

Old Boise—Eastside Master Plan



Prepared by Capital City Development Corporation

Boise, Idaho
Approved by the Boise City Council
November 30, 2004

Approved by the Boise City Council

(with supplemental changes to the August 23, 2004 version
approved by the CCDC Board of Commissioners—see Appendix B)

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Table of Contents

1: Introduction	1
Reasons for Initiating Old Boise–Eastside Master Plan	2
Old Boise–Eastside as part of River Street–Myrtle Street District	4
2: Eligibility for Urban Renewal Activities	9
3: Current Conditions	11
Existing Character of Old Boise–Eastside	11
Planning & Policy Context	13
Evolving View of Old Boise–Eastside	17
4: Market Context	19
Initial Development Concept	19
Market Analysis & Forecast	20
5: Preferred Development Concept	23
Desired Character for Old Boise–Eastside – 2025	23
Preferred Type & Amount of Development	24
Achieving the Concept	28
6: Specific Plans, Guidelines & Action Steps	29
1.0 Preferred Land Uses	29
2.0 Preservation, Revitalization & Renewal	32
3.0 Building & Site Design	34
4.0 Streetscapes, Civic Spaces & Pedestrian Ways	36
5.0 Transportation & Parking	40
7: Implementation	45
Resources for Public Investment	46
Old Boise–Eastside Financial Plan	47
Old Boise–Eastside Master Plan as part of Boise City Comprehensive Plan	48
Zoning Revisions	49

FIGURES

1:	<i>River–Myrtle/Old Boise Urban Renewal District</i>	3
2:	<i>River–Myrtle/Old Boise Subdistricts</i>	7
3:	<i>Downtown Boise Plan (1993) – Land Use</i>	15
4:	<i>Downtown Boise Mobility Study Area & Urban Renewal (UR) Districts</i>	21
5:	<i>Opportunity Sites</i>	25
6:	<i>Preferred Development Concept</i>	27
7:	<i>Preferred Land Use</i>	31
8:	<i>Designation of Historic Resources</i>	33
9:	<i>Built Form</i>	37
10:	<i>Streetscape Character</i>	39
11:	<i>Civic Spaces</i>	41
12:	<i>Public Parking Garages</i>	43

APPENDICES

A:	<i>Zoning Map</i>	51
B:	<i>Supplemental Changes Approved by the Boise City Council to the August 23, 2004 Draft Adopted by the CCDC Board of Commissioners</i>	53

1: Introduction



Since its beginning, Boise has been an oasis for travelers and a place for people to settle and build. Nestled in a valley, next to the Boise river and near the foothills, Boise is protected from the harsh desert climate that surrounds it.

The place now known as Boise has been a focal point for human contact and trade since the Shoshoni and Bannock Indians used the Treasure Valley as a “gathering place for bartering goods, taking healing baths in the hot springs along the river, and telling the stories of their lives.” French trappers searching for beaver gave the place its name in 1811. After a grueling trip across the desolate Snake River plain, they came upon a place that had ready access to a beautiful river lined with trees and surrounded by rolling hills. They shouted “Les bois” (the woods) in wonderment and relief and Boise became known as an oasis for the traveler and a place with promise. Boise served as a way station on the Oregon Trail—the ruts are

still visible outside of town. Fur traders and pioneers were followed by miners and then entrepreneurs, settlers, farmers and ranchers, each seeking opportunity and reward from the land. The citizens of Boise held their first town meeting in 1863, and “the next day platted an area of ten city blocks between the river and the foothills.” Three of these blocks are located within the area covered by this master plan. Boise City was chosen as the territorial capital in 1864 and then became the state capital in 1890. Boise City remained a modest-sized town for a long time, but was the only town of significant size for a very long way in every direction.¹

¹ Source: Barbara Herrick, *Boise: A Global Community in the West*, Community Communications, Inc. (1996), p. 17.

This master plan addresses the Old Boise/Eastside area of downtown Boise (see Figure 1). Signs of history are everywhere in this area. The Assay Office at 3rd Street, built from local sandstone and situated in a park-like setting on a full city block, attests to the mining era. The storefronts on Main and Idaho streets west of 5th Street were part of the city's original business district. This area continues to be a vibrant part of downtown Boise with restaurants, bars and shops. The lovely shaded streets east of 5th Street are lined with Victorian and craftsman-style homes from the 1800s and early 1900s. Many of these homes have been converted to businesses but the residential feel remains. The Belgravia Building, built in 1904 on the southeast corner of 5th and Main, began as an apartment building and now is occupied by businesses. With its bay windows, stone staircases and street trees, it lends a dignified and gracious air to Main Street. The Veltex Building built in 2004 on the northeast corner of 5th and Main complements the Belgravia Building with historic references in its design. Nearby at 5th and Grove streets, C.W. Moore Park celebrates the Boise City Canal by bringing the water in the underground canal up to the surface where it powers a water wheel. It provides a reminder of the importance of irrigation to the entire Treasure Valley. With its shade trees, benches and the sound of flowing water, the park provides a quiet and welcome respite from the surrounding city.

