subarea's southern extension. The main era of residential development in the subarea was from 1947 to 1962, and the average age of residential structures is 61 years. Single-family residential housing predominates, but a small number of apartment complexes and other multi-family housing developments can be found throughout the subarea. Commercial spaces along major roads host a variety of chain and independent businesses, with a particular emphasis on small restaurants and retailers within strip-style shopping centers. The majority of commercial structures were built prior to 1980, and the average commercial building is 48 years old. A map of the average structure age by parcel can be found on the following page.

ANALYSIS OF DETERIORATED AND DETERIORATING AREA FACTORS

Structural Factors

The analysis of structural factors within the Tank Farm subarea considered two principal criteria:

- 1) The presence of signs of deterioration and/or dilapidation, and
- 2) Structural obsolescence.

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Tank Farm subarea found that 42 percent of parcels (317 parcels) housed at least one building exhibiting visible signs of **deterioration and/or dilapidation**. Issues observed by PGAV Planners during the inventory included:

- 1) Damage to the exterior of housing and commercial structures resulting from deferred maintenance,
- 2) Deteriorated and dilapidated exterior walls and roofs,
- 3) Broken gutters and downspouts,
- 4) Signs of water damage,
- 5) Broken windows,
- 6) Deteriorated roofing, soffit, and fascia materials, and
- 7) Broken or deteriorated doors.

These observed conditions were found to be meaningfully present and distributed throughout the Tank Farm subarea.



Deterioration and leaching of concrete on West Franklin building due to water.



Deterioration of roof on West Clinton Street.

Further, 270 parcels, or 35 percent of parcels, met exhibited structural, functional, or economic **obsolescence**. Deteriorated, deteriorating, dilapidated, and obsolete structures are found throughout the subarea, as documented on the map on the following pages, and visual examples of structural deterioration, dilapidation, and structural obsolescence are given here and on the following pages.



Rusting metal exterior on North Stanley Street



Structural deterioration at any entryway on West Corporal Lane



Deteriorated building exterior on Stanley Street



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Deterioration to exterior and parking lot on North Orchard Street



Rusting corrugated metal exterior and overgrown vegetation along North Curtis Road



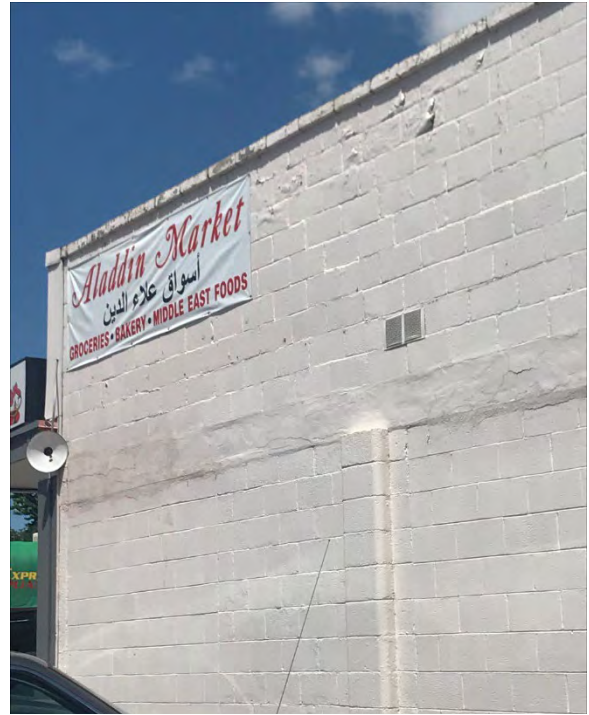
Signs of neglect and vandalism on West Emerald Street.



Deteriorating building exterior on West Morris Hill



Damage to wall on West Franklin Road



Evidence of water damage along roofline along North Orchard Street



Dilapidated exterior on North Orchard Street



Deteriorating exterior, doorway, and boarded-up windows on West Fairview Avenue.

Site Factors

The analysis of site factors within the Tank Farm subarea considered three principal factors:

- 1) Deterioration
- 2) Insanitary or unsafe conditions, and
- 3) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Tank Farm subarea found that 52 percent of parcels (399 parcels) were found to exhibit deteriorated or deteriorating conditions. Common issues with site deterioration within the Tank Farm subarea included cracked or potholed driveways, gutters, parking lots, and parking areas, overgrown vegetation, absence of vegetation leading to issues with dust, mud, standing water and erosion, and unsightly storage of objects on site, such as scrap automobiles and scrap metal.

Specific issues related to insanitary or unsafe conditions at the site level were more limited, with five percent (41 parcels) flagged with this condition. These conditions include:

- 1) Overgrowth of weeds, and
- 2) Storage of trash, refuse, broken mechanical equipment on residential property and in the open.

These factors were observed to be distributed throughout the Tank Farm subarea. These conditions also violate Section 8-08-01 Sanitary Regulations; Nuisances of the Boise Municipal Code.



Entrance along West Gage Street showing inadequate drainage, cracked and deteriorated pavement, overgrowth of vegetation, and fence in disrepair.



Site deterioration and insanitary conditions, with a deteriorating truck creating potential ground contamination on West Clinton Street



Heaped scrap metal and industrial materials on West Gage Street

In addition to site-specific unsafe conditions, the proximity of industrial development to residential housing gives rise to unsafe conditions throughout the subarea. The presence of active industrial uses generates pollutants with known adverse effects on human health, as well as increases risk of chemical exposure or injury in the case of an accident. For these reasons, a number of the subarea's residential parcels could be considered unsafe by reason of ongoing elevated exposure to risks related to industrial activity.

Faulty lot layout was also observed at 53 parcels, or 7 percent of surveyed parcels. The most commonly observed issues pertaining to this category include:

- 1) Parcels too small to support development without additional parcel assembly, and
- 2) Parcels whose platting or configuration in relation to other parcels or the roadway network hinders their development.

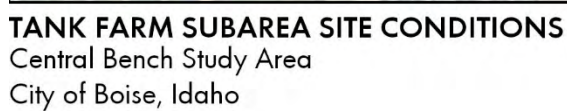
Representative photos of qualifying site conditions, as well as a map of locations where these conditions were observed, are found on this and the following pages.



Site deterioration and erosion on North Phillippi Street



Extensively cracked parking lot on North Orchard Street





Site deterioration on North Orchard Street



Site deterioration on North Curtis Road



Deterioration of parking lot on West Franklin



Site deterioration and overgrown vegetation on West Richardson Street

Street Layout Factors

A review of street layout conditions takes into consideration the following factors:

- 1) The condition of the subarea's transportation infrastructure, including roadways, sidewalks, and railroad right-of-way,
- 2) Adequate facilities for safe pedestrian movement and circulation,
- 3) Missing or impeded connections due to barriers, inadequate provision of through streets,
- 4) Deterioration of the right-of-way,
- 5) Network connectivity, and
- 6) Issues pertaining to the safe transit of pedestrians and motorists.

The issues observed in the Tank Farm subarea include the following:

- 1) A predominance of residential streets that lack sidewalks, which forces pedestrians to make their way on foot in the roadway with traffic or to walk along the shoulder of the roadway. Of the 349 parcels in the subarea, 40 percent (306 parcels) lack sidewalk access.
- 2) Of those parcels adjacent to sidewalk infrastructure, in some cases, the sidewalk was deteriorated or uneven.
- 3) Sidewalks do not conform with current pedestrian safety recommendations. For example, the Federal Highway Administration recommends a minimum buffer width of five feet between the



Dead end sign on Corporal Street, at the intersection of Corporal Street and North Stanley Street, facing north. Lack of street connectivity leads to inadequacies in the transportation network. Also visible in the photo is a lack of sidewalks on both streets, forcing pedestrians to walk in the street.



Rail cars along West Franklin. The Union Pacific rail lines interrupt the street network throughout the subarea and impede through traffic.

- roadway and the sidewalk space for the safety of motorists and pedestrians.⁴
- 4) Lack of access management to commercial parcels, with wide turn-ins, numerous driveways, pull-in parking, and other features which increase the risk of injury to pedestrians and motorists.⁵

These issues are of particular concern for disabled travelers and older adults.

The map on page 31 shows parcels that lack sidewalks and deteriorated roadway segments. These conditions were meaningfully present and distributed throughout the Tank Farm subarea.



Dirt roads on the periphery of Liberty Park that deteriorate when it rains.



North Orchard Street looking south from near Fairmont Street. Visible in the foreground is the parking lot entrance of 601-615 North Orchard Street. This parcel and the parcel across the street at 602-620 North Orchard Street utilize pull-in angled parking, which is unsafe for motorists and pedestrians, especially along major streets such as North Orchard.

⁴ Federal Highway Administration (2013) *Course on Bicycle and Pedestrian Transportation*

⁵ Federal Highway Administration (2010) *Access Management in the Vicinity of Intersections*.



Lack of access management on North Orchard Street. Managed access points, such as right-turn driveways, encourages drivers to slow down to enter the parking lot, and makes the road safer and more comfortable for pedestrians.



Parking lot entrances along North Orchard Street are overly wide, which can endanger pedestrians



Site deterioration on West Denton Street on the northern edge of Liberty Park.



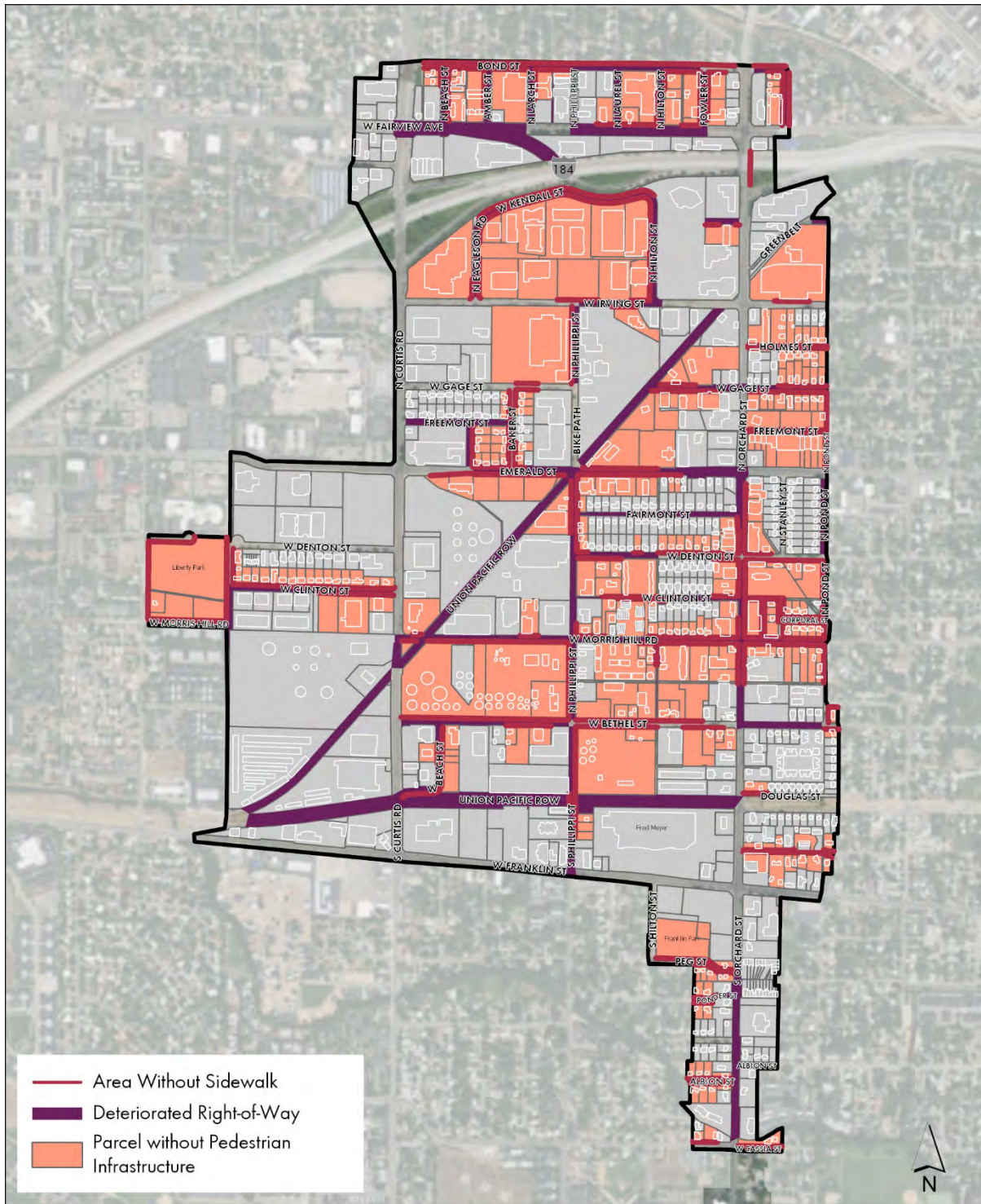
Deterioration of right-of-way at railroad tracks along West Emerald Street



Deterioration of roadway on West Albion Street, with deteriorated asphalt and lack of drainage system. The lack of sidewalks also creates unsafe conditions for pedestrians.



Deteriorated right-of-way and lack of sidewalks on West Bond Street between North Phillippi Street and North Laurel Street



TANK FARM SUBAREA RIGHT-OF-WAY CONDITIONS
Central Bench Study Area
City of Boise, Idaho

SUMMARY OF FINDINGS AND CONCLUSION

The following table summarizes the observations made by PGAV Planners during their inventory of the Tank Farm subarea.

TANK FARM SUBAREA SUMMARY FINDINGS		
	Number of Parcels	Percent of Total
Total Parcels	762	
Structural Factors		
Deteriorated, Deteriorating or Dilapidated Structure	317	42%
Obsolescence	270	35%
Site Factors		
Deteriorated or Deteriorating Site	399	52%
Insanitary or Unsafe Condition	41	5%
Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness	53	7%
Street Layout Factors		
Lacks Sidewalk Access	306	40%
Deteriorated Roadway Segments		49%
Presence of at least one factor	641	84%
Presence of multiple factors	435	57%

As a result of the conditions detailed above, PGAV Planners finds sufficient reason to conclude that the combination of these factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as stipulated in Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b). As seen in the map on page 35, these factors are present throughout the Tank Farm subarea.

In the case of the Tank Farm subarea, the strongest arguments for urban renewal assistance are the following:

Structural factors

1. *Site deterioration is widespread and predominate throughout the subarea.*

Of the subarea's 762 parcels, 42 percent (317 parcels) contain structures that are visibly deteriorated, deteriorating, or dilapidated. In general, visible signs of disinvestment indicate some degree of market failure, and constitute a social and economic liability for the City.

2. *Economic underperformance within the subarea is higher than the city average.*

Fifteen percent of the subarea's parcels had a land value that exceeded the parcel's improvement value in 2018, compared to eight percent throughout the City. An additional ten percent of parcels had an improvement value of zero, indicating parcel vacancy. Economic underperformance constitutes an economic liability for the City.

Structural and site factors

3. *There are inconsistencies between current land use and stated planning goals for the subarea.*

A comparison of current land use and future land use as recorded in *Blueprint Boise* found that 16 percent of the subarea's parcels were incompatible with the City's stated planning goals. Therefore, these uses would be considered obsolete and impair the sound growth of the municipality. The tank farm in particular has been recognized as incongruous with the surrounding urbanized areas and is the subject of a proposal for its relocation.

Site factors

4. *Site deterioration is widespread and predominate throughout the subarea.*

Of the subarea's 762 parcels, 52 percent (399 parcels) exhibit deteriorated or deteriorating site conditions. In general, visible signs of disinvestment indicate some degree of market failure, and, in the absence of effective interventions, can lead to further disinvestment, thus constituting a social and economic liability for the city.

5. *The presence of industrial use in close proximity to housing in the Tank Farm subarea poses a serious threat to public health, safety, and welfare.*

The pattern of development of the Tank Farm subarea in the mid-20th century created a situation where light and heavy industrial use developed in close proximity to residential neighborhoods. Research is increasingly showing that exposure to industrial pollutants has long-term consequences for human health, including increasing the risk of developmental disabilities, cancer, asthma, and cardiac disease.^{6,7} Apart from pollutants produced during industrial processes and fuel storage, truck traffic traveling to and from the Tank Farm area generates diesel exhaust that has also been shown to increase the risk of respiratory diseases and lung cancer.⁸ Finally, the possibility of accidents exposes nearby residents to an unnecessarily elevated risk of injury or illness.

Defective and inadequate street layout factors

6. *The inadequate provision of pedestrian accommodations in the Tank Farm subarea is both a social liability and a threat to public health and safety.*

The lack of pedestrian connectivity throughout the subarea creates a situation in which walking is inconvenient and unsafe, and leads to an increased risk of injury for subarea residents and visitors. It is also a social equity concern, given that low-income populations are more likely to rely on walking as a form of transportation.⁹ Income data from ESRI showed that the Study Area's 2018 median household income (\$35,900) was lower than that for the City of Boise (\$55,100). Along North Orchard Street, some sites have minimal access restriction and/or pull-in parking lots that expose both motorists and pedestrians to risk of injury.

⁶ Bauleo L, Bucci S, Antonucci C, et al. (2019). Long-Term Exposure to Air Pollutants from Multiple Sources and Mortality in an Industrial Area: A Cohort Study *Occup Environ Med*.

⁷ Bergstra, A., Brunekreef, B., and Burdof, A. (2018). The Effect of Industry-Related Air Pollution on Lung Function and Respiratory Symptoms in School Children. *Environmental Health*.

⁸ U.S. Department of Labor Occupational Safety and Health Administration (2019). Safety and Health Topics: Diesel Exhaust.

⁹ Murakami, E. and Young, J. (1997) Daily Travel by Persons with Low Income.



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OVERLAND SUBAREA

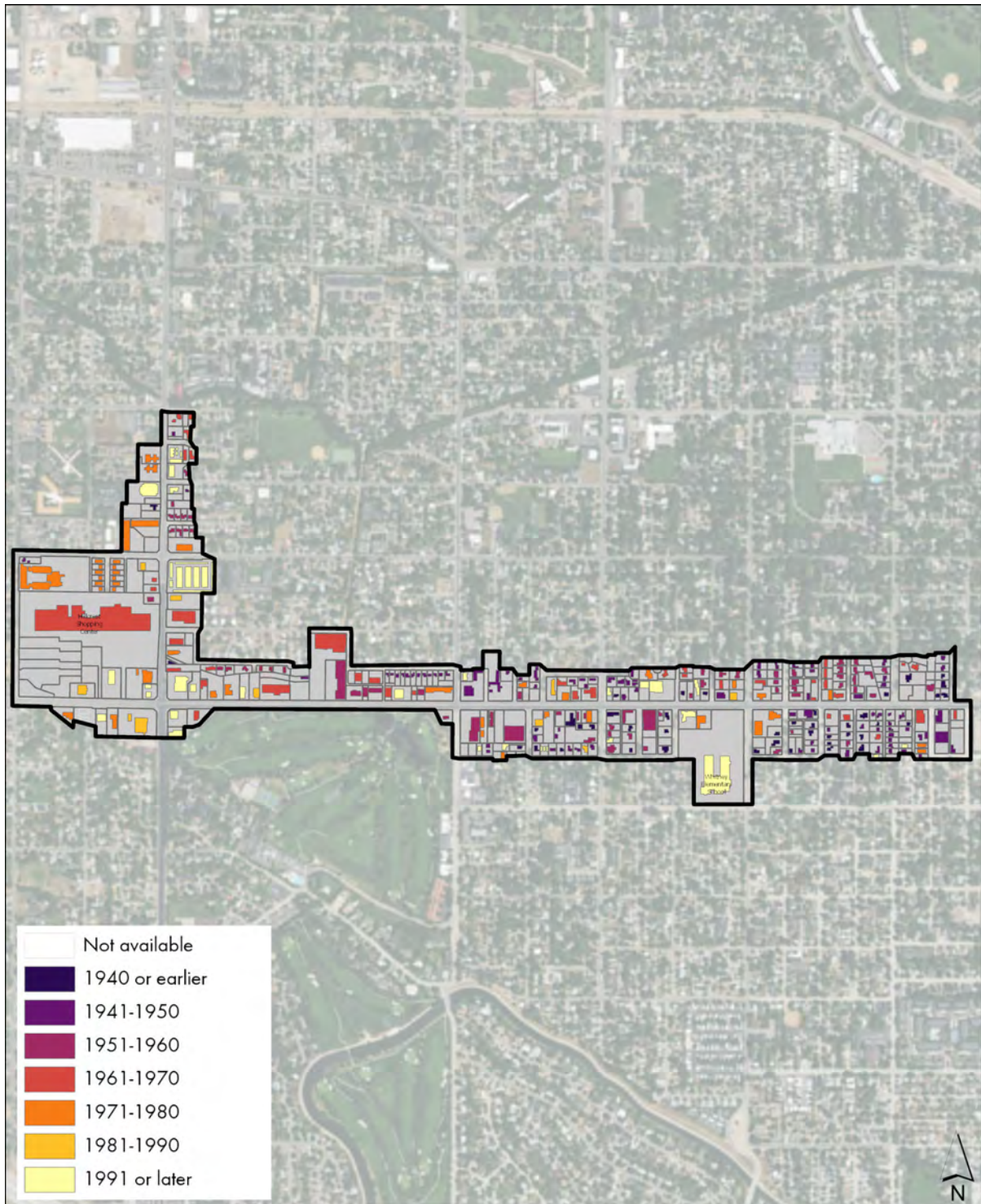
EXISTING CONDITIONS

The Overland subarea is generally bounded by West Cassia Street to the north, West Nez Perce Street to the south, South Phillippi Street to the west, and South Abbs Street to the east. The subarea measures 198 acres, with 151 acres contained within 349 parcels and 46 acres of right-of-way. The Overland subarea contains portions of the neighborhoods of Central Bench, Hillcrest, Depot Bench, and Vista.

The Overland subarea is L-shaped, centered around two commercial corridors, South Orchard Street and West Overland Road. Of the four subareas, Overland has the greatest proportion of commercial uses, with 77 acres (39 percent of total land area) housing diverse retail, restaurant, and service commercial tenants. The largest activity centers in the Overland subarea are the 250,000 square foot Hillcrest Shopping Center, anchored by an Albertson's, and Whitney Elementary School, which serves a student population of 580 children.

The Overland subarea also contains residential parcels located along side streets. The majority of residential parcels contain single family housing generally dating from 1940 to 1962, with an average construction year of 1954. Heatherwood Senior Living is the largest residential building in the subarea, with 110 age-restricted units in a two-story building at the subarea's western boundary.

OVERLAND SUBAREA LAND USE		
	Acres	Percent of Total
Single-Family Housing	33	17%
Multi-Family Housing	12	6%
Mixed Use	1	0%
Commercial	77	39%
Industrial	2	1%
Institutional/Public	13	6%
Park, Open Space, or Common Ground	0	0%
Parking	6	3%
Utilities	1	0%
Vacant	6	3%
Other	0	0%
Total Acreage in Parcels	151	76%
Total Right-of-Way Acreage	46	24%
Total Subarea Acreage	198	100%



OVERLAND SUBAREA BUILDING CONSTRUCTION YEAR
Central Bench Study Area
City of Boise, Idaho

Source: Ada County Assessor
**Reflects average construction year of all buildings on parcel

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ANALYSIS OF DETERIORATED AND DETERIORATING AREA FACTORS

Structural Factors

The analysis of structural conditions within the Overland subarea considered two principal factors:

- 1) The presence of deterioration and/or dilapidation, and
- 2) Obsolescence.

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on page 8-10.

An inventory of the Overland subarea found that 44 percent of parcels (155 parcels) housed at least one building exhibiting visible signs of **deterioration and/or dilapidation**. Issues observed by PGAV Planners during the inventory included:

- 1) Damage to housing and commercial structures resulting from deferred maintenance,
- 2) Deteriorated and dilapidated exterior walls and roofs,
- 3) Broken gutters and downspouts,
- 4) Signs of water damage,
- 5) Broken windows,
- 6) Broken and deteriorated fencing,
- 7) Deteriorated roofing, soffit, and fascia materials, and
- 8) Broken or deteriorated doors and garage doors.



Dilapidated exterior building condition and evidence of obsolescence (residential building used as business) on West Overland Road



Deteriorated building and site on West Overland Road



Wood frame deteriorated apartment building on South Security Lane.

Structural and site **obsolescence** are present throughout the Overland subarea. Particular concerns regarding obsolescence in the subarea include:

- 1) Visible signs of aging and lack of upkeep on structures through the subarea
- 2) Older homes repurposed as commercial space
- 3) Numerous vacant commercial parcels along West Overland Road, indicating a mismatch between market demand and supply
- 4) Wood frame multi-family apartment buildings that lack sprinklers, which is outdated with regard to current fire code and poses a safety hazard to residents
- 5) Multi-family buildings and commercial facilities built prior to 1990 that lack facilities for disabled tenants and customers

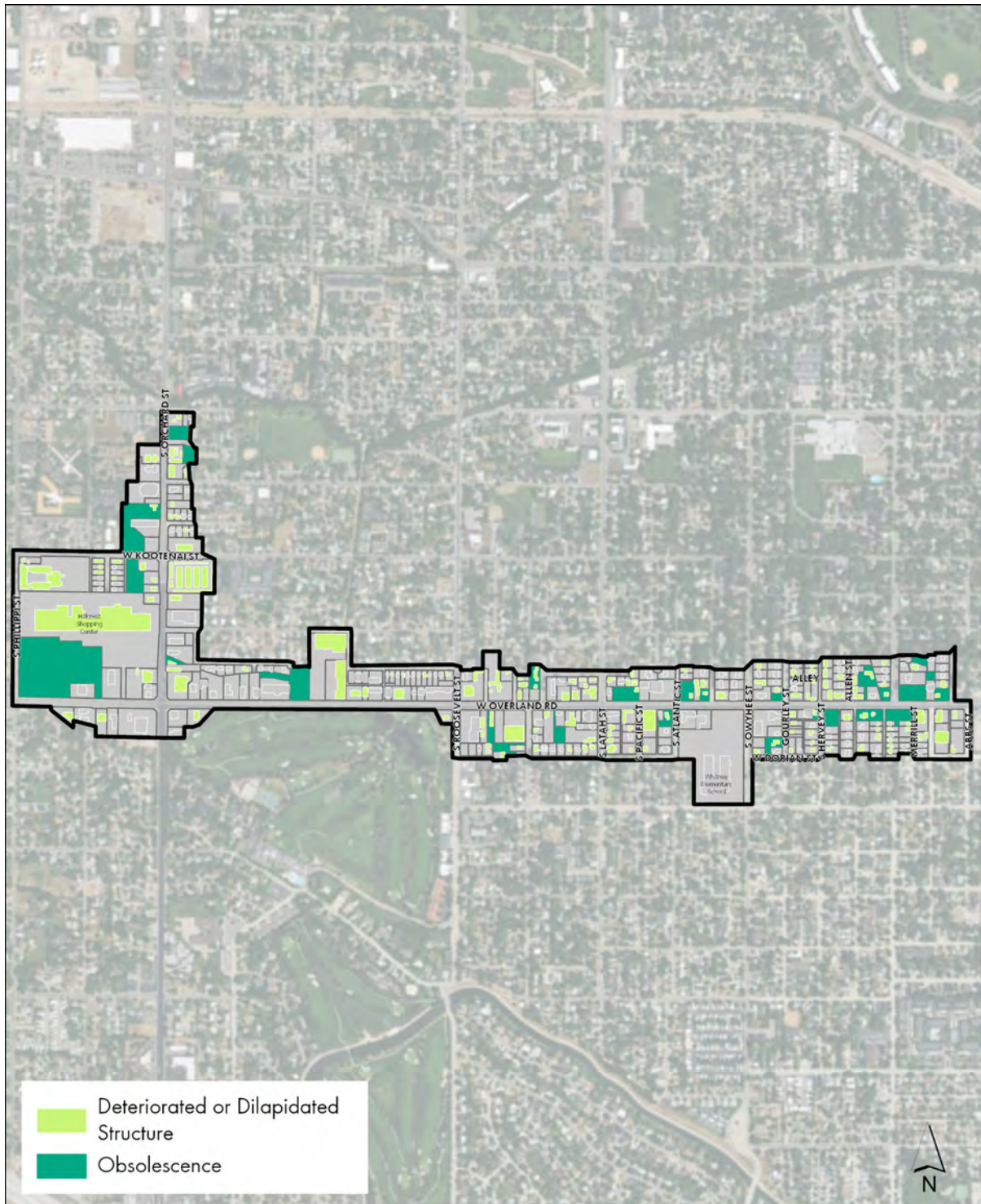
These observed conditions were found to be meaningfully present and distributed throughout the Overland subarea, as shown on the map on the following page.



Vacant and obsolete brick and cement block structure with deteriorated site conditions on West Overland Road.



Deterioration of cement block building on West Overland Road



OVERLAND SUBAREA STRUCTURAL CONDITIONS
Central Bench Study Area
City of Boise, Idaho

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Structural and site deterioration, and overgrown vegetation on West Marvin Street



Deteriorating building exterior on West Overland Road



Moisture damage to a building exterior on West Overland Road



Vacant and obsolete cement block commercial building on South Orchard Street



Deteriorating building on South Orchard Street

Site Factors

The analysis of site factors within the Overland subarea considered three principal factors:

- 1) Deterioration
- 2) Insanitary or unsafe conditions, and
- 3) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Overland subarea found that 47 percent of parcels (165 parcels) were found to exhibit deteriorated or deteriorating conditions. Common issues with site deterioration within the Overland subarea included cracked or potholed driveways, parking lots, and parking areas, overgrown vegetation, absence of vegetation leading to issues with dust, mud, standing water and erosion, and unsightly storage of objects on site, such as scrap automobiles and scrap metal.

Specific issues related to insanitary or unsafe conditions at the site level were more limited, with 4 percent (15 parcels) flagged with this condition. These conditions include:

- 1) Overgrowth of weeds, and
- 2) Storage of trash, refuse, broken mechanical equipment on residential property and in the open.
- 3) Injury hazard from uneven or deteriorated surfaces
- 4) Inadequate stormwater drainage, leading to standing water, which can breed mosquitos



Cracked and deteriorated parking lot on West Overland Road



Signs of site neglect along West Overland Road

- 5) Unguarded or unscreened entrances to canals, which can pose a hazard, especially to young children.¹⁰

These factors were observed to be distributed throughout the Overland subarea. These conditions also violate Section 8-08-01 Sanitary Regulations; Nuisances of the Boise Municipal Code. Representative photos of qualifying site conditions, as well as a map of locations where these conditions were observed, are found on this and the following pages.



Cracked and patched parking lot on West Overland Road



Deteriorated parking lot along West Overland Road

¹⁰ Brown, R. (2015). "Officials warn of drowning hazards in irrigation canals." *Idaho Press*. July 21, 2015



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Deterioration of parking lot on West Overland Road



Deteriorated parking lot along West Overland Road



Unguarded or unscreened canals pose a hazard, especially for young children, along West Martin Street



Debris and materials along South Orchard

Street Layout Factors

A review of street layout conditions takes into consideration the following factors:

- 1) The condition of the subarea's transportation infrastructure, including roadways, sidewalks, and railroad right-of-way,
- 2) Adequate facilities for safe pedestrian movement and circulation,
- 3) Missing or impeded connections due to barriers, inadequate provision of through streets,
- 4) Deterioration of the right-of-way,
- 5) Network connectivity, and
- 6) Issues pertaining to the safe transit of pedestrians and motorists.

The issues observed in the Overland subarea include the following:

- 1) A predominance of residential streets that extend north and south from Overland lack sidewalks, which forces pedestrians to make their way on foot in the roadway with traffic or to walk along the shoulder of the roadway. Of the 349 parcels in the subarea, 53 percent (186 parcels) lack sidewalk access.
- 2) Of those parcels with access to sidewalk infrastructure, in some cases, the sidewalk was deteriorated or uneven, creating a hazard, and creating a barrier for pedestrians with mobility limitations.
- 3) Sidewalks do not conform with current pedestrian safety recommendations. For example, the Federal Highway Administration recommends a minimum buffer width of five feet between the



Deteriorated right-of-way and site on West Marvin Street



Deteriorated sidewalks along West Overland Street between South Cleveland Street and South Latah Street

roadway and the sidewalk space for the safety of motorists and pedestrians.¹¹ Along Overland Street and South Latah Street, the sidewalk is directly adjacent to the roadway, with no buffer provided. This condition affects 100 percent of the parcels along Overland Street and creates an inhospitable and unsafe environment for walking.

- 4) Lack of access management for commercial parcels, with wide turn-ins, numerous driveways, pull-in parking, and other features which increase the risk of injury to pedestrians and motorists over sites with controlled access points.¹²

While these issues affect all pedestrians, they are of particular concern for disabled travelers and older adults.

The map on the following page shows parcels that lack sidewalks and deteriorated roadway segments. These conditions are meaningfully present and distributed throughout the Overland subarea.



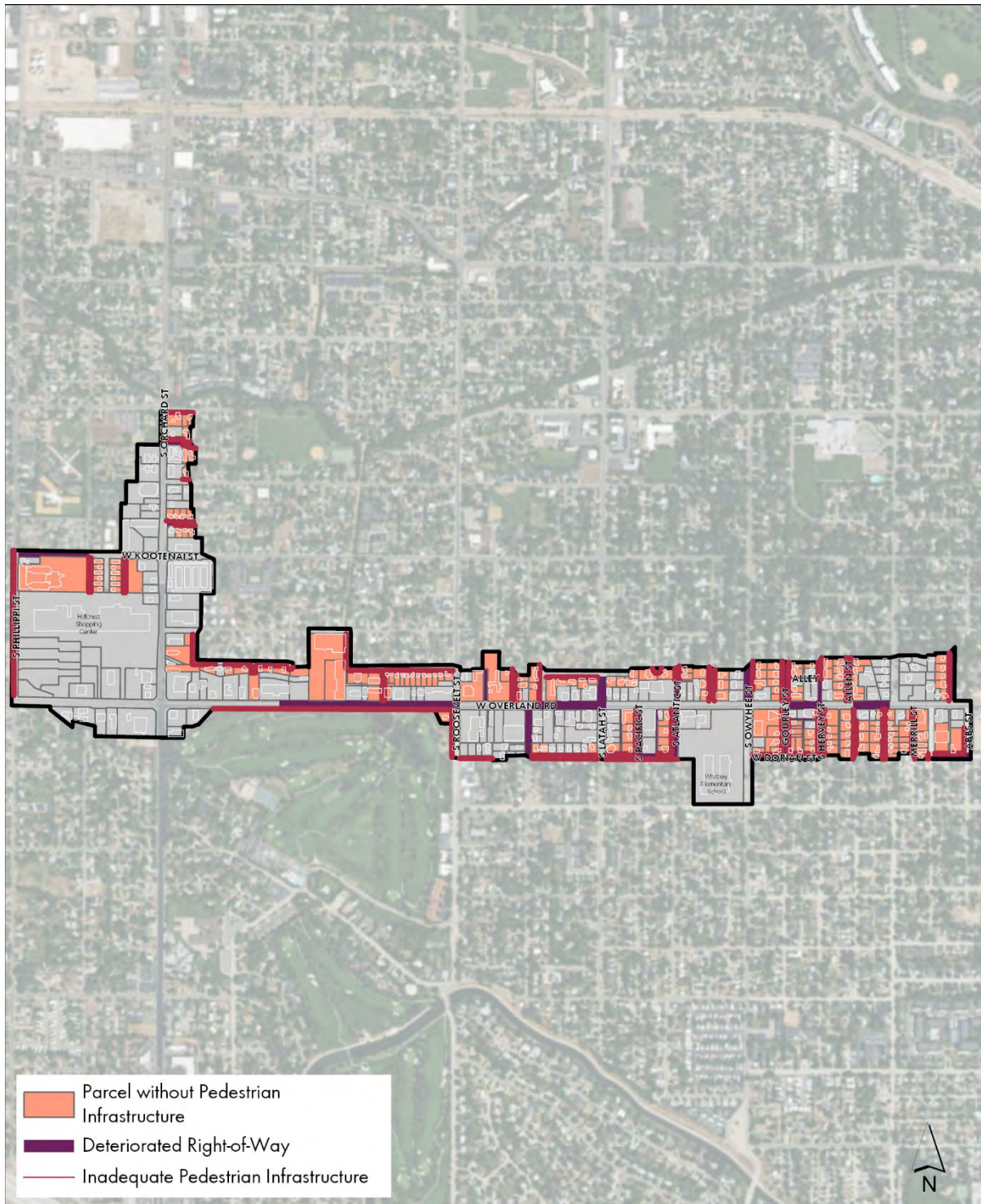
Deteriorated sidewalk and parking lot along South Latah Street



Deteriorated sidewalk on West Overland Road between South Wilson Street and South Orchard Street. At right, the sidewalk slopes to the gutter, providing a long and continuous driveway to the site at left, which is unsafe for pedestrians.

¹¹ Federal Highway Administration (2013) *Course on Bicycle and Pedestrian Transportation*

¹² Federal Highway Administration (2010) *Access Management in the Vicinity of Intersections*.



OVERLAND SUBAREA RIGHT-OF-WAY CONDITIONS
Central Bench Study Area
City of Boise, Idaho



Deteriorated alley with debris near South Pacific Street



Narrow sidewalk directly adjacent to a travel lane on West Overland Street between South Gourley Street and South Hervey Street. Current pedestrian safety guidelines recommend a minimum five-foot buffer between traffic and pedestrians.



Lack of sidewalks on South Gourley Street



Inadequate provision of pedestrian infrastructure along West Blaser Circle.

SUMMARY OF FINDINGS AND CONCLUSION

The following table summarizes the observations made by PGAV Planners during their inventory of the Overland subarea.

OVERLAND SUBAREA SUMMARY FINDINGS		
	Number of Parcels	Percent of Total
Total Parcels	349	
Structural Factors		
Deteriorated, Deteriorating or Dilapidated Structure	155	44%
Obsolescence	81	23%
Site Factors		
Deteriorated or Deteriorating Site	165	47%
Insanitary or Unsafe Condition	15	4%
Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness	12	3%
Street Layout Factors		
Lacks Sidewalk Access	186	53%
Deteriorated Roadway Segments		45%
Presence of at least one factor	316	91%
Presence of multiple factors	198	57%

PGAV Planners finds sufficient reason to conclude that the combination of the aforementioned conditions and factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as stipulated in Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b). As seen in the map on page 53, these factors are present throughout the Overland subarea.

In the case of the Overland subarea, the strongest arguments for its designation for urban renewal assistance are the following:

Structural factors

1. *Site deterioration is widespread and predominate throughout the subarea.*

Of the subarea's 349 parcels, 44 percent (155 parcels) contain structures that are visibly deteriorated, deteriorating, or dilapidated. In general, visible signs of disinvestment indicate some degree of market failure, and constitute a social and economic liability for the City.

2. *Economic underperformance within the subarea is higher than the city average.*

Ten percent of the subarea's parcels had a land value that exceeded the parcel's improvement value in 2018, compared to eight percent throughout the City. An additional eight percent of parcels had an improvement value of zero, indicating parcel vacancy. Economic underperformance constitutes an economic liability for the City.

Structural and site factors

3. *There are inconsistencies between current land use and stated planning goals for the subarea.*

A comparison of current land use and future land use as recorded in *Blueprint Boise* found that 11 percent of the subarea's parcels were incompatible with the City's stated planning goals. Therefore, these uses would be considered obsolete and impair the sound growth of the municipality.

Site factors

4. *Site deterioration is widespread and predominate throughout the Overland subarea.*

Of the subarea's 349 parcels, 47 percent (165 parcels) exhibit deteriorated or deteriorating site conditions. In general, visible signs of disinvestment indicate some degree of market failure, and, in the absence of effective interventions, can lead to further disinvestment, thus constituting a social and economic liability for the city.

Defective and inadequate street layout factors

5. *The inadequate provision of pedestrian accommodations in the Overland subarea is both a social liability and a threat to public health and safety.*

The lack of pedestrian connectivity throughout the subarea creates a situation in which walking is inconvenient and unsafe, and leads to an increased risk of injury for subarea residents and visitors. It is also a social equity concern, given that low-income populations are more likely to rely on walking as a form of transportation.¹³ Income data from ESRI showed that the Study Area's 2018 median household income (\$40,900) was lower than that for the City of Boise (\$55,100). Additionally, providing safe facilities for walking or bicycling to school is one of the Boise School District's priorities.¹⁴

Along Overland Street, some sites have minimal access restriction and/or pull-in parking lots that expose both motorists and pedestrians to risk of injury. Although the corridor has pedestrian facilities for the most part, all of the sidewalks along Overland are directly adjacent to the roadway, which creates a safety issue for pedestrians and well as deters walking.

¹³ Murakami, E. and Young, J. (1997) Daily Travel by Persons with Low Income.

¹⁴ Boise School District. (n.d.) *Safe Routes to School*.



VISTA SUBAREA

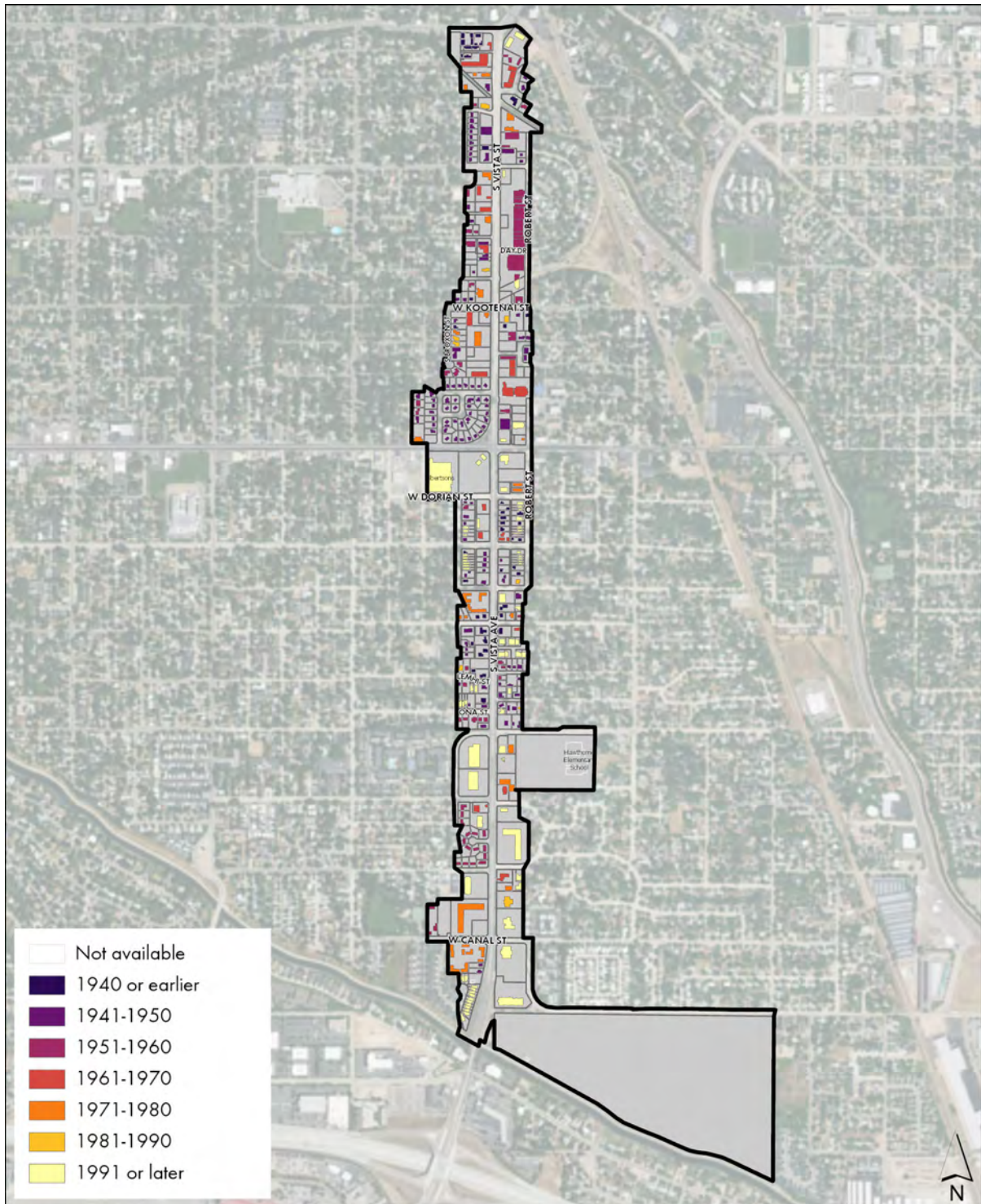
EXISTING CONDITIONS

The Vista subarea is generally bounded by West Rose Hill Street to the north, the New York Canal to the south, South Wilcomb Street to the west, and South Annett Street to the east. The subarea measures 227 acres, with 177 acres contained within 360 parcels and 50 acres of right-of-way. The Vista subarea contains portions of the neighborhoods of Vista and Depot Bench.

The Vista subarea is generally linear, following South Vista Avenue from West Rose Hill Street in the north to the New York Canal in the south, a distance of 1.8 miles. The subarea encompasses development along South Vista Avenue as well as a number of parcels along side streets branching off the main thoroughfare. The portion of South Vista Avenue north of West Overland Road is characterized by late 20th century commercial development, with many buildings fronted by parking lots and access via curb curbs from South Vista Avenue. To the south of West Overland Road, there is a greater proportion of residential development on parcels adjacent to South Vista Avenue, though there are commercial developments present as well, including Oak Park Plaza and three hotels located at the southern end of the subarea.

VISTA SUBAREA LAND USE		
	Acres	Percent of Total
Single-Family Housing	33	15%
Multi-Family Housing	10	4%
Mixed Use	0	0%
Commercial	56	25%
Industrial	2	1%
Institutional/Public	9	4%
Park, Open Space, or Common Ground	0	0%
Parking	4	2%
Utilities	0	0%
Vacant	3	2%
Agriculture	60	26%
Total Acreage in Parcels	177	78%
Total Right-of-Way Acreage	50	22%
Total Subarea Acreage	227	100%

The largest parcel in the subarea is the 60-acre agricultural-use parcel at the south of the subarea. Similar to the Overland subarea, the largest generators of activity are an Albertson's (located at the intersection of South Vista Avenue and West Overland Road) and Hawthorne Elementary School (290 students). Vista Village, a 74,000 square foot shopping center originally dating from 1949, is another generator of activity. Similar to the other subareas, the 1940s and 1950s were the primary years of residential development, and the average residential year of construction is 1957. The map on the following page shows the average age of construction for all buildings on each parcel in the Vista subarea.



OVERLAND SUBAREA BUILDING CONSTRUCTION YEAR
Central Bench Study Area
City of Boise, Idaho

Source: Ada County Assessor
**Reflects average construction year of all buildings on parcel

Miles 0 0.25 0.5

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ANALYSIS OF DETERIORATED AND DETERIORATING AREA FACTORS

Structural Factors

The analysis of structural factors within the Vista subarea considered two principal criteria:

- 1) The presence of signs of deterioration and/or dilapidation, and
- 2) Obsolescence.

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Vista subarea found that 42 percent of parcels (152 parcels) housed at least one building exhibiting visible signs of **deterioration and/or dilapidation**. Issues observed by PGAV Planners during the inventory included:

- 1) Damage to housing and commercial structures resulting from deferred maintenance,
- 2) Deteriorated and dilapidated exterior walls and roofs,
- 3) Broken gutters and downspouts,
- 4) Signs of water damage,
- 5) Broken windows,
- 6) Broken and deteriorated fencing,
- 7) Deteriorated roofing, soffit, and fascia materials, and
- 8) Broken or deteriorated doors and garage doors.



Structural deterioration on Rose Hill Street



Structural deterioration on Rose Hill Street

Structural and site **obsolescence** are present throughout the Vista subarea, and were noted in 29 percent of the surveyed parcels. Particular concerns regarding obsolescence in the subarea include:

- 1) Visible signs of aging and lack of upkeep on structures through the subarea,
- 2) Multi-family buildings and commercial facilities built prior to 1990 that lack facilities for disabled tenants and customers,
- 3) Vacant and underutilized land and commercial spaces.
- 4) Parcels where the land value was equal to or exceeded the value of parcel improvements.

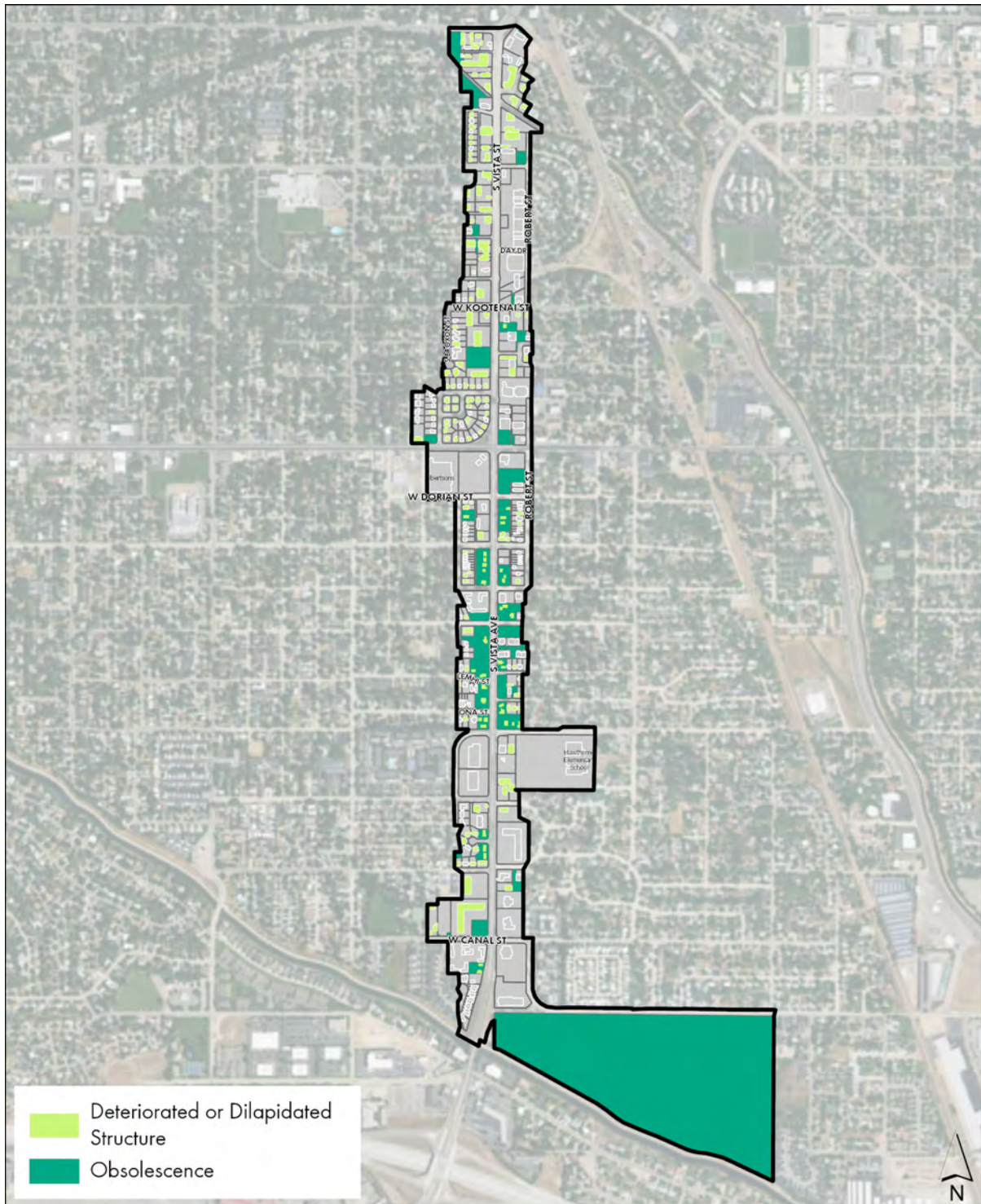
These observed conditions were found to be meaningfully present and distributed throughout the Vista subarea, as shown on the map on the following page.



Deteriorated building conditions on West Grover Court



Peeling exterior paint and deteriorating entryway on South Vista Avenue



VISTA SUBAREA STRUCTURAL CONDITIONS
Central Bench Study Area
City of Boise, Idaho



Peeling paint on garage along West Overland Road



Exterior deterioration on West Edson Street



Deteriorating siding and roof on South Vista Avenue



Vacant building on South Vista Avenue



Deteriorated building on South Vista Avenue



Deterioration to entrance along South Vista Avenue



Pocked and deteriorating cement block wall with peeling paint on South Vista Avenue.



Rusting roof line above vacant commercial space on South Vista Avenue



Deteriorated wooden window casing and siding on West Ponderosa Road



Peeling paint and deteriorating wooden window casing on West Kootenai Street



Deteriorated siding around window on West Juniper Street



Deteriorated wooden siding on South Victoria Drive

Site Factors

The analysis of site factors within the Vista subarea considered three principal factors:

- 1) Deterioration
- 2) Insanitary or unsafe conditions, and
- 3) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Vista subarea found that 42 percent of parcels (151 parcels) were found to exhibit deteriorated or deteriorating conditions. Common issues with site deterioration within the Vista subarea included cracked or potholed driveways, parking lots, and parking areas, overgrown vegetation, absence of vegetation leading to issues with dust, mud, standing water and erosion, and unsightly storage of objects on site, such as scrap automobiles and scrap metal.

The Vista subarea also contains a 60-acre parcel that is currently used for agricultural purposes. Because this parcel is located within City of Boise limits and in an area that is otherwise completely urbanized, its current use for agricultural purposes is considered obsolete from a land use planning and economic standpoint.



Overgrown vegetation and deteriorated asphalt on South Vista Avenue



Deterioration of driveway and overgrowth of vegetation on South Broxon Street



Irregularly parked cars on South Vista Avenue

Specific issues related to insanitary or unsafe conditions at the site level were more limited, with 7 percent (24 parcels) observed to have this condition. These conditions include:

- 1) Overgrowth of weeds and other vegetation,
- 2) Storage of trash, refuse, broken mechanical equipment, or other unsightly materials on residential property and in the open, and
- 3) Unmarked and unguarded openings to drainage facilities, which can pose injury risk

These factors were observed to be distributed throughout the Vista subarea. These conditions also violate Section 8-08-01 Sanitary Regulations; Nuisances of the Boise Municipal Code.

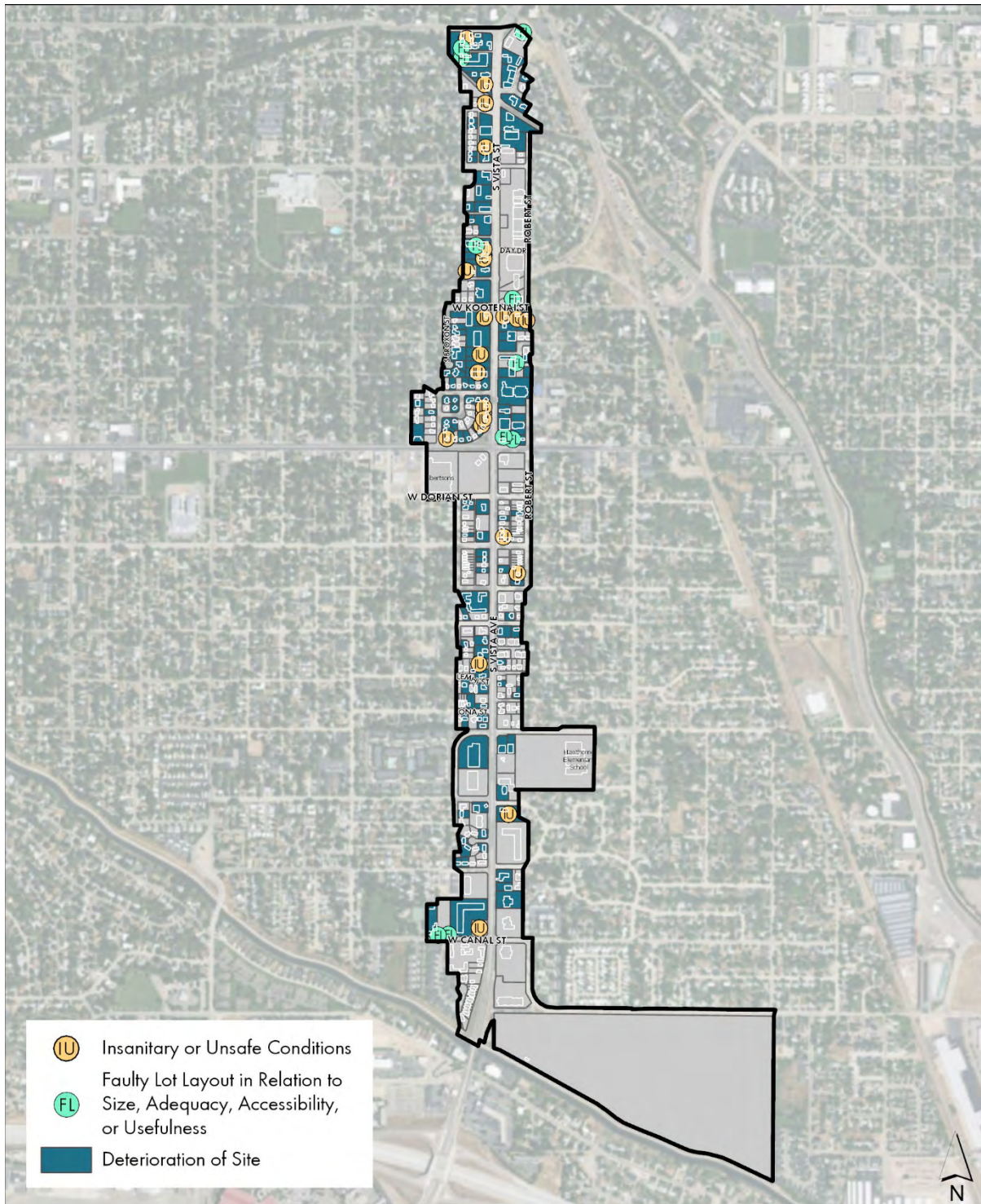
Faulty lot layout was also a concern for specific parcels within the subarea, affecting 11 parcels, or 3 percent of surveyed parcels. The most commonly observed issues pertaining to this category include:

- 1) Parcels too small to support development without further site assembly, and
- 2) Parcels whose platting or configuration in relation to other parcels or the roadway network hinders their development or future redevelopment.

Representative photos of qualifying site conditions, as well as a map of locations where these conditions were observed, are found on this and the following pages.



Canal opening along South Vista Avenue. Wire fence is an inadequate barrier to entry, creating an unsafe condition. The bottom picture shows a rusted protruding piece of rebar, which creates an injury risk.



VISTA SUBAREA SITE CONDITIONS
Central Bench Study Area
City of Boise, Idaho

Street Layout Factors

A review of street layout conditions takes into consideration the following factors:

- 1) The condition of the subarea's transportation infrastructure, including roadways, sidewalks, and railroad right-of-way,
- 2) Adequate facilities for safe pedestrian movement and circulation,
- 3) Missing or impeded connections due to barriers, inadequate provision of through streets,
- 4) Deterioration of the right-of-way,
- 5) Network connectivity, and
- 6) Issues pertaining to the safe transit of pedestrians and motorists.

The issues observed in the Vista subarea include the following:

- 1) A predominance of residential streets that extend east and west from Vista lack sidewalks, which forces pedestrians to enter the roadway and in potential conflict with automobiles. Of the 360 parcels in the subarea, 39 percent (141 parcels) lack sidewalk access.
- 2) Of those parcels adjacent to sidewalk infrastructure, in some cases, the sidewalk is deteriorated or uneven.
- 3) Sidewalks do not conform with current pedestrian safety recommendations. For example, the Federal Highway Administration recommends a minimum



A pedestrian pushes a stroller in the street along South Vista Avenue due to the lack of pedestrian infrastructure while a car moves to pass on the left.



Lack of drainage infrastructure along South Broxon Street

buffer width of five feet between the roadway and the sidewalk space for the safety of motorists and pedestrians.¹⁵

- 4) Lack of access management to commercial parcels, with wide turn-ins, numerous driveways, pull-in parking, and other features which increase the risk of injury to pedestrians and motorists.¹⁶

The map on page 69 shows parcels that lack sidewalks and deteriorated roadway segments. These conditions were meaningfully present and distributed throughout the Vista subarea.



A lack of pedestrian infrastructure and unpaved driveway along West Nez Perce Street



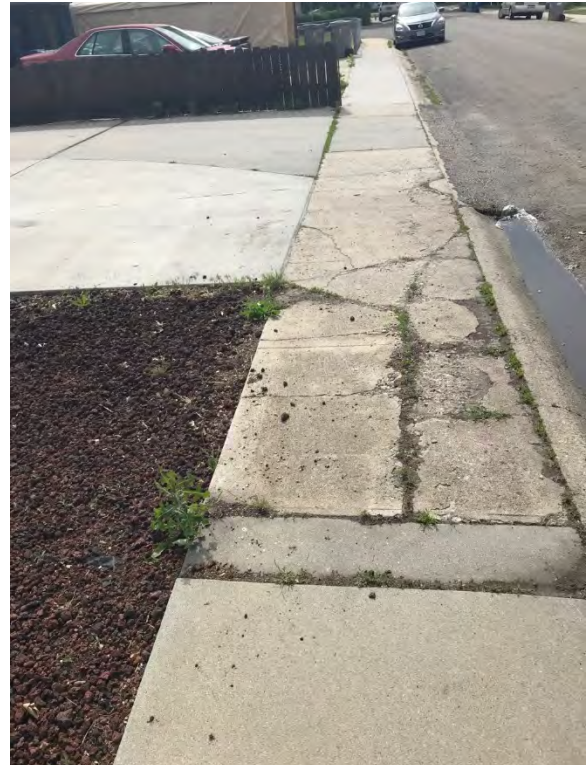
Lack of pedestrian infrastructure along both sides of West Palouse Street

¹⁵ Federal Highway Administration (2013) *Course on Bicycle and Pedestrian Transportation*

¹⁶ Federal Highway Administration (2010) *Access Management in the Vicinity of Intersections*.



Lack of pedestrian infrastructure along South Vista Avenue



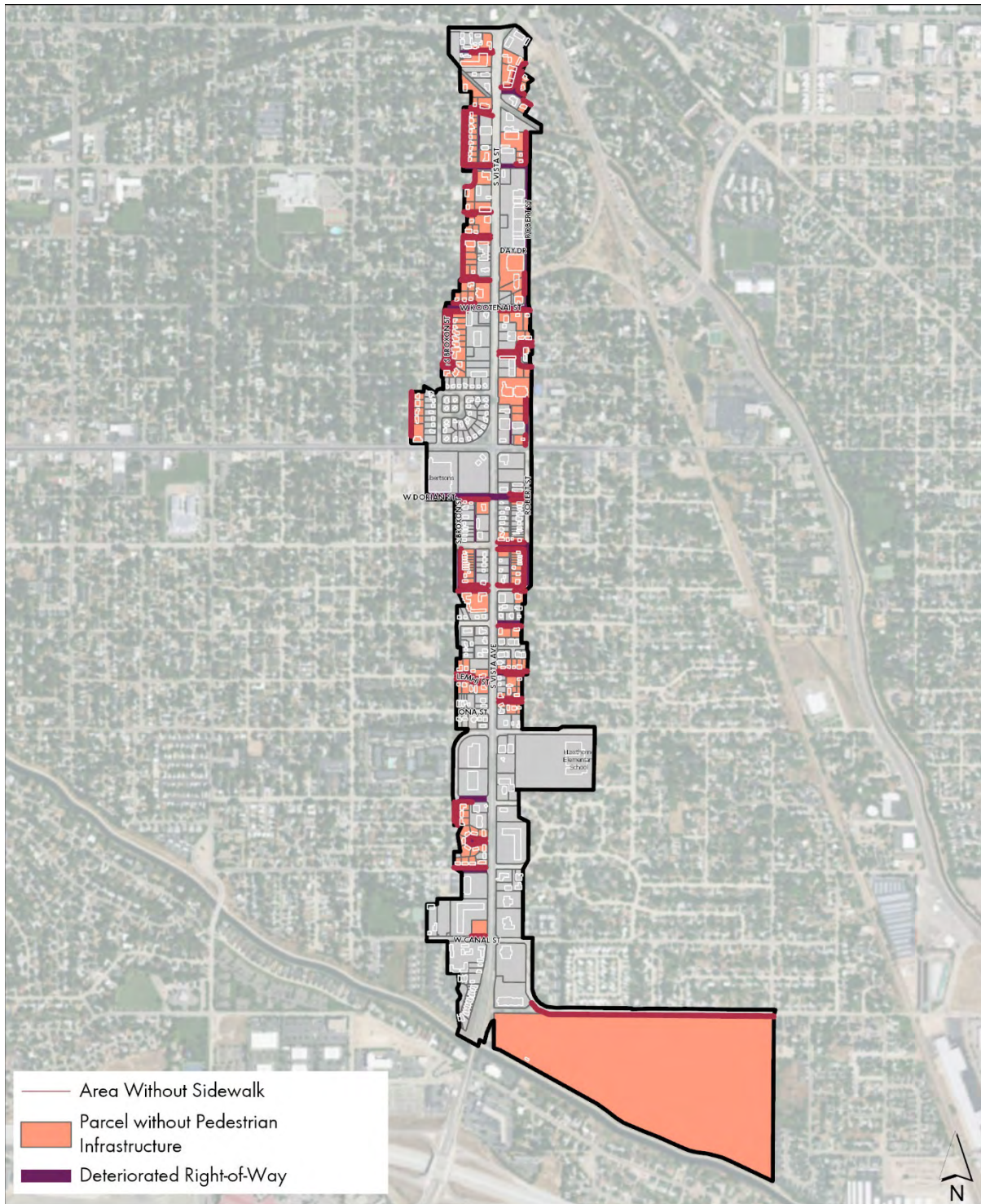
Cracked and uneven sidewalks along West Ponderosa Road



View along South Broxon Street showing lack of pedestrian infrastructure and drainage along both sides of the street.



Lack of pedestrian infrastructure along both sides of West Kootenai Street, with evidence of pedestrian activity where the grass has been worn away.



VISTA SUBAREA RIGHT-OF-WAY CONDITIONS
Central Bench Study Area
City of Boise, Idaho

Miles 0 0.25 0.5

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SUMMARY OF FINDINGS AND CONCLUSION

The following table summarizes the observations made by PGAV Planners during their inventory of the Vista subarea.

VISTA SUBAREA SUMMARY FINDINGS		
	Number of Parcels	Percent of Total
Total Parcels	360	
Structural Factors		
Deteriorated, Deteriorating or Dilapidated Structure	152	42%
Age or Obsolescence	104	29%
Site Factors		
Deteriorated or Deteriorating Site	151	42%
Insanitary or Unsafe Condition	24	7%
Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness	11	3%
Street Layout Factors		
Lacks Sidewalk Access	141	39%
Deteriorated Roadway Segments		43%
Presence of at least one factor	286	80%
Presence of multiple factors	196	55%

PGAV Planners finds sufficient reason to conclude that the combination of the aforescribed conditions and factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as stipulated in Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b). As seen in the map on page 73, these factors are present throughout the Vista subarea.

In the case of the Vista subarea, the strongest arguments for its designation as eligible for urban renewal assistance are the following:

Structural factors

1. *Site deterioration is widespread and predominate throughout the subarea.*

Of the subarea's 360 parcels, 42 percent (151 parcels) contain structures that are visibly deteriorated, deteriorating, or dilapidated. In general, visible signs of disinvestment indicate some degree of market failure, and constitute a social and economic liability for the City.

2. *Economic underperformance within the subarea is higher than the city average.*

Ten percent of the subarea's parcels had a land value that exceeded the parcel's improvement value in 2018, compared to eight percent throughout the City. An additional six percent of parcels had an improvement value of zero, indicating parcel vacancy or lack of improvement value. Economic underperformance constitutes an economic liability for the City.

Structural and site factors

3. *There are inconsistencies between current land use and stated planning goals for the subarea.*

A comparison of current land use and future land use as recorded in *Blueprint Boise* found that 15 percent of the subarea's parcels were incompatible with the City's stated planning goals. Therefore, these uses would be considered obsolete and impair the sound growth of the municipality.

In particular, the 60-acre agricultural parcel at the subarea's southern extent accounts for 26 percent of its land area. In its current use and configuration as a large, undivided agricultural parcel within the City of Boise and otherwise surrounded by urbanized areas, it is considered incompatible and obsolete with regards to land use planning. Because of its large size and location, the continued use of the parcel for agriculture impairs or arrests the sound growth of the municipality.

Site factors

4. *Site deterioration is widespread and predominate throughout the Vista subarea.*

Of the subarea's 360 parcels, 42 percent (151 parcels) exhibit deteriorated or deteriorating site conditions. In general, visible signs of disinvestment indicate some degree of market failure, and, in the absence of effective interventions, can lead to further disinvestment, thus constituting a social and economic liability for the city.

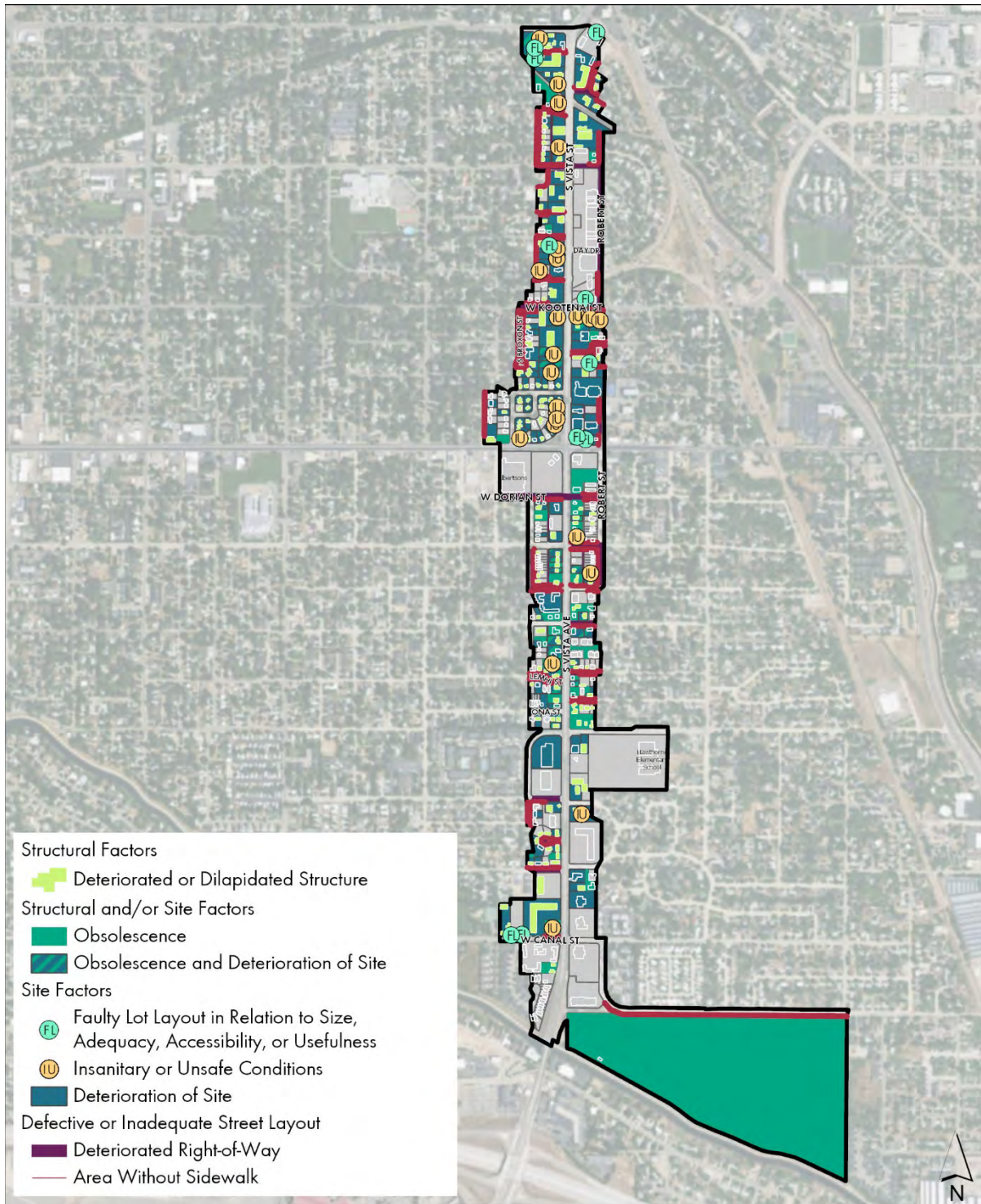
Defective and inadequate street layout factors

5. *The inadequate provision of pedestrian accommodations in the Vista subarea is both a social liability and a threat to public health and safety.*

The lack of pedestrian connectivity throughout the subarea creates a situation in which walking is inconvenient and unsafe, and leads to an increased risk of injury for subarea residents and visitors. It is also a social equity concern, given that low-income populations are more likely to rely on walking as a form of transportation.¹⁷ Income data from ESRI showed that the Study Area's 2018 median household income (\$48,300) was lower than that for the City of Boise (\$55,100). Additionally, providing safe facilities for walking or bicycling to school is one of the Boise School District's priorities.¹⁸

¹⁷ Murakami, E. and Young, J. (1997) Daily Travel by Persons with Low Income.

¹⁸ Boise School District. (n.d.) *Safe Routes to School*.



VISTA SUBAREA EXISTING CONDITIONS
Central Bench Study Area
City of Boise, Idaho

Miles 0 0.25 0.5

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LATAH SUBAREA

EXISTING CONDITIONS

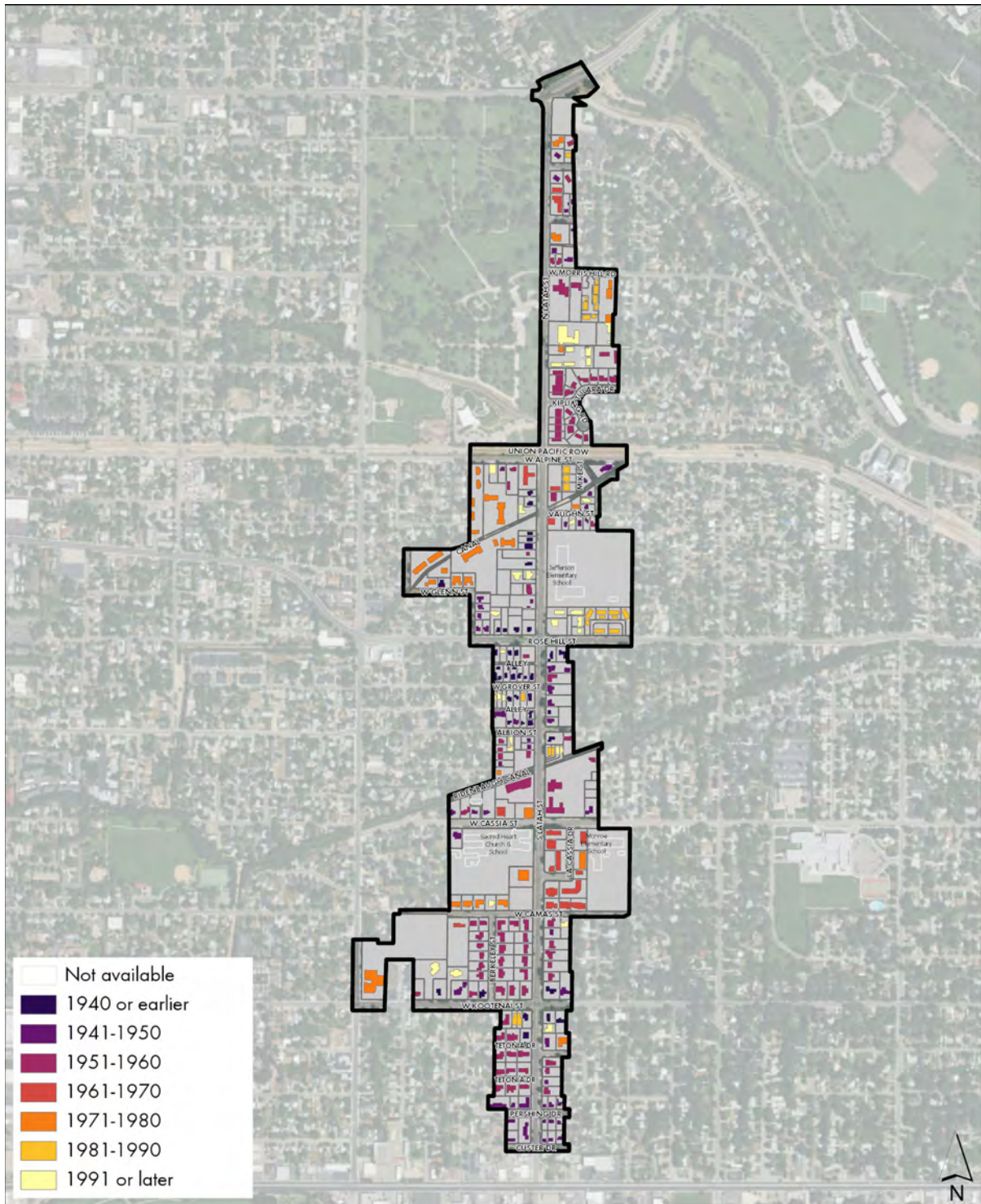
The Latah subarea is generally bounded by South Americana Boulevard to the north, West Custer Drive to the south, South Roosevelt Street to the west, and West Peg Lane to the east. It is the smallest of the subareas, at 139 acres. It also had the greatest proportion of acreage contained within right-of-way, with 26 percent of land area (36 acres) in right-of-way and 74 percent (104 acres) contained within parcels. The Latah subarea is fully contained within the Depot Bench neighborhood.

Like the Vista subarea, the Latah subarea is generally linear, following Latah Street from South Americana Boulevard in the north to West Custer Drive in the south, a distance of 1.5 miles. Like the Overland and Vista subareas, the Latah subarea is oriented around a central thoroughfare. Of the four subareas, the Latah subarea is the most residential in character. Of the total land area within the Latah subarea, single-family housing makes up 30 percent of the total, with an additional 12 percent of the subarea made up of apartments, townhomes, and condos. Throughout the subarea, residential development generally dates from 1941 to 1961, and the average year of residential construction is 1957.

Institutional uses also make up a large proportion of this subarea, with 20 percent of the total acreage housing institutions such as churches and schools, including Sacred Heart, Monroe Elementary, and Jefferson Elementary.

There are fewer commercial establishments within this subarea compared to the others, with only nine percent of total acreage housing commercial usages. Businesses are generally small, independent, service-focused businesses such as daycares, medical offices, law offices, and car repair.

LATAH SUBAREA LAND USE		
	Acres	Percent of Total
Single-Family Housing	42	30%
Multi-Family Housing	17	12%
Mixed Use	0	0%
Commercial	12	9%
Industrial	0	0%
Institutional/Public	27	20%
Park, Open Space, or Common Ground	1	1%
Parking	1	1%
Utilities	0	0%
Vacant	2	2%
Other	0	0%
Total Acreage in Parcels	104	74%
Total Right-of-Way Acreage	35	26%
Total Subarea Acreage	139	100%



LATAH SUBAREA BUILDING CONSTRUCTION YEAR
Central Bench Study Area
City of Boise, Idaho

Miles 0 0.25 0.5

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Source: Ada County Assessor
**Reflects average construction year of all buildings on parcel

ANALYSIS OF DETERIORATED AND DETERIORATING AREA FACTORS

Structural Factors

The analysis of structural factors within the Latah subarea considered two principal criteria:

- 1) The presence of signs of deterioration and/or dilapidation, and
- 2) Obsolescence.

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Latah subarea found that 7 percent of parcels (21 parcels) housed at least one building exhibiting visible signs of **deterioration and/or dilapidation**. Issues observed by PGAV Planners during the inventory include:

- 1) Damage to housing and commercial structures resulting from deferred maintenance,
- 2) Deteriorated and dilapidated exterior walls and roofs,
- 3) Broken gutters and downspouts,
- 4) Signs of water damage,
- 5) Broken windows,
- 6) Deteriorated roofing, soffit, and fascia materials, and
- 7) Broken or deteriorated doors.

These observed conditions were found to be distributed throughout the Latah subarea.



Frame multi-family building on West Pershing constructed in 1941 showing evidence of deterioration and not in conformance with current fire code, posing a safety risk to residents.

Structural and site **obsolescence** are present throughout the Latah subarea. Particular concerns regarding obsolescence in the subarea include:

- 1) Visible signs of aging and lack of upkeep on structures through the subarea,
- 2) Vacant commercial parcels along Latah Street, indicating a mismatch between market demand and supply
- 3) Wood frame multi-family apartment buildings from the mid-20th century that lack sprinklers, which is outdated with regard to current fire code and poses a safety hazard to residents
- 4) Multi-family buildings and commercial facilities built prior to 1990 that lack facilities for disabled tenants and customers

These observed conditions were found to be meaningfully present and distributed throughout the Latah subarea, as shown on the map and photos on the following pages.



Commercial building on South Latah Street dating from 1967 that shows signs of deterioration, obsolescence, and lack of economic productivity due to high vacancy and inefficient use of the site.



Vacant car wash on South Latah Street shows signs of deterioration and weathering.



Apartments on West Glenn Street are located at the end of a dead-end street that is inadequate for emergency vehicle access



Apartments on West Alpine Street have several obsolete building features including through-wall air conditioning units and a lack of sprinklers



Deteriorated trailer building behind West Alpine Street



1940s frame apartment building on West Pershing. Apartment buildings are now required to have fire sprinklers, so older apartments like this building would be considered obsolete.



This small frame house built in 1945 is showing signs of deterioration. The 3600 and 3700 blocks of Vaughn, including this parcel, lack sidewalks.



Deteriorated single family home on South Latah Street with missing shingles.



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Site Factors

The analysis of site factors within the Latah subarea considered three principal factors:

- 1) Deterioration
- 2) Insanitary or unsafe conditions, and
- 3) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness

The assessment for each of these factors followed the definitions found in Methodology and Glossary of Terms on pages 8-10.

An inventory of the Latah subarea found that 10 percent of parcels (30 parcels) were found to exhibit deteriorated or deteriorating structural conditions. Common issues with site deterioration within the Latah subarea include:

- 1) Cracked or potholed driveways, parking lots, and parking areas
- 2) Overgrown vegetation
- 3) Absence of vegetation leading to issues with dust, mud, standing water and erosion

Insanitary and unsafe site conditions were also observed in the subarea, including

- 1) Inadequate disposal of refuse, including furniture and mattresses, which can house vermin and mold, and contribute to a sense of neglect
- 2) Improperly contained food residue, which can attract vermin
- 3) Unmarked and unguarded drainage openings, which can pose injury risk



Vacant car wash building on South Latah Street shows evidence of illegal dumping and uncovered and unsafe drainage troughs filled with green and oily liquid.

Faulty lot layout was also a concern for specific parcels within the subarea, affecting 24 parcels, or 8 percent of surveyed parcels. The most commonly observed issues pertaining to this category include:

- 1) Parcels too small to support development, and
- 2) Parcels whose platting or configuration in relation to other parcels or the roadway network hinders their development or future redevelopment.

Representative photos of qualifying site conditions, as well as a map of locations where these conditions were observed, are found on this and the following pages.



Drainage infrastructure adjacent to North Latah Street does not adequately prevent falls, injury, or entry.



Buckling driveway along South Berkeley Street



Deteriorated and missing pavement in the parking lot of the commercial building along North Latah Street.



Uncovered dumpster behind 3905 West Alpine Street and food on ground, which can attract vermin.



North Atlantic Street



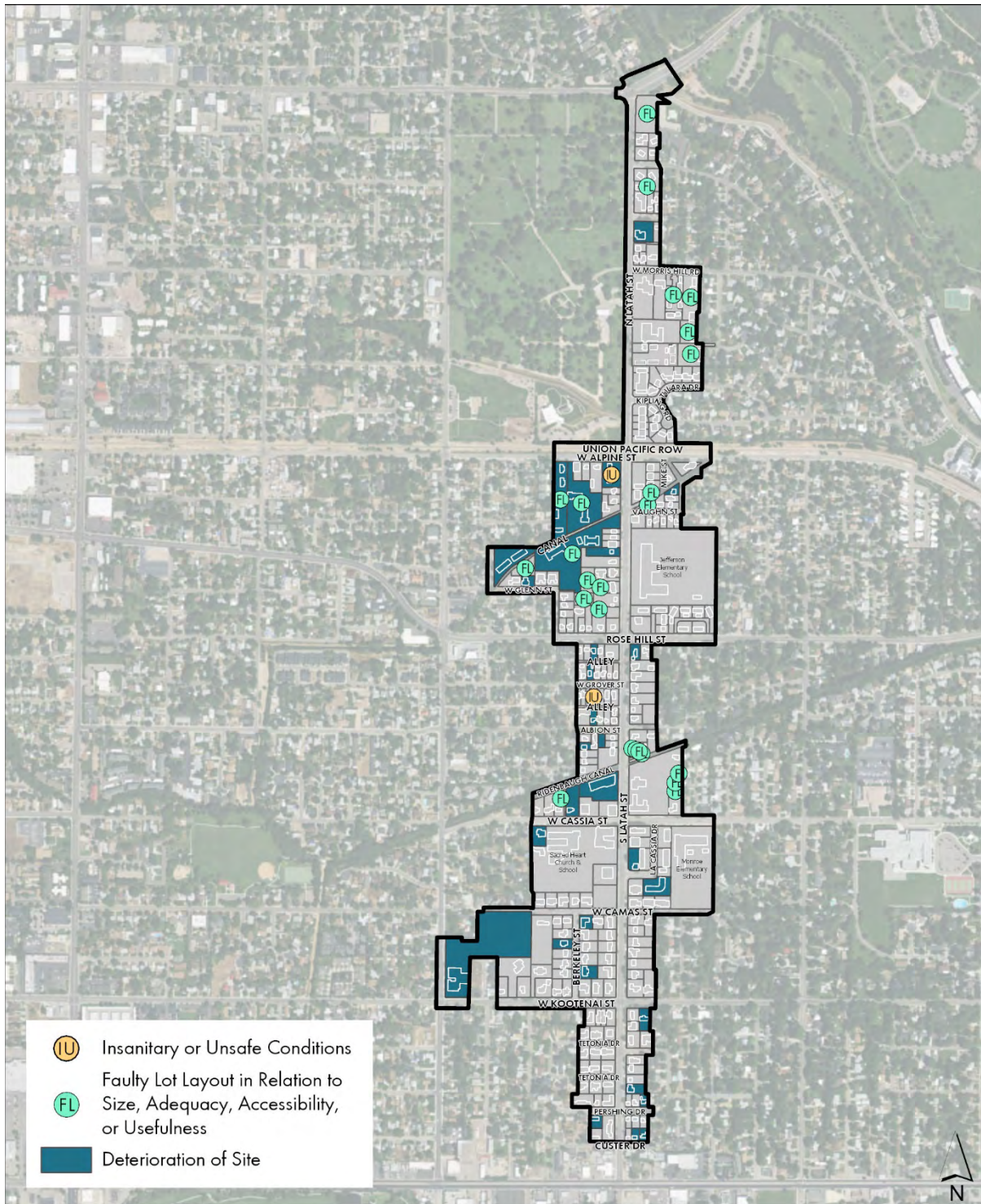
Rusting corrugated metal shed and multiple vehicle storage at rear of residential property along West Alpine Street



Deteriorated parking lot of mostly-vacant commercial building on South Latah



Deterioration of asphalt in parking lot along West Rose Hill Street.



LATAH SUBAREA SITE CONDITIONS
Central Bench Study Area
City of Boise, Idaho

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Street Layout Factors

A review of street layout conditions takes into consideration the following factors:

- 1) The condition of the subarea's transportation infrastructure, including roadways, sidewalks, and railroad right-of-way,
- 2) Adequate facilities for safe pedestrian movement and circulation,
- 3) Missing or impeded connections due to barriers, inadequate provision of through streets,
- 4) Deterioration of the right-of-way,
- 5) Network connectivity, and
- 6) Issues pertaining to the safe transit of pedestrians and motorists.

The issues observed in the Latah subarea include the following:

- 1) A predominance of residential streets that extend east and west from Latah Street lack any sidewalks, which forces pedestrians to walk in the roadway with traffic or can prevent them from walking altogether. Of the 292 parcels in the subarea, over 47 percent (138 parcels) lack sidewalk access.
- 2) Sidewalks do not conform with current pedestrian safety recommendations. For example, the Federal Highway Administration recommends a minimum buffer width of five feet between the roadway and the sidewalk space for the



Deteriorated sidewalk, curb, and right-of-way along West Rose Hill street looking north.



Unpaved dirt alley between Rose Hill Street and West Grover Street west of South Latah Street showing deterioration from wet and icy weather.

safety of motorists and pedestrians.¹⁹

In most cases, sidewalks are directly adjacent to the roadway, including along Latah Street, an active thoroughfare.

- 3) Lack of access management to commercial parcels, with wide turn-ins, numerous driveways, pull-in parking, and other features which increase the risk of injury to pedestrians and motorists.²⁰

These issues are of particular concern for disabled travelers and older adults.

The map and photos on the following pages show parcels that lack sidewalks and deteriorated roadway segments. These conditions were meaningfully present and distributed throughout the Latah subarea.



Sidewalk ending abruptly on South Berkeley Street. Lack of sidewalks on secondary streets are a pedestrian safety concern throughout the Latah subarea.



Driveway on South Latah Street providing access to interior parcels that have no formal access to the roadway network.



Lack of sidewalks on South Latah Street

¹⁹ Federal Highway Administration (2013) *Course on Bicycle and Pedestrian Transportation*

²⁰ Federal Highway Administration (2010) *Access Management in the Vicinity of Intersections*.



Parking lot on La Cassia Drive, a small commercial building dating from 1963, showing lack of pedestrian infrastructure, deteriorated roadway conditions, and poorly-designed site access.



Multi-family housing on South Stapleton Lane. Showing lack of through access (fence at rear of parcel), which is a concern in the subarea. Emergency vehicle access is hindered because of limited entry points and inability to turn around. Site deterioration is also visible in the foreground.



Deterioration of right-of-way on West Alpine Street west of Latah Street



South Latah Street. This photo shows access to and parking for an eight-bedroom single-family home outside of the photo to the right. The wide driveways and pull-in/pull-out parking configuration creates a hazard to pedestrians and bicyclists and the lack of permeable surface increases the burden on stormwater infrastructure.



SUMMARY OF FINDINGS AND CONCLUSION

The following table summarizes the observations made by PGAV Planners during their inventory of the Latah subarea.

LATAH SUBAREA SUMMARY FINDINGS		
	Number of Parcels	Percent of Total
Total Parcels	292	
Structural Factors		
Deteriorated, Deteriorating or Dilapidated Structure	21	7%
Age or Obsolescence	61	21%
Site Factors		
Deteriorated or Deteriorating Site	30	10%
Insanitary or Unsafe Condition	2	1%
Faulty Lot Layout in Relation to Size, Adequacy, Accessibility, or Usefulness	24	8%
Street Layout Factors		
Lacks Sidewalk Access	138	47%
Deteriorated Roadway Segments		7%
Presence of at least one factor	206	71%
Presence of multiple factors	57	20%

PGAV Planners finds sufficient reason to conclude that the combination of the aforescribed conditions and factors “substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability, and is a menace to the public health, safety, morals or welfare in its present condition and use” as stipulated in Idaho Code Section 50-2018(9) and Idaho Code Section 50-2903(8)(b). As seen in the map on page 92, these factors are present throughout the Latah subarea.

In the case of the Latah subarea, the strongest arguments for its designation as eligible for urban renewal assistance are the following:

Structural factors

1. *Structural, functional, and economic obsolescence are found throughout the subarea.*

Of the subarea's 292 parcels, 21 percent (61 parcels) are categorized as structurally, functionally, or economically obsolete. Code compliance, particularly ADA compliance, is an issue for commercial and multi-family buildings built before 1990, which constitutes a social liability.

Structural and site factors

2. *There are inconsistencies between current land use and stated planning goals for the subarea.*

A comparison of current land use and future land use as recorded in *Blueprint Boise* found that 16 percent of the subarea's parcels were incompatible with the City's stated planning goals. Therefore, these uses would be considered obsolete and impair the sound growth of the municipality.

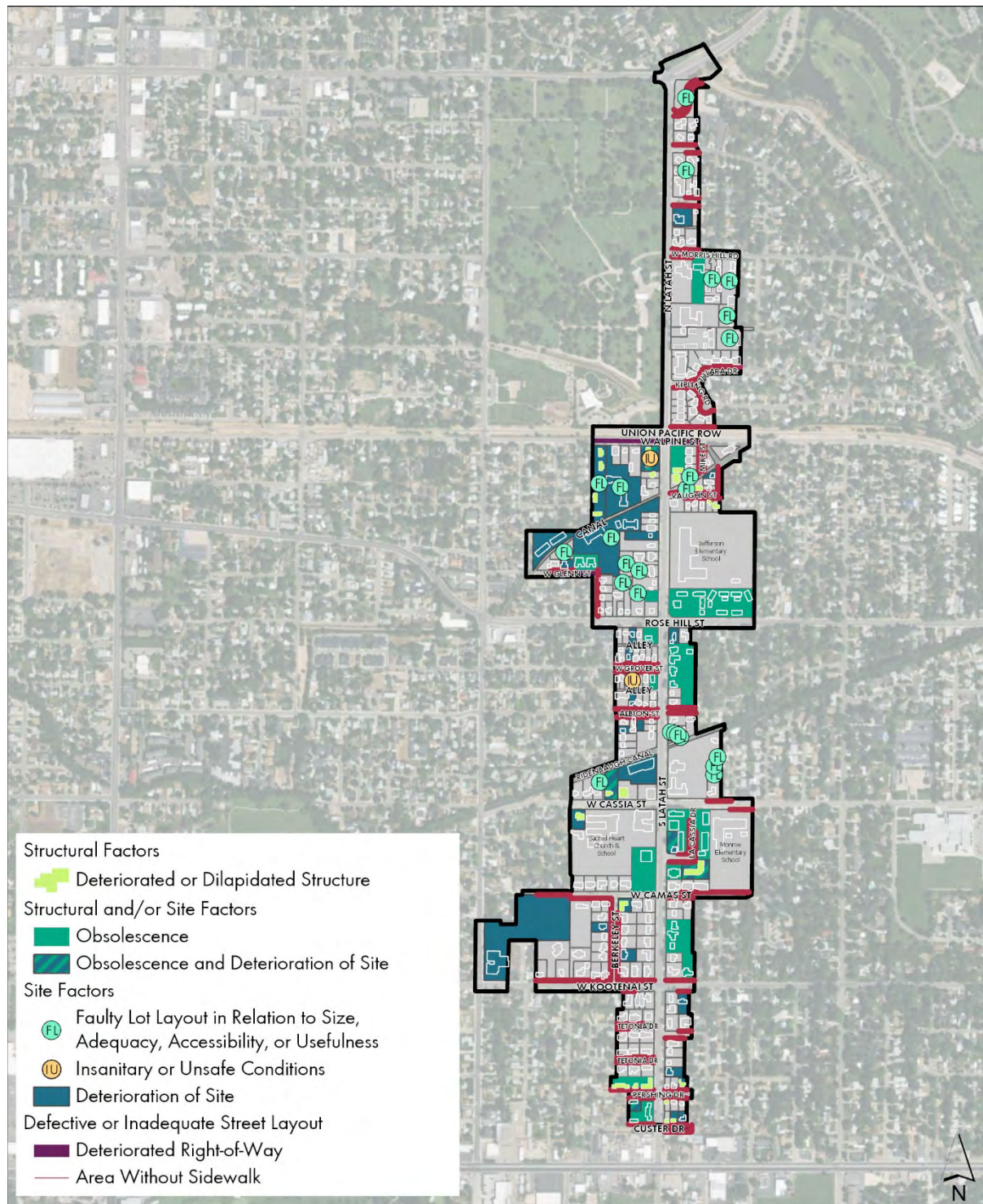
Defective and inadequate street layout factors

3. *The inadequate provision of pedestrian accommodations in the Latah subarea is both a social liability and a threat to public health and safety.*

The lack of pedestrian connectivity throughout the subarea creates a situation in which walking is inconvenient and unsafe, and leads to an increased risk of injury for subarea residents and visitors. It is also a social equity concern, given that low-income populations are more likely to rely on walking as a form of transportation.²¹ Income data from ESRI showed that the Study Area's 2018 median household income (\$42,700) was lower than that for the City of Boise (\$55,100). Additionally, providing safe facilities for walking or bicycling to school is one of the Boise School District's priorities.²²

²¹ Murakami, E. and Young, J. (1997) Daily Travel by Persons with Low Income.

²² Boise School District. (n.d.) *Safe Routes to School*.



LATAH SUBAREA EXISTING CONDITIONS
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