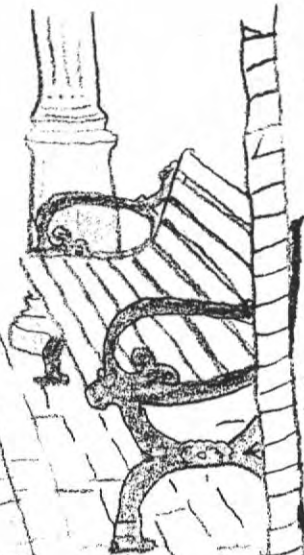
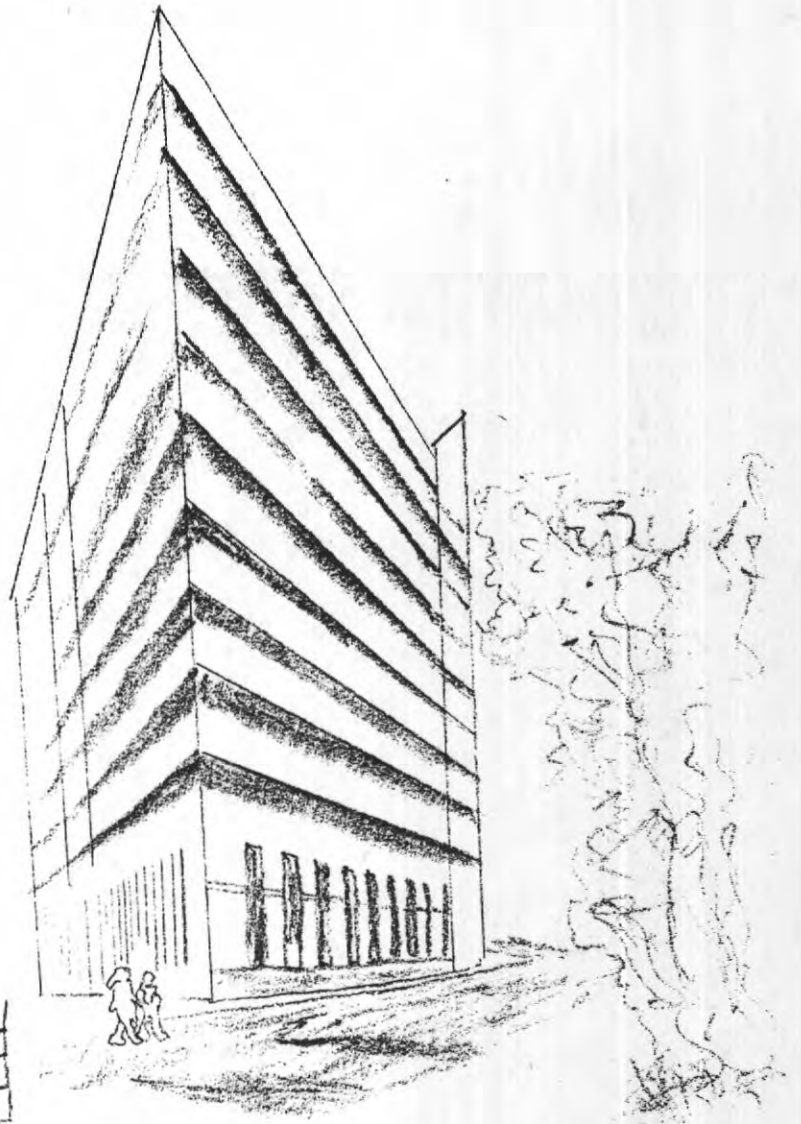


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**BOISE CITY
COMMUNITY PLANNING & DEVELOPMENT
150 N. CAPITOL BLYD.
BOISE, ID 83702**

ADOPTED MAY 25, 1993



MARCH 9, 1993

MAYOR: Brent Coles

CITY COUNCIL:

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Paula Forney, President Pro Tem
Anne Hausrath
Jerome Mapp
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H. Wayne Gibbs, Planning Director
David Selvage, Project Coordinator

The Grove and the Boise Convention Center. 1997

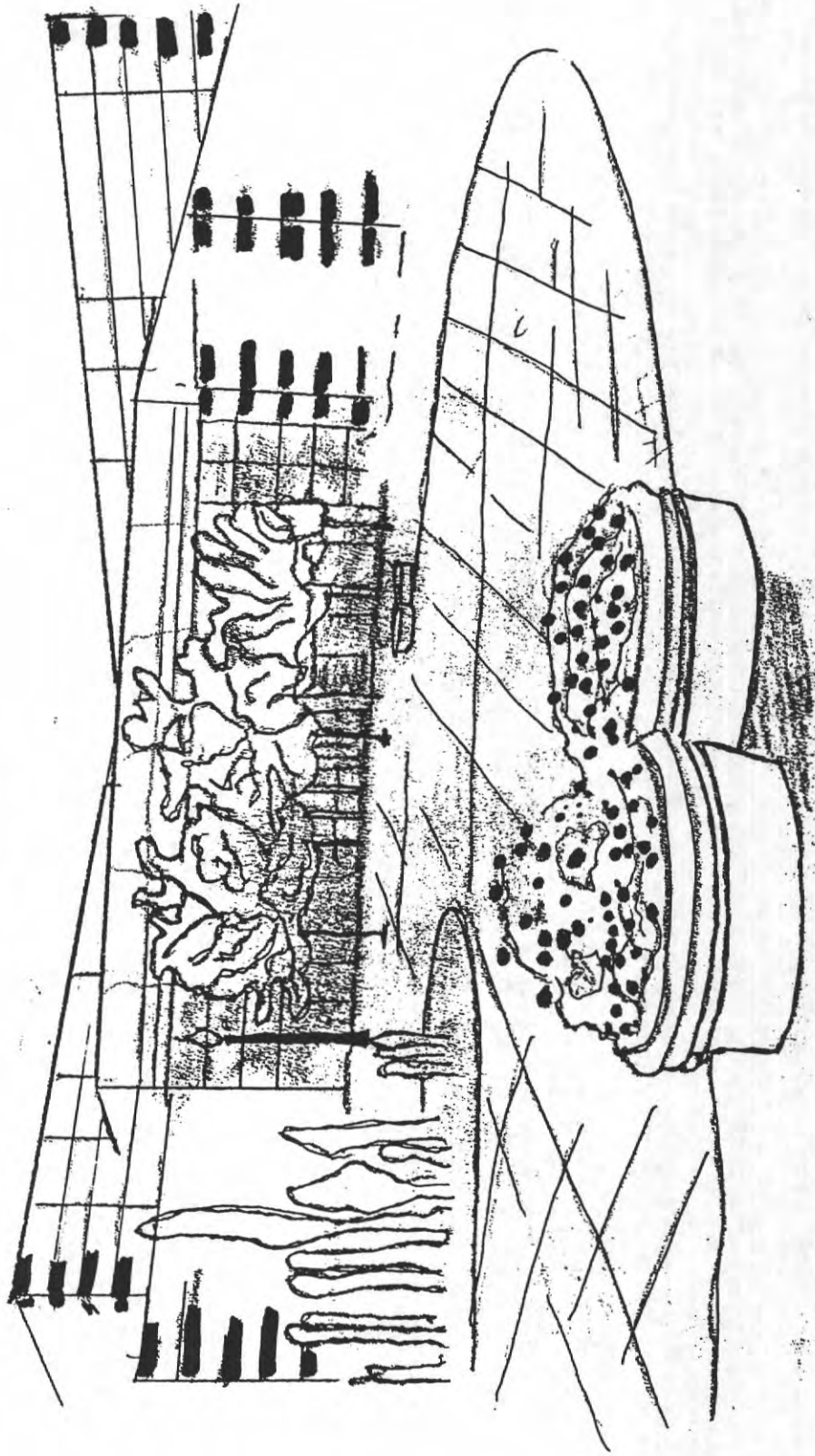


TABLE OF CONTENTS

	<u>PAGE</u>
EXECUTIVE SUMMARY	
DOWNTOWN BOISE PLAN	
Background	i
Planning Area	i
Purpose	i
Connection to Other Plans	i
Organization	iii
PART I. DOWNTOWN BOISE POLICY PLAN	v
Land Use Plan Map	x
Pedestrian Oriented Streets District	xi
Gateway Streets District	xii
Capitol Boulevard District	xiii
Historical Lighting District Map	xiv
PART II. IMPLEMENTATION PROGRAM	xv
PART III. PLANNING REPORT	
Environment	1
Population and Growth	1
Land Use	4
Downtown Transportation System	6
Parking	8
Alternative Transportation and Transportation System Management	9
Pedestrian Circulation	10
Parks, Recreation, and Open Space	10
Physical Form	11
Social Services	12
Economic Development	13
Land Use Plan:	16
Central Business District (CBD)	18
River Street Residential Area	20
Auto-Commercial Area	21
State Capitol Mall Expansion Area	22
St. Luke's Regional Medical Center Expansion Area	22
Front-Myrtle Office/Residential Corridor	23
Residential-Office Buffer Area	25
Boise River Office Park	26
CBD Expansion Area	26
Julia Davis Park Cultural Resources Expansion Area	27
Boise High School Planning Area	28
Special Features	28
APPENDICES	

List of Tables, Maps, and Appendices

TABLES	PAGE
Table 1: Census Population and Projections: 1980, 1990, 2000, and 2010.	2
Table 2: Downtown Housing Development Activity: 1988, 1989, and 1990.	2
Table 3: Downtown Development Activity: 1988, 1989, and 1990.	3
Table 4: Downtown Land Uses by Type, Acreage, and Percent of Land Used.	4
Table 5: Employment Forecasts: 1980, 1990, 2000, and 2010.	13

MAPS	PAGE
Downtown Policy Planning Area	ii
Downtown Land Use Plan	x, 17
Pedestrian Oriented Streets District	xi
Gateway Streets District	xii
Capitol Boulevard District	xiii
Historical Lighting District Map	xiv
Downtown Land Use Pattern	5

APPENDICES
Appendix A: Select List of Downtown plans and Special Studies
Appendix B: 1991- Projected year 2000 Downtown Traffic Volumes
Appendix C: Downtown Parks and Recreation Opportunities
Appendix D: Downtown Social Services
Appendix E: Capitol City Development Corporation Projects
Appendix F: Redevelopment Tools
Appendix G: Adopted Metro Plan Goals & Policies (June, 1992)
Appendix H: Special Downtown Design District Maps
Appendix I: Current Zoning Map (dated 1/27/92)

EXECUTIVE SUMMARY

This plan was prepared at the request of the Downtown Boise Association. The primary task was to prepare a master plan for the downtown portion of the Broadway-Chinden Connector. The ad hoc committee was established to represent a range of downtown interests including: businesses, developers, employees and government agencies. The Committee's mission was to guide the planning process, identify issues, and make recommendations for rezoning lands in the area.

The Committee identified a wide range of issues related to existing downtown planning policies and current zoning along the connector. The Committee determined that downtown's vitality would be damaged unless a revised downtown land use plan was prepared and implemented. The Committee felt that the revised downtown plan needed to satisfy multiple downtown interests, encourage and guide downtown development, and support the rezoning of industrial zoned lands in the downtown planning area.

The purpose of this plan is to preserve and enhance the strengths of downtown businesses by providing guidance for future growth and development in the downtown area. The plan promotes downtown as a dynamic and viable employment, business, and service center by emphasizing its economic strengths. The plan also promotes downtown's potential to be a desirable residential neighborhood. The Plan is a vision of what the City's downtown can become. Recommended goals, actions, and background materials provided in this Plan are offered to help citizens, implementing agencies, and decision makers understand what type of future is possible for the downtown area and what must be done to achieve it.

The Committee has recommended many changes to downtown land use patterns and regulations. Two significant changes are proposed: 1) Expand and reconfigure the boundaries of the Central Business District; and, 2) Adopt a new zoning map for the downtown area. A reoriented Central Business District (CBD) planning area is needed to preserve the compactness of the downtown area and to allow room for new development. The new zoning map is needed to implement the primary goals of the plan. The proposed zoning map would also improve downtown development patterns and increase the development potential of many downtown properties. These changes are central to implementing other elements of the proposed plan.

The extent of proposed changes will help realize other important downtown objectives including: streamline zoning regulations; improve compatibility between uses; and provide better criteria for decision makers. Implementation recommendations involve ordinance amendments, studies, and physical improvements. Examples include: create a new Central Business zoning district; revise Nonconforming Use policies; revise parking reduction criteria; direct additional studies; and encourage development of new parking facilities.

DOWNTOWN BOISE PLAN

BACKGROUND

In 1989 the Mayor and Council directed the Department of Community Development and Planning to prepare a plan addressing the issues and opportunities associated with development of the downtown section of the Union Pacific Railroad corridor. This directive was in response to the Downtown Boise Association's request to the City to develop a master plan for this area of downtown. The railroad corridor is the site of a new high capacity, restricted access, urban highway directly linking downtown and Interstate 84. Called the Broadway-Chinden Connector, this highway is scheduled for completion in late 1992.

An ad hoc planning committee was established to study the area and develop goals and objectives. The challenge was to determine the scope of impacts and opportunities created by the construction of this new highway running along the southern edge of the established downtown core area. Based on analysis and discussion, the committee concluded that a revised plan for the entire downtown area would be needed to address the far reaching and lasting impacts the Connector will have on the downtown area.

PLANNING AREA

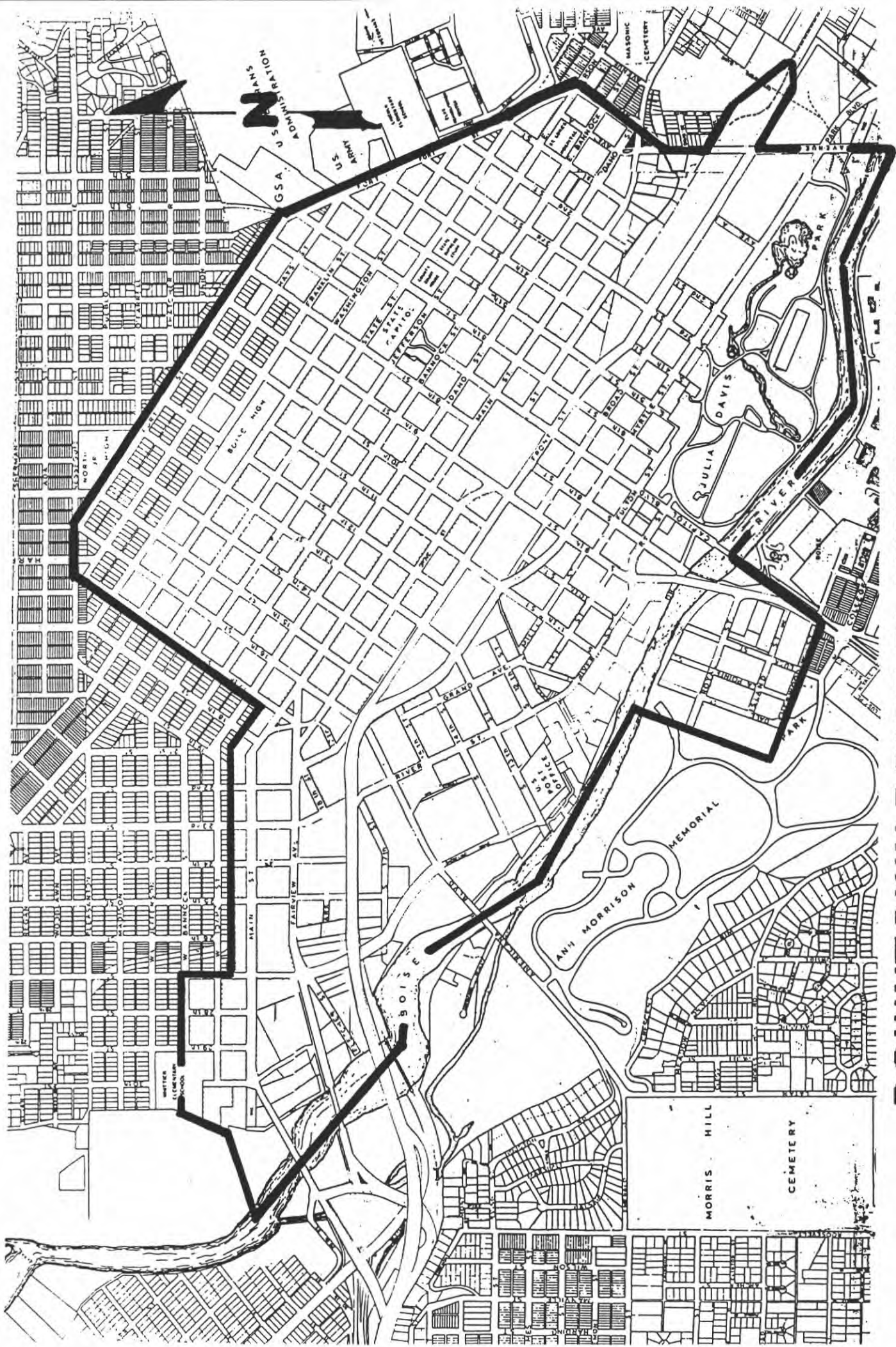
The map of the Downtown Boise Planning Area is provided on the following page. A tract of land, located south of the contiguous downtown study area and West of Boise State University, is included in the downtown planning area because of its close links to the downtown transportation system and land use pattern.

PURPOSE

The purpose of the Downtown Boise Plan is to preserve and enhance the strength of downtown businesses by guiding growth and development in the area. The plan seeks to promote downtown as a dynamic and viable employment, business, and service center by promoting its economic strengths and emphasizing its qualities as a residential neighborhood.

CONNECTION TO OTHER PLANS

Boise's adopted comprehensive plan, the Metro Plan, directs growth based on a concentric ring development model. This model of urban development dictates balancing of population and urban activities around a compact and concentrated city center. The inner most ring, or center, is expected to be urban in nature: a place of relatively high population density with significant employment, retail, and social interaction opportunities. The Concentric Ring model promotes development of a compact urban center instead of a sprawling suburban development pattern.



DOWNTOWN BOISE PLANNING AREA



Several plans and studies for the downtown area have been completed and reviewed by the City over the last twenty years (Appendix A). These plans provide insight into the community's philosophy about the downtown area and what kind of development should occur there. While most of these studies and plans were not adopted, they have influenced downtown land use policies.

This plan is an extension of past planning efforts. The plan renews the effort to maintain and enhance a strong downtown core. The Broadway-Chinden Connector, however, dramatically changes the planning environment. The Connector requires clearly defined goals, new policies, and a greater emphasis on implementation.

ORGANIZATION

The plan is comprised of three sections: Policy Plan, Implementation Program, and Planning Report. Each section of the proposed Downtown Boise Plan is designed for formal adoption as a part of the Metropolitan Plan.

The following is a brief description of each section:

- 1) Policy Plan - Recommended goals and policies for guiding land use decisions in the Downtown Boise Planning Area. Replaces Metro Plan goals and policies IA.1 thru IA.7 - City Center Policy Planning Area (see Appendix G). Adopt by Ordinance.
- 2) Implementation Program - Changes in City plans and policies are necessary to address impacts and opportunities associated with the Broadway-Chinden Connector. The Implementation Program identifies needed studies, zoning changes, and capital projects. Agency responsibility for implementation and time frames for completing tasks are indicated. The Implementation Program should be added to the Metro Plan in APPENDIX B. Adopt by Ordinance.
- 3) Planning Report - Overview of 1991 conditions, issues, and options for development and land uses in the Downtown area. The Planning Report is a component document serving as a land use plan and providing insight to the recommendations of the Plan. The plan report should be adopted by reference in Section 2, Page 1, of the Metro Plan. This will ensure the City may legally use the plan report for proposals that may have a significant impact on the downtown planning area.

PART I

DOWNTOWN BOISE POLICY PLAN

GOALS AND POLICIES

GOAL 1: The Central Business District should be developed in a compact manner within the downtown area as Boise's primary regional activity and employment area. A diversity of land uses, 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 (Downtown Design District Maps).
- b. Concentration of office and retail uses within the Central Business District will be encouraged.
- c. High intensity uses and developments along the Broadway-Chinden Connector are encouraged only within the Central Business District's portion of the Connector.
- d. The area immediately west of the downtown core, between 13th and 17th 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. Transportation improvements outside of the Central Business District should promote improved access to it.
- 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 a 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 the Eighth Street corridor (Pedestrian Oriented Streets District).
- b. The street level of 8th Street will be the pedestrian focus of the Central Business District. New development should be designed to promote a festival marketplace atmosphere and pedestrian activity.

- c. Art, entertainment, and convention meeting facilities are encouraged to locate in the Central Business District.
- d. Expansion of existing museums and cultural facilities is encouraged.
- 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. Complimentary uses are encouraged to locate near major downtown employment centers such as Saint Luke's Regional Medical Center, Boise State University, 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.

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.

GOAL 5: Low-density residential neighborhoods, St. Luke's Regional Medical Center, and the Boise River should be protected by a buffer of higher density residential uses and offices while maximizing the economic potential of existing buildings.

Policies:

- a. Residential-office buffer areas are established around the Central Business District to discourage encroachment or expansion of high intensity commercial uses into these areas.
- b. Higher density residential uses, offices and mixed office with residential uses are encouraged to the north, east and south of the Central Business District; especially near Julia Davis Park, and in the area located between River and Myrtle streets (North River Neighborhood).
- c. In residential-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. In residential-office buffer areas located to the east of the CBD, a more intensive mix of residential, office and limited commercial uses may be permitted.
- 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.

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 23rd Street and 27th Street, from Americana Boulevard to Main Street.
- b. Offices, restaurants, mixed residential and similar low-intensity uses are encouraged to locate in the area between the Boise River and Shoreline Drive, 27th street, and River Street, from Capitol Boulevard to Whittier School.

- 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. Special considerations should be applied to development along the Connector which serves as an important gateway and entryway corridor into and through the Central Business District.

Policies:

- a. To encourage a compact and concentrated Central Business District and to enhance pedestrian activity, strip commercial development along the Broadway-Chinden Connector will be avoided.
- b. Commercial uses and mixed-use developments along the Front-Myrtle portion of the Connector outside of the Central Business District, are encouraged when proposed as part of a planned development with residential uses.
- 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 and free-standing signs oriented to Broadway-Chinden Connector traffic will be discouraged.
- 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 development 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 use(s) to pedestrians; or
 - 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.

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 use of land, and good design.

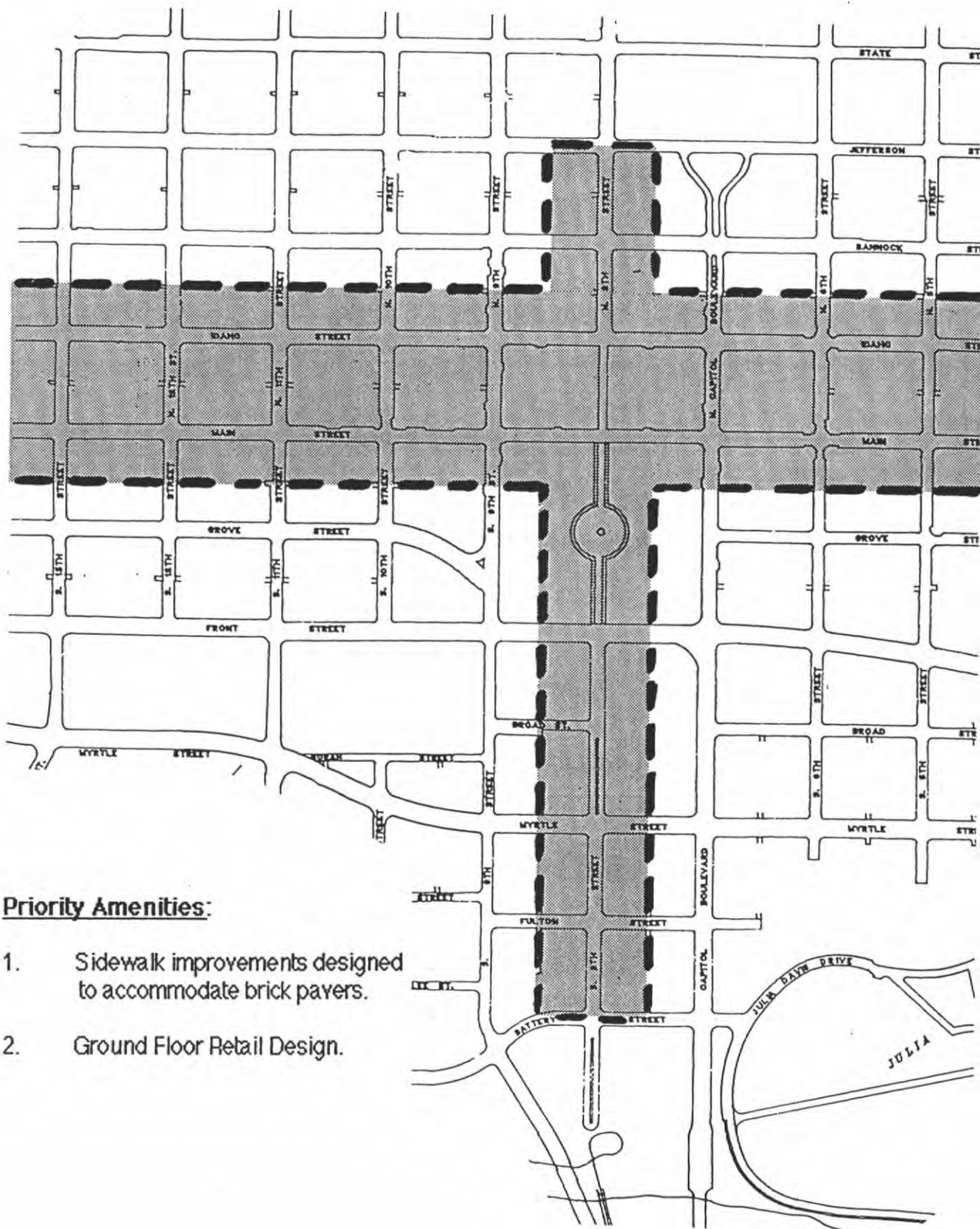
Policies:

- 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 structures between Front & Myrtle Streets 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.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

A. Pedestrian Oriented Streets District

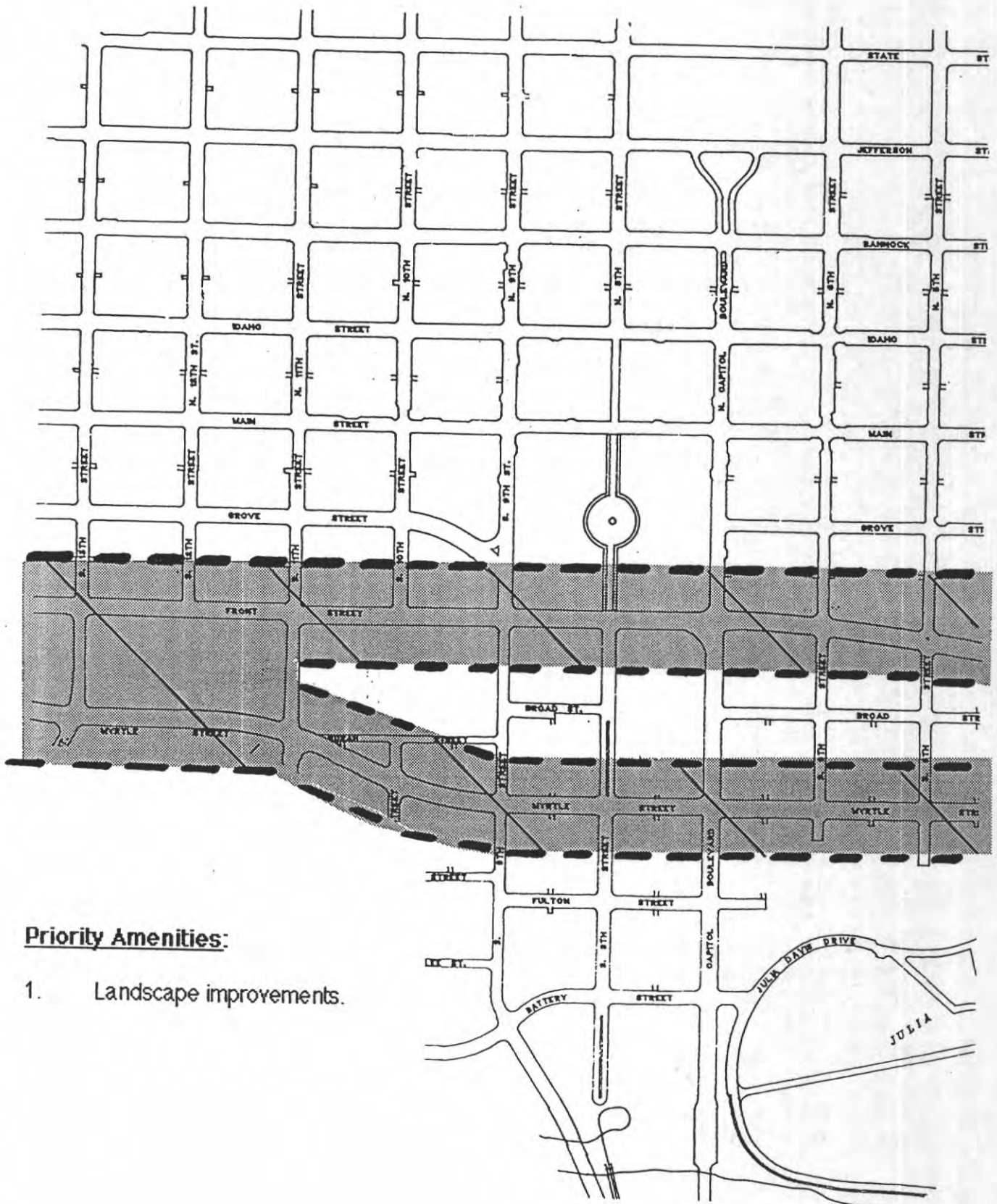


Priority Amenities:

1. Sidewalk improvements designed to accommodate brick pavers.
2. Ground Floor Retail Design.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

B. Gateway Streets District

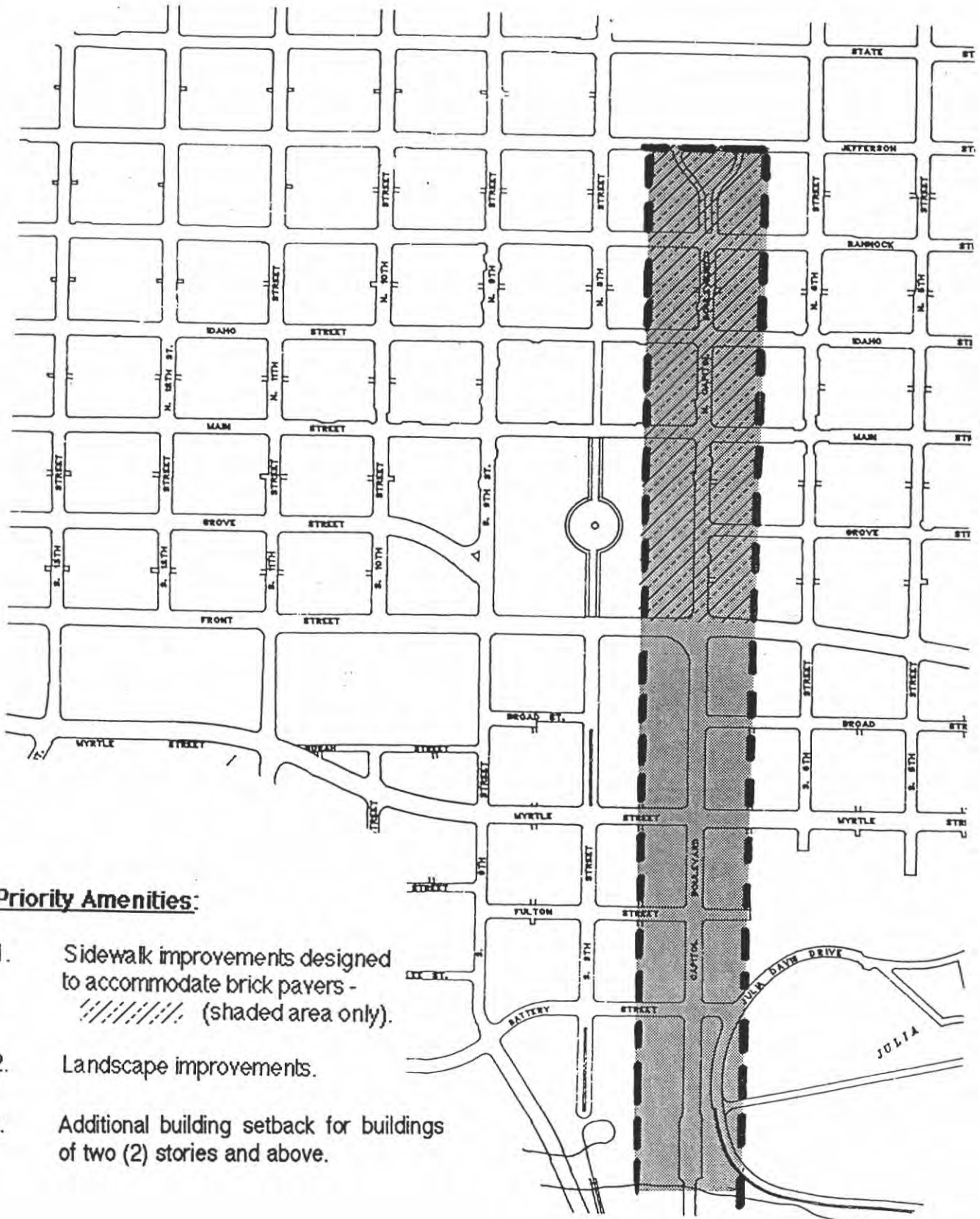


Priority Amenities:


1. Landscape improvements.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

C. Capitol Boulevard District

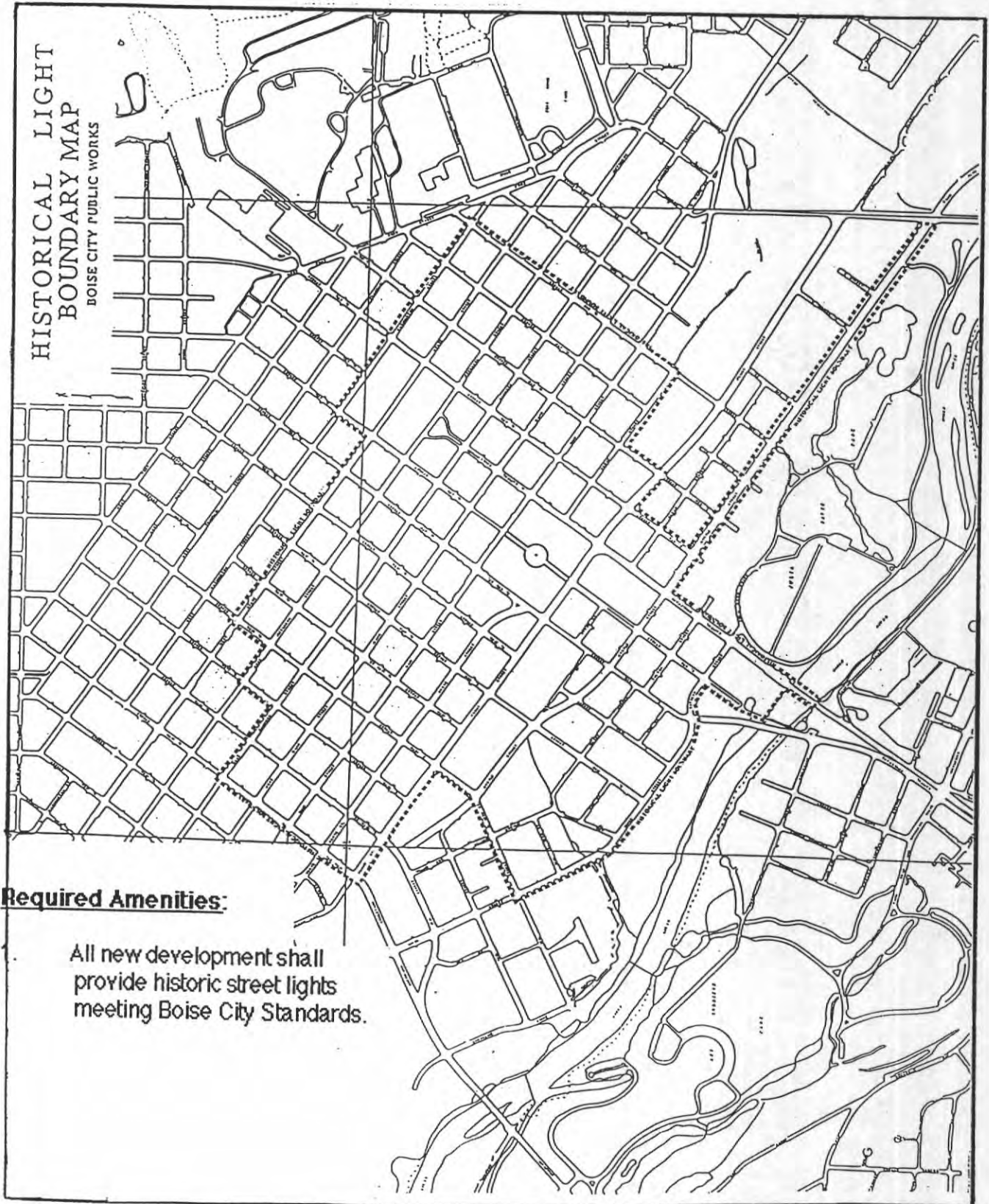


Priority Amenities:

1. Sidewalk improvements designed to accommodate brick pavers -  (shaded area only).
2. Landscape improvements.
3. Additional building setback for buildings of two (2) stories and above.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

D. Historical Lighting District



PART II

DOWNTOWN BOISE IMPLEMENTATION PROGRAM

Projects and Strategies

1. A public participation program will be undertaken by the Planning Department to ensure that individuals, businesses, affected public agencies, and members of the development community have opportunities to comment on the proposed plan. Work sessions will be scheduled with the Planning and Zoning Commission to allow them opportunity to review the plan prior to scheduling it for public hearing.

Estimated time for first P & Z work session: December, 1991.
Project completed: October, 1992.

2. Metropolitan Plan Amendments for the downtown policy planning area should be reviewed and recommended for approval to City Council by the City Planning and Zoning Commission. City Council should review and adopt the recommended Policy Plan, Implementation Program, Planning Report, and Land Use Plan map.

Estimated time for project start: June, 1992.
Project completed: March, 1993.

3. Zoning Code amendments are necessary to implement the goals of this plan. The recommended changes will: improve City zoning tools; provide incentives for residential development in the downtown area; promote compatibility between existing uses and new uses; encourage nonconforming uses to convert to conforming uses; and encourage historic preservation.

- A. The City should develop and adopt a new Central Business zoning district. The intent of the zone will be to encourage a higher intensity of use within the Central Business District and promote good downtown design principles while streamlining the approval process. The new zone will consist of a use table and development standards. Uses will emphasize office, retail, personal services, entertainment and residential uses. Development standards will provide for increased development potential in exchange for including public design amenities in new projects. Development standards will use flexible and incentive zoning techniques.

Estimated time for project start: May, 1992.
Project completed: March, 1993.

- B. The City should create and adopt a new Residential-Office (R-O) zoning district. This zoning district will be proposed to be used for lands lying within the downtown planning area that are currently zoned L-O (Limited Office), or R-3 (Multi-Family Residential). Design Review District designation is required to be used in conjunction with the R-O zone to ensure that the goals and policies for downtown sub-areas are implemented.

The purpose of the Residential-Office zoning district is to increase the development and redevelopment potential of downtown properties surrounding the CBD. The R-O zone is intended to serve as a transitional buffer between the CBD and adjacent neighborhoods. Transitional buffers are designated in the land use plan as Higher Density Residential and Office Buffers. Preservation of residential qualities is stressed for these areas. In the River Street Neighborhood and for the area between Front and Myrtle Streets, the R-O zone is intended to allow for the development of a more intensive urban pattern of mixed offices and higher density residential projects. These areas are intended to be developed with a mix of uses and buildings complimentary to the Central Business District's land use pattern.

The R-O Zoning District will allow mid-rise office and higher density residential projects; require residential uses to be incorporated in commercial projects; incorporate flexible setback standards; and, require new buildings to reflect residential design qualities, especially in established neighborhoods. Streamlining of approval processes for office and higher density residential projects meeting the goals and policies of this plan is also intended.

Estimated time for project start: March, 1992.
Project completed: March, 1993.

- C. Procedures allowing minor expansions (20% or less) of nonconforming uses should be changed to ensure that all such expansions are necessary and compatible with the permitted uses of an area. The recommended procedural change is to require a public hearing on all proposed non-residential, nonconforming use expansions. City Planning Staff will rewrite this section of the Zoning Ordinance subject to approval of this provision of the Downtown Plan.

Estimated time for project start: August, 1992.
Estimated time for project completion: December, 1993.

- D. Parking reduction regulations and the use of Parking Reduction Overlay Zones should be reviewed and revised to help better regulate downtown traffic circulation and parking. Changes should benefit downtown retail and

service commercial enterprises and developments while ensuring downtown employees are provided a range of transit and automobile parking opportunities to fit individual needs. Parking reductions should be offered as a development incentive in exchange for implementing transportation system management techniques; the use of mass transit; and use or development of downtown parking facilities.

City Planning or CCDC staff should lead a public study of downtown parking conditions and issues. The study should focus on revising boundaries and standards for the use of parking reductions and parking overlay zones. Staff must review parking reduction guidelines to ensure standards conform to adopted City goals and policies.

Estimated time for project start: January, 1993.
Estimated time - project completion: December, 1993.

4. The Planning Department will seek to identify nonconforming uses in rezoned areas and issue zoning certificates to their owners. Zoning Certificates will state the limitations and rights of each nonconforming use as provided for in the City Zoning Ordinance.

Estimated time for project start: February, 1992.
Estimated time - project completion: On-going.

5. The City should seek to support owners of older and deteriorating buildings within the downtown area in renovating them for re-use. Additional support may be needed for areas affected by rezoning of M-1D (Limited Industrial) zoned properties; for buildings within designated historic districts; and, in downtown residential areas threatened by blight or blighting conditions.

- A. The City will support expansion of CCDC's project area. The project area should be extended south to River Street to include all properties lying between 15th and N. Capitol Boulevard. Through CCDC, the City should implement programs that improve investment interest in these areas for commercial and residential projects. The result of these efforts should be to encourage new development and provide owners of older buildings with both economic and infrastructure incentives to rehabilitate their buildings.

The Capitol City Development Corporation (CCDC) has prepared a feasibility evaluation for expanding the City's urban renewal and tax increment financing zones. This evaluation should be reviewed and acted on by City Council.

Estimated time for project start: October, 1991.

Estimated time for project completion: unknown.

- b. The Historic Preservation Commission should develop an expanded incentives program that may be adopted by the City to advance historic preservation efforts. Options might include transfer of development rights, facade easements, and other incentives that impart economic value to historic properties or their owners. An evaluation of market conditions and costs should be done as part of this study.

Estimated time for project start: 1993.

Estimated time for project completion: 1995.

- 6. Several elements of the Downtown Boise Plan must be implemented by government agencies other than the City. Implementing agencies will be given an opportunity to review and comment on the proposed Plan. The City will request that affected agencies enter an agreement to abide by the adopted goals and policies of the Plan and agree to implement elements of the Plan falling under their jurisdiction.
- 7. The City and ACHD should assess downtown capital improvement needs and evaluate adopted improvement plans for the area to determine if new projects are needed or if priorities should be changed. Identified improvements that may be needed include:
 - a. Complete an 8th street pedestrian walkway linking the City's North End Neighborhood and foothills areas with the River Greenbelt system. This should include provisions to provide or improve pedestrian and bicycle crossings on 8th Street at all arterial and collector street intersections.
 - b. Fund and complete Capitol Boulevard Plan improvements.
 - c. Study storm drainage problems in the downtown area and develop an implementation program to resolve them.
 - d. Implement through Design Review process Special Downtown Design Districts including:
 - 1. Historical Street Lighting District
 - 2. Pedestrian Oriented Streets District
 - 3. Gateway Streets District
 - 4. Capitol Boulevard District.

Estimated time for project start: October, 1992.

Estimated time for project completion: On-going.

- 8. The City will review and adopt a revised downtown circulation plan. The City, ACHD, and APA are jointly responsible for plan development and implementation.

Estimated time for project start: October, 1991.
Project completed: September, 1992.

9. The City will develop alternatives for reducing automobile emissions in the downtown area, especially during the winter months. Options may include reduced fare or free bus service during Stage II pollution alerts, providing bicycle racks on buses, special bus pass system(s), free downtown shuttles or trolley, etc.... All options should be evaluated to determine if they effectively target downtown commuters, reduce emissions, and promote a decrease in automobile traffic.

Estimated time for project start: January, 1993.
Estimated time for project completion: on-going.

10. The City should support the creation of a downtown impact fee benefit zone. Revenues generated from downtown impact fees should be used for new parking structures, bicycle lanes and operational improvements in designated downtown urban renewal areas and the downtown planning area. The City will enter into discussions with ACHD to determine if an agreement can be reached on a downtown impact fee benefit zone, rates, and improvements.

Legal and technical restrictions may exist on how impact fees are assessed, where they can be used, and the types of projects they can be used for. If such legal restrictions exist, they should be ammended through the appropriate state or local legislative process as may be necessary to implement this proposal.

Estimated time for project start: January, 1993.
Estimated time for project completion: 1994.

11. The City should adopt a new zoning map for all lands lying within the downtown planning area. The proposed new zoning map will eliminate M-1D (Medium Manufacturing District) zoned properties within the downtown area. The new zoning map is intended to promote compatibility between downtown sub-districts and achieve consistency between the adopted downtown land use plan and zoning. City Planning Staff will prepare a rezone application and proposed zoning map to show new zoning for the downtown area. The new zoning map will replace existing base zoning in the downtown area (Appendix I).

Estimated time for project start: June, 1992.
Project completed: March, 1993.

PART III

DOWNTOWN BOISE PLANNING REPORT

ENVIRONMENT

Downtown is physically bounded by the Boise River and the Boise Front foothills. Established residential neighborhoods demarcate the downtown area's commercial limits on three sides. The unique combination of foothills, river and adjacent neighborhoods contribute directly to downtown's attractiveness. The effects of cooling winds coming off the Boise Front, river, large open parks, tall buildings, and numerous trees moderate Boise's hot dry climate. Downtown benefits from these moderating effects for most of the year; helping to keep downtown cooler than other parts of the City and creating the ideal environment for holding outdoor activities in the downtown area.

Downtown environmental constraints which affect development and urban quality include: potential flooding hazards from the Boise River and the gulches (especially Cottonwood Creek), potential earthquakes, high water table, and air pollution. Flooding and earthquake hazards appear not to increase development costs; however, limitations to development within the 100 year floodplain do restrict residential uses from being located below ground level. The high water table is regarded as a nuisance rather than a hazard because it requires pumping equipment to de-water underground structures.

Because downtown is located in the most confined portion of the Boise River Valley, stagnant air often pools up in the area. During the winter, downtown air pollution is more concentrated than in other parts of the City. Heavy automobile traffic in the area contributes directly to pollution levels. Environmental constraints and hazards, however, appear minor in comparison to the potential harm that downtown development and activity could have on the Boise River ecosystem.

The desire to protect and enhance water quality and riparian habitat of the Boise River environment is a clearly identified community-wide goal. The City has emphasized protection of environmental attributes through the adoption of a River Plan, River Protection Ordinance, and Floodplain Ordinance. The plans and ordinances protect private property from potential hazards and preserve water quality and wildlife habitat values for eagle, heron, and trout. These policy documents provide standards to be adhered to for all downtown developments proposed along the river.

POPULATION AND GROWTH

Residential uses in a downtown area are desirable because they put people in the downtown environment at non-office hours, thereby providing the atmosphere of a twenty-four hour activity center desired by most downtown merchants in all cities. Boise is no exception, to wit, the City has established goals for a downtown population balance to achieve a twenty four hour activity level.

These goals encourage the downtown area to house three percent (3%) of metropolitan area's population by the year 2000. The population figures and projections for Ada County, Boise City, and downtown area are shown in Table 1. The 1980 and 1990 population counts show no increase in the downtown area. A sharp contrast to the high growth rates experienced by the rest of the City and County.

TABLE 1

Census Population and Projections: 1980, 1990, 2000, & 2010

<u>Planning Area</u>	<u>1980</u>	<u>1990</u>	<u>'80 - '90</u>	<u>2000e</u>	<u>2010</u>
Ada County	173,036	205,775	19%	244,708	290,000
City of Boise	102,451	125,738	23%	154,318	211,646
<u>Downtown Boise*</u>	<u>2,938</u>	<u>2,933</u>	<u>0%</u>	<u>5,782</u>	<u>5,782</u>

Source: Ada Planning Association, 1988 Demographic Report

Notes: * Census Tract 1. @ Projections based on past growth.

The year 2000 population projection predicts a 70% increase in the downtown area population. This projection exceeds the current population balance goal for the downtown area which calls for three percent (3%) of the metropolitan area population to be housed in downtown. To reach the City's year 2000 population balance goal for downtown, it's estimated that 1,000 to 2,000 additional residential dwelling units will be needed, depending on household size. This is a high number of additional housing units, perhaps more than can be reasonably developed or absorbed by the housing market over the next 10 years.

Table 2 demonstrates that downtown housing activity was sporadic over the last three years. The high 1989 figure is due to conversion of the Idaho Building from offices to mixed commercial and residential uses. If downtown housing continues to developed at the current rate, too few units will be created to meet the desired population goal.

TABLE 2

Downtown Housing Development Activity

Residential Demolition and New Development - Units Per Year

<u>Type</u>	<u>Number Of Units</u>			<u>Total Units</u>
	<u>1988</u>	<u>1989</u>	<u>1990</u>	
New Single Family	0	0	0	0
New Multi Family	0	58	4	62
<u>Res. Demolitions</u>	<u>-6</u>	<u>-5</u>	<u>-7</u>	<u>-18</u>

Source: APA - Development Monitoring Report, 1988 - 1990

The 1980 U.S. Census recorded 2,169 year-round dwelling units within the downtown area. Seventeen percent (17%) of these units were less than ten (10) years old while more than half were over forty (40) years old. Over 83% of the downtown dwellings were occupied, 17% of them by owners. Low income households occupied roughly 25% of downtown housing units. Thirty percent (30%) of downtown dwellings were single family residences; the remaining 70% were primarily multi-family apartments.

In comparison, 1990 U.S. Census data indicates that year-round downtown dwelling units decreased nearly 10% to 1,958 units. While the total number of units decreased from 1980, occupancy increased by 5%, bringing the downtown residential occupancy rate up to 88%. Owner occupancy, nevertheless, declined to 14.3% in the same period. The percentage of single family residences declined to 22% of total units (from 650 to 440), which is a net loss of 32%. In comparison the total number of multi-family units increased 8%.

Table 3 shows the value of downtown commercial, office and residential construction that has been permitted over the last three years. Tables 2 & 3 indicate single family residences are either being replaced by offices or, less frequently, being converted to multi-family residential use. The amount of high quality office and commercial space created over the last three years may indicate that the market for downtown commercial and office space is still strong.

TABLE 3

Downtown Development Activity: 1988, 1989, & 1990
 Type of Construction and Value

Type	Value by Year		
	1988	1989	1990
Single Family	0	8,000	0
Multi-Family	0	130,000	115,600
Office/Commercial	2,816,377	2,256,342	22,685,685
Industrial	0	0	122,796
Public/Quasi Public	13,500,078	672,700	5,200
Total	16,316,455	3,067,042	22,929,281

Source: APA - Development Monitoring Report, 1988 - 1990

Despite declines in the total number of downtown dwelling units and the development of few downtown residential projects, a market for downtown housing does exist. Interest in developing new downtown housing is high according to Capital City Development Corporation representatives. The real estate market, however, may appear too risky for many interested investors, lenders and developers. This may be because downtown land values are too high and downtown housing has traditionally been oriented to development of low income housing.

If the sporadic rate of new downtown housing development holds, too few dwellings will be created to meet population balance goals. If additional dwellings are developed, most will probably be created by converting older downtown buildings. Large single family residential structures are the most likely to be converted into apartments. Residential conversions could add a significant number of units to the downtown housing market. Conversions, unfortunately, require few improvements to existing streets, sidewalks, or utilities. These type of improvements are needed in downtown neighborhoods to preserve residential quality and value.

LAND USE

A land use survey was conducted in June, 1991. The survey provides an overview of downtown land use patterns, activity levels, and densities (see land use map following page). The survey shows that the downtown area contains a diversity of businesses and commercial uses. The variety of downtown land uses include: single and multi-family residences, trucking firms, warehouses, auto sales lots, parking lots, corporate headquarters, retail and service businesses, theaters, restaurants, parks, museums, and government offices. A summary of downtown land uses by type and acreage is provided in Table 4.

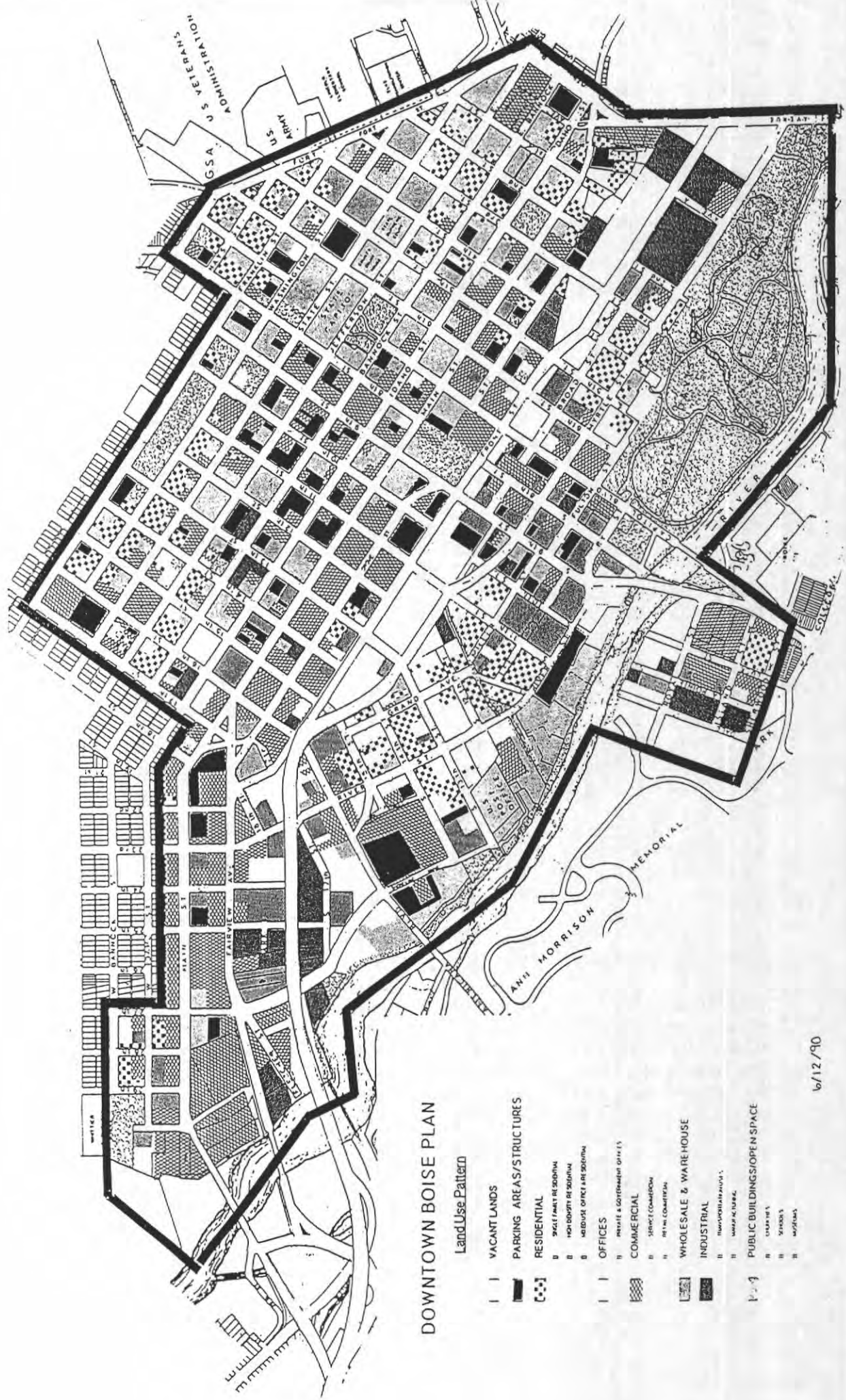
TABLE 4

Downtown Land Uses by Type, Acreage and Percent of Land Used

Type of Use	Approx.	Acres
<u>Percentage</u>		
Streets/Alleys	320	33.7%
Commercial	125	13.1%
Public Buildings & Parks	118	12.4%
Professional/Government Offices	105	11.1%
Vacant Lands	97	10.2%
Parking Garages & Lots	53	5.6%
Residential	53	5.6%
Wholesale/Warehouse	43	4.5%
Industrial	36	3.8%
<u>Total</u>	<u>+/- 950</u>	<u>100%</u>

Evolution of the downtown land use pattern reflects the significant changes that have occurred in the national, regional and local economies over time. Boise's local economy follows national economic trends that have reduced emphasis on manufacture and heavy industrial production for information and service activities. Downtown Boise used to be a regional distribution hub; now it is a regional center for government, retail, services, and entertainment. Downtown has retained its dynamic retail shopping environment despite the opening of the regional mall. This is because downtown provides an experience distinctly different from the suburban shopping mall experience. The distinction is apparent in downtown's compactness, scale of buildings, provisions for public space, variety of activities; concentration and mixture of land uses, and pedestrian orientation.

Existing downtown land use patterns show that a degree of harmony between land uses has been formed over many years. The pattern of development and use defines sub-areas around the State Capitol, St. Luke's Regional Medical Center, and the Central Business District. In some downtown areas, incompatible uses detract from the quality of adjacent development and uses. In nearly all cases, incompatible uses depreciate the qualities of the area they are located in and they certainly impede City goals to encourage compatible types of development to occur in specific areas.



DOWNTOWN BOISE PLAN

Land Use Pattern

- VACANT LANDS
- ▬ PARKING AREAS/STRUCTURES
- RESIDENTIAL
 - SINGLE FAMILY RESIDENCE
 - ▨ HIGH DENSITY RESIDENCE
 - ◻ LOW DENSITY OFFICE/RESIDENCE
- OFFICES
 - ▨ OFFICE/COMMERCIAL OFFICES
- ▨ COMMERCIAL
 - ▨ SERVICE COMMERCE
 - ▨ RETAIL COMMERCE
- ▨ WHOLESALE & WAREHOUSE
- ▨ INDUSTRIAL
 - ▨ MANUFACTURING
 - ▨ WAREHOUSE
- ▨ PUBLIC BUILDINGS/OPEN SPACE
 - ▨ COURTS
 - ▨ PARKS
 - ▨ AIRPORTS

6/12/90

A comparison of historic and current photographs taken in the downtown area shows that industrial uses have almost disappeared since the UP railroad spur was removed. The large land holdings of industrial uses and the Railroad, are slowly, but unpredictably, being developed into offices, commercial uses, and large surface parking lots. Two primary questions are raised regarding the development potential of lands along the Connector:

- 1) How will compatibility between new and existing development be achieved so as to ensure that desired land use patterns in the downtown area are promoted?
- 2) How will future development along the connector affect the compactness and concentration of Central Business District land uses?

Usually incompatible uses are distinguished as nonconforming uses by zoning ordinance definitions. Nonconforming uses are normally deemed incompatible to surrounding uses or the intended uses of an area. When this is the case, a nonconforming use should be encouraged to relocate to an appropriate site. Examples of incompatible uses in the downtown area include: a trucking firm located adjacent to a residential area; large at-grade parking lots surrounding retail shops; and a transportation operation located next to residential homes.

Changes to the Nonconforming Use provisions of the zoning ordinance may be made to give the City the ability to minimize and mitigate the effects of incompatible uses on conforming uses. Changes to zoning and ordinances should be made to promote compatibility between uses and to encourage nonconforming uses to move to suitable locations when the impacts of their proposed expansion can't be feasibly mitigated.

To address the second question posed, an understanding of the relationship between the downtown transportation system and land uses is needed. This relationship is explored in the sections that follow.

DOWNTOWN TRANSPORTATION SYSTEM

The downtown transportation system consumes over 300 acres of land, about one-third of the entire study area. The downtown transportation system (including the newly constructed Broadway-Chinden Connector), is comprised of 7 bridges, 4 pedestrian bridges, 25.6 miles of streets, more than 50 miles of sidewalks and alleys, 11 parking structures, numerous surface parking lots, and 3.5 miles of pedestrian routes. Layout of the downtown transportation system is based on a rectangular street grid offset 45' from the City's regular north-south street grid. An important element of the system is the 5 bridges that provide access across the Boise River and into the downtown area.

Downtown transportation system issues include high traffic volumes; direction and speed of traffic, land use, parking, bicycles, pedestrian activities and impacts on adjacent residential neighborhood qualities. Land uses, street circulation patterns, and parking policies will most affect the downtown transportation system's ability to function efficiently and safely. Due to the complex nature of current transportation issues, this section limits its analysis to primary issues of downtown circulation and land use. An in-depth study and plan for the downtown transportation system is necessary.

An understanding of the existing functions of the downtown transportation system is needed to discuss the primary issues and opportunities associated with the Connector. The existing transportation network directs traffic to and through downtown via Main, Fairview, Broadway, and State streets. These streets are primary arterial routes. State Street is the only east-west arterial route north of the Boise River. Average daily traffic volumes on downtown streets will become heavier as regional population grows (see Appendix B).

The Connector will facilitate the movement of traffic which is generated on the south side of the Boise River, to and through the downtown area. The Connector will shorten the time it takes to get to the CBD from the south half of the City. The Connector will become the primary route into the downtown area, serving over half of the City and the majority of people from Ada, Canyon, and Elmore Counties. Connector traffic will directly enter or exit the Central Business District only by turning off of Front or Myrtle Street between 5th and 13th Street. The Connector provides indirect access to downtown via Garden City Exit, River Street off-ramp (east bound only), Front Street off-ramp (west bound only), and from Broadway Avenue.

Non-essential downtown trips (trips that go through downtown but don't intend to stop there) are expected to divert to the Connector when it opens. Downtown circulation patterns will be affected as traffic will increasingly desire to go north-south through the CBD to access the Connector. This will decrease non-essential east-west trips through downtown, improving capacity on east-west streets for shoppers and downtown employees. The critical problem will be how to route traffic onto north-south streets and still preserve access and parking.

If efficient north-south traffic flows are not provided in the CBD, there is a chance that downtown development will be pushed east and west along the Connector. If this happens the CBD will become less concentrated, less compact, and less pedestrian oriented. Instead, the CBD would become more suburban and auto-oriented in nature. If high intensity development spreads out east-west along the Connector, it will nullify public investments in advancing the compact development of the CBD. This development pattern will also deteriorate the CBD's retail environment. To avoid both problems, the CBD's land use pattern must be kept as compact as possible.

A compact land use pattern is desired to preserve and promote retail activity and pedestrian circulation in the CBD. To implement this goal and allow for growth, the CBD may be stretched southward. This action will not sacrifice compactness nor increase traffic in adjacent residential neighborhoods. Stretching the CBD south does allow the Connector to serve a much larger CBD area and ensures the district retains its compactness. Limiting land use activities and development in the Connector corridor, east and west of the CBD area, will be necessary to ensure that development along it promotes the concentration of retail uses and pedestrian orientation of the CBD.

Compatibility of land use activities with the downtown transportation system must also be considered. Certain types of land uses can adversely affect the capacity and safety of the downtown transportation system if allowed in the area. These uses include large scale trucking and warehousing operations, heavy manufacturing, strip commercial shopping centers, drive-thru windows, and certain auto-oriented businesses. The uses listed include examples of truck traffic generators which must be restricted because they undermine safety and performance aspects of the Connector. The other uses listed encourage higher volumes of short trips - trips which are not connected to employment or retail activities. All such uses should be restricted from locating in the CBD, or along the Connector, because they will impact its capacity, safety, and function.

Parking

Downtown has nearly 22,000 on and off-street parking spaces available, yet downtown employees and shoppers perceive that the area lacks adequate parking. Over 5,000 on-street parking spaces are provided to serve downtown shops, restaurants, and offices. On-street short-term parking complements the downtown business environment and encourages uses such as: walk-up banking, retail, personal services, business services, and restaurant take-out businesses to locate in the CBD. On-street parking also enhances pedestrian activity since it creates a buffer between pedestrians and automobile traffic.

More than 16,000 off-street parking spaces are available in the Central Business District. Parking structures and surface lots serve both short and long-term parking needs. Off-street parking in the CBD has been improved by development of new parking structures. The public is slowly accepting the use of parking structures, in part due to Capital City Development Corporation parking policies.

Businesses within the CCDC redevelopment area advertise and use validated parking to encourage downtown customers to use public parking facilities. This helps overcome perceptions of inadequate downtown parking and encourages people to use public parking facilities. Businesses located outside of CCDC's redevelopment area can help improve perceptions about downtown parking and help

increase downtown pedestrian activity by using the validated parking system.

The long-term parking needs of the downtown area presents several constraints and problems. The amount of revenue a short-term parking space generates is usually much higher than a long-term parking space. Because of this, long-term parking is usually built at ground level, on large parcels of land. Long term parking is generally constructed as cheaply as possible. Surface parking lots consume about 5% of the land in the downtown study area, contributing to a sprawling development pattern and compromising City goals for a compact and concentrated Central Business District. Large ground level parking lots discourage pedestrian activity when not attractively designed, landscaped or maintained. Lack of landscaping and remoteness from where people want to be are often cited as problems.

In the downtown environment, parking structures are more desirable than surface parking lots because they promote greater activity levels and are a more intensive use of land. Parking structures promote pedestrian uses when sited within easy walking distance of retail and personal service businesses. Well planned parking structures will provide pedestrian friendly amenities such as landscaping, street furniture, and connection to bus services, which in turn enhances the urban scale of a Central Business District. More parking structures are desired to serve downtown's short term parking needs.

Alternative Transportation and Transportation System Management

Transportation System Management (TSM) strategies and emphasis on use of transit alternatives should continue to be emphasized to improve the environment and downtown auto circulation. The City should use TSM strategies as part of its land use planning practice to preserve capacity in the downtown transportation system. Additional growth and development in downtown will require implementation of TSM strategies to mitigate traffic impacts. If TSM is not used to mitigate traffic impacts, major street improvements may be required to address capacity and safety problems. City zoning and design standards should encourage developers to use public transit and TSM strategies to mitigate and reduce traffic impacts of new projects.

The City could encourage use of TSM through better use of its parking overlay zones and parking reduction regulations. These regulations should incorporate criteria such as: proximity of a development to public parking areas, quantity of public parking spaces, use of public transportation by employees, and building orientation to pedestrians. Other factors may also need to be considered in granting parking reductions or extending parking reduction zones. Zoning amendments will be required to implement these suggestions.

PEDESTRIAN CIRCULATION

According to the Downtown Boise Association's 1990 Market Study, nearly 15,000 people work within walking distance of the existing Central Business District. Nearly 25,000 work within the downtown planning area. The City should continue to promote the pedestrian orientation of the Central Business District. The benefits of a pedestrian oriented CBD include: reduced downtown traffic congestion, increased vitality of retail activity, greater energy efficiency, protection of downtown air quality, increased potential for the use of public transportation, and greater social interaction.

City policies recognize three (3) streets within the CBD where buildings and uses are to be oriented to the pedestrian:

- 8th Street - From the Boise River to Bannock Street;
- Main Street - From 5th Street to 10th Street, and
- Idaho Street - From 5th Street to 10th Street.

Main, Idaho, and 8th streets are well used by pedestrians, especially during special events. The streets are distinguished by wide sidewalks; use of street furniture, numerous shade trees and numerous specialty shops, and connection to the Grove (a major downtown node). Two factors appear to make these pedestrian streets work: 1) few street level parking lots are located along them, and 2) street level businesses attempt to cater to pedestrians using window displays, eye level signs, and sandwich boards. These factors improve the pedestrian experience and reduce conflicts with automobiles.

PARKS, RECREATION, AND OPEN SPACE

The downtown area contains three of the City's largest parks, two libraries, four museums, and the zoo. The most important recreational attributes in the downtown area, nevertheless, are the Grove and the Boise River and Greenbelt. The Grove serves as the Central Business District's focal point for social meetings and gatherings as well as for special events and activities. The Greenbelt provides access to downtown for the East End, Central Bench, and Veterans Park neighborhoods. It also provides access to the University District and residents in the Park Center-Logger's Creek area.

Four (4) pedestrian-bicycle bridges over the Boise River provide access to the University District and Central Bench neighborhood from downtown. Pedestrian - bicycle routes linking downtown to the North End are poorly defined and have several safety and operational problems. One major problem is the bicycle route to and from Garden City and West Bench area was cut off by the Connector.

Downtown parks serve two roles: public open spaces, and landmarks. Downtown parks see their highest use on weekends. The next highest period of use is during weekdays at the lunch hour. Small parks,

such as the C.W. Moore Park, provide downtown employees and shoppers a good place to rest, lunch, watch people, and escape the bustle of downtown. On a daily basis, downtown parks serve an area of three to five blocks. No public park exists in the downtown area west of 9th and north of Main. Pedestrian traffic during the lunch hour in this area is noticeably lower than other parts of the CBD. If a park or plaza is provided in this area, it will help improve the area and perhaps increase pedestrian activity.

Many community-wide cultural events and recreational opportunities occur in the downtown area including: Alive after Five, jazz at Julia Davis Park, bicycle races, trout fishing, and tubing (see Appendix C). Cultural facilities in Julia Davis Park are insulated from the pace of the Central Business District. This creates a special atmosphere in the park that should be preserved. Expanding cultural facilities in Julia Davis Park will be needed to meet future demand. Expansion, however, must not compromise the park's unique ambiance.

PHYSICAL FORM

Boise City has gained attention for its downtown area because of its aggressive downtown redevelopment strategy; emphasis on quality design; and promotion of a quality downtown experience. Boise is considered to be great place to live and work, in part because of its downtown. Boise's downtown will continue to improve its image and business environment if it maintains a compact and concentrated CBD. A compact Central Business District will not preclude new growth.

Past planning efforts such as the Capitol Boulevard Plan, 1986 Downtown Urban Design Plan, and 1987 RUDAT Study, have helped focus community efforts in creating a viable and dynamic downtown. The goals of these plans with the objectives of historic and special districts (Capitol Boulevard, Main and Idaho Streets, and Old Boise), encourage complementary mixtures of old and new buildings. The City's adopted plans and policies for special downtown districts should continue to be emphasized and extended where appropriate to do so. Greater focus on urban design will be needed to maintain downtown's quality of life factors. Downtown's vitality and attractiveness may be enhanced by stressing open space, exterior materials, facade design, and ground floor retail uses in downtown zoning standards.

Part of the Central Business District's aesthetic appeal and economic flexibility comes from its large inventory of older buildings. Many of these buildings have architectural historic value. Only a few downtown historic properties (e.g. Idaho Building, Belgravia) have been rehabilitated for new residences, offices and commercial use. It appears that many older downtown buildings could be redeveloped and adapted for new uses. Projects to rehabilitate and convert older building in the downtown area for new uses are desired.

The CBD will be better able to attract and hold a diversity of small and large uses if older buildings are preserved. The inventory of older buildings in downtown gives it an economic edge over other areas of the community. This edge is due to the wide range of rent and space opportunities associated with such a large and healthy stock of older buildings. Older building should be viewed as an integral resource to downtown's vitality and urban form. New development shouldn't be allowed to destroy older buildings unless it can be demonstrated that the economics of rehabilitating and re-using a building are not profitable, or if life-safety issues are present.

Historic preservation goals within the downtown area would be enhanced if incentives, especially economic ones, were built into both the Zoning and Historic Preservation Ordinances. Several proposed downtown historic districts were not adopted because owners of the buildings saw the historic zoning designation as a roadblock to progress and higher returns on their investment. The development and use of zoning incentives should be a priority of the Historic Commission. Development of zoning incentives may help the Commission to overcome concerns and opposition to historic preservation efforts.

Current historic preservation goals and zoning requirements have not been especially effective in preserving or enhancing the value of older buildings. The use of innovative zoning and redevelopment tools, like a development transfer program and tax increment financing, may be needed to enhance the City's historic preservation efforts. Development transfer programs can be effective in changing the economics of preservation when real estate markets are strong. When economic incentives are created, owners of historic properties may become motivated to designate, save, and rehabilitate their buildings.

SOCIAL SERVICES

Downtown serves as a central hub for social service providers. The types of social services available downtown range widely both in size and function. Services include welfare offices, St. Luke's Regional Medical Center, medical support services, and emergency housing. These services provide an important safety net for people in need. Organizations involved in social services include: twelve or more churches, fourteen government social service offices, Saint Luke's Regional Medical Center, and three large daycare facilities. (See Appendix D).

Expanding the network of downtown social service facilities and services has been identified as a need by existing downtown social service providers. There is a need for additional social service providers in downtown because of the number of social service facilities already located there. New offices desired in the downtown area include: Health and Welfare, Mental Health, Social Security, plus child and infant care facilities. If these new providers were located in the downtown area it would help improve

the social service network and help providers to deliver services in a more efficient manner.

Emergency shelter and temporary housing units are much needed through-out the City meet current and future demand. Emergency housing is especially needed in the downtown area because of the concentration of social services there. Single room occupancy hotels and low-income transitional housing are needed to provide a wider range of housing options to the homeless in the downtown area. Emergency housing facilities should be encouraged within the downtown planning area because they will complement existing social services and minimize inefficiencies associated with the scattering of sites.

ECONOMIC DEVELOPMENT

This section of the planning report deals with three aspects of the downtown economy: employment, retail and service characteristics, and redevelopment. Employment forecasts for the Central Business District indicate that it will remain the City's primary employment center through the year 2010. Table 5 shows employment figures and forecasts for the County, City, and downtown area. The table indicates that job creation in the downtown area is expected to slow down.

TABLE 5

Employment Forecasts: 1980, 1990, 2000 & 2010

Planning Area	1980	1990	% Change		2000@	2010
			'80 - '90			
Ada County	81,941	102,560	25%		120,000	139,200
City of Boise	67,342	84,135	25%		97,885	111,748
Downtown Boise*	24,265	27,210	12%		30,171	31,391

Source: Ada Planning Association, 1988 Demographic Report

Notes: * Census Tract 1. @ Projections based on past growth.

Slowed employment growth in the downtown area won't diminish downtown's importance as an employment, retail, and service center. New office and service businesses are likely to desire a downtown location because the CBD provides: status; proximity to primary clients, a variety of services, and a package of urban amenities. Government employment in the Boise area will continue to be located in the downtown area and will probably grow as the State and local population increases. Downtown employees will continue to be the principal market for downtown retail and service businesses with close-in residential neighborhoods providing an increasingly important secondary market opportunity.

The opening of the regional mall has impacted downtown's retail strength. The mall, nonetheless, fulfills a specific market niche that downtown businesses don't necessarily have to compete against. Some downtown businesses will continue to be impacted by the Mall. These businesses will have to either redefine their role in the

regional market or move to the Mall. According to Downtown Boise Association reports, most downtown businesses are prospering. This indicates that downtown retail vitality is beginning to revive from the impact of the regional mall.

Downtown merchants are likely to continue to struggle to regain regional market share. Their efforts can be facilitated if they begin to cooperate in changing perceptions about the quality, variety, and price of goods and services available in the downtown area. Cooperation between downtown retailers, entertainment and restaurant businesses would be especially effective in capturing after work and specialty item shoppers. Spin-off from this type of teamwork would help re-enforce downtown activity levels and regional attraction to the area.

The development of the convention center is a landmark opportunity for the downtown economy. The convention center brings increased activity levels to downtown and opens up a new market for downtown businesses to target. The volume of visitors that the convention center draws to the Central Business District is significant. In 1990, convention center management estimated it would generate 134,000 visitors; 1990 - 150,000. Projections for 1992 show an increase to 180,000 convention center visitors.

When not involved in activities at the center, convention visitors will seek retail, restaurant, entertainment, and recreation opportunities within the Central Business District. This will be especially significant if conventioners are staying in downtown hotels. To satisfy the convention visitor market quality hotels, short term parking, pedestrian friendly walkways, and access to public transit are needed in the Central Business District.

Businesses look at many factors before deciding whether or not to locate to an new area. Important factors include: access to primary markets or client groups, availability of office/retail space, quality and quantity of space, parking needs, proximity to business services, and, development, operating and relocation costs. Downtown offers many business advantages due to its central location, concentration of people and services, proximity to government and corporate offices, quality office spaces, and amount and variety of parking facilities.

An impact fee system imposed by the Ada County Highway District will affect downtown development potential. Impact fees will add substantial costs to potentially desirable downtown projects meeting the goals and objectives of this plan. To encourage growth in the City's Center, rather than at its periphery, impact fees should be waived for projects in the downtown area. An agreement with ACHD to waive impact fees in designated downtown urban renewal zones or the downtown area or both should be pursued by the City.

Several major projects are planned for the downtown area that could have a positive affect on downtown economic development activities. These plans could include a new hotel and a large office/sports-plex and restaurant development proposed for Union Pacific property

located east of 9th Street. A new County Government facility is also planned to be built near 3rd and Front streets sometime soon. New office space, services, and retail stores will benefit downtown businesses and enhance downtown's role as the City's employment and service center.

One of the perceived problems in the Central Business District is the number of downtown storefronts that remain vacant. Filling vacant spaces and buildings with viable retail and personal service businesses will be a challenge. The challenge can be met by cooperative effort and a common vision of what downtown Boise should be. This vision must be shared by citizens, the City, downtown businesses, and agencies (public and private) influencing downtown business decisions and development activity.

Two organizations have the most direct influence on downtown's economic environment: Downtown Boise Association (DBA), and Capital City Development Corporation (CCDC). Downtown economic development for retail and service businesses is primarily advanced by the Downtown Boise Association (DBA). DBA is instrumental because of its efforts to organize businesses, undertake special projects, and sponsor events and activities. The Downtown Boise Association puts out a newsletter; has conducted a major downtown market study; organized several downtown events; spearheaded marketing and advertising campaigns; and provided business assistance and organizational leadership to its members.

Capital City Development Corporation is a quasi-public agency responsible for redevelopment of a nine block area. This area is designated as an urban renewal and tax increment financing zone. CCDC plays an important role in the public efforts to encourage development of quality office and retail space in central business district (see Appendix E). The CCDC redevelopment area is located in the heart of the central business district. The size of the redevelopment area is relatively small compared to other Cities with redevelopment programs.

Through CCDC's use of tax increment financing, the City has been effective in promoting reinvestment and redevelopment within the Central Business District. In implementing the redevelopment program, CCDC provides specialized skills and services such as public-private planning, real estate development, and project financing. By employing people with specialized skills in these areas, important financial benefits can be gained by the City and the developer. When the cost, complexity, and timing of downtown developments is minimized, costs to the developer and tax benefits to the City are usually improved.

The City's use of a redevelopment agency and redevelopment program could be maintained, expanded, and redefined to advance the goals of this plan. If the City determines that it should maintain or expand downtown redevelopment efforts, it should consider expanding the designated urban renewal and redevelopment areas. There are several areas within the downtown planning area that may be

eligible for urban renewal designation. These areas should be identified by special study.

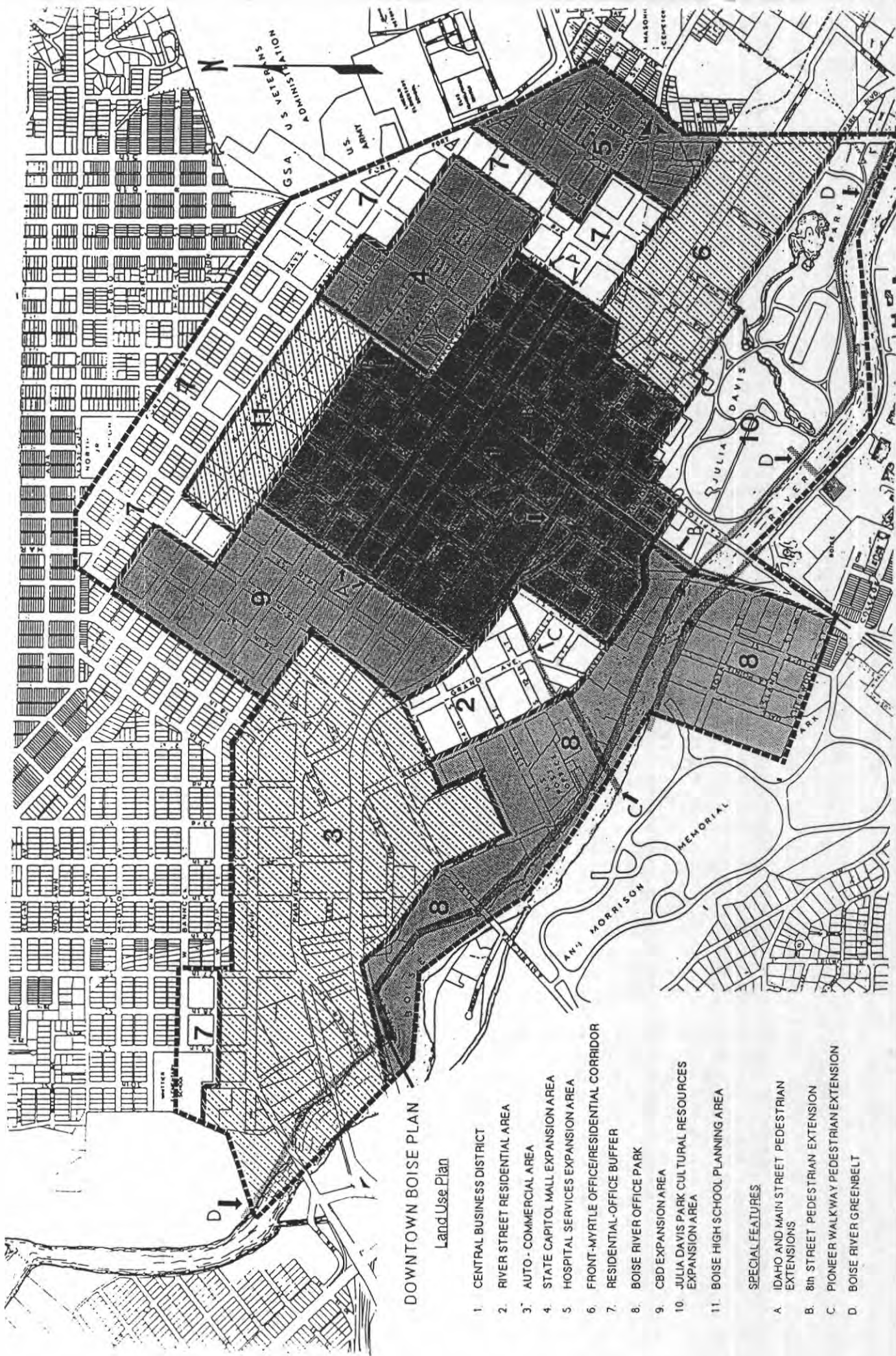
The City may choose to redefine its downtown redevelopment program in the future. There are many new redevelopment tools that can be used by the City to further downtown goals. The categories of redevelopment tools currently available include 1) Master Planning, 2) Financing, 3) Development Assistance, 4) Housing, 5) Zoning, and 6) Site Assembly. A list and short description of specific programs is provided in Appendix F. The City should carefully weight its options before choosing a course of action.

LAND USE PLAN

The development of a compatible downtown land use pattern is specifically promoted by the goals and objectives in the Policy Plan. Plan implementation recommendations range from revising land use policies and zoning regulations, to recommendations for implementing new strategies and downtown capital improvement projects. The recommendations for each sub-district have been incorporated into the proposed policy and implementation sections of this Plan.

The land use section of this plan states that a pattern of related land uses and activities is identifiable in the downtown area. This pattern is divided into eight (8) sub-districts which may be viewed as individual components to downtown's dynamic pattern of environmental, land use, transportation, and architectural character. The individual areas discussed in this section of the planning report are integral parts of the larger downtown planning area. Boise's downtown is a unique and viable area which contributes to the entire City's economic diversity and quality of life. It is important to remember the scale of the Downtown Plan in this context.

The goal of the recommended land use plan is to promote a well designed and integrated pattern of downtown land uses and activities through appropriate development and growth in individual areas. The land use plan seeks to protect existing desirable uses located within individual sub-districts. The plan encourages appropriate and compatible use and activity levels for each district. The land use plan seeks to maintain, preserve and enhance those special qualities most enjoyed by business owners, employees, and residents.



DOWNTOWN BOISE PLAN

Land Use Plan

1. CENTRAL BUSINESS DISTRICT
2. RIVER STREET RESIDENTIAL AREA
3. AUTO - COMMERCIAL AREA
4. STATE CAPITOL MALL EXPANSION AREA
5. HOSPITAL SERVICES EXPANSION AREA
6. FRONT-MYRTLE OFFICE/RESIDENTIAL CORRIDOR
7. RESIDENTIAL-OFFICE BUFFER
8. BOISE RIVER OFFICE PARK
9. CBD EXPANSION AREA
10. JULIA DAVIS PARK CULTURAL RESOURCES EXPANSION AREA
11. BOISE HIGH SCHOOL PLANNING AREA

SPECIAL FEATURES

- A. IDAHO AND MAIN STREET PEDESTRIAN EXTENSIONS
- B. 8th STREET PEDESTRIAN EXTENSION
- C. PIONEER WALKWAY PEDESTRIAN EXTENSION
- D. BOISE RIVER GREENBELT

1. CENTRAL BUSINESS DISTRICT

The CBD is the City's primary activity area. The area supports a concentration of buildings, land uses, and activities. Existing City land use policies encourage this pattern of development and should be continued. Concentrated development and activity within the CBD maximizes the value of public investments in new downtown facilities. This is especially true for the convention center, transit mall, and parking garages. Redevelopment efforts have been successful probably because of the City's concentration on a compact CBD. If the City were to change its focus and encourage downtown development and activity to spread out east and west along the Broadway-Chinden Connector it would compromise public investments in CBD redevelopment and improvement.

Continued growth of the City is inevitable. New growth will create a desire to expand the Central Business District and intensify the uses located in it. Careful study of options for expanding the CBD indicate that the CBD may be expanded south, towards the Boise River, without harming key attributes of the greater downtown area. This option also appears to minimize traffic problems and compatibility concerns in adjacent neighborhoods. By expanding the CBD to the south, the Connector will serve a larger CBD area. The desired compactness and concentrated development pattern of the City's CBD will be preserved.

If too much commercial development is allowed along the Connector, but outside of the CBD, it will create a commercial strip that will compromise retail and pedestrian vitality, compactness, and the concentration of uses in the Central Business District. The intensity of offices, retail, personal services and entertainment uses located on the Connector, but outside of the CBD, must also not detract from the CBD's intended vitality, vertical scale, or land use pattern.

In the Central Business District warehouse and light industrial uses are slowly but steadily leaving the area for other locations more suitable to their needs. Limited opportunities for expansion and speculation on industrial zoned properties for other uses are partly to blame. Because of these limitations, warehouse and light industrial uses are not likely to stay in, or relocate to, the downtown area. This is a real concern for the downtown area because when these types of businesses migrate, they leave large vacant buildings with limited use potential. A large number of vacant buildings and storefronts detract from the CBD's vitality.

Many of the large, older buildings in downtown could be rehabilitated and converted to commercial, office, and residential uses. Within the expanded CBD, an assistance program could be developed to encourage the conversion of vacant warehouses and other large buildings for new uses such as retail, offices or residential use. This type of program would be especially desirable within historic districts. Other forms of assistance include: financial incentives, new parking facilities, density transfers, zoning incentives, and trusts.

Another problem that the Broadway-Chinden Connector presents is to pedestrian traffic which could be cut off from the 8th Street MarketPlace due to heavy traffic on the Connector's one-way couplet streets: Front and Myrtle. The width of these streets and the limited time of signalized crosswalks makes them difficult for pedestrians to cross. Pedestrian access between the Central Business District and the 8th Street Market Place is extremely important link and must be maintained to support an expanded Central Business District.

RECOMMENDATIONS

Policies for the CBD should continue to promote retail, service commercial, office and high-density multi-family uses. The development of high-rise structures within the CBD should be promoted. Opportunities for high rises structures outside of the CBD should be restricted. The CBD should be extended south of Front Street to take advantage of the Broadway-Chinden Connector. Land use policies should encourage offices to locate east or west of 8th Street to encourage pedestrian use of 8th Street. To maintain compactness of the CBD, land use policies should promote clustering of retail uses within one block of the 8th Street corridor. Signalized cross walks and pedestrian oriented street designs should be maintained between Capitol Boulevard and Ninth Street to reinforce 8th Street's pedestrian focus.

To encourage renovation and redevelopment of properties within the CBD, some type of redevelopment assistance including financial and zoning incentives should be provided in an expanded CBD area. Infill development of under-utilized lands in the CBD should be emphasized and encouraged. Renovation and redevelopment of warehouses, historic buildings, and industrial properties should be a particular focus of implemented strategies. To encourage infill, the City should investigate the feasibility of developing new, strategically located, parking garages. Implementation of suggested changes is important to reaching plan goals for the Central Business District.

Residential uses, such as condominiums, apartments, and hotels, are appropriate and desired in the Central Business District. Residential density, height, and floor area ratio bonuses should be provided as incentives to developers when they include residential uses in new or rehabilitation projects. Automobile oriented land uses must be restricted to meet goals for the CBD.

The street level of buildings within the CBD should be reserved for retail and service commercial opportunities whenever possible. Pedestrian oriented design features including transparent glass windows, display cases, plazas, fountains, monuments, meeting spaces, and seating areas should be incorporated into building design. The height, placement, and design of buildings must also be sensitive to preserving important views and the interplay of shade and sunlight. For all new downtown development, striking roof lines and interesting facades are desired.

Obstacles to pedestrian movement need to be removed between Front and Myrtle Streets. To overcome obstacles below or at-grade crossings, improved signalization, and pedestrian friendly street level improvements must be provided and maintained. Overhead pedestrian bridges are strongly discouraged from being constructed within the downtown area. Pedestrian bridges will not enhance pedestrian movement or use because they are not convenient.

2. RIVER STREET RESIDENTIAL AREA

City planning policies identify the River Street Neighborhood as a prime area for high density residential development. This neighborhood is near City parks, Boise State University and the Central Business District. The area is mostly zoned for high density residential uses. A zoning district overlay permits increased density in this area above that allowed by the base zone. A dozen high density apartment complexes have been developed in this neighborhood. Only two have been approved and built since the late 1970's. No residential projects have been constructed in the area since 1985.

Low owner-occupancy of existing residences and a large amount of vacant land contributes to a weakened residential quality. The condition of existing housing stock indicates that little if any reinvestment takes place in the area. The neighborhood's closeness to major community parks, employment, and activity areas does not help explain the lack of new residential development. Strong city-wide demands for apartment units, low vacancy rates, and liberal zoning requirements make it difficult to understand why this area has not attracted the development community's interest.

Perhaps the lack of development stems from the neighborhood's decaying streets and sidewalks, poor storm drainage and old water lines. There is also the neighborhood's historic stigma of being on the wrong side of the tracks. Both factors contribute to a weak neighborhood identity and mute market perceptions about the desirability of the neighborhood. Another setback may be the type of investment and development that has happened here. Several low-income and subsidized housing projects have been developed in the neighborhood. These developments are high quality in appearance; nevertheless, they do not improve perceptions of the neighborhood because they do not promote home ownership or pride in the area.

RECOMMENDATIONS

A greater range of housing types and styles (townhouses, patio homes, condominiums, etc...) should be developed to upgrade the image and identity of the neighborhood. A wider range of housing styles and sizes will provide greater diversity in rents and housing costs plus help increase home ownership. To spur private investment, the area should be designated as an urban renewal area. The City may then develop, implement, and participate in public-private investment strategies for the area. The focus of investment strategies should be on improving streets, sidewalks, sewer and water systems, and creating new housing.

Pressures to permit office uses in this neighborhood, especially along Myrtle, River and 15th Streets, will occur as downtown grows. Offices located on collector and arterial routes may be appropriate, however, they must be reviewed to ensure that building design and site layout will be compatible to residential uses. Mitigation of impacts to neighborhood quality must be emphasized for all non-residential development. Commercial uses, should not be located north of River Street and east of 15th Street, due to conflicts with land use goals for residential use. All new buildings in this area should enhance and contribute to the neighborhood's residential quality.

3. AUTO - COMMERCIAL AREA

This downtown sub-district is characterized by land intensive uses and commercial uses catering to the driving public (auto dealerships, warehouses, contractor yards, hotels and restaurants). This area has been developed into a commercial strip. Nearly all existing uses are oriented to the arterial routes running through the area (Main, Idaho, and Americana Boulevard). Large land holdings, high traffic volumes and an efficient street system make this area ideal for land intensive activities. The area appears ripe for redevelopment.

The Connector is elevated above ground level at the west and east ends of this area. This creates a high profile gateway approach into the Central Business District. The gateway provides an impressive and dramatic view of the foothills, Boise River and Central Business district. Properties lying adjacent to the Connector have the potential to accommodate high profile developments and attract people to the area because of these features.

RECOMMENDATIONS

Offices, retail, motels and restaurants should be encouraged to locate in this area. Land intensive uses such as auto-oriented services, automobile dealerships, and wholesale distribution businesses should be permitted in this area. Warehouse and non-polluting light manufacturing uses may be well suited to this area, provided mitigation of potential impacts on aesthetics, noise, dust and odor can be accomplished. Land use policies should stress compatibility of uses, safety, efficient circulation patterns, quality design, and preservation of view corridors.

This area serves as an important visual gateway into the downtown area. New development in this area should preserve views of the Boise Front and Central Business District. Buildings should be no more than 3-5 stories in height to help hide ugly rooftop equipment. Moderate building heights will also help retain the intended scale of buildings in the CBD. Signs oriented to the Connector should not be permitted to preserve safety on the Connector. Restricting the placement of signs will also support design and aesthetics goals. Quality design must be emphasized for all new development adjacent to the Connector.

4. STATE CAPITOL MALL EXPANSION AREA

Government is an important business in Boise, especially in the downtown area where all levels of government are present. The most significant government office in Boise is the State of Idaho. The State is a major employer within the downtown area and an important office space tenant within the City. The State leased over 460,000 square feet of building space within the City in 1991. This translates to about 3.8 million dollars in lease payments. Buildings leased by the State are located all around the City. The majority of leased buildings are located within the downtown area. Individuals doing business with more than one State agency encounter many problems and difficulties in trying to do so because the State's offices are scattered throughout the City.

Problems related to the existing State Capitol complex include: high volume of traffic generated during peak hours, inadequate parking facilities, parking conflicts with area residents and businesses, pedestrian - auto conflicts on nearly all streets, poor auto circulation patterns, and lack of signs identifying key routes to the State Capitol area.

The State Capitol Mall Plan, legally adopted by the State in 1977, has several excellent goals intended to address problems with the State Capitol area. The State Capitol Mall Plan promotes public transportation, unified signage, pedestrian and handicapped access, plus variety and interest in outdoor spaces. The problem with the Plan is it requires closure of State Street at two locations in order to create a pedestrian mall. The closure of State Street may increase traffic on Washington, Hays, and perhaps Fort Streets. If the creation of a Capital Mall complex requires closure of State Street, it may create more problems than it solves. Transitional buffer areas and adjacent neighborhoods would be most affected. Revision of the State Capital Mall Plan is clearly needed to address traffic concerns.

RECOMMENDATIONS

The City should encourage the refinement of the State Capitol Mall Plan. City support for completing the Mall Plan should be contingent upon the State revising its plan to address existing traffic problems and issues. To encourage rational growth of State Government Offices, lands covered by a revised Capitol Mall Plan should be reserved by the State through legal methods. Any proposed restriction of State Street or adjustment to street circulation patterns for a Capitol Mall Plan must be carefully reviewed. Impacts to neighborhoods and downtown businesses should not be unfairly shifted to accommodate the State's plans. If changes to the transportation system are needed to implement a revised plan, all identified impacts of should be mitigated.

5. ST. LUKE'S REGIONAL MEDICAL CENTER EXPANSION AREA

Saint Luke's Regional Medical Center is an important provider of high quality health care services in the region and is a major downtown employer. The Center is developed in a campus like manner with support services and medical offices located around it. The Center is expected to expand as regional demand for health services

increases. When the Center expands, it is likely that related medical offices and support services will also need to expand. Issues associated with the Center and future expansions include: increased traffic volumes, closure of Bannock Street, location and quantity of parking, land for future expansion, impacts to adjacent residential areas, and affordable employee housing.

The Center serves as an important entryway into the downtown area. The Center's campus has been developed in a manner that promotes a pleasant and relatively safe environment for patients and employees. Long and short-term care facilities, medical offices and retail suppliers are found near the campus area or are incorporated into it. Located around the periphery are high density multi-family housing units. These units provide a critical housing resource to St. Luke's support staff and out patients. Residential uses and offices provide an important buffer between St. Luke's campus and adjacent high level activity areas like the State Capitol area and CBD.

The recent realignment and improvement of Avenue B will help minimize traffic impacts to the campus area. These improvements divert traffic around the campus via Main, Idaho, and Fort streets. Most north-south traffic not associated with the Center, will be handled by Avenue B. If new parking and loading facilities for the Center are located on 3rd Street, increased traffic should be expected. St. Luke's controls Bannock Street rights-of-way from Avenue B to 2nd Street. If the Regional Medical Center chooses to close this street, traffic will be forced to go around the campus. This action would increase traffic on State and Jefferson streets.

RECOMMENDATIONS

The Regional Medical Center should submit a master plan for review by the City. Based on an approved master plan, a study of traffic circulation in and around the Center could be completed. An approved plan would allow the City to work with Center administration to minimize long range impacts. This will be important to minimizing traffic conflicts around the hospital. Potential impacts attributable to new downtown development could also be identified. Additional parking facilities are needed to meet Center parking demand and to minimize parking problems in adjacent neighborhoods. Preservation and development of nearby multi-family housing, including long-term care facilities, is encouraged to meet demands created by employees and patients.

6. FRONT-MYRTLE OFFICE AND RESIDENTIAL CORRIDOR

This area includes all land east of 5th Street, from Myrtle Street, north to Main Street. The majority of the area is zoned for industrial uses. Most industrial properties are vacant or underdeveloped. The most prominent landmark in the area is the Morrison-Knudsen headquarters building which is located just east of Broadway Avenue. The existing development pattern consists of many small, individually held lots which precludes easy consolidation of lots for large development proposals.

Most individual lots in this area are too narrow and too small to accommodate intensive land uses. Flexible setback standards should be used in this area to encourage new residential and office development on small lots. The potential for commercial uses, especially strip commercial uses, in the area is very limited. This is due to the existing number of small lots, access restrictions on Front and Myrtle, and land use compatibility issues. Combining of lots is encouraged to overcome the restricted development potential of the area. Limited commercial opportunities might be permitted on large consolidated parcels.

Major land uses in the area include: Consolidated Freight Lines, Boise Urban Stages, and an Ore-Ida Corp. warehouse. These uses are not compatible with office and residential uses. The presence of incompatible uses will continue to detract from the area's potential until these uses are converted to less intense uses or leave. Despite the presence of incompatible uses, most new construction in the area has been for quality office space. Ada County has an option on a site in the area for a new county office building. If the County proceeds with development plans, demand for new offices in this area is likely to increase.

Julia Davis Park and Boise State University are located just south of the area. These two areas are major community landmarks and regional activity centers. The University and Park should promote interest in developing more apartment units in the area. A number of single family homes are located in this area. Most homes are well maintained and probably have many years of useful life left in them. These structures will continue to provide good housing for families or as apartments.

RECOMMENDATIONS

Conflicts between uses should be addressed through rezoning the area to achieve compatibility between desirable existing and future uses. Because of the current development pattern, zoning in the area should seek to encourage offices and residential uses. These uses are appropriate uses for the area. By encouraging low-rise office and high-density residential uses, the City will enhance the development potential of these areas. Compatibility with existing desirable uses will also be better assured.

Development along Front and Myrtle streets should include appropriate gateway design elements since the area serves as an important entry corridor into the Central Business district. Office development along Myrtle Street must be sensitively designed to preserve the open space qualities found in Julia Davis Park. The conversion of residences to office uses must be sensitive to promoting and protecting residential quality. Strip commercial development in this area is inappropriate due to restricted access and compatibility concerns with office and residential uses. If commercial developments are proposed, they should only be allowed if they are included in a mixed-use planned development project proposal. Groceries may be considered as a single use subject to the conditional use findings set forth in the Zoning Code. This

will ensure the intensity, location and relationship of uses clearly meets the goals of this plan.

7. RESIDENTIAL-OFFICE BUFFER

These buffer areas are within easy walking distance of the CBD, government buildings, and medical facilities. Buffers function as important transitional zones between the Central Business District and adjacent lower-density residential neighborhoods. These areas also provide a land use buffer between the CBD and sensitive land uses such as the Veteran's Administration Hospital and Saint Luke's Regional Medical Center.

Several notable landmarks exist within buffer areas. Landmarks include the historic Assay Office, Carnegie Library, and Boise High School. These landmarks features provide large blocks of open space which distinguish transitional buffers from other downtown sub-districts and from adjacent neighborhoods.

Buffer areas have achieved a level of urban compatibility between single, multi-family residential, and professional office uses. This arrangement of compatible land uses should be maintained. Harmony between different uses appears to have been achieved through the preservation and rehabilitation of older housing stocks. While a building's use may change, the preservation of a building's original character does not appear to damage these area's residential qualities. The attractiveness of buffers for residential uses is evident in the amount, types, and occupancy rates for the available housing in these areas.

Most properties in buffer areas are too small to be developed for commercial uses. Small lot size has not discouraged conversions of larger homes into apartment and office uses. It is likely that remaining large homes in these buffer areas will be seeking approvals to convert to office uses. If the apartment rental market remains strong, a number of mid-sized single family homes may seek approvals to be converted into apartments.

RECOMMENDATIONS

The function of buffer areas as transitional zones between residential areas and commercial area should not be reduced. Buffers ensure that single family residential neighborhoods and sensitive uses are protected from areas of high activity such as occurs in the Central Business District. Proposals which change the character of a buffer area must either be denied or be sufficiently mitigated to maintain residential values. Proposals that significantly increase traffic in a buffer should be prohibited.

New uses should be restricted to primarily office, residential, health care facilities and limited personal service businesses. To ensure compatibility with residential uses, office conversions and all new construction should be required to meet residential design standards. Zoning and Design Review policies shouldn't allow parking areas to be located within front setbacks or allow development of non-residential looking buildings in buffer areas.

Several properties within buffer areas might be worthy of being designated as Historic. Efforts to use historic zoning districts in these areas are encouraged to preserve residential character.

8. BOISE RIVER OFFICE PARK

The Boise River and Greenbelt are highly valued environmental and recreational features of the City. An indicator of the quality of the environment along this stretch of the Boise River is that people still catch trout in this stretch of the River. A primary environmental concern associated with the downtown portion of the river and Greenbelt is how to preserve and enhance riparian habitat. Riparian habitats are regularly impacted by Greenbelt use, urbanization, and beavers. Noise, air pollution, trampling, and garbage continually damage these areas. Potential water pollution problems exist due to the nature of several uses operating in the area. These impacts change habitat values and threaten both animals and trees along the river.

The Downtown portion of the Greenbelt has seen more high quality office buildings constructed than any other type of construction in the area. More businesses are likely to desire a river office location if it helps them project an image of environmental sensitivity. The Boise River area's appeal to office tenants will be enhanced by City efforts to preserve aesthetic and environmental values along the river.

RECOMMENDATIONS

To maintain this area's appealing qualities (e.g., attractiveness of the river, recreational opportunities, and wildlife values), intensive land uses such as light manufacturing, trucking operations, and contractor's yards should be restricted from locating here. Office and multi-family residential uses offer the least potential for damage to the environment. Mitigation of potential environmental impacts caused by development must be emphasized no matter what type of use is allowed in an area.

Attention must always be paid to how a development will affect public access to the Greenbelt. Site design must minimize impacts to the Greenbelt in relationship to layout of uses and intended activities. Vertical and horizontal intrusions into the Greenbelt corridor will be prohibited. City efforts should be focused on enhancing the river's environmental qualities. This will improve the river's ability to recuperate from extensive use. Improving public awareness may be especially helpful in achieving the long range aims of this goal.

9. CBD EXPANSION AREA

Located just west of the proposed Central Business District, this area has been developed with a mix of commercial, residential, and office uses. This area serves as a transition zone between strip commercial uses located along Main, Idaho, and Fairview Avenue, and the Central Business District. The quality of existing housing

stocks is good. Because of this, the conversion of residences to more intensive uses is not likely to occur soon.

This planning sub-district is distinctly different from the high density residential buffer areas. A more intensive mix of commercial and residential uses exist in this area. The commercial character and potential of this area because of high traffic volumes through the area. Fifteenth and Sixteenth Streets serve as a one-way arterial couplet, north-south, through this area. This couplet route traffic from State Street to Main, Fairview, and Americana Boulevard. Traffic on the couplet doesn't access the Broadway-Chinden Connector directly. The couplet does, however, provide direct access to the CBD and Garden City.

RECOMMENDATIONS

A mixture of multi-family residential, offices and planned commercial projects are appropriate uses for the CBD Expansion Area. Warehouse uses and automobile dealerships may be appropriate, if located in the south half of the sub-district. Traffic conflicts in the area must be addressed and minimized as part of the approval processes for new project. Quality design and signage should be required of all development proposals. Too much development of new retail uses in this area will weaken the Central Business District's long-term retail strength.

10. JULIA DAVIS CULTURAL RESOURCES EXPANSION AREA

A discussion of conditions and issues related to downtown parks and recreation opportunities is provided in a later section. Land use planning recommendations for this Julia Davis Park area are provided here because of the Park's importance to an integrated downtown land use pattern.

RECOMMENDATIONS

Julia Davis Park and the cultural facilities located in it, are a valuable resource to the downtown. Development of new public and private cultural facilities and expansion of existing facilities is encouraged in this area. The goal is to promote increased use of the park and create stronger links between BSU and the Central Business District. Expanding the cultural facilities in this area will help encourage additional development of hotel and entertainment facilities in the CBD.

New and expanded facilities along Myrtle Street, from 6th Street to Broadway Avenue are desired and supported. Expanding park facilities in this area may be costly, difficult, or even impossible to do. A partial solution will be to ensure all new development in this area will be compatible with park uses and will incorporate civic design elements. Myrtle Street is a gateway street that merits special streetscape design requirements be incorporated into new projects.

11. BOISE HIGH SCHOOL PLANNING AREA

The Boise High School Planning Area is composed of both public and private properties within an area bounded by State Street, 8th Street, Franklin Street and 14th Street. This area also contains several churches, the YMCA, numerous structures of historical architectural nature and a major downtown area open space (the BHS athletic field). These uses and qualities create an identifiable physical neighborhood and public buffer zone between the Central Business District and North End Neighborhood.

Boise High School is unique because it is the only high school in the City located in a highly urbanized setting. Boise School District is likely to continue to use and expand this facility in order to serve the growing community. Because the school has limited land area for expansion and competes with adjacent uses for limited parking it will be important to work with all parties involved in school expansion plans. The parking problem is the most important issue of adjacent property owners and should be specifically addressed in future school plans.

RECOMMENDATIONS

To maintain the area's unique character and viability as a public educational facility, it is designated as a downtown planning sub-area. Boise School District is encouraged to continue planning for future growth and development of its facilities. The School District needs to seek ways to reduce parking conflicts in the area. The District could begin by encouraging greater use of public transit, impose parking restrictions, and/or develop additional parking facilities. The School District is encouraged to develop a master plan for the area for City review. The School District may wish to pursue the development, adoption and use of a new Public Service and Education zone.

LAND USE PLAN - SPECIAL FEATURES

A. IDAHO AND MAIN STREETS - PEDESTRIAN STREETS

Proposed downtown pedestrian oriented streets will tie together the overall downtown land use plan through a common design element. Pedestrian oriented elements should be encouraged to be provided by all new development located on Idaho and Main streets between 5th and 13th Street. An expanded pedestrian oriented street system on Main and Idaho Streets will provide better linkage east-west across the expanded Central Business District. Orientation of buildings, facades, and streetscapes should be emphasized along all pedestrian oriented routes. Retail, personal services, entertainment, and restaurant uses are encouraged at street level.

B. 8th STREET - PEDESTRIAN STREET

The focus of 8th Street should be retained and enhanced. Two projects will help achieve this goal. Extending pedestrian elements north, from Bannock Street to State Street will improve

links between the State Capitol Mall and Central Business District. Pedestrian crossings on 8th street, from Battery to Bannock, should be demand responsive and timed to allow pedestrians to cross these wide streets comfortably.

Preserving historic buildings along the 8th Street corridor is important. Existing historic buildings provide pedestrian scale to Eighth street. A range of service, retail, office and entertainment uses should continue to be encouraged to locate at ground level in existing buildings on 8th Street. Zoning incentives or tax increment financing or both should be made available to businesses or land owners on 8th Street. These types of programs would promote goals for renovation, redevelopment, and re-use of buildings in this area.

C. PIONEER STREET - PEDESTRIAN PATH

Pioneer Street is an abandoned public street that has been converted into a pedestrian path. Pioneer Street bisects the River Street Neighborhood. Existing segments of the Pioneer Street path should be improved to create a stronger neighborhood design feature and improve the neighborhood's image. The Pioneer Street path should be extended east, to 8th Street, from its existing end point at 11th Street. Extending the Pioneer Walkway will provide another bicycle route into the CBD from the south. The project will be important to accomplish the goals for improving links between the CBD, River Street Neighborhood, BSU, Boise River Greenbelt, and 8th Street Market Place. These suggested improvements could be funded from public and private monies obtained from implementing an expanded redevelopment program.

D. BOISE RIVER GREENBELT

Enhancement of recreational activities and facilities on the Greenbelt should be promoted. Continued maintenance and improvement to paths, bridges, and walkways that comprise the Greenbelt System is strongly desired. Greenbelt improvements should seek to preserve wildlife values in riparian areas along the downtown portion of the river. In particular, riparian areas should be widened where possible. Goals for removing potential environmental hazards along the river and for replacing diversion dams with float-over structures are supported. Public service announcements and other forms of education about the effects of urbanization on wildlife habitat should be funded.

APPENDICES

APPENDIX A

Selected List of Downtown Plans and Special Studies

- Ada County Highway District, 1978. Downtown Street Operation Plan.
- Ada Planning Association, 1986. Downtown Boise Transportation Circulation Plan: Report #9-86.
- APA, 1985. Boise Downtown Employer Inventory.
- APA, 1976. City Center Report: Recommended General Policies and Concepts for the Improvement of Downtown Boise.
- Boise City, 1991. A Policy Plan for the Boise Metropolitan Area.
- Boise City, Feb., 1979. Proposed Boise Urban Design Plan.
- Boise Convention and Visitors Bureau, 1983. Boise Gateway Plan: An Analysis and Improvement Program for Boise's Entrances.
- Boise NOW, 1982. Report of the Mayor's Select Committee on Downtown Development.
- Boise Redevelopment Agency, et al, 1987. Boise Downtown: Redevelopment Strategy.
- BRA, 1987. Boise Central District Urban Renewal Projects I and II.
- BRA, 1986. Boise Urban Design Plan Volume 1: Framework Master Plan and Design Guidelines.
- BRA, 1986. Boise Urban Design Plan Volume 2: Public Capital Improvement Projects.
- BRA, 1986. Boise Urban Design Plan: Parking Facilities, Parking Management, Parking Financing.
- Downtown Boise Association, 1990. Long-Range Retail Planning Study.
- El-Ada Community Action Agency, 1973. River Street Neighborhood Plan.
- Idaho, State. 1979. Idaho State Capitol Mall: Master Plan and Guidelines for Development. Division of Public Works. Boise, ID.
- Idaho Statesman, October 29, 1985. The RUDAT Study.
- W. H. Moore Inc., 1980. 8th Street MarketPlace: Phase 2 Study.

APPENDIX B

1991 and projected year 2000 average daily traffic volumes on downtown streets (East-West) with percentage of capacity assuming no change to streets).

Downtown ADT Volumes For 1991 and 2000					
Streets	1990 ADT	% of Capacity	2000 ADT	% of Capacity	Design Capacity
East-West					
Fort					
W. of 8th	8,267	62%	8,500	63%	13400
State					
W. of 1st	5,346	40%	2,000	15%	13400
Jefferson					
E. of 8th	12,412	99%	6,000	48%	12600
Bannock					
E. of 8th	2,886	22%	12,000	90%	13400
W. Idaho					
W. of 8th	14,012	111%	17,000	135%	12600
Main					
W. of 9th	15,440	123%	18,000	143%	12600
Front					
E. of 13th	10,326	32%	29,000	91%	32000
Myrtle					
W. of	7,608	24%	27,000	84%	32000
Capitol					
River					
E. of 15th	8,512	57%	13,000	87%	15000
Total	84,809		132,500		

APPENDIX B (CONTINUED)

PAGE 2

1991 and projected year 2000 average daily traffic volumes on downtown streets (North-South) with percentage of capacity (assuming no change to streets).

North-South					
3rd					
N. of Idaho	1,852	14%	500	4%	13400
5th					
N. of Main	4,595	34%	10,500	78%	13400
6th					
S. of State	4,830	36%	8,300	62%	13400
8th					
N. of State	6,460	48%	7,000	52%	13400
9th					
N. of State	8,118	61%	6,000	45%	13400
10th					
N. Main	3,140	23%	6,500	49%	13400
11th					
N. of					
Jefferson	4,096	31%	1,200	9%	13400
12th					
N. of Main	1,095	8%	3,500	26%	13400
13th					
N. of Main	3,614	27%	4,000	30%	13400
14th					
N. of Idaho	1,218	9%	3,000	22%	13400
15th					
N. of State	7,897	59%	10,000	75%	13400
16th					
N. of State	8,672	65%	13,000	97%	13400
27th					
S. of Main	10,006	75%	21,000	157%	13400
Total	65,593		94,500		

APPENDIX C

Parks and Recreation opportunities within, or adjacent to, the downtown area.

PARKS

Ann Morrison Memorial Park	Kathryn Albertson Park
Assay Office Park	Pioneer Tot Lot
Booth Park	Shoreline Park
Capitol Park	Julia Davis Park & Cultural Center
C.W. Moore Park	The Grove
Fort Boise Park	

PEDESTRIAN PATHS AND WALKWAYS

Boise River Greenbelt Path
8th Street MarketPlace - Boise River to Bannock St.
Pioneer Park Walkway - Boise River to Myrtle St.
Idaho Street - 5th St. to 10th St.
Main Street - 5th St. to 10th St.
Grove Street - Capitol Blvd. to 9th St.

CULTURAL CENTERS AND FACILITIES

Basque Museum
Boise Art Museum
Boise Centre On the Grove - Convention Center
Boise City Library
Boise Little Theater
Boise State University - Bronco Stadium
Boise State University - Pavilion
Boise State University - Morrison Center
Discovery Center
Esther Simplot Performing Arts Academy
Idaho Museum of Geology and Mineral Exploration
State of Idaho Historical Museum
State of Idaho Library
Boise Tour Train
Wheels R Fun Recreation Center: Recreation rentals.
Zoo Boise

EVENTS AND ACTIVITIES

Alive-after-Five	Ore-Ida Challenge
Art-in-the-Park	Midnight Criterium Holiday
Parade	Bicycle Race
Boise River Festival	Super-Float Raft Race
Streets for People	Great Duck Race
Basque Days	4th of July Parade
Julia Davis Bandshell Concert Series	Candle Light Parade
	Holiday Parade

APPENDIX D

Social Service Organizations and Services provided in the downtown area.

SOCIAL SERVICE FACILITIES

Ada County Community Services
Bishop Foote Guest House
Boise City - Housing Rehabilitation
Boise Clinic Care for the Homeless
Boise Rescue Mission
Community Service Alternatives
Downtown Child Development Center
El-Ada Community Action Agency
Hospice Of Boise
Idaho Housing Authority
Idaho Hunger Council (Offices)
Idaho Youth Ranch (Offices)
Linden House
Ronald McDonald House
St. Luke's Regional Medical Center
Winter House
YMCA
YWCA

CHURCHES

Calvary First Assembly of God	102 N. 18th
First Baptist Church	607 N. 13th
St. Paul Baptist Church	124 Broadway Ave.
Capitol Christian Center	306 N. 14th
St. John's Cathedral	807 N. 8th
Central Christian Church	615 N. 9th
First Church of Christ Scientist	218 N. 10th
St. Michael's Episcopal Cathedral	518 N. 8th
- Bishop Tuttle House	
Immanuel Lutheran Church	707 W. Fort
St. Paul's Lutheran Church - Missouri Synod	401 N. 14th
Metropolitan Community Church	805 W. Idaho
First Presbyterian Church	10th & State

APPENDIX E

Capitol City Development Corporation Projects Completed and Pending.

Completed Activities - Private

- > Renovation of The Mode, Ltd department store - 48,000 sq. ft. - \$1,000,000
- > Historic renovation of the Idaho Building - 12,000 sq. ft. retail, 7,000 sq. ft. office, 29,000 sq. ft. residential, and 60-stall parking garage - \$3,100,00
- > Historic renovation of the fidelity building - 8,000 sq. ft. of retail and 7,000 sq. ft. of office - \$1,300,000
- > Major renovation of the Key Financial Center Building (700 Idaho Tower) - 150,000 sq. ft. of office and 141-stall parking garage - \$4,000,000
- > Historic renovation of the Alexander Building - 6,000 sq. ft. of retail and 8,000 sq. ft. of office - \$1,000,000
- > Historic renovation of the Broadbent Building - 5,000 sq. ft. of retail and 6,000 sq. ft. of office - \$800,000
- > Construction of retail space at street level in Eastman Parking Garage - 8,000 sq. ft. of retail - \$300,000
- > Construction of Capital Terrace Building - 63,000 sq. ft. of retail - \$2,900,000
- > Construction of First Interstate Center - 174,000 sq. ft. of office and 10,000 sq. ft. of retail - \$20,500,000
- > Expansion of Statehouse Inn restaurant - 3,500 sq. ft.
- > Commitment to construct full-service Embassy Suites hotel - 232 suites, 10,000 sq. ft. meeting room, 13,000 sq. ft. of retail - \$19,000,000
- > Commitment to redevelop remainder of The Mode block - 61,000 sq. ft. of retail and 12,000 sq. ft. of office - \$2,600,000
- > Commitment to construct mixed-use Capitol Plaza with office, retail, and 40 residential condominium units - 113,000 sq. ft. - \$12,733,000

APPENDIX E (CONTINUED)

PAGE 2

Capitol City Development Corporation Projects Completed and Pending

Completed Activities - Public

- > Construction of Capital Terrace Garage - 502 stalls - \$4,077,000
- > Construction of Eastman Garage - 405 stalls - \$3,720,000
- > Construction of Ninth Street Garage - 198 stalls - \$2,371,500
- > Acquisition and improvements at Bannock Garage - 222 stalls - \$1,200,000
- > Commitment to construct 200-stall parking garage below hotel - \$2,500,000
- > Construction of convention facility (Boise Centre on The Grove) - 86,000 sq. ft. of convention facilities and 2,000 sq. ft. of retail - \$9,000,000
- > Acquisition of land for Convention Center/parking expansion - 39,000 sq. ft. - \$175,000
- > Construction of The Grove plaza - 31,400 sq. ft. - \$1,000,000
- > Installation of 5,360 linear feet of bricked streetscape and walkways - \$1,200,000
- > Reconstruction of 4,240 linear feet of roadway - \$700,000
- > Construction of downtown Transit Mall - \$2,614,000
- > Contributed toward Broadway-Chinden Connector - \$2,700,000
- > Created DBA and Business Improvement District funding mechanism
- > Secured legislative authority for Tax Increment financing and initiated first TIF project in State (Eastman garage)
- > Implementation of Public Arts Plan - Keepsies, Great Blues, Arts for Kids
- > Received National League of Cities, James C. Howland Urban Enrichment Award for the Downtown Boise project

APPENDIX F

The following redevelopment tool descriptions are divided into larger categories in a somewhat arbitrary manner. It should be understood that program components can be combined from separate categories to best address a given objective, subject of course to legal constraints and the availability of specific funds and/or programs.

1. MASTER PLANNING

Land Use Planning - Land use plans identify the range of desirable uses of real property (e.g. residential, commercial, industrial, open space). They can vary considerably in scale, from multi-jurisdictional to site specific districts, and are typically conducted by professional planners who look at trends in the real estate market; environmental and social patterns; transportation systems, present and future; and public objectives identified for the area. In site specific efforts, design guidelines are often developed to ensure that the physical design of a particular site complies with a district's land use objectives.

Parking Planning - Also varying in scope depending on scale, parking plans seek to determine the number, use and location of necessary parking stalls to accommodate a development project. Typically the gross square footage of the different land uses proposed for a completed development project are aggregated to determine the gross number of parking stalls. Adjustments are made to account for the existing inventory, current and potential transit use, and any economies accruing from shared use. Shared parking is a relative recent tool which has emerged with the increase in mixed use projects. For example, office and residential uses can often share a parking facility given the differing peaks of maximum use, thus reducing the total number of stalls required. Location type and cost of parking facilities are also included in many parking plans as well as any consideration of phasing.

Surface Improvement Planning - This work entails the physical layout and design elements of streets and open space, the physical environment within which land uses function. Consideration must be given to design, transportation systems (automobile, pedestrian/bicycle, and transit), historic structures, view corridors, wind effects, shadow effects, event needs, landscaping, costs, and the elements of design continuity that will complement and coalesce differing architectural styles.

Utility Planning - Usually prepared by civil engineers, the utility plan investigates the existing utility system (electric, gas, domestic water, fire lines, sanitary sewer, storm sewers, geothermal water, telephone, and cable television); identifies necessary upgrades, relocations, and service extensions, based upon proposed developments; and determines location and approximate costs. Utility plans may also address methods of financing the necessary improvements given phasing considerations and the opportunity to recover capital expenditures through future connections.

Relocation Planning - The Relocation Plan is a legal requirement of federally-funded projects, governed by the Uniform Relocation and Real Property Acquisition Act. Although not addressed in the Idaho State Code, preparation of a relocation plan is desirable in those circumstances where property acquisition results in the involuntary dislocation of residents or commercial businesses. Plans typically include the relocation work load, the proposed relocation schedule, and a list of services and assistance available to relocatees (e.g. search and planning assistance, moving expenses, reestablishment expenses).

2. FINANCING

Tax Increment (Revenue Allocation) - With the reduction in federal loan/grant programs for the purpose, tax increment has emerged as the primary means of generating public funds for redevelopment activities. Used by a majority of states, the mechanism is initiated when a municipal or county government creates a district wherein the property tax base is frozen at a given year. The subsequent incremental increase in taxes derived from private redevelopment activities within the district is diverted to a redevelopment agency to pay for capital improvements necessary to serve the new development. Specific use can include acquisition, site preparation, construction of public infrastructure, and related planning and administrative costs. Other possible uses include hazardous waste removal, and construction of public buildings and facilities such as police and fire stations. The revenue stream can be used to issue bonds or allowed to accrue as cash. At project completion or when all debt has been retired, usually 20 to 30 years, the increment is passed on to the original taxing districts.

Revenue Bonds - Redevelopment agencies usually have the authority to issue revenue bonds for an identified public purpose. For example, the Grove Street parking garage in downtown Boise was constructed in 1976 from bond proceeds generated from parking garage and parking meter revenue. The revenue stream must be reliable and of sufficient size to meet the identified debt service coverage. More recently, the CCDC has been approached about the potential of a revenue bond to fund a proposed public ice skating facility.

Local Improvement Districts (LID) - This financing mechanism is used to fund capital improvements and distribute the cost among a number of property owners. Cities and highway districts often use LIDs for local street and sewer projects. After 60% of a proposed district's property owners sign an LID petition, a series of ordinances are adopted that create the district, approve the assessment roll, and issue construction warrants and long-term bonds. The tax-exempt bonds are issued through bid or negotiated sale with revenue collection tied to the property tax system. Bond terms are usually ten years.

Business Improvement Districts (BID) - BIDs are created under the same format as LIDs. In addition to capital improvements, BIDs can fund business promotion activities on a cash basis through assessment to district members.

Bond Anticipation Notes (BAN) - BANs are typically used as bridge financing for capital projects until such time as long-term bonds can be issued. A two or three year BAN to construct and initially operate a parking garage, for example, provides an opportunity to demonstrate the viability of the revenue stream necessary to rate or insure long-term bonds.

Historic Tax Credits - Investment tax credits of up to 20% of qualifying development costs may be taken by private developers in the renovation of historic properties. Application must be made to the National Park Service which determines compliance with the Secretary's Standards for Rehabilitation.

SBA 504 Program - This program uses the public sale of reduced interest debentures to write-down commercial loans for commercial and limited industrial projects. The debentures are taxable, fixed rate bonds issued for 10- or 20-year terms representing up to 40% of the project costs. Private businesses use the program as a means of reducing interest rates and limiting equity participation for land, building costs, equipment, and lease-hold improvements. The SBA takes a second position on the financing and requires the creation or retention of one job for each \$35,000 of debenture financing.

Certificate of Participation (COP) - COPs have emerged as a means of financing public facilities and buildings without issuing debt. A third party constructs the project and leases it to the public entity. The lease is considered an annual operating cost as opposed to debt service, thereby avoiding debt issuing limits and requirements. The Boise Convention Center, for example, was constructed with Certificates of Participation.

3. DEVELOPMENT ASSISTANCE

Tenant Recruitment and Retention - Structured tenant recruitment programs have been an effective method of assisting developers to attain the critical occupancy mass necessary to move development projects forward. Components of the programs can include the maintenance of a lease space inventory of office, retail, and even residential units as part of a leasing clearinghouse; active recruitment through direct contact with retail and office tenants; and preparation and dissemination of informational brochures and leasing packets. More recently, downtown organizations have included business retention as an adjunct to recruitment programs. Sub-components are directed at assisting businesses in the areas of finance, facade improvements, accounting, group discounts in advertising and insurance, and any of a number of support activities.

Development Clearinghouse - Redevelopment agencies can provide an information clearinghouse for downtown development opportunities. With referral from the City, the Chamber of Commerce, and other local economic development programs, developers can find available information on the potential development properties in the greater downtown area. The inventory is prepared and periodically updated through contact with area property owners, leasing agents, development companies, and realtors.

Development Ombudsman - The ombudsman assists developers through the often cumbersome local permit approval process by maintaining contact with review agency staff. A substantial project may well require a Conditional Use Permit, a Design Review Permit, a traffic analysis, Building and Fire code review, a Health District certificate, an environmental clearance and any number of other approvals through an array of local, state, and even federal agencies. This available advocacy can be invaluable to new or first-time developers, smaller developers undertaking larger projects, and out-of-town developers unfamiliar with local requirements.

4. HOUSING

HOME - In addition to CDBG funds, the City will receive \$538,000 of HOME funds and will designate another \$212,000 to this new housing program. These funds can be used to develop various types of housing programs; rehabilitation, new construction, rent subsidy, and special housing needs programs.

Rehab - The City also has a revolving Housing Rehabilitation fund that generates approximately \$600,000 per year. Applicants must meet a certain moderate income level to qualify as owner-occupants, while rental unit eligibility is based upon a rental ceiling.

Community Reinvestment - Local lenders are making some of their funds available at below market rate interest in order to meet their community reinvestment requirements. Boise City is currently working in partnership with West One Bank to develop affordable housing. In this case, West One is making home loans at 8% interest. Key Bank made a 7% loan to the Housing Authority in conjunction with a loan from the City's Revolving Loan Fund to purchase a 40-unit apartment building.

5. ZONING

Floor Area Ratio (FAR) Bonus - A FAR bonus is a permitted increase in floor area above that permitted in the base zone which may be granted for qualifying development amenities. The FAR is a means of measuring development intensity by dividing the gross building area (square footage of the total floor area inside the exterior walls of a building) by the lot area. Examples of eligible amenities might include features such as ground floor retail space and public open space (garden terrace, landscaped area, marquee, park, plaza, covered arcade, plaza, atrium). FAR bonus incentives are used in several Washington State cities to encourage better downtown design, and California encourages communities to use density and FAR bonus incentives to encourage development of low income and/or affordable housing units. By granting a FAR bonus for the rehabilitation of a designated historic property, the owner of the building can apply the increase to another site, usually to a receiving district or site designated and permitted by the City.

Transfer of Development Rights (TDR) - A TDR is the transfer of development rights (density or FAR) from one site to another. They have been used for purposes such as historic preservation; encouraging downtown housing (low income and affordable housing); and to preserve open spaces. Of those cities that use TDR's, most limit their use to designated zones, special districts, or sites. Eligibility requires the location of a receiving or generating site within an identified TDR zone established by ordinance and meeting the TDR program's criteria. TDRs require several important elements be in place at the same time for them to work: 1) A market demand for development rights; 2) A staff of development specialists or planners with knowledge and expertise in real estate and development matters; and, 3) a public commitment to advancing historic preservation or affordable housing goals. When all three elements occur, a TDR program can be successful.

Design Review - Design Review is frequently used by cities to ensure that public goals related to urban design, form, and aesthetics are adhered to by both public and private development. It is also used to ensure that new development advances specific goals such as gateway entrances, use of compatible building materials, landscaping, signage, appropriate land use buffers, and architectural compatibility. Design Review principles can be applied to safeguard solar access, preserve property values, protect historic landmarks, conserve scenic vistas, enhance street design, and encourage art in public places.

6. SITE ASSEMBLY

An urban renewal agency may acquire property for needed public facilities, to eliminate blighted conditions, or to assemble real property for disposition to private entities for redevelopment. The agency can acquire any interest in real property, including fee simple title, by negotiation or condemnation. Any real property acquired by the agency may be sold or otherwise transferred to a private entity only through the procedures set forth under the statute and must be transferred at not less than fair value for use in accordance with the urban renewal plan. The agency may use whatever funds are legally available to purchase real property. In other states, developers have advanced funds to an urban renewal agency for acquisition of property or to provide the funding for pursuing an eminent domain action. Within a tax increment area, any tax increment funds available could be used for real property assembly costs.

7. FUND SOURCES

Community Development Block Grant (CDBG) - Currently the City receives an annual entitlement of approximately \$900,000 of CDBG funds administered through the U. S. Department of Housing and Urban Development. In addition to meeting one of three primary objectives (removal of slums and blight, assistance to low and moderate income residents, and meeting an urgent need), CDBG use is constrained to a list of eligible activities. Although some social programming is allowed, CDBG is essentially intended as a "bricks and mortar" funding source. The City currently applies the grant in roughly equal portions to capital improvements, housing, and social programs.

Grove Street Garage Net Revenue - The CCDC has currently pledged tax increment revenue and net parking revenue to bond issue debt service. After debt service and an annual payment to the Parking System's Repair and Replacement Fund, the Agency is required to rebate any remaining net parking revenue to Boise City not to exceed the annual net revenue receipts from the Grove Street parking garage. In FY 1991, the Agency provided a \$140,000 cash rebate to the City from a total of \$180,000 in garage receipts. In FY 1992, the Agency projects a full rebate of \$193,000.

Excess Parking Revenue - Once the Grove Street garage rebate has been calculated, as described above, any remaining excess Parking System revenue may be applied to any other lawful purpose of the Agency. Although the Agency does not anticipate excess parking revenue in FY 1992, subsequent years should provide increasing amounts for application to other purposes.

Developer Contributions - Office developers within the current downtown Redevelopment Area are required to pay a one-time contribution for the capital expense of creating the public parking system. The contribution is calculated by multiplying the required number of spaces for an office project (1½ spaces per 1,000 square feet of net leasable floor space) by the construction cost of one parking garage stall. Developers have the option of paying up front, or deferring the payment for several years with a carrying fee. The revenue can be applied to any legal purpose of the Agency.

Ground Lease Revenue - In recent years, redevelopment agencies have made increasing use of long-term ground leases as a means of conveying property for development purposes. Although specifics vary, the agency will typically maintain the fee ownership of the ground and enter into a ground lease of 40-plus years. The lease amount usually includes a base rate with percentage increases subject to performance. This concept allows the public to be an investor in the project and actually accrue some up-side return to apply toward future redevelopment activity. At present, the CCDC has entered into four long-term ground leases. Annual return is modest at this time and the performance nature of the leases makes future projections difficult.

Developer Advances - Given the delayed flow of revenue under tax increment financing, developer advances may be a desirable approach to initiate development projects. The terms of the advance would be negotiable on a project by project basis, but possible uses could be master planning, project administration, necessary legal work, and even preliminary public infrastructure work.

Surface Transportation Program - Authorized under the Intermodal Surface Transportation Efficiency Act of 1991, this funding source could provide several million dollars for Ada County. Eligible projects are intended to enhance air quality and ease traffic congestion, e.g. transit, ridesharing, traffic operations, and pathway development.

APPENDIX G

Existing Metropolitan Plan policies which apply to the downtown area.

Metro Goal IA: City Center - The City should be developed in a compact manner around the City Center as Boise's primary regional activity/employment area. A diversity of land uses, quality design, and good access from all areas of the City will be promoted. (NOTE: This goal to remain in Metro plan)

Metro Goal IA1: The downtown area will be redeveloped with a mix of uses and have a 24 hour activity atmosphere. Uses should include retail department stores and specialty shops, office buildings, a convention hotel, restaurants, entertainment facilities, off-street parking facilities, high density residential and open spaces. Mixed use refers to the coordinated development of three or more major uses as part of one project. (Ord. 4850, 8-19-85)

- a. The City will adopt and implement policies in urban renewal, zoning, planning and public services intended to aid the goal of redeveloping downtown Boise with a mix of uses.
- b. Preservation and rehabilitation of historic buildings will be incorporated in the design of downtown.

Metro Goal IA2: The Downtown Urban Design Plan (1986) will be used as a guide for the urban design of downtown.

- a. 8th Street will be a focal point for pedestrian activity. Street level pedestrian traffic will be a priority in the design and operation of uses/facilities. Scenic vistas of the foothills, Boise river and The Grove should be reserved.
- b. The Capitol Blvd. scenic vistas of the Statehouse and the Union Pacific Railroad Station should be preserved and enhanced as the major gateway to Boise. A grand scale promenade should be promoted through use of design standards for street level and upper floor setbacks, signage, lighting and landscaping. Large overhead highway directional signs should be discouraged.
- c. The street level of 8th Street in the downtown should be designed to promote a festival marketplace atmosphere which intensifies pedestrian activity. Uses encouraged are: specialty retailing, entertainment, food, free-standing food and retailing, cultural attractions, and visual and performing arts.

- d. The street level design of buildings along 8th Street should include clear glass windows and other attributes which promote visual access.
- e. Open spaces are encouraged downtown and should be designed for a mix of shade and sun during seasons.
- f. Entries to major buildings should be located away from block corners to preserve their potential for retail uses. This should apply to 8th Street and the transit mall along Idaho Street and Main Street.

Metro Goal IA3: The Downtown district should continue as the government and commercial office employment center of Boise.

- a. Owners of structurally sound buildings will be encouraged to renovate such buildings.
- b. Development towards the completion of the State Government Mall Plan will be encouraged.
- c. A convention center should be located downtown.

Metro Goal IA4: The Downtown District should be a prime location for high density residential development.

- a. Residential development will be particularly encouraged in the general area between River Street and Myrtle Street near city park land, near the Boise River, north of State Street and west of 18th Street.
- b. Structurally sound but substandard houses in and near the Downtown District should be rehabilitated, maintained, and used for housing or office activities compatible with residential uses.
- c. Density regulations for the Downtown District will aim to house 3% of Metro Area growth by the year 2000.

Metro Goal IA5: The City will encourage the continued expansion of the Idaho State Museum and nearby cultural facilities at their present sites.

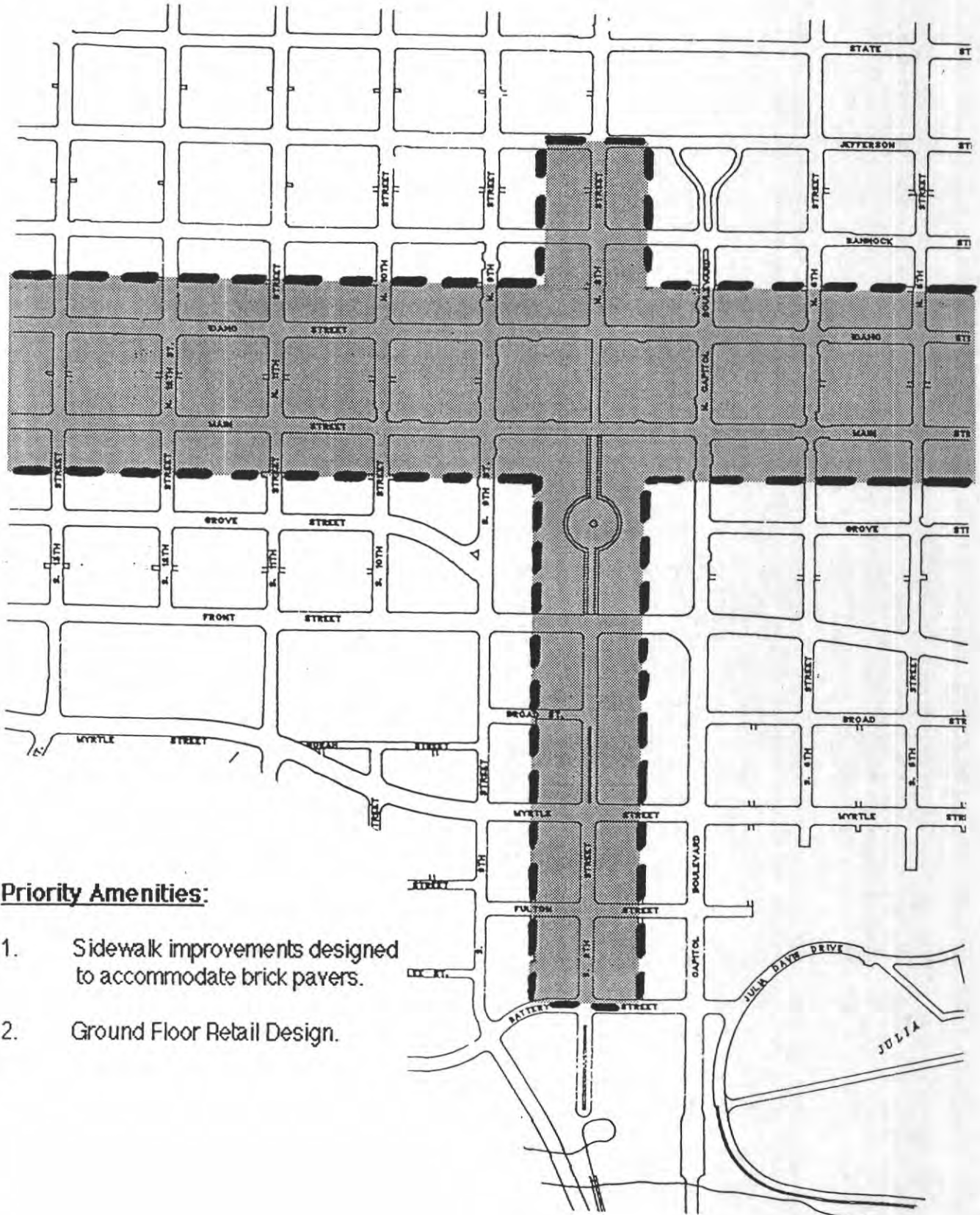
Metro Goal IA6: High priority will be placed on the completion of transportation improvements to support downtown development such as the State/Jefferson Couplet and the Southeast Corridor River crossings.

Metro Goal IA7: The Broadway/Chinden Connector Corridor (ie: abandoned railroad) is a major gateway entry to Boise where non-industrial uses are encouraged.

- a. The overall design and appearance of the corridor should be enhanced through the extensive use of landscaping, quality building design and wall signs.
- b. Roof signs are prohibited and free-standing signs oriented to Broadway/Chinden Connector traffic are discouraged.
- c. The area along Front Street and Myrtle Street, between Broadway Avenue and 5th Street, has good access to Julia Davis Park and is a prime location for high density residential uses, e.g., apartments, townhouses, condominiums, supervised housing and bed & breakfast homes.
- d. Commercial uses should be encouraged in the following general areas:
 - . 6th St. south of Front St.
 - . 8th St. & 9th St. south of Broad St.
 - . Between Front St. and Myrtle St. (extended) west of 9th St.
 - . Between Americana Blvd. and Fairview Avenue
- e. The general area between River Street and Myrtle Street (extended) should be zoned to promote residential uses.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

A. Pedestrian Oriented Streets District

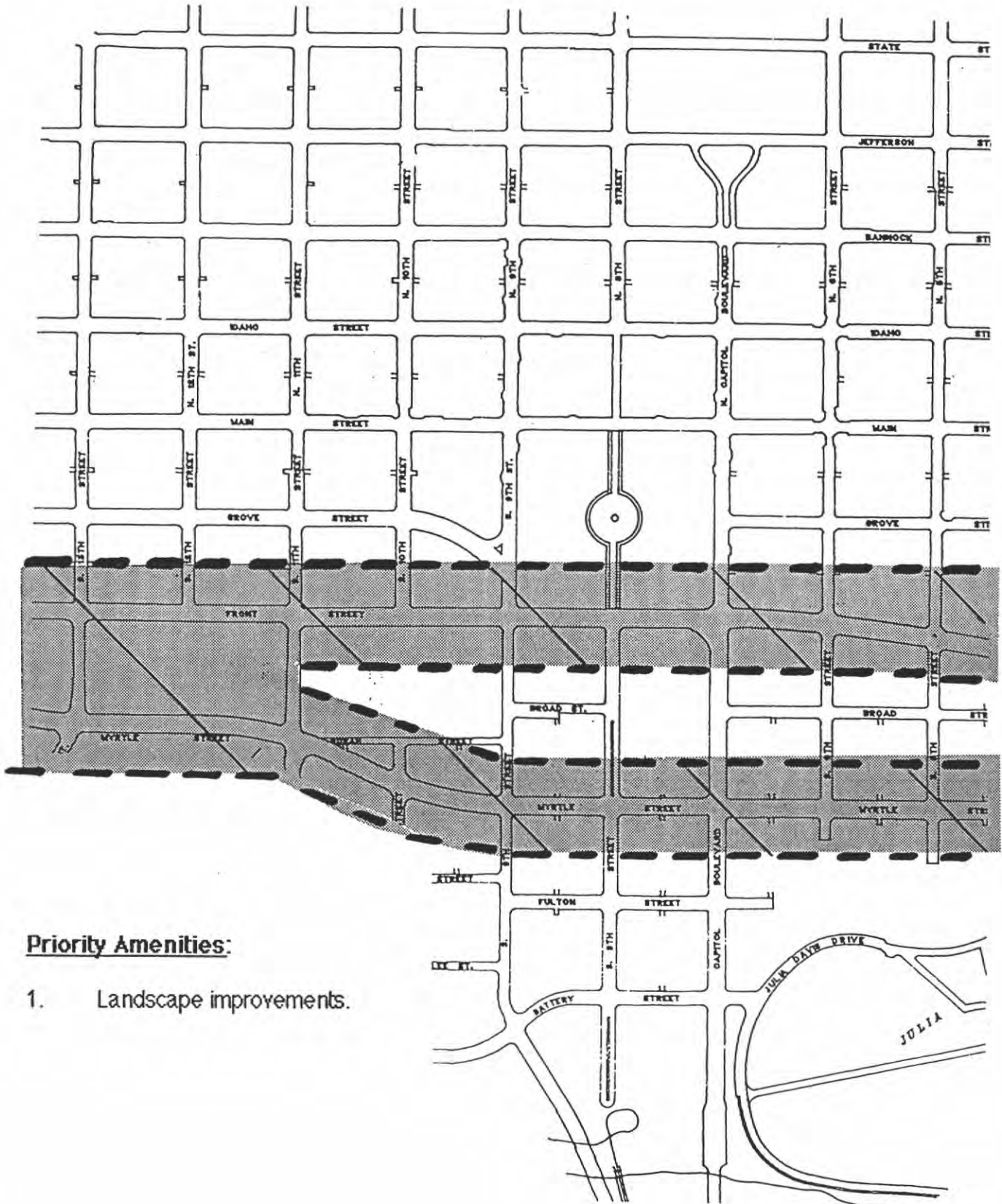


Priority Amenities:

1. Sidewalk improvements designed to accommodate brick pavers.
2. Ground Floor Retail Design.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

B. Gateway Streets District

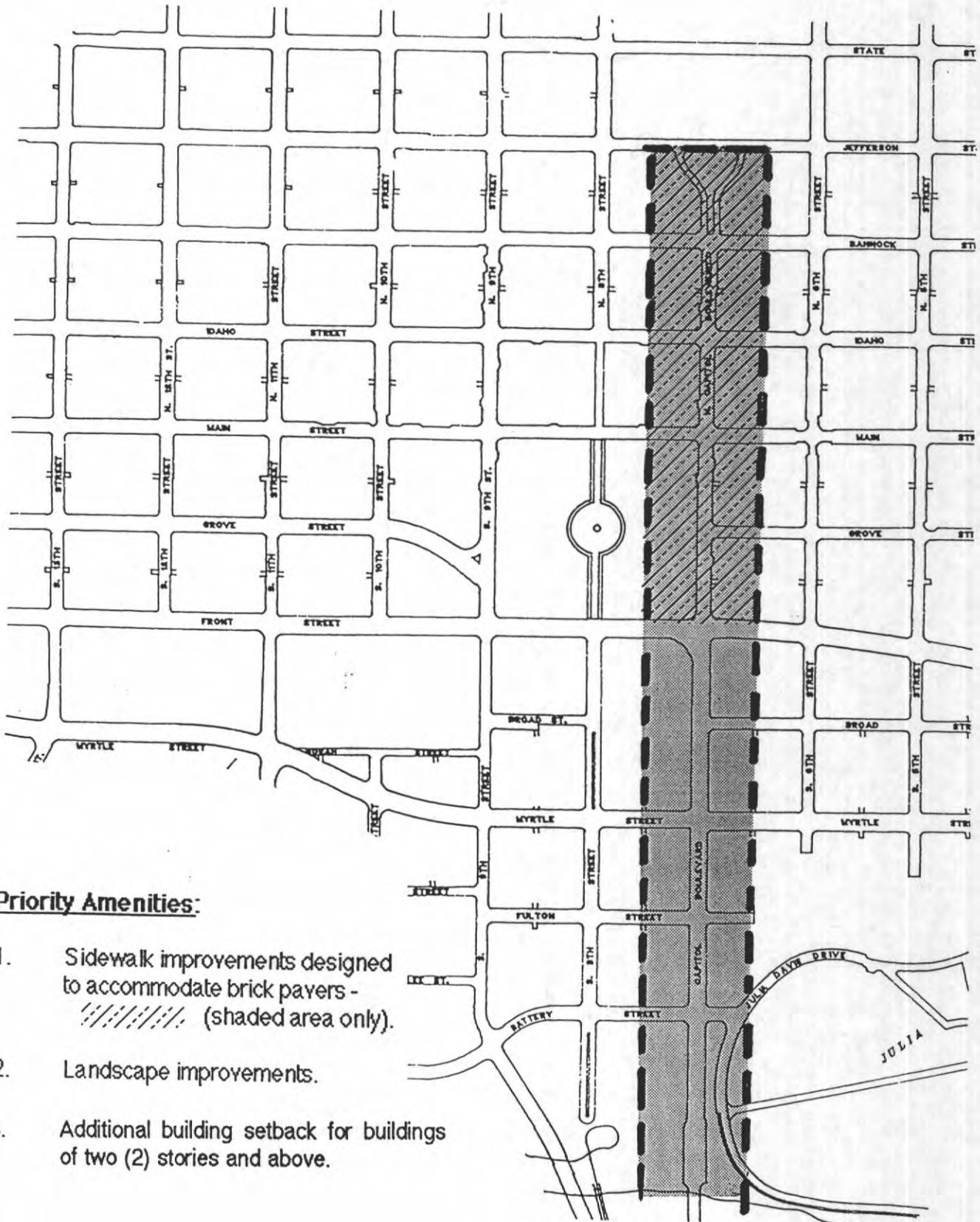


Priority Amenities:

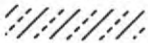
1. Landscape improvements.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

C. Capitol Boulevard District



Priority Amenities:

1. Sidewalk improvements designed to accommodate brick pavers -  (shaded area only).
2. Landscape improvements.
3. Additional building setback for buildings of two (2) stories and above.

SPECIAL DOWNTOWN DESIGN DISTRICT MAPS

D. Historical Lighting District