The Old Boise–Eastside area is recognized as a place of history and one of the most attractive areas of downtown in this present day. The district has two distinct areas: Old Boise, which is part of the central business district and is known for its restaurants and nightlife, and

the Eastside Neighborhood, with streets lined with historic houses used as residences and offices and lush greenery. It is uncertain whether the area will remain a place that includes both a business district and a residential neighborhood or if it will become a place where government and medical offices and other businesses become the predominant use, and residential uses disappear.

As a part of the larger downtown, Old Boise–Eastside faces challenges to its long-term vitality. Capital City Development Corporation (CCDC), the urban renewal agency for Boise, has prepared this master plan to better define the desired future for Old Boise–Eastside, to identify the challenges it faces in achieving this future and to establish objectives, guidelines and action steps for use in making decisions regarding development, redevelopment and public improvements so the end result is consistent with this desired future.

Reasons for Initiating Old Boise – Eastside Master Plan

Development of a master plan for Old Boise–Eastside was initiated in summer 2000 after several property owners and other stakeholders sent letters requesting that CCDC consider creating an urban renewal district for Old Boise. They expressed concern about Old Boise lagging in prosperity behind the Central and River Street–Myrtle Street urban renewal districts. Some were interested in aesthetic improvements such as street trees, historic lighting and brick sidewalks in order to extend the attractiveness of downtown into Old Boise. Others

Tax Increment Financing

Tax increment financing (or revenue allocation as it is called in the Idaho State Code) is the method established for funding revitalization projects and activities in urban renewal districts. At the time an urban renewal district is established, a city council also decides whether to create a revenue allocation area that coincides with the district. If this area is created, the county assessor establishes the current value for each property in the district. This value is referred to as the *base value*. Over time, as both public and private dollars are invested and development occurs in the district, property values tend to rise. The increase in value over the base is called the *incremental value* or increment. In Idaho, the taxes generated by this incremental value are shared by the school district and the urban renewal agency. In Boise, the city council has formed revenue allocation areas for each of its urban renewal districts. The revenues derived from the increment for urban renewal activities are allocated to CCDC as Boise's urban renewal agency.

identified the need for adequate parking as an issue to be addressed. The stakeholders viewed the formation of an urban renewal district as a means to capture future property tax revenues, which would be generated in any event, and to assure they would be re-invested in improvements to benefit Old Boise–Eastside.

Idaho Code requires the creation of an urban renewal district to be accompanied by an urban renewal plan. The typical timeframe for an urban renewal plan is 24 years. An essential element of this urban renewal plan is a master plan which states the desired future character for the district and sets forth a development concept, objectives and guidelines to assist decision makers with the physical development and redevelopment of the district. The master plan also includes action steps describing how urban renewal resources should most effectively be applied.

The actual master planning process for Old Boise–Eastside began in summer 2002 with the establishment of the study area and the hiring of a consultant team to assist in the effort. The study area is shown in Figure 1. The effort included five community meetings, meetings with individual property owners, a workshop with the Boise City Historic Preservation Commission, a market analysis, a traffic analysis and the creation of a preferred development concept. The Old Boise–Eastside Master Plan is the result. It addresses:

- Eligibility for Urban Renewal Activities
- Current Conditions
 - Existing Character of Old Boise–Eastside
 - Planning & Policy Context
 - Evolving View of Old Boise–Eastside

- Market Context
 - Initial Development Concept
 - Market Analysis & Forecast
- Preferred Development Concept
- Specific Plans, Guidelines & Action Steps
- Implementation

Chapter 6: Specific Plans, Objectives & Guidelines discusses particular issues of interest in Old Boise–Eastside. These are:

- Preferred Land Uses
- Preservation, Revitalization & Renewal
- Building & Site Design
- Streetscapes, Civic Spaces & Pedestrian Ways
- Transportation & Parking

Old Boise–Eastside as part of River Street–Myrtle Street District

Idaho State Code requires that an economic feasibility analysis be done before a district is formed to determine how anticipated tax increment revenues compare to estimated costs for revitalization projects and programs. In the case of Old Boise–Eastside, a preliminary analysis was done in spring 2003. It showed that anticipated tax increment revenues from Old Boise–Eastside might not be enough to cover the expected cost of improvements (see sidebar).

At the time, some of the factors seen as reasons for this situation were:

- Constructing at least one public parking garage and upgrading the Old Boise business district to have the same streetscaping and pedestrian amenities as the downtown core are expensive.
- Old Boise–Eastside does not have large unused parcels that could generate significant new development.
- The preferred development concept for Old Boise–Eastside endeavors to complement the existing character of the area and thus shows only a modest amount of new development.
- The amount of tax increment expected from the preferred development concept for Old Boise–Eastside is correspondingly modest.

Amending the River Street–Myrtle Street District to include Old Boise–Eastside

To address this situation, the CCDC Board of Commissioners decided to evaluate what the financial situation would be if the Old Boise–Eastside area were added to the existing River Street–Myrtle Street Urban Renewal District.

Adding Old Boise–Eastside to the River Street–Myrtle Street district offered the following advantages:

- The number and size of parcels suitable for redevelopment varies between different geographic areas of downtown Boise. As a result, the redevelopment potential and the ability to generate tax increment varies between these areas. The need

for improvements in different geographic areas also varies. There are instances where the ability to generate revenue and the need for improvements are not a perfect match. Having a larger land area in an urban renewal district tends to moderate these differences and allows a balance between costs and revenues to be achieved.

- Certain types of improvements, such as parking garages, have areas of benefit or service areas. When an urban renewal district is small, service areas may extend beyond the boundary of the district. The district cannot access resources generated by development that is in the service area but outside the district. When urban renewal districts are larger, it is more likely that service areas for improvements will fall within the district boundaries.
- Typically bonds are used to finance improvements in urban renewal districts. The ability to issue bonds depends on whether investors believe that sufficient revenues will be generated to repay the bonds. In the case of bonds backed by tax increment revenue, the ability to repay bonds depends on future development generating increment. How much and what type of development activity will occur in a small geographic area is more unpredictable than for larger areas. Having a larger area in an urban renewal district increases the likelihood that development projections will be met and investors will be willing to buy bonds.

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- Certain types of development, like a lifestyle retail center, have the potential for generating significant tax increment and for creating spin-off development that also generates revenues. Such developments have very specific locational requirements and there are only very limited locations that will work for them. Having a larger urban renewal district allows revenues from these unique developments to be reinvested over a wider area than is possible in a smaller district.
 - A geographic area may have characteristics that are valued on a community-wide basis. It may make a unique contribution to the economic prosperity of downtown which would damage downtown's competitive position and synergy if lost. The Old Boise Historic District is an example. The contribution made by such areas would be enhanced by public improvements, but compromised if wholesale redevelopment were undertaken. Placing such areas in a larger district makes it possible to improve these areas without overdeveloping them.

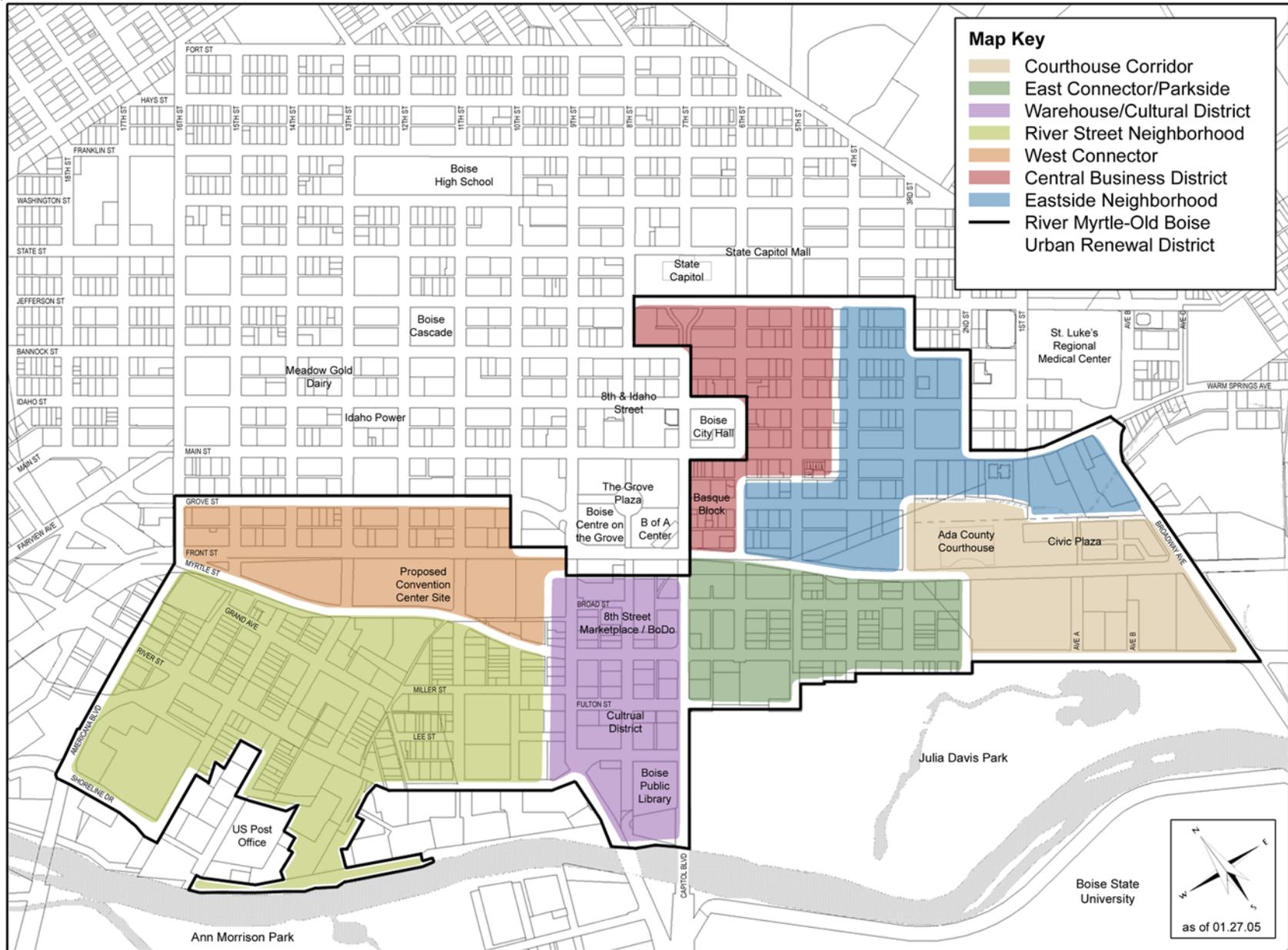
Adding Old Boise–Eastside to the existing River Street–Myrtle Street district also raised the issue of geographic distribution of public investment and redevelopment activity. During the public review of this plan, property owners in the River Street–Myrtle Street district expressed concerns that adding Old Boise–Eastside will drain resources from the River Street–Myrtle Street district and leave some areas of River Street–Myrtle Street district without resources.

Long Term Financial Plan for River–Myrtle and Old Boise–Eastside

At the end of the master planning process for both the River–Myrtle planning area and the Old Boise–Eastside planning area, Keyser Marston Associates prepared a financial analysis for a combined River Myrtle–Old Boise Urban Renewal District and for Old Boise–Eastside as a stand-alone district. In both cases, the financial analysis projects that sufficient resources from tax increment revenue and other sources will be sufficient to pay for the proposed improvements. In the intervening time between the preliminary and final analysis for Old Boise–Eastside, the assumptions regarding the value of future development and the cost and extent of improvements were refined for this area and led to a positive result. (The financial analyses for the combined River Myrtle–Old Boise District and Old Boise–Eastside are available from CCDC.)

The CCDC Board of Commissioners recommended and the Boise City Council elected to proceed with a combined River Myrtle–Old Boise Urban Renewal District because of the advantages of larger districts discussed earlier.

Figure 2: River Myrtle–Old Boise Subdistricts



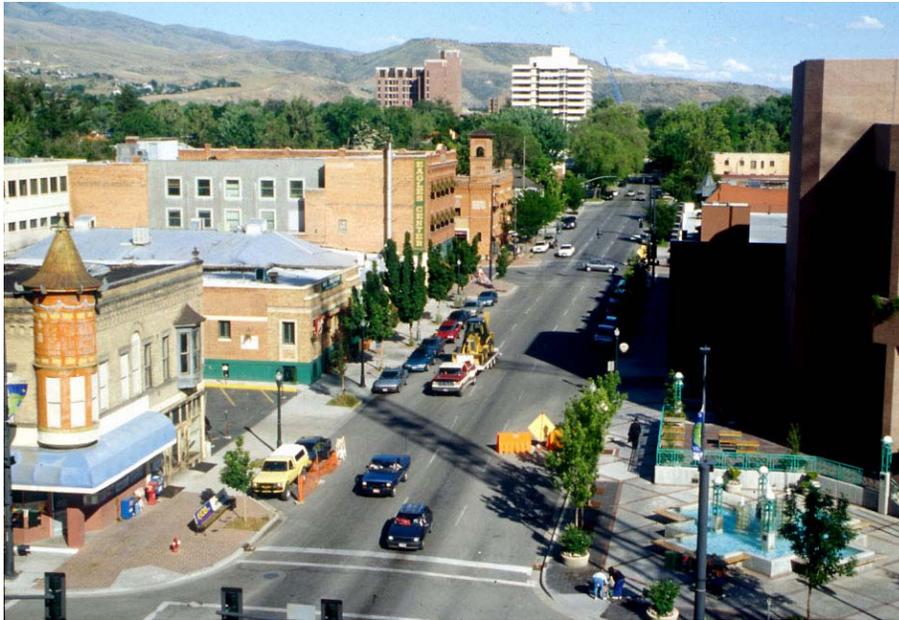
At the same time, CCDC wanted to address the concerns expressed by property owners about the geographic distribution of resources. This plan includes CCDC's commitment to prepare a capital improvement plan for the River Myrtle–Old Boise district every five years for the remaining life of the district, and that the five-year plan be re-examined each year as part of CCDC's annual budget process. The first five-year plan would cover 2006-2010. A stakeholder committee including property owners, business owners and residents in the district would assist in the preparation of the five-year plan and make recommendations to the CCDC Board of Commissioners on the type and timing of public investments in the various subdistricts of the River Myrtle–Old Boise district. These subdistricts are shown in Figure 2.

Relationship between River Street–Myrtle Street & Old Boise–Eastside Master Plans

Recognizing that property owners, business owners and residents in Old Boise–Eastside have a desire for a master plan that focuses on their area, the urban renewal plan for the combined River Myrtle–Old Boise district has been structured so it includes two master plans: one for the original River Street–Myrtle Street district and one for the Old Boise–Eastside study area.¹ The map in Figure 1 shows how these areas relate to one another. As noted earlier, the area covered by this master plan is referred to as the Old Boise–Eastside planning area.

¹ A slight adjustment has been made to the boundary between the two master planning areas so that properties which were in the original River Street–Myrtle Street Urban Renewal District, but relate better to the Old Boise–Eastside area, are now covered by the Old Boise–Eastside Master Plan. These properties are located north of Front Street between Capitol Boulevard and 3rd Street.

2: Eligibility for Urban Renewal Activities



Old Boise—Eastside is a unique area that has much to offer. Improvements to streets and sidewalks, transit improvements and additional parking facilities would further enhance the area.

Preparation of an eligibility report represents the first step in deciding whether an urban renewal district should be formed. Idaho State Code requires that before a city or county undertakes urban renewal activities, the local governing body must determine the area proposed for urban renewal meets the definition of a deteriorated or deteriorating area. The local governing body makes this determination based on whether the area meets at least one of the criteria in the definition in the Idaho State Code.

The eligibility report for the Old Boise—Eastside study area was prepared by HWM Consultants. The report concluded that the Old Boise—Eastside study area is a deteriorating and deteriorated area based on the definition in the Idaho State Code and, as such, is appropriate for an urban renewal project. The primary factors leading to this conclusion were:

- Frequency of deteriorating buildings based on age of structures.
- Faulty lot layout in relation to size, adequacy, accessibility or usefulness.

-
- Deterioration of public improvements such as streets, sidewalks, alleys and sewer lines, and deteriorated private improvements such as gravel parking lots. Instances where there is inadequate telecommunications infrastructure were also noted.
 - Diversity of ownership.
 - Economic underdevelopment of the area.

The report contains a detailed analysis of the criteria in the definition of deteriorating and deteriorated area. Each criterion has been assigned a number and the map attached to the report shows, by number, where these conditions exist in the study area. (The Old Boise—Eastside eligibility report is available from CCDC.)

The CCDC Board of Commissioners accepted the eligibility report on September 10, 2001. The Boise City Council received the report in August 2002 and adopted Resolution #17216 at its meeting on September 10, 2002, thus determining that Old Boise—Eastside met the definition of a deteriorated and deteriorating area in the Idaho State Code and was eligible for urban renewal activities. The City Council also directed CCDC to commence preparing an urban renewal plan for this area for consideration by the CCDC Board of Commissioners and Boise City Council.

3: Current Conditions



Although many of the structures in Old Boise–Eastside are historic residential buildings, office uses dominate the area. A stronger residential neighborhood needs to be established to support the retail and restaurant district in Old Boise and add to the vitality of downtown.

Existing Character of Old Boise–Eastside

Old Boise–Eastside is readily identified as distinct from other areas of downtown. It is located at the eastern edge of the downtown core and is surrounded geographically by four major employers and generators of activity: State of Idaho, St. Luke’s Regional Medical Center, and Ada County and Boise City governments. The western half of the area (Old Boise) has a thriving restaurant and nightclub district and a strong identity created by the Old Boise Historic District and the Basque Block. Most of the businesses occupy authentic brick and stone buildings preserved from the early days of Boise’s founding. The strong commitment made to renovation and reuse of these buildings by the Carley

family and others and the formation of the Old Boise Historic District by the city have played a significant role in protecting the historic resources of this area.

Much of the eastern half of the district (Eastside) has a distinctive historic and residential feel with the original Assay Office from the mining era, impressive turn-of-the-century historic homes and streets lined with large shade trees. Other strengths include its proximity to jobs, entertainment and other downtown attractions, parks and public spaces, urban and pedestrian-scaled environment and traditional street grid with continuous sidewalks. It is a very gracious and walkable place that holds the affection of the community. (A more complete description of the Old Boise–Eastside area is contained in the Existing Conditions Report which is available from CCDC.)

In spite of its basic strengths, Old Boise–Eastside faces challenges to maintaining its vitality over time and the possibility that opportunities to maintain its unique character, attract investment and expand economic activity will be missed. The purpose of this plan is to address these challenges and opportunities in a way that reinforces and complements the existing character of the Old Boise–Eastside area and assures its long-term prosperity. The more significant challenges and opportunities are described below:

Challenges to vitality and existing character:

- The proximity of Old Boise–Eastside to the downtown core has led to rising property values which create market pressure for redevelopment and work against residential development.
- The location of State of Idaho offices and St. Luke’s Regional Medical Center has encouraged the conversion of houses into offices within Old Boise–Eastside.
- When houses become offices, adjacent houses are often demolished to provide required on-site parking for offices.
- Urban vitality is eroded when surface parking lots proliferate.
- The trend toward office uses replacing residential uses dampens pedestrian activity in the area.
- The survival of restaurants and retail in the Old Boise Historic District is less certain as the residential base erodes.
- Long-term prosperity of restaurants and retail is also affected by lack of convenient short-term parking and public parking in general.

- Old Boise is at a disadvantage, in comparison to the downtown core, when it comes to access to public parking, quality of streetscapes and pedestrian amenities.
- The ability to finance public parking garages and streetscaping is beyond the resources of individual property owners.

Opportunities to maintain and enhance this area:

- The Old Boise–Eastside area has a character infused with history, which makes it very attractive as a business area and as a residential neighborhood.
- Market pressure needs to be channeled into development that complements the historic character of the area.
- Encouraging infill development at an appropriate level of intensity would reinforce vitality.
- Increasing the supply of housing in Old Boise–Eastside would reinforce the vitality of restaurants and retail businesses and keep this area vibrant after hours and on weekends.
- Functionally, the business district in Old Boise is an extension of the downtown core.
- Adding streetscaping and pedestrian amenities to Old Boise would help unify it with the downtown core and overcome the core’s current competitive advantage.
- Construction of public parking garages rather than surface parking lots would put more land into productive use and reduce the deadening effect of surface lots.

Planning & Policy Context

The Old Boise/Eastside Master Plan should be considered in the context of other related plans. These include the Downtown Boise Plan (1993), Boise City Comprehensive Plan (1997) and East End Neighborhood Policy Guide adopted by Boise City and the River Street–Myrtle Street Urban Design Plan (1994) prepared by CCDC and adopted by the Boise City Council at the time the River Street–Myrtle Street urban renewal district was established. These plans serve as foundation stones for development of the Old Boise/Eastside Master Plan. The 2025 Downtown Boise Redevelopment Plan addresses the overall vision for the long-term development of and public and private investment in downtown. It also includes the development objectives, guidelines and standards that apply to all of the approved urban renewal districts.

Each of these plans is described below, with special note taken on how they relate to the Old Boise–Eastside area.

Downtown Boise Plan (1993)

Boise City adopted this plan “to preserve and enhance the strengths of downtown businesses by providing guidance for future growth and development in the downtown area.” The Downtown Boise Plan promotes downtown as a center of employment and services but also envisions downtown as a desirable place for residential neighborhoods. [Figure 3](#) shows the different subdistricts in downtown identified by this plan and describes their intended character.

The goals and policies in the Downtown Boise Plan regarding the central business district (CBD) and the area immediately surrounding it are of particular relevance to Old Boise/Eastside. The plan considers the portion of the Old Boise/Eastside west of 4th Street and south of Bannock as part of the central business district. The plan encourages intense, compact development within the CBD with a mix of uses. The portion of Old Boise/Eastside generally located east of 4th Street and west of St. Luke’s Regional Medical Center, is viewed as a buffer area of higher density residential uses and offices. Boise City has achieved some success in implementing the Downtown Boise Plan by establishing the Central Business District (C-5) and the Residential Office (R-O) zoning classifications.

Boise City Comprehensive Plan (1997)

Adopted in 1997 as the general plan for all of Boise and its area of impact, the Boise City Comprehensive Plan designates almost the entire Old Boise/Eastside study area as Mixed Use. East of 3rd Street is designated Institutional in recognition of St. Luke’s Regional Medical Center. The comprehensive plan includes a land use matrix that compares the land use categories used in the plan with the zoning districts used in the Boise City Zoning Ordinance. The matrix indicates the mixed-use and the institutional designations are both open to a wide range of land uses and zoning districts, however, the institutional designation does not accommodate intense commercial or industrial uses. A footnote to the matrix explains that the mixed-use and institutional designations “may be most appropriately implemented with a Specific Plan.”¹

¹ St. Luke’s Regional Medical Center has a master plan that more specifically defines the area expected to develop as part of the medical center. Boise City has created a zoning category called Health Service or H-S that has been applied to this area. The H-S classification is bounded more or less by 2nd and Fort streets, Avenue A and Warm Springs Avenue. As such, it occupies a smaller area than identified as institutional in the Downtown Boise Plan.

New Urbanism Principles

New urbanism, when practiced in a downtown environment, envisions a lively mix of uses such that housing, employment, cultural, educational, recreational uses, health care and other services are in close proximity to each other, allowing people to satisfy daily needs by walking, bicycling and transit. Development is at urban densities, thus making such alternative modes of transportation more feasible. Dependence on individual vehicles for transportation is minimized. A mix of uses may occur in a single building or there may be single-use buildings with different uses within the same block or subdistrict of downtown. Retail uses are clustered into both small and large shopping districts. Housing is clustered into neighborhoods. Large concentrations of office buildings, which tend to go dark in the evenings and on weekends, are discouraged. Buildings are built close to or at the sidewalk line, using designs that create interest at the street level for passersby. Sidewalks are improved with street trees, furniture, planters and distinctive lighting and may include special paving. There is a system of public spaces with seating, plaza space, landscaping and art work where people can gather for relaxation, people-watching, socializing, dining and cultural events. Specific attention is given to creating a lively, welcoming public realm for people which structures and brings coherence to the urban fabric. The street system retains the traditional grid system common to downtowns at the turn of the century. Surface parking is minimized since it tends to sap urban vitality. Every effort is made to screen surface parking lots from street view. Where parking lots are on the street, they have an edge that replicates the building line along the sidewalk and are landscaped to soften their impact. Most parking is supplied by parking structures. Whenever possible, these structures are designed so the first floor is lined with shops, restaurants, housing units and other activating uses wherever this first floor faces a street, thus making the parking garage invisible to pedestrians.

The Boise City Comprehensive Plan acknowledges downtown Boise as the civic, economic and cultural center of the Boise City Planning Area. Downtown Boise is expected to continue to develop with a concentrated, higher density central business district and integrated subdistricts each maturing under new urbanism principles as applied by specific design overlays (see sidebar).

East End Neighborhood Policy Guide (1988)

The East End Neighborhood Policy Guide is a neighborhood plan originally adopted by the Boise City Council in 1988 and incorporated into the Boise City Comprehensive Plan in 1999. The neighborhood plan directs the city to consider the concerns of area residents as the Near East End (most of the Old Boise–Eastside area east of 6th) makes the “transition from residential to offices and support services.” The plan also supports “preservation of the historic character and scale and the adaptive reuse of historic structures.”

River Street–Myrtle Street Urban Design Plan (1994)

The River Street–Myrtle Street Urban Design Plan was prepared at the time the district was formed in 1994, and served as the master plan for this district until adoption of the River–Myrtle Master Plan in 2004. The original River Street–Myrtle Street District did not include Old Boise–Eastside but the River–Myrtle Urban Design Plan identifies the Old Boise Expansion Area as a subdistrict and includes these guidelines:

- Reinforce the pattern of small-scale commercial and retail uses typical of the Old Boise area.
- Provide low-rise buildings (four stories or less) that are street-oriented with parking below or to the rear.

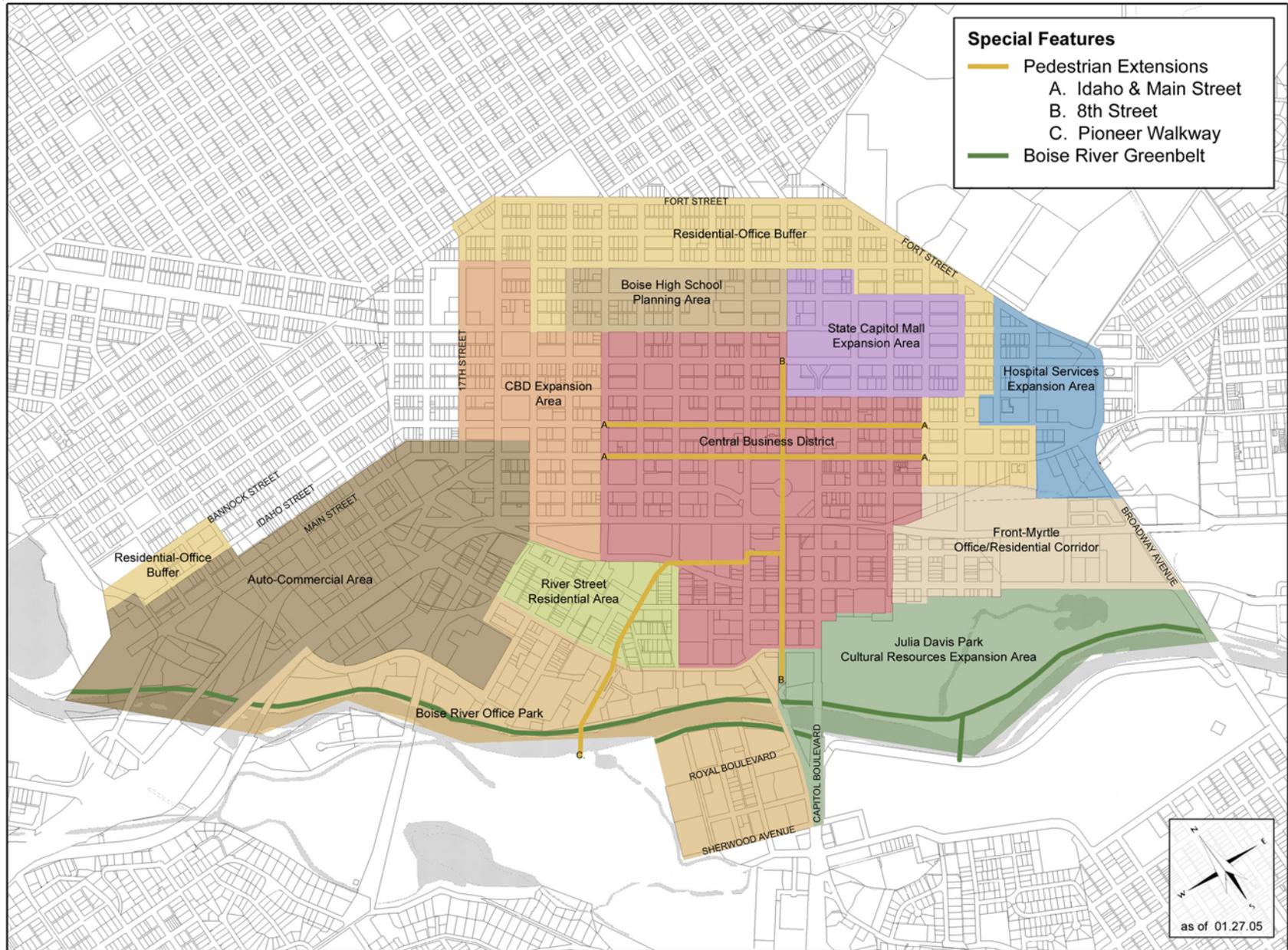
- Encourage the development of a consolidated parking facility for the area to relieve short-term (day and night) parking demand. This could be shared with government offices.
- Reinforce Grove Street as the primary pedestrian connection between the Old Boise area, the new development areas to the east and central downtown Boise to the west.
- Maintain the pedestrian scale of streets in the area.

These guidelines have been taken into account in the preferred development concept for the Old Boise–Eastside area presented in this master plan.

2025 Downtown Boise Redevelopment Plan

Boise now has three urban renewal districts that encompass the heart of downtown as one coherent piece of geography: Central District, River Myrtle–Old Boise and Westside Downtown. During the preparation of the Old Boise–Eastside Master Plan, it became obvious that the vision and many of the design and development guidelines for downtown redevelopment are common to all of the urban renewal districts. In addition, it is helpful to look at certain elements such as land uses, streetscaping, civic spaces, bicycle and pedestrian routes and transportation and parking on a downtown-wide basis to see the overall picture. From a functional standpoint, the boundaries for the urban renewal districts are actually artificial lines that are needed to account for where tax increment revenue is generated and spent. One of the goals of downtown redevelopment is to arrive at a point where these districts function as interconnected places and where land uses and activity centers in one district complement and support the other districts, and downtown functions as an organic whole.

Figure 3: Downtown Boise Plan (1993) – Land Use



Vision of Downtown Boise - 2025

The 2025 Downtown Boise Redevelopment Plan envisions downtown remaining the foremost urban center in the region for business, government, culture, education and urban living. It is and will continue to be a collection of districts, each with its own unique character and function. Districts, activity centers and in-town neighborhoods will be connected by a well-designed and functional multimodal transportation system. This transportation system will provide connections within downtown and to the surrounding region.

Downtown will become a mosaic of delightful places that evoke a sense of community and invite people to explore and enjoy. It will have a rich collection of both historic and contemporary buildings—valuing its ties to the past as well as the possibilities of the future with architecture that conveys a sense of quality and permanence. These buildings will provide the setting for a lively mix of uses, including housing, offices, retail, hotels and convention facilities, and cultural, entertainment and learning opportunities. Downtown will become a model for sustainable land use patterns, building practices and transportation and how to make wise use of resources. Downtown will offer an invigorating environment with bustling streets, music, festivals, public art, parks and plazas, neighborhood taverns and great restaurants. There will be a rich intellectual environment that attracts talented people and sparks creativity and innovation, supported by state-of-the-art telecommunications and technology. People from all walks of life will feel welcome and become engaged in the life of downtown. The history and culture of its peoples will be celebrated. There will be room for quirkiness and spontaneity. Downtown Boise will be a vibrant place where people thrive and businesses prosper—a place that contributes to the social, spiritual, environmental and economic well-being of residents, workers, visitors and the region.

The 2025 Downtown Boise Redevelopment Plan was created to illustrate the seamless nature of downtown and to describe both the overall vision and goals for its revitalization and the design and development guidelines shared by all of the districts. It depicts the common elements on maps that show all of the districts and the periphery around them so these elements are put into context. Plans, objectives, design and development guidelines and action steps that apply to a particular district are stated in the master plan for that district. The 2025 Downtown Boise Redevelopment Plan serves as a preface to these master plans.

The 2025 Downtown Boise Redevelopment Plan has a time frame of 20 years because the existing districts are scheduled to sunset on or before 2025. Boise City and CCDC have established a vision (see sidebar) and overall goals for downtown revitalization as part of this plan. Downtown revitalization goals include:

- **Heart of region:** Assure that downtown Boise remains the foremost urban center in the region for business, government, medical care, culture, education and urban living.
- **People place:** Develop downtown as a place for people, offering a delightful and enriching environment for living, working and playing. Assure that the mix of land uses and the design of the urban fabric support urban vitality. Emphasