

# **East End Neighborhood Policy Guide**

**Original Plan Adoption Date: March 1, 1988**

**Reviewed and Adopted for Consistency  
with the 1997 Boise City Comprehensive Plan: June 8, 1999**

**Boise City Planning and Development Services Department**

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**Appendix: Ordinance 5932, Adopted June 8, 1999**

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**- Includes plan adopted March 1, 1988 with amendments adopted as a "consistency check" on June 8, 1999**

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## **Chapter 1 Introduction**

On March 1<sup>st</sup>, 1988, the East End Neighborhood Policy Guide (1988) was adopted by Boise City, and became part of Boise's comprehensive plan. A document titled: Resident Recommendations for the East End Neighborhood, which was created in 1982, was used as the basis for drafting this policy guide.

In 1997, a new comprehensive plan was adopted, and along with it a directive to review all existing neighborhood plans for consistency with the new comprehensive plan. The City Planning staff worked with the East End Neighborhood Association in the winter of 1998/1999 to draft amendments of the original plan to make it consistent with the new 1997 Boise City Comprehensive Plan; These amendments are highlighted in the appendix. The consistent East End Neighborhood Policy Guide (1999) is presented in Chapter 2.

**This document includes:**

East End Neighborhood Policy Guide, 1999 that has been found to be consistent with the 1997 Boise City Comprehensive Plan

- Chapter 2

Resident Recommendations for the East End Neighborhood / Background Report

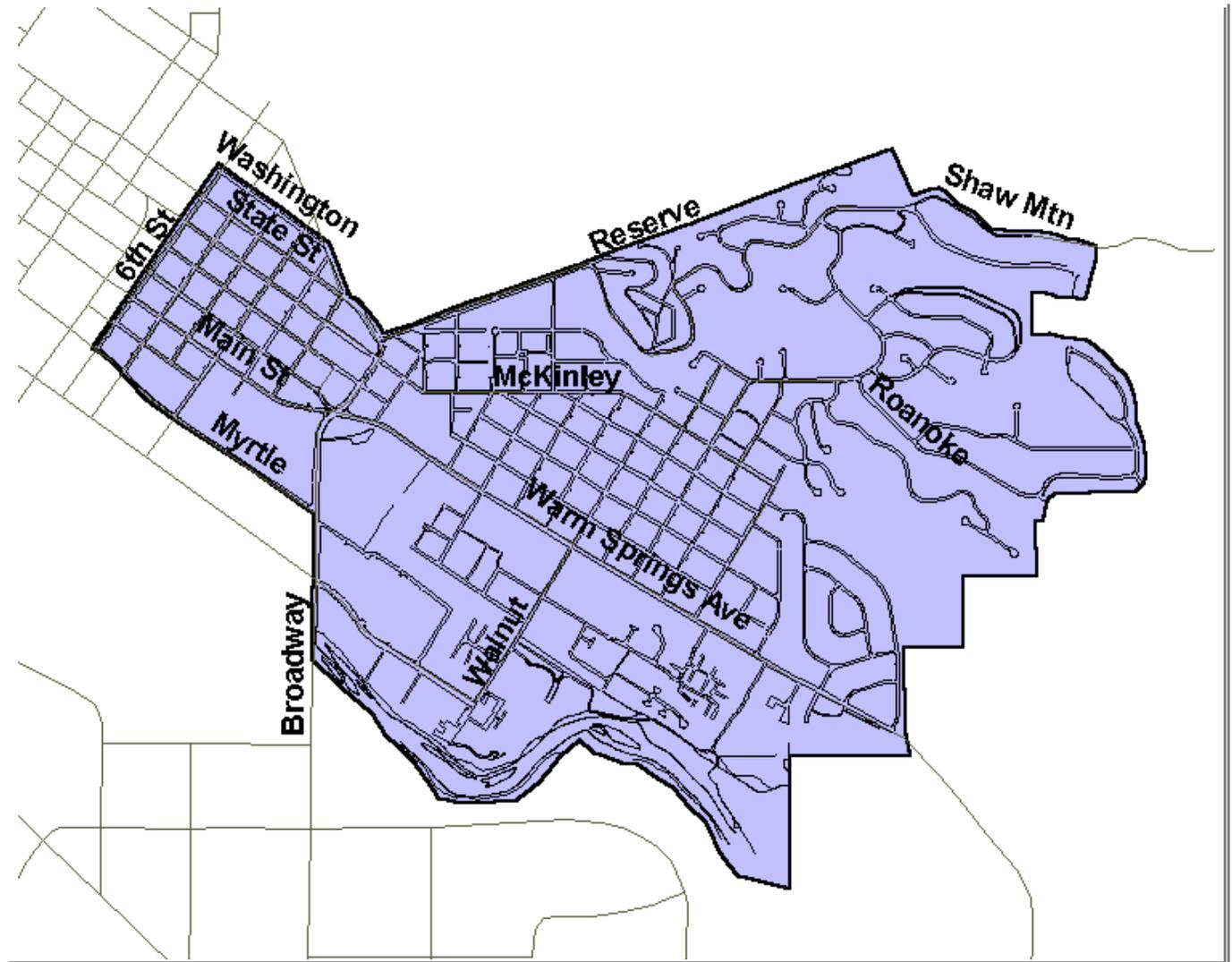
- Chapter 3

Ordinance 5932, Adopted June 8, 1999 / approved amendments to the East End Neighborhood Policy Guide adopted March 1, 1988 as a consistency check

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## Chapter 2 East End Neighborhood Policy Guide (1999)

The map below defines the area to which the policy guide applies:

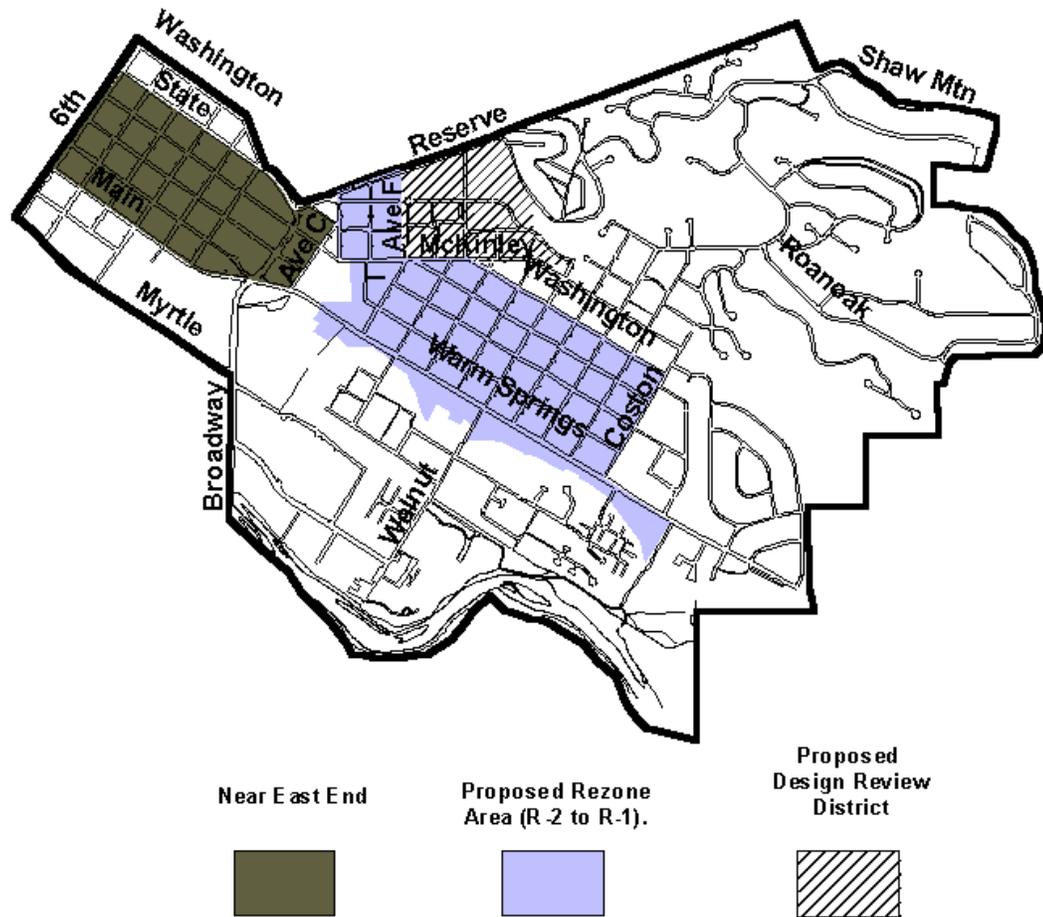


### GOAL:

Maintain the character of the East End by recognizing its unique amenities and natural features, encouraging appropriate infill development, and allowing development in adjacent areas that does not negatively impact the existing neighborhood.

### Land Use

1. The existing single-family residential character of the East End Neighborhood shall be protected and enhanced.
  - a. The area generally west of Coston Street (north of Warm Springs Avenue), south of McKinley/Washington/Avenue F/Reserve Streets east of Avenue D (extended) and including land on both sides of Warm Springs Avenue east to the Adams School should be zoned to promote single-family residential development.
  - b. Single-family attached dwellings (for example, duplex/townhouses) designed to a similar scale and appearance to the area are encouraged and should be approved on a case-by-case basis with opportunity for public review in single-family residentially zoned areas.



- c. The area generally between McKinley Street, Avenue F (Cottonwood Flume), Reserve Street and Shaw Mountain Road (extend to McKinley Street) should be zoned for Design Review
2. The Boise River Plan is supported and in addition:
  - a. No variances shall be granted from River Plan setbacks for public land within the East End.
  - b. Identify, protect and maintain new and existing Greenbelt access. Access to the Greenbelt should be clearly identified as public.
3. Boise City should make every effort to coordinate applications for redevelopment in or adjacent to the East End (e.g. the St. Luke's area, foothills, Reserve Park, the Old State Penitentiary site, Warm Springs Golf Course, etc.) with neighborhood concerns for residence displacement, traffic circulation, parking, visual qualities and historic buildings.
4. A representative of the neighborhood shall be notified of City Planning and

Zoning development applications and Ordinance amendments which potentially affect the East End.

5. *Boise City Comprehensive Plan, 8.0 Land Use, Objective 19, policy 19, page 8-39:* The Foothills Policy Plan contains goals, objectives and policies addressing the issues of land use and general development; environmental protection and open space preservation; scenic and aesthetic concerns; recreation and open space preservation; neighborhood protection; and transportation, infrastructure and services. These goals, objectives and policies should guide the land uses and development in the Foothills.
  - a. New growth should be monitored to determine the cumulative effect on the built community (i.e. drainage and traffic).
  - b. *Boise City Comprehensive Plan, 6.1 Objective 2, page 6-2:* Maintain a land use decision-making process that is supportive of the service level standards identified in the 2015: Regional Transportation Plan, and which is protective of living environments along streets.
6. The transition of the near East End from residential to offices and support services is recognized, and the City will make every effort to consider the concerns of area residents and control adverse impacts. Near East End Boundary: Avenue C, Warm Springs Avenue, Main Street, 6th Street, State Street, Fort Street, Reserve Street, Krall Street.
7. Land within the Foothills (i.e. Table Rock Basin and Cottonwood Gulch) which are annexed to Boise City will become part of the East End Neighborhood for planning purposes.

### **Transportation**

1. Traffic should be routed around the neighborhood's interior and concentrated on designated arterial/collector streets.
  - Construction of the southeast corridor (Parkcenter Blvd.), including the East End river crossing, should be completed as soon as possible to reduce through traffic on Warm Springs Ave.
2. The quiet character of neighborhood streets should be maintained. Land developments should not be approved that will cause traffic levels to exceed adopted ACHD standards for local streets, and as those standards may be amended. As of June 8, 1999, those standards are as follows for local streets:

- Existing Local Streets: 2,000 average daily trips.
- New Local Streets: 1,000 average daily trips.
- Collectors and Arterials: The document:: “Ada County Roadway Capacity Guidelines for Planning Applications.” NOTE: Planning Capacities are based on average annual weekday traffic.

\* This document is available from Ada Planning Association.

3. *Boise City Comprehensive Plan: 6.1 Streets, Objective 2, Policy 2, page 6-2:* The City shall advocate the use of traffic management strategies as a means of protecting service levels of streets from naturally increasing background traffic volumes, as well as mitigation for new development. Traffic management strategies may include but are not limited to:

- a) Limiting new development in the area that would be the cause of decline in service levels.
- b) Tying new developments to a Transportation Improvement Program (TIP) that identifies needed street improvements, if or when appropriate.
- c) Routing traffic to other roads with unused capacity, provided that the additional traffic will not negatively impact the safety and comfort of existing neighborhoods, as identified by ACHD's traffic-calming policy.
- d) Use of traffic-calming techniques.
- e) Capturing trips with service commercial centers in new projects.

4. Arterial/collector streets within the East End are designated in the current Regional Transportation Plan for Northern Ada County as follows:

Principal Arterials

Broadway

Park Center Blvd/ Front & Myrtle  
 Main Street  
 Idaho Street  
 Park (Broadway to Park Center Blvd)

Minor Arterials

Warm Springs Avenue  
 Avenue B  
 Jefferson Street  
 Fort Street (Ave B to 1st)

## State Street

### Collectors

Walnut (south of Warm Springs)  
Park Ave (Walnut to Park Center Blvd)  
McKinley/Franklin  
Reserve /Shaw Mtn. Road  
Table Rock Road  
Locust, Pierce and Haines (between Franklin  
and Shenandoah Dr.)  
Shenandoah Drive (between Locust and  
Roanoke)  
Fort Street (1st to Washington)

5. That portion of Warm Springs Avenue within the city historic district shall be managed in such a manner that its' flavor and character is preserved and enhanced while maintaining the livability of the neighborhood and preserving the functionality of the street system. The use of traffic management strategies shall be given priority over street widening, lane additions and removal of on-street parking as a means of resolving traffic flow problems. The level of service along Warm Springs Avenue may not decline below level of service "C" during rush hours.
  - A. Using the methodologies in the document, "Ada County Roadway Capacity Guidelines for Planning Applications," the planning capacity threshold for Warm Springs Avenue has been established at 14,000 average annual daily trips (weekdays only). As noted above, removal of on-street parking, street widening and lane additions should not be used as the primary means of resolving traffic flow problems.
  - B. The East End Neighborhood Association recognizes that the residents of the neighborhood play a key role in the successful implementation of traffic management strategies. A high level of neighborhood participation and coordination with ACHD, APA and Boise City in devising such strategies will be provided by the association.
6. The State/McKinley and Washington/McKinley intersections and other busy intersections along McKinley/Franklin Streets should be improved to emphasize McKinley/Franklin Streets as designated collector streets.
7. A bicycle/pedestrian crossing (pedestrian activated) should be provided on Warm Springs Ave. at the Walnut Street intersection. Such crossing should be designed to discourage use of N. Walnut as a collector street.
8. Special consideration should be given to the design of Avenue B and 2nd Street for safe and adequate bicycle/pedestrian crossings between the main part of the East End Neighborhood and the downtown area.

9. *Boise City Comprehensive Plan, 6.3 Pathways, Objective 1, Policy 1, page 6-11*: Require the provision of pathways, when consistent with the Ada County Ridge-to-Rivers Pathway Plan and/or the Boise City Comprehensive Park and Recreation System Plan, in the following cases:
  - (a) In new projects;
  - (b) When improvements are made to existing bridges, roads, open space areas or other structures by public or private entities;
  - (c) If the area in question would provide an important link in the pathway network.
10. New foothills development shall provide for right-of-way acquisition and roadway improvements within the neighborhood area that is impacted by foothills generated traffic.
11. The abandoned railroad right-of-way adjacent to public property should be reused as a Class I bike path or pedestrian path, consistent with the Boise River Plan.
12. *Foothills Policy Plan, Transportation, Infrastructure and Services, Objective 6, Policy 1, page 28*: Roadways through Hulls Gulch / Camels Back and Military Reserves should not be upgraded or expanded beyond what is necessary to serve their basic function of park and existing resident access roads and roadway improvements for any use, other than park access, or historic public safety and residential access, shall not be permitted.
13. Incentives to reduce trips using Transportation Demand Management (TDM) strategies are encouraged.

### **Program Guide**

The Program Guide recommendations contained in this section of the Policy Guide may not be completely under the implementing authority of Boise City. The United Water Corporation, the Boise Independent School District, and the Ada County Highway District among others, have implementing authority. However, these organizations can use these recommendations in making policy and program decisions relating to their specific areas of service delivery in the neighborhood and, thus are included.

#### **GOAL:**

Maintain and improve the East End's quality of life and level of public/quasi-public services.

### **Sewer System**

The City should continue to rehabilitate all substandard sewer lines to meet neighborhood needs in the East End.

### **Water Service/Fire Protection**

1. Water lines which are substandard for fire protection purposes should be upgraded.
2. Water pressure should not drop below minimum fire flow requirements.
3. Additional fire hydrants should be provided by new development to meet area fire protection needs.

### **Geothermal Uses**

1. Geothermal water systems should be managed to ensure the long term viability of the geothermal resource.
2. Expansion of geothermal water systems to serve more of the East End is supported provided the renewability of the present resource is maintained.

### **Parks/Streetscape**

1. The Forestry Division program to maintain trees in public rights-of-way should be fully funded. In the absence of funding the Division should assist residents in a self-help program including:
  - General care and maintenance instructions
  - Pest and disease identification and treatment
2. Access to City parks should be easy to identify and prominently signed, where necessary.
3. Preserve the natural and historic qualities of Reserve Park as a community park which also provides recreational opportunities to the East End Neighborhood.

### **Stormwater Drainage**

1. A comprehensive county-wide drainage system should be established to construct and maintain stormwater drainage facilities.
2. A Flood Control Program for Cottonwood Creek should include:
  - a) Inspection of Cottonwood, Freestone and Curlew Creeks for conditions affecting free flow of water.
  - b) Inspection and maintenance of the settling ponds and diversion facilities.

- c) Removal of silt and debris from the Cottonwood flume.
  - d) An emergency plan coordinating the flood control efforts of each entity having jurisdiction.
3. The four settling ponds in the Fort Boise Reserve Park should be retained for flood control and open space/recreational uses.
  4. The settling ponds in foothill developments should be inspected and maintained to insure proper downstream protection.
  5. The intent of the recommendations of the Foothills East Storm Drainage Master Plan (1986) should be followed.

### **Housing**

The Boise City Housing Rehabilitation Program should be targeted to pockets of substandard buildings in obvious disrepair, and should be sensitive to preserving historic and architecturally significant building features.

### **Historic Preservation**

1. Significant historic buildings in the near East End (Avenue C, Warm Springs Avenue, Main Street, 6th Street, State Street, Fort Street, Reserve Street, Krall Street.) should be preserved.
2. Use of historic buildings/sites and new development in the area of Warm Springs Avenue and the Old State Penitentiary should complement the historic character of such areas.
3. Encourage the preservation of the historic character and scale of the near east end, and the adaptive reuse of historic structures.

### **Public Schools**

1. The Safe Route to School Program for children walking to school is given high priority. The posting of school crossings at major street intersections, signage and other safety measures should continue to be a high priority.
2. Promote the concept of neighborhood elementary schools within walking distance from residential areas.

### **Transit**

The continuation of existing transit routes in the East End is supported, and a Foothills East transit route should be investigated as a method of reducing traffic volumes on local streets.

## **Chapter 3 Background Report**

In 1981 and 1982, the East End Planning Committee prepared a document called the Resident Recommendations for the East End Neighborhood Plan. This document serves as the background report for the East End Neighborhood Plan. Some information is dated and some of the terms used may not be relevant today. Nevertheless, the background report is included in this plan in order to provide an understanding of (1) the East End Neighborhood of the early 1980's; and (2) why the original policies of the neighborhood plan were adopted. In this sense, the background report is a valuable historical record.

Except for the page format, the background report has not been amended

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### **Preparation**

#### **East End Planning Committee**

Rudy Barchas Ernest Bramwell Betty Burke Tom Crooks Ron Dunn Bernice Gilbert Barbara Hansen Mary Jensen H.T. "Buck" Jones Steven Lanzet Norris & Mary Lou Lynch Norm Noonan Renee Quick Bob Rhinehart Eugene Shellworth Morgan Smith Bob Tiedemann Margaret E. O'Brien West, James & Barbara Woodward.

#### **Agency Representation**

Ada Planning Association Ada County Highway District Boise City: Planning and Zoning Department Fire Department Parks Department Police Department Public Works Department

Plan City preparation coordinated by the Boise Department of Community Development.

#### **Acknowledgment**

The history of the East End neighborhood was written by Planning Committee member, Bob Tiedemann. Primary references in the work were obtained from the Idaho State Historical Museum, the Boise City Historic Preservation Commission, and several East End residents.

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**History**

## **The Beginning**

The origin and development of Boise's East End neighborhood closely parallels the beginnings of Boise City. In the north- west corner of the neighborhood lies Fort Boise and Military Reserve Park. At this site the military installation known as Fort Boise was established in 1863 to protect miners and Eastern emigrants from Indian attack. Fur trappers had frequented Boise Valley prior to 1863 and emigrants had traveled through the area on the Oregon Trail since 1842, but with the discovery of gold in the Boise Basin in 1862 a rush of people entered the valley. For the first time, many remained to provide goods and services to the military and the mines.

On July 7, 1863 eight men met along the Boise River at the ranch of Tom Davis and William Ritchley and laid out a town- site between the new fort and the river. The original plat consisted of ten blocks on each side of Main Street between Fifth and Tenth Streets. Tents, adobe and board and batten structures soon rose on this site and housed a good portion of Boise's population of 725. Among those structures was the general store of Cyrus Jacobs, one of the town fathers with a career that included merchandising, milling and meat packing. Some say, however, that he is best known as the rye whiskey distiller who produced "Jacob's Best".

Before the military arrived, homes were built within the townsite by families with names now better recognized as streets: O'Farrell, Logan and Pierce. The O'Farrell cabin, built in 1862, now stands on Fort Street near Lincoln School. The Coston cabin, originally located east of town; and the Pierce cabin now stand with the Mayor Thomas E. Logan house next to the Idaho State Historical Museum in Julia Davis Park. The cabins, like most early Boise homes, were made from logs cut from the nearby cottonwood trees which line the river. Cottonwood logs, while not as sturdy as the pine found over the ridge, required only a short haul to the townsite. Although not originally thought of as Boise's East End, Fort Boise, the easternmost portion of the original townsite and scattered homesites east of town were the beginning of the East End neighborhood.

## **Early Development**

Flat ground, rich soil and the proximity to water brought homesteaders and ranchers to the area along Warm Springs Avenue, east of Boise City. In 1869, George Whitfield Russell, one of the earliest settlers, hauled pine lumber over Bogus Mountain by ox team to build the family home, which still stands, at 1035 Warm Springs Avenue. His wife and their five children raised cattle, horses and fruit on their land. Aging apple trees scattered throughout the neighborhood remind us of the orchards of the Russell family and others.

Water was supplied to early settlers by the Boise River diverted at Warm Springs Mesa to the Walling irrigation ditch. Others called this ditch the Cruzen Perrant

canal. The ditch paralleled what is now Bacon Drive, ran along the base of Foothills East and continued past the armory over the cottonwood flume toward the North End. The ditch has been filled in, but remnants can be seen along Fort Street near the Elks Rehabilitation Hospital and Lincoln School, where the rails of small bridges remain and at the corner of Walnut and Franklin Streets, where a row of trees parallel what remains of the old ditch.

Closer to town, early East-Enders provided valuable services to miners and the military. In 1864, Jesus Urquide established a base camp for his packing company behind his home at 115 Main Street. The camp, known as Urquide's Village, included dozens of pack animals and 30 small cabins to house employees. Jesus was one of the first successful packers in the entire Northwest. He packed for the army during the Indian wars and ran people and supplies into Idaho's most remote mining camps. His cabins remained standing until 1972, when they were demolished. His house was torn down in 1981.

Travelers to Idaho City and beyond often rode on a dusty, rutted road past the Russell, Urquide and other homesteads east of town. The road has since been paved and named Warm Springs Avenue. In the 1860's it served as an important alternative route to the mining camps when portions of the Boise-Idaho City toll road between Fort Boise and Robie Creek were impassable. It also carried visitors to Kelly Hot Springs, an Indian gathering place and later a resort, just east of Warm Springs Mesa that included hot pools and buildings for overnight lodging. The resort was one of the first places State Senate and House pages would look for their missing employers when the Idaho Legislature was in session, It has been rumored that the resort was burnt to the ground by vigilantes concerned about its "red-light" reputation, Development and production of hot water wells nearby, later reduced the springs to a trickle.

Public use, private enterprise and residences have a long history of coexistence in the East End. Some of the earliest public buildings in Boise were constructed in the East End. They include the Quartermaster building in Fort Boise, built in 1864; the United States Assay Office, located at 210 Main Street and built in 1872; and the Idaho State Penitentiary, built in 1870. All were constructed with locally quarried sandstone, some from Table Rock. One of the first factories in the East End was John Brown's and Charles May's brick kiln at Main Street between Third and Fourth Streets. These entrepreneurs supplied materials, beginning in September of 1864, for Boise's growing number of "fire-proof" buildings. Four blocks to the east, White's sash and door factory supplied other essential building components.

## **Growth**

By 1885, concentrated development of Boise's East End extended as far south as

Front Street and as far east as First Street. Beyond First Street lay the rural homesteads of John Krall, G. W. Lewis and Thomas Davis, who later donated a portion of his ranch to the city for the park named in honor of his wife, Julia. By this time, Cottonwood flume was helping to confine the flood- waters of Cottonwood Creek and Boise City's population was less than 4000.

In 1890, Boise's East End was poised for an explosion of change in land use, population and public perception. C. W. Moore, a local banker, and a group of other prominent Boise businessmen joined in a venture to drill for and develop hot water adjacent to the Penitentiary. On Christmas Eve, 1890 The Idaho Statesman reported the group had struck 92.degree Fahrenheit water at a depth of eighty feet, BY May, 1891 the group had sunk two wells to a depth of four hundred feet and were drawing water at one- hundred eighty degrees Farenheit, suitable for space heating and other uses. C. W. Moore promptly built the mansion located at the corner of Warm Springs Avenue and Walnut Street, moved his family and gained distinction as having the first house in the United States heated with geothermal water.

Geothermal water was the catalyst for a number of other significant events that followed in quick succession. In 1891, the Boise Rapid Transit Company was founded by Moore's neighbor, George Whitfield Russell, In addition to cattle and fruit ranching, Russell gained experience in moving people and goods as manager of the Idaho City stage route. The trolley system included two and one half miles of track, running from the Natatorium to Fourteenth Street on Warm Springs Avenue and Main Street; two 24 horsepower cars, each with a motorman and a conductor; a trolley barn near the Penitentiary and a power house at Fourteenth and Idaho Streets which generated hydro- power from Boise River water carried to the site by flume. The trolley provided convenient, if not rapid transit through downtown to the newly, opened Natatorium. The trolley stopped, by request, at any house along its route.

The Natatorium was built in 1892 by the Geothermal Water Company to promote the use of the system and to provide Boiseans with a social and recreational center. In its time it was the largest indoor swimming pool in the country and included rooms for billiards, card playing, sitting and dining, Turkish baths and a bar. It's six story Moorish towers and four floors of galleries overlooking the geothermal pool made it Boise's most exotic building. A ride on the trolley and a day at the "Nat" was looked upon by most Boiseans as great fun. The structure was damaged in July, 1934 by a violent wind and later demolished. The pool remains in use behind Adams School and has regained some of its previous excitement with the recent addition of a waterslide.

Recreational opportunities reached their height in Boise with the addition of White City park, Boise's first public park, next to the Natatorium in 1910. The park had a "scenic railway (roller coaster), a joy wheel, a fun factory, pavilion and skating rink, a miniature railway, a lake for boating in the summer and skating in the winter, an

ostrich farm and other attractions." Traveling shows often made stops at White City park and balloon ascensions were popular.

With the attraction of geothermal space heating, rapid transit and recreational and social gatherings, C.W. Moore's move to the East End led to a stampede of prominent Boiseans. The East End's first subdivision was established when George Ainslie conveyed property between Walnut and Locust Streets on the north side of Warm Springs Avenue to the East Side Company Ltd. in 1890. These parcels form the original Eastside Addition to Boise City. A close look at our property titles will show that many of us live within the Eastside Addition. Wealthy Boiseans involved in banking, mining, manufacturing and raising cattle and sheep built homes along the entire length of Warm Springs Avenue and relocated Boise's most prestigious residential street from Grove to Warm Springs Avenue. Shortly there after, Walter E. Pierce, Boise's first real estate man, laid out Harrison Boulevard and established a second residential addition to Boise City, later to be known as the North End.

With Warm Springs Avenue as its spine, the East End developed as two residential districts; both above the first Boise River bench. Although not as prominent as South Boise's benches, the East End does have a single river terrace which runs parallel to and below Warm Springs Avenue. The first district is a concentration of homes around the Pioneer Cemetery, where many of Boise's first residents are buried not far from their earlier homes. The names of Julia and Thomas Davis, the Falk family (of Falk's ID stores), the Hailey family, the Coston family and others can be seen during a brief stroll through the green grounds.

Boise's other historic cemetery is also located in the East End in the dry grasses of Cottonwood Gulch. Its straight and regular rows of tombstones are chiseled with the names of soldiers from Fort Boise - many of the soldiers far from their homes in the Midwest and East.

The second residential district stretched along both sides of Warm Springs Avenue and extended north, one block, to East Bannock Street. The area beyond - north to Reserve Street and east to Coston Street was platted by 1907 but not developed. At the fringes of the East End, the Krall family ranch occupied much of the open space at the base of the foothills near present day Krall Street. Although the ranch was later subdivided, the barn and horse stables continue to function. The other ranch in the East End was that of Philippi Adalpe who ran sheep along the hills surrounding Cottonwood Creek, all the way to Aldape Summit on the Boise Ridge.

Closer to town, commerce flourished. In 1907 Ridenbaugh's Lumber Yard stood on Main Street where the Idaho Department of Employment building now stands. An historic fire insurance map identifies the business as dealing in lumber, doors and sashes; and says that no watchman was present. Across the street was the Boise Brewery, owned by the Lemp family and one of two breweries in town. The same fire

insurance map states boldly, "building old and dilapidated"; which may partially explain why the site was later cleared and then occupied by the First Ward of the LDS Church. The church has since been remodeled and is now the Club for Women. For those who preferred soft drinks, the Soda Water Works - a bottling company - was located down the street at 249 Warm Springs Avenue.

From its beginning, the East End has hosted numerous public buildings. Among those present in 1907 was the Lincoln School. The original school, located at Fourth and Idaho streets behind the brewery, had no lights. The structure no longer exists, but the name has been given to the school which presently stands at Fort Street. Also present was the Hawthorne School located across the street from the Natatorium. Many families growing up in the East End have sent their children to the Hawthorne School. Like Lincoln School, the structure no longer exists, but the name has traveled to an elementary school on the Bench. Many children of the East End now attend Roosevelt School, in the heart of the old neighborhood. Because it contains a gymnasium, auditorium and electric lights, Roosevelt School was considered in 1919, when it was built, to be thoroughly modern and innovative.

By 1922 residential development was scattered throughout the previously platted area north of Warm Springs to the foothills. Often, only one or two lots of each block were occupied by a house. Perhaps this could be considered Boise's first experience with "suburban sprawl". Those raised in Boise during this time can probably remember when East Junior High School was a baseball ground and when the Church of Religious Science - where Ruth Buzzy of "Laugh-in" fame filmed a Hollywood movie - was Grace Episcopal Church.

From 1922 to the 1960's, homes were built on almost all of the lots on partially developed blocks of the East End. This old section of the neighborhood is proud of the bungalows and stick style homes built by working class people during the 20's, 30's and 40's and the more contemporary structures built during the 50's and 60's.

### **Present Time**

With infill of the old section of the neighborhood now complete, residential development sprang into the foothills and south toward the river. In the early 60's, the Square at Strawberry Lane was built with contemporary, California style homes and common grounds. The spectacular, old age trees at Strawberry Lane are a remnant of the trailer park community which once occupied the site. The success of the Square was soon followed by higher density development along Lewis and Holly streets, and the Dorchester and Cambridge Arms Apartments - all within a short walk to Municipal Park and the Greenbelt.

Also in the early 60's plans were being made by a Seattle developer, Danmore Company, to build homes in the east foothills in an area that formerly included a

small structure used to house quarantined patients. Much of the foothills was held by the Conner family, which during the 1920's also owned the geothermal greenhouse of the Boise Floral Company, located just east of- the Natatorium.

Prior to planned foothills development the only permanent resident in the hills was Arthur Troutner, who developed the method of laminated wood beams now used by the Trus Joint Company. The work of Arthur Troutner can be seen at the Boise Little Theater, which is supported by beams donated by the inventor and in the foothills at his home, which includes a hanger for a home-built dirigible.

Foothills development has continued and is likely to proceed beyond the 1980's. With almost complete infill of the old neighborhood, the building of homes near the river in Warm Springs Hollow and Kimberly One, and the squeeze of the mesa to the east; development can only occur to the north in the East End. This is the last area of vacant land on which to build.

But just as vacant land is built upon, developed land is redeveloped and neighborhoods change once again. This is what is happening in the oldest section of the East End that was part of the original plat of the Boise townsite. Downtown has moved into the near East End and with it have come plans for office conversions, government office towers and high rise residences. The changes of the future promise to be as exciting, and sometimes as difficult to grow comfortable with, as the changes of the past. This plan contains the neighborhood's ideas for change and preservation, and our vision of the neighborhood of the future.

## **Existing Conditions and Analysis**

### **Land and Housing**

The East End study area is located adjacent to the city center and is bounded by Sixth Street to the west, Reserve Street and Shaw Mountain Road to the north, the Boise City 'limits to the east, and the Boise River to the south. Although the area is primarily a residential neighborhood, commercial, office and institutional uses are also found within it.

The location of the neighborhood, adjacent to downtown, has both positive and negative aspects for residents. The positive aspects include having employment and retail services near the residential area, thus saving fuel and time in traveling to work and for other purposes. The negative aspects include downtown peripheral traffic movement through the neighborhood and the continual pressure to downgrade the existing residential quality by allowing business, commercial and high-density residential uses to filter into the single family areas. The expansion of major medical facilities within and adjacent to the neighborhood draws non-neighborhood traffic and non-residential uses into the area.

One of the goals of the Boise Metro Plan is to retain established residential communities, or "built" communities, such as the East End, as viable places to live. Built communities often absorb the impacts of peripheral developments, which usually cause some degradation of existing neighborhoods. The result is partial or total destruction of one neighborhood for the sake of another.

The desire to balance population growth around the City Center is also one of the goals of the Boise Metro Plan, This naturally suggests the foothills as an area for residential development. However, this desire to provide for residential development in the foothills must be tempered by the need to protect and maintain the unique characteristics of the East End neighborhood.

### **- Residential Uses**

Three residential zoning districts, as shown on Figure 1, are found within the study area, allowing for low, medium and high-density residential uses. According to 1980 Census estimates, there are 2,379 dwelling units within the neighborhood and approximately 70% of these units are single-family homes. The remainder are duplex, apartment, and condominium/ townhouse units.

The low density residential (R-1) zoning districts north of Warm Springs Avenue are devoted to single-family residential uses and are well-maintained. Much of the R-1 area south of Warm Springs Avenue is not developed. There have been requests in recent years to rezone some of the properties south of Warm Springs Avenue for

higher residential densities. This area is unique because of its close proximity to open space areas, the River, and downtown: however, access to the area is limited.

The medium density residential (R-2) zoning district contains single-family residences and duplexes, and a few small apartment complexes of six units or less. Warm Springs Avenue, which runs through the study area, is a distinctive residential corridor with numerous stately and attractive homes constructed around the turn of the century. The remainder of the single-family homes within the R-2 districts are smaller, well-kept structures and the area has the reputation as a stable neighborhood with many long-time residents.

A large portion of this R-2 district (Figure 1) is recommended for rezoning to low-density residential (R-1C). Residents feel the R-1C district classification more accurately reflects the existing land use pattern. The rezone to R-1C would prohibit the development of additional duplex and multi-family units within this area without a conditional use permit. Residents feel this will allow the neighborhood more input if developments of this type are proposed in the future.

Higher density (R-3) zoning classifications are located adjacent to the downtown area, and south of Warm Springs Avenue. There are approximately 528 multi-family dwelling units within the entire study area; approximately 380 (72%) of which are located within these R-3 districts. There are also 167 condominium or townhouse units within the study area boundaries. These comprise about one-half of the 332 units of this type which are planned for construction within the area. The locations of these multi-family and condominium/townhouse units are shown on Figure 1.

### **- Commercial Uses**

The Central Business District provides the primary retail market for residents of the East End. Two small grocery stores and a neighborhood market are the only neighborhood commercial uses found within the study area. However, a survey of the area indicated that 70% of the respondents did not feel there was a need for additional neighborhood shopping facilities. According to the survey, respondents do most of their grocery shopping in stores located on Broadway Avenue and in the downtown area.

The study area contains several large office complexes and numerous smaller office buildings, some of which are located in converted single-family residences. The area between Sixth and Third Streets contains approximately 763,800 gross square feet of general purpose office space, and is zoned for office uses. Various state agencies have their offices within this area due to its proximity to downtown and the State Capitol. An additional 105,600 gross square feet of medical office space is found between Third Street and Avenue B. Although the southern portion of the neighborhood contains commercial zoning district designations, most of the uses located within this

area are offices. Morrison-Knudsen Company's headquarters are located in this portion of the neighborhood, along with several other office structures. Over 400,000 gross square feet of office space exists today within this portion of the neighborhood, and Morrison-Knudsen Company's facility expansion will approximately double this amount.

### **- Institutional Uses**

The East End neighborhood includes or is adjacent to three major medical facilities: the Veterans Administration Hospital, the Elks Rehabilitation Center and St. Luke's Regional Medical Center. As Boise continues to grow as a regional center, it is anticipated that these medical facilities will grow as well. The Elks Rehabilitation Center has recently expanded its facility, and St. Luke's has been given approval for expansion from the Idaho Health Facilities Agency.

### **- Near East End**

Residents recognize the Near East End (the area from Ave. C to Sixth Street) as an area in transition, with single-family residences unlikely to remain a significant component of mixed land use. Pressures for changing land use have come from expansion of the St. Luke's Hospital complex, movement of the downtown core to the east, with its conversion of residences to offices, and the proposals for major transportation corridors through the area..

The neighborhood recognizes that site plans and the design of structures are chief functions of the architect and the developer. However, the redevelopment of an area as large as the Near East End can best be accomplished by a conceptual plan for the area which provides a framework for architects and developers to work with. To do otherwise is to allow individual projects to set precedents, preclude options and establish land uses in a piecemeal, checkerboard fashion.

The implications of uncoordinated redevelopment are of real concern to the neighborhood because of the associated risks. Such risks include: losses to the character and quality of the State Street Historic District; tax money required to support a de facto redevelopment plan; the neighborhood's association with downtown; and impacts to existing residents.

### **- Parks**

The East End neighborhood has several community park facilities within and adjacent to it, but residents do not have 'access to a neighborhood park facility. Fort Boise and Municipal Parks provide play equipment, picnic areas and tennis courts for residents, but are also heavily used by residents of other areas in the City. Military Reserve Park provides a large area of open space with hiking trails for

residents who enjoy that form of recreation. A community park planned for the area adjacent to the Natatorium will provide additional facilities for resident use when developed.

The Old Idaho State Penitentiary, located east of the neighborhood, also provides a park-like setting. The old prison grounds and several associated structures are historic in nature and many people visit this site each year to tour the facilities. The State Historical Society has requested proposals for development of portions of the site to include limited retail, office, and recreational uses. The State of Idaho currently has two office buildings on the site.

A site between the Old Idaho State Penitentiary and Coston Avenue is presently being investigated as a neighborhood park. Residents have been actively involved in this effort.

The Boise River and the Greenbelt, which parallels the river, serve as a major recreational focus for the neighborhood. Recreational activities include swimming, tubing, strolling, fishing and nature watching. jogging! Residents appreciate the mix of park-line and natural areas of the river environment and support the maintenance of this diversity.

## **Transportation**

Neighborhood residents attended several meetings to discuss transportation issues. Existing travel patterns, traffic sensitive locations and traffic volumes were identified. Various levels of growth were discussed for the adjacent foothills, to project potential traffic volumes within the neighborhood. From this information, four alternatives for through traffic routes were developed. The chosen traffic routes and the transportation recommendations were designed to retain the residential character of the neighborhood, while still allowing for additional residential development in the foothills.

### **- Existing Conditions**

Existing traffic volumes are shown on Figure 2. Residents of the neighborhood discussed existing volumes and their impact and effect on everyday life and the livability of the area. For collector streets this limiting volume was identified as 5,000 vehicles per day.

These maximum permissible traffic levels were based on observed traffic impacts within the neighborhood and examples of traffic volumes on streets in other areas of the City. They are similar to findings reported in *Livable Urban Streets*, a study which examined the impacts of traffic on residential streets. Residents maintain that traffic

volumes beyond these levels for local and collector streets within the neighborhood will destroy the single-family nature of the neighborhood.

**- Avenue B Area**

Due to the proximity of the neighborhood to downtown, the area west of Avenue B was included in the Downtown Circulation Plan adopted in 1980 by the Ada County Highway District. The Plan calls for making Avenue B an arterial street, tying Broadway to the State-Jefferson couplet. Residents feel these improvements, which include widening Avenue B to four lanes, will effectively cut off that portion of the neighborhood west of Avenue B and the City Center, as traffic volumes increase to projected levels. If Avenue B is determined to be the most efficient and cost-effective alternative, special consideration must be given during its design phase to ensure safe and adequate pedestrian, bicycle and motorized vehicle access into the downtown area from the East End.

**- Warm Springs Avenue**

Warm Springs Avenue is a minor arterial which carries larger traffic volumes than any other East End neighborhood street. Also, it is currently the major eastern access into Boise, and as such carries eastbound traffic to Highway 21. This through traffic problem intensifies during summer months when recreational traffic increases along this route.

One of the two proposed locations for the Southeast Corridor will divert traffic from Warm Springs Avenue to the neighborhood fringe. The other alternative will divert traffic to a new road to be built on UPRR right-of-way adjacent to high density residences, parks and Adams School. Although it alleviates the Warm Springs Avenue traffic problem, residents have expressed strong concerns for the second alternative. Also, the State of Idaho will develop a connection between Interstate 84 and Highway 21, near Diversion Dam, thus allowing through traffic heading east to bypass Boise entirely. This will also benefit the East End neighborhood.

Pedestrian, bicycle and automobile crossings of Warm Springs Avenue are becoming increasingly more difficult and this situation can only get worse as the area continues to develop. Residents feel a traffic signal at the Warm Springs/Walnut intersection is needed for pedestrian and bicycle crossings. The signal should include other traffic control measures to prevent vehicular traffic from intruding into the neighborhood core north of Warm Springs Avenue. The primary bike route from the East End to the Boise River greenbelt follows Walnut Street, and elementary and junior high school age children walking to all schools in the East End must cross Warm Springs Avenue.

Traffic resulting from new residential development east of the neighborhood should

be discouraged from using Warm Springs Avenue for access to downtown. Diversion of traffic from the Warm Springs Avenue corridor, east of the neighborhood, will offset traffic increases from new residential developments, thus preventing deterioration of the historic and residential characteristics of the street.

### **- Foothills Traffic**

The traffic generated by foothills developments has already impacted the East End. Even though only about half of the platted or approved subdivisions have been built, East End traffic volumes have already doubled in the last three years. Foothills traffic on Locust Street is presently 1500 cars daily, 75% of the maximum environmentally acceptable 2000 cars on a local residential street. McKinley Street traffic is about 70% of the maximum environmentally acceptable 5000 cars daily on a collector street. Average traffic speeds significantly exceed the posted and acceptable speeds.

As additional foothills residential units are developed, traffic volumes will increase further within the East End neighborhood. A major motivation for this study effort has been to arrest the sequence of events whereby an established and viable neighborhood falls victim to the impacts of traffic from new residential development. The study has produced a traffic circulation plan which will accommodate growth and preserve this fine residential community. Foothills traffic currently uses two corridors to gain access to downtown and other areas of the City. One is the Shaw Mountain Road and Reserve Street route for east-west movement. The other is the north-south Locust/Pierce/Haines Street corridor, which intersects with Shenandoah Drive. Traffic using this north-south corridor can utilize East Franklin, East Washington, or Warm Springs Avenue to access the major arterial system and downtown. After studying various traffic circulation alternatives and levels of growth which could occur within the foothills adjacent to the East End, residents selected the alternative shown on Figure 3. This alternative utilizes Shaw Mountain Road/Reserve Street as one major corridor into the foothills. East Franklin and McKinley will also act as a collector corridor. East Franklin will be extended from Haines to Pierce Street to provide a continuous east-west route. This alternative will provide access to the City's arterial system and will aid in concentrating traffic along specified routes, thus leaving the central portion of the neighborhood intact.

Perhaps the most important feature of the chosen circulation system is a new north-south access route east of the neighborhood for additional foothill developments. If this new roadway is constructed, a major access route would be created to Warm Springs Avenue and the Downtown, and the East End neighborhood would not bear the burden of heavier foothills traffic on local streets. Warm Springs Avenue should be able to accommodate additional traffic volumes once the other previously mentioned improvements are completed and through traffic bypasses the City. The alignment of such a new collector street providing access to the foothills must be negotiated between various individuals and agencies. However, residents feel this new

route is absolutely necessary if additional foothills units are to be permitted to develop because of the attendant increases in traffic volumes.

The existing level of development that has been approved in the foothills above the East End would not seriously affect the residential viability of the neighborhood, if the levels of 2000 and 5000 vehicles per day remain acceptable to residents. With various intersection improvements, additional traffic control devices, and increased police patrols to strictly enforce speed limits, the neighborhood will remain much the same as it is today. However, unless an additional access route is constructed east of the neighborhood for new development in that area, the gradual increases in through traffic will negatively impact the neighborhood.

#### **- Bicycle System**

Figure 4 shows the bicycle route system which serves East End residents. As previously mentioned, bicycle crossings of Warm Springs Avenue are becoming increasingly difficult, especially during summer months, when recreational traffic increases. A traffic control signal on Warm Springs would aid residents in reaching the greenbelt by bicycle, as well as automobile and pedestrian traffic.

#### **- Transit System**

Three bus routes currently serve the East End: Warm Springs, Morrison-Knudsen, and the VA Hospital. A new route is also proposed to serve the foothills area adjacent to the neighborhood. This new route, which is scheduled to begin in 1984, is supported by residents because it will provide an alternate form of transportation and reduce the number of auto trips through the neighborhood.

### **Public Facilities and Services**

#### **- Sewer System**

Approximately 98% of the homes within the East End neighborhood are connected to the Boise City sewer system. The existing lines in the central portion of the neighborhood need re-pair and restoration due to age and root intrusions. Because this is a target neighborhood for receipt of Community Development Block Grant funds, sewer rehabilitation work is being done within the area indicated on Figure 5. Because of recent growth in the foothills, the Bruce Street trunk line is near capacity. The Public Works Department is studying this situation to determine the best approach for solving the problem. Two alternatives are presently being discussed: enlarging the trunk line size or diverting the flow to another trunk line. Other than this specific problem, the remainder of the lines are appropriately sized to meet existing and future needs, when other planned improvements are completed. These planned improvements will provide for additional growth in newly developing areas, without overloading the existing system within the East End.

#### **- Police Protection**

The Boise Police Department records crimes by reporting district, the smallest area for which data is collected. Figure 5 illustrates reporting districts within the East End and Table 1 lists reported 1979/80 crimes for each East End district.

<b>Table 1 - East End Reporting Districts</b>					
Crime	# of Crimes Reported - 1979/80				
	#16	#17	#20	#21	Total
Rape	0/0	0/0	1/0	0/1	1/1
Attempted Rape	3/0	0/0	1/0	0/1	4/1
Burglary -Force Used	43/31	½	25/29	22/19	91/81
Burglary -Unlawful Entry	28/28	1/0	13/19	10/8	52/55
Burglary -Attempted	4/4	0/0	2/4	0/2	6/10
Auto Theft -Auto	13/10	0/0	3/8	6/5	22/23
Auto Theft -Truck	0/1	1/0	1/0	0/1	2/2
Auto Theft -Other	0/4	0/0	1/0	1/0	2/4
Arson	½	0/0	0/0	1/0	2/2
Vandalism	53/29	3/3	23/21	29/22	108/75
Sex Offenses	2/10	0/0	0/0	2/2	4/12
Total	147/119	6/5	70/81	71/61	294/266

Burglary, vandalism and auto theft are the most prevalent crimes reported for the East End. Although police protection for the area may be adequate and the number of crimes has been reduced in the past year, the crime rate could be reduced even further if East End residents organized a Neighborhood Watch Program or participated in one of the other crime prevention programs.

**- Water System**

Water provided to the neighborhood for domestic and fire fighting purposes generally originates from deep wells and is then pumped to reservoirs for distribution to the neighborhood. While most homes receive adequate pressure and service for day to day needs, the pressure available for fire fighting purposes has gradually diminished

over the years deposits in the water mains. The Boise responsible for these lines, and has an program to correct deficiencies because of mineral Water Corporation is ongoing rehabilitation

**- Fire Protection**

Fire protection services are provided to East End residents primarily by crews stationed at Boise City's Fire Station No. 1 at 707 Reserve Street. This station, opened in 1980, improves response time for fire protection vehicles traveling to the East End and into newer growth areas adjacent to it. The Fire Department has indicated its major concerns about the East End relate to increased growth and inadequate roadway access into developing areas of the foothills. They support the new roadway east of the study area as proposed in the Traffic Plan, because it will improve access for safety vehicles into this area. They also stated that improvements to Avenue B will benefit East End residents because response time will be improved during emergency situations.

Boise City currently has a Class 3 fire insurance rating. Since the rating is used for establishing insurance premiums for all types of structures within the City, effective fire protection services are important from both a financial and a public safety viewpoint. Although the neighborhood has some areas which require additional water lines and fire hydrants to receive adequate fire protection services, the area is generally well served.

**- Public Schools**

Elementary school age children living in the East End attend one of two elementary schools, Roosevelt or Adams. These school locations and their attendance area boundaries are shown on Figure 6. Junior high school age children attend East Junior High, also located within the neighborhood.

The schools in the East End have changed little over the years except for systematic maintenance and renovation. While these facilities are not as modern as those in newer sections of town, there are advantages for children who attend them. The neighborhood school is a concept much appreciated by East End residents.

The Ada County Highway District (ACHD) in conjunction with local law enforcement agencies and school districts, has developed a Safe Route to School program and has prepared a safe route map for each elementary school. ACHD will upgrade signs and markings as needed where the safe route crosses a through street. They are also responsible for providing adequate walking surfaces for students.

One segment of the East End's safe route to school system, a two and one half block portion of Locust Street between Washington and Shenandoah Streets, was specifically discussed during the study. Locust, Pierce and Haines Streets form an access corridor into the Foothills East development. Until 1977, traffic was shared

equally by the three streets. (None have sidewalks within the two and one half block segment.) When parking was removed and the pavement was striped in this section of Locust Street to provide a safer route for school children, increased traffic was also attracted. Locust Street now carries almost three times as much traffic as either Pierce or Haines, and conflicts between pedestrian and vehicular traffic remain a major concern.

Another point brought out in previous meetings dealing with Roosevelt Elementary is the lack of a fire hydrant adjacent to the school site. The Boise Fire Department has recommended that a fire hydrant be installed across the street from the school, and residents have discussed possible means of funding for this project. It was thought that the Roosevelt School PTO should be involved in both of these efforts.

As previously mentioned, many children walking to all three of these schools are required to cross Warm Springs Avenue. Most of the children who attend Adams Elementary cross Warm Springs Avenue at a cross walk immediately opposite the school building. The school has a flashing warning light and school crossing guards posted. Safety patrols and school crossing guards are provided for elementary school children at specifically designated, hazardous locations throughout the district. A traffic signal on Warm Springs Avenue would improve safety conditions for at least some of these children who must cross this roadway. Bicycle traffic would also benefit by greater traffic control.

### **Public Participation**

The East End is one of three neighborhoods with an active neighborhood association. The East End Neighborhood Association is an advocate for neighborhood concerns and prides itself in providing information to residents on specific issues and in acting as a liaison between residents and public bodies; Association members serve on a variety of advisory committees and boards with interest in traffic, parks, historic preservation, growth and other issues.

The East End Neighborhood Association Board meets the first Wednesday of every month at 7:30 P. M., Firehouse. at the Reserve Street A general neighborhood meeting is held annually. The public is welcome at all meetings and interested persons are encouraged to join their neighbors as active participants in the East End. Membership is open to all East End residents, 18 years and older.

## **Recommendations**

### **Land and Housing**

#### **- Land Use and Zoning**

1. The East End neighborhood recommends that the R-2 zoning district located in the central portion of the study area be rezoned to R-1C. The area is identified in Figure 1.
2. The neighborhood recommends the following for lands adjacent to the Boise River Greenbelt:
  1. The minimum setback of 20 feet from structures adjacent to the Greenbelt, as required in Section 11-2-18.6, a(2) of the Boise City zoning ordinance, should be strictly enforced with no variances.
  2. Section 11-2-18.6, b(3) of the zoning ordinance which requires buffers between the Greenbelt and developments, such as landscaping screens or decorative fencing, should be strengthened.
  - c . Access to, and free public use of, the Green- belt should be required through developments, for residents of the development and for the general public. Signing should be provided at the development and on the Greenbelt to let the public know that an access point is available for their use.
  4. Public access points to the Greenbelt should be provided at a maximum of every 500 feet.
3. The neighborhood recommends that 18 acres of City controlled land, across from Fire Station No. 1 adjacent to Fort Boise Community Park, be retained as open space for flood control and should be included as an addition to the park
4. St. Lukes Hospital provides important health care to the East End, Boise City and the Treasure Valley. St. Lukes expansion plans should, at a minimum, be consistent with the goals and recommendations of the neighborhood plan. Other issues that emerge during expansion should be resolve at periodic meetings of the hospital, the neighborhood and Boise City. Issues of concern include: displacement and relocation of residents, traffic circulation, parking, street closures, visual qualities, removal of historically significant structures and boundaries for expansion.
5. Morrison-Knudsen is a major employer and property owner in the East End neighborhood. M-K expansion can impact neighborhood qualities and should, at a minimum, be consistent with the goals and objectives of the neighborhood plan. Expansion issues that emerge in the future should be resolved at periodic meetings of M-K, the neighborhood and Boise City.

6. The City should provide the forum for the preparation of a Near East End redevelopment plan that will allow a rational regeneration of the area while acknowledging the identified concerns of the East End neighborhood.

**- Housing**

1. Much of the East End has benefitted from Boise City's housing rehabilitation program. Further help is needed in specific areas where structures are obviously substandard, or in disrepair. These areas should be targeted and rehabilitation assistance provided to qualified owner-occupied, rental and commercial properties. Target areas should be identified with the help of residents.

2. The East End has many structures which are of historic and architectural significance. The City Housing Center should be sensitive to these qualities in their rehabilitation efforts. Personnel should be trained to recognize and rehabilitate rather than replace, historic and architecturally significant features, if the owner so desires. One of the regular rehabilitation alternatives, presented to owners for their final decision should be one that best preserves historic and architectural values.

**Transportation**

1. The character of the neighborhood as it now exists should be preserved. Generally, traffic should be routed around interior sections of the neighborhood whenever possible, and should be concentrated along corridors as opposed to dispersal through the neighborhood.

2. The East End is a quiet residential community, therefore, to preserve this setting, street capacities within the study area should be defined in terms of environmental capacity and not traffic bearing capacity. Environmental capacity for existing streets is defined by the East End residents as follows:

Local streets - 2000 average daily traffic or level of service A or B.

Collector streets - 5000 average daily traffic or level of service A or B.

3. Development of additional residential units in the foothills in areas presently zoned D-1 (Ada County) should be limited to 1.4 dwelling units per acre unless compensatory measures are enforced to guarantee that more intense development does not damage environmental quality of existing neighborhoods.

4. The appropriate City departments (Planning and Zoning, Building, Public Works), the Ada County Highway District, and Ada County departments should keep records on the cumulative effects of new development adjacent to built communities. These cumulative totals should be considered when requests for further development are submitted, rather than consideration on a case-by-case basis.

5. Major emphasis should be placed on the development of new access routes to the foothills, and improvements to existing routes should be undertaken prior to approval of additional residential units. The alignment of Shaw Mountain Road should be improved, if possible, to provide easier access along this corridor. A new access road should be constructed east of the study area, connecting Warm Springs Avenue with new residential developments in the foothills.

6. A transportation capital improvement contribution should be initiated and applied to each new East End building permit. The contribution would be dedicated to right-of-way acquisition and roadway improvements within the neighborhood impacted by foothills development. The contribution should be a dedicated fund that is used only for improvements which are a result of adverse traffic impacts imposed upon the built community by new developments adjacent to it.
7. The Ada County Highway District should honor verbal commitments made with East End residents during the Foothills East development review process. The verbal commitment understood by neighborhood residents is that Locust, Pierce and Haines Streets will all remain local streets and equally share the burden of foothills traffic. Traffic should continue to be dispersed on all three streets connecting Shenandoah Drive to Franklin Street, until environmental capacities are exceeded and warrant collecting traffic onto one of the three streets.
8. Franklin Street should be extended from Pierce to Haines Street to provide a continuous east-west corridor. stop signs at the Washington Street intersections with Locust, Pierce, and Haines should be relocated to Franklin Street to provide easier and safer east-west movement on Franklin and to distribute foothills traffic onto Locust, Pierce and Haines.
9. Traffic flow should be kept to a minimum near schools, parks and other sensitive sites.
10. An off-street pedestrian way should be established on Locust Street for the safety of school children using this designated Safe Route to School. Thus, the feasibility of forming an extended Local Improvement District to develop a sidewalk on Locust Street for pedestrians and school children will be investigated.
11. High priority should be given to ensuring the safety of children walking to schools via the Safe Route to School program. Crossing guards should be posted at major street intersections, and the installation of signing and other safety measures should be considered.
12. The continuation of existing public transit routes within the neighborhood is supported. The implementation of a new transit route designed to serve foothills residents is strongly supported to reduce the number of automobile trips through the neighborhood.
13. The development of safe pedestrian and bicycle routes and paths within the neighborhood is supported, and resident use is encouraged to reduce traffic volumes on local streets.
14. When new corridors are built as access routes to foothills developments, the houses in those developments adjacent to the corridor should not be allowed to face the corridor. Instead, they should face local streets which intersect with the major corridor.
15. The Ada County Highway District should make improvements at the State/McKinley and Washington/McKinley intersections because of the present alignment problems and projected traffic increases on the Franklin/McKinley corridor.
16. If one of the three streets (Haines, Pierce or Locust) is designated as a collector street and through

corridor to Warm Springs, the street selected should be improved and developed as a boulevard, similar to Harrison Boulevard or Beacon Drive, east of Broadway Avenue.

17. Statutory speed limits within the neighborhood should be enforced.

18. A traffic control system that insures the safety of pedestrians and bicyclist while preventing the intrusion of vehicles into the neighborhood core, north of Warm Springs Avenue, should be designed and implemented at the Walnut/Warm Springs intersection as soon as possible.

19. The Ada County Highway District should re-evaluate the plan to extend Avenue B. The East End neighborhood recommends that Avenue B not be extended, and that Third Street be used instead to connect to Broadway Avenue.

## **Public Facilities and Services**

### **- General Goals**

1. To ensure that an efficient system of public and private facilities and services is available to residents of the East End, which enhances the high quality living environment established within the neighborhood.
2. New development impacting upon the East End neighborhood' should be required to pay its own way in the form of hook-up fees or other appropriate mechanisms; and payment of recognized governmental services, such as the sewer system, water system, transportation, schools, parks, etc. fire and police protection.

### **- Sewer System**

1. In 1980 approximately 9,989 feet of sanitary sewer lateral lines in the central portion of the neighborhood were in need of rehabilitation or replacement. This sewer rehabilitation program should continue until all substandard sewer lines are repaired or replaced, needs. with pipe sized to meet neighborhood
2. New development having an impact on the East End neighborhood should not be allowed to increase sewage flows beyond the maximum capacity of existing lines. If sewage flows from new development are estimated to exceed line capacities, the developer shall be responsible for upgrading line sizes within the East End neighborhood.
3. The East End supports the Metro Plan policy that all new foothills development be on a central sewer system. All existing residents using septic tanks are encouraged to connect to the system..

### **- Water System**

1. Water lines considered substandard for fire fighting purposes should be upgraded as soon as possible by the Boise Water Corporation, and new lines should be installed in areas where they are required. Line sizes should be provided which meet the standard for fire protection purposes, as well as for day-to-day use by residents.
2. Residual water pressure should not drop below 1000 gallons per minute at twenty pounds of pressure in any portion of the neighborhood.
3. Future expansion of the geothermal water system should provide service to existing East End homes.

**- Fire Protection**

1. Fire stations serving the East End neighborhood should remain open with adequate manpower to serve the area, and the City should maintain its Class 3 fire rating.
2. Additional fire hydrants should be installed at the proposed locations shown on Figure 6 as soon as possible. New developments within and adjacent to the study area should be required to install hydrants if they are in a location where an adequate number of hydrants are not presently found.
3. A fire hydrant should be installed across the street from Roosevelt Elementary School. The Roosevelt School Parent-Teacher Organization should consider funding this effort, in conjunction with the East End Neighborhood Association, other interested residents and the Boise Fire Department.

**- Police Protection**

1. East End residents recognize that crime prevention is the joint responsibility of the City and its residents; thus, we support the crime prevention programs offered through the Boise Police Department.
2. The Police Department should more vigorously enforce traffic laws on all neighborhood streets and increase police patrols in the neighborhood.

**- Parks**

1. The East End supports the efforts of the Boise City Park Department to acquire and develop a neighborhood park for residents of the area, Recognizing the "built" nature of the neighborhood and the difficulty of locating a site central to the population, the residents support a neighborhood park location east of Bacon Drive, adjacent to the Old Penitentiary site. In any event, the acquired neighborhood park site should be on the northern side of Warm Springs Avenue so that residents are not required to cross this roadway to reach the park area.
2. In the event a park site cannot be acquired adjacent to the Old Penitentiary site, the Community Development monies budgeted for East End parkland acquisition should be utilized to improve existing parks or pools within the study area for neighborhood use.

3. The neighborhood supports all efforts by the Forestry Division to maintain City-owned trees in good health. The neighborhood encourages the City to fully fund the Division to accomplish this task. However, until such funds are made available, the Division should assist residents by developing a plan for coordinated "self-help". A self-help plan should include:

- a. Instructions for general care and maintenance.
- b. Warning signs for pests and diseases.
- c. Control of pests and diseases.

4. Access points to City parks should be prominently signed and maintained.

#### **- Storm Water Drainage**

1. Residents support passage of enabling legislation to create a county-wide drainage district to plan for, make improvements to, and maintain the stormwater drainage system. An emergency plan should be developed and coordinated among applicable agencies to control stormwater runoff in the event of a major storm.

2. Because of past flood damage along Cottonwood Creek, the flood control plan should give special attention to this drainage system. At a minimum, the plan should include:

1. Scheduled inspection of Cottonwood, Freestone, and Curlew creeks for conditions affecting free water flow.
2. Scheduled inspection and maintenance of the five settling ponds and diversion equipment permanently installed to regulate the use of the ponds.
- c. Scheduled removal of silt and debris from the Cottonwood flume.
4. Determination and assignment of emergency measures necessary to mitigate flood impacts along the Cottonwood drainage system.

## **NEIGHBORHOODS**

The following section of the Policy Plan identifies the specific means by which Metro Plan Goals will be attained within the individual neighborhoods of the city. As new neighborhoods are studied or created, they will be added to this section.

Each neighborhood plan will consist of a map (the map of the Boise Metropolitan Planning Area) identifying the boundaries of the neighborhood and the development policies that will be used to review requests for development or redevelopment. In addition, a set of transportation policies and a “Program Guide” will be added to identify other aspects of activity in the neighborhood not related directly to the development of the land. The “Program Guide” will be reviewed at the end of five years. The “Policy Guide” will continue in force until amended, but will be reviewed every five years.

### **EAST END NEIGHBORHOOD POLICY GUIDE**

#### **GOAL:**

1. Maintain the character of the East End by recognizing its unique amenities and natural features, encouraging appropriate infill development, and encouraging growth in adjacent areas without negatively impacting the existing neighborhood.

#### **Land Use**

1. The existing single-family residential character of the East End Neighborhood shall be protected and enhanced.

- a. The area generally west of Coston Street (north of Warm Springs Avenue), south of McKinley/Washington/Avenue F/Reserve Streets east of Avenue D (extended) and including land on both sides of Warm Springs Avenue east to the Adams School should be zoned to promote single-family residential development.

- b. Single-family attached dwellings (for example, duplex/townhouses) designed to a similar scale and appearance to the area are encouraged and should be approved on a case-by-case basis with opportunity for public review in single-family residentially zoned areas.

- c. The area generally between McKinley Street, Avenue F (Cottonwood Flume), Reserve Street and Shaw Mountain Road (extend to McKinley Street) should be zoned for Design Review.

2. The Boise River Plan is supported and in addition:

- a. No variances shall be granted from River Plan setbacks for public land within the East End.

- b. To the extent practical, public access to the Greenbelt should be provided approxi-

mately every 500 ft. and should be clearly identified as public.

c. The Boise River Plan shall be used as a guide in determining the best location for the arterial street(s) connecting the Southeast Corridor (Parkcenter Blvd.) to the Front/Myrtle Couplet.

3. Boise City should make every effort to coordinate applications for redevelopment in or adjacent to the East End (eg. the St. Luke's area, foothills, Reserve Park, the Old State Penitentiary site, Warm Springs Golf Course, etc.) with neighborhood concerns for residence displacement, traffic circulation, parking, visual qualities and historic buildings.

4. A representative of the neighborhood shall be notified of City Planning and Zoning development applications and Ordinance amendments which potentially affect the East End.

5. New proposals for Foothills development shall be reviewed under Metro Plan, Section B3, in addition:

a. New growth should be monitored to determine the cumulative effect on the built community (i.e. drainage and traffic).

b. New Foothills development is encouraged which provides for the maintenance of environment/traffic capacities of existing neighborhood streets (for example, extension of Franklin Street between Pierce Street and Haines Street and improvements of existing collector/arterial streets such as Shaw Mountain Road and Reserve Street).

6. The transition of the near East End (generally west of Avenue C) from residential to office/commercial uses is recognized, and the City will make every effort to consider the concerns of area residents and control adverse impacts.

7. Land within the Foothills (i.e. Table Rock Basin and Cottonwood Gulch) which are annexed to Boise City will become part of the East End Neighborhood for planning purposes.

## **Transportation**

1. Traffic should be routed around the neighborhood's interior and concentrated on designated arterial/collector streets.

- Construction of the southeast corridor (Parkcenter Blvd.), including the East End river crossing, should be completed as soon as possible to reduce through traffic on Warm Springs Ave.

2. The quiet character of neighborhood streets should be maintained, as measured by the following environmental/traffic capacities:

- Local Streets: 2,000 average daily trips or approximately level of service "A" traffic.

- Residential Collector Streets: 5,000 average daily trips or level of service "B" traffic.

3. Foothills traffic should be dispersed to Locust, Pierce and Haines Streets between Shenandoah Drive and Franklin Street, until environmental/traffic capacities are exceeded thus warranting the designation of one of the three local streets as a collector street. Such designated collector street may be designed as a parkway or boulevard (for example Harrison Blvd. or E. Beacon St.).

4. Arterial/collector streets serving the East End are designated as follows:

Principal Arterials: Southeast Corridor/Front-Myrtle Couplet  
(extended)  
Broadway Avenue  
Avenue B  
2nd Street  
Main Street  
Idaho Street  
West State Street

Minor Arterials: Warm Springs Avenue

Collectors: Reserve St./Shaw Mountain Road  
McKinley/Franklin Streets  
Lewis Street  
Walnut Street (south of Warm Springs)  
Fort Street

5. Franklin Street should be extended from Pierce Street to Haines Street as a means of ensuring that the environmental/traffic capacities of Locust and Pierce Streets as local streets are not exceeded.

6. The State/McKinley and Washington/McKinley intersections and other dangerous intersections along McKinley/Franklin Streets should be improved to emphasize McKinley/Franklin Streets as designated collector streets.

7. A bicycle/pedestrian crossing (pedestrian Activated) should be provided on Warm Springs Ave. at the Walnut Street intersection. Such crossing should be designed to discourage use of N. Walnut as a collector street.

8. Special consideration should be given to the design of Avenue B and 2nd Street for safe and adequate bicycle/pedestrian crossings between the main part of the East End Neighborhood and the downtown area.

9. The Boise Bikeway Plan should be implemented in the neighborhood.

10. New foothills development shall provide for right-of-way acquisition and roadway improvements within the neighborhood area that is impacted by foothills generated traffic.

11. The abandoned railroad right-of-way adjacent to public property should be reused as a Class I bike path or pedestrian path, consistent with the Boise River Plan.
12. Discourage arterial/collector streets from bisecting Reserve Park.

### **Program Guide**

The Program Guide recommendations contained in this section of the Policy Guide may not be completely under the implementing authority of Boise City. The Boise Water Corporation, the Boise Independent School District, and the Ada County Highway District among others, have implementing authority. However, these organizations can use these recommendations in making policy and program decisions relating to their specific areas of service delivery in the neighborhood and, thus are included.

#### **GOAL:**

Maintain and improve the East End's quality of life and level of public/quasi-public services.

### **Sewer System**

The City should continue to rehabilitate all substandard sewer lines to meet neighborhood needs in the East End.

### **Water Service/Fire Protection**

1. Water lines which are substandard for fire protection purposes should be upgraded.
2. Water pressure should not drop below minimum fire flow requirements.
3. Additional fire hydrants should be provided by new development to meet area fire protection needs.

### **Geothermal Uses**

1. Geothermal water systems should be managed to ensure the long term viability of the geothermal resource.
2. Expansion of geothermal water systems to serve more of the East End is supported provided the renewability of the present resource is maintained.

### **Parks/Streetscape**

1. The Forestry Division program to maintain trees in public rights-of-way should be fully funded. In the absence of funding the Division should assist residents in a self-help program including:

- General care and maintenance instructions
  - Pest and disease identification and treatment
2. Access to City parks should be easy to identify and prominently signed, where necessary.
  3. Preserve the natural and historic qualities of Reserve Park as a community park which also provides recreational opportunities to the East End Neighborhood.

### **Stormwater Drainage**

1. A comprehensive county-wide drainage system should be established to construct and maintain stormwater drainage facilities.
2. A Flood Control Program for Cottonwood Creek should include:
  - a) Inspection of Cottonwood, Freestone and Curlew Creeks for conditions affecting free flow of water.
  - b) Inspection and maintenance of the settling ponds and diversion facilities.
  - c) Removal of silt and debris from the Cottonwood flume.
  - d) An emergency plan coordinating the flood control efforts of each entity having jurisdiction.
3. The four settling ponds in the Fort Boise Reserve Park should be retained for flood control and open space/recreational uses.
4. The settling ponds in foothill developments should be inspected and maintained to insure proper downstream protection.
5. The recommendations of the Foothills East/East End Storm Drainage Master Plan (1986) should be followed.

### **Housing**

The Boise City Housing Rehabilitation Program should be targeted to pockets of substandard buildings in obvious disrepair, and should be sensitive to preserving historic and architecturally significant building features.

### **Historic Preservation**

1. The designation of portions of Warm Springs Ave. as a city historic district will be investigated.
2. Significant historic buildings in the near east end (St. Luke's, State St., Main St. area) should be

preserved.

3. Use of historic buildings/sites and new development in the area of Warm Springs Avenue and the Old State Penitentiary should complement the historic character of such areas.
4. Encourage the preservation of the historic character and scale of the near east end, and the adaptive reuse of historic structures.

### **Public Schools**

1. The Safe Route to School Program for children walking to school is given high priority. The posting of school crossings at major street intersections, signage and other safety measures should be a high priority.
2. Promote the concept of neighborhood elementary schools within walking distance from residential areas.

### **Transit**

The continuation of existing transit routes in the East End is supported, and a Foothills East transit route should be investigated as a method of reducing traffic volumes on local streets.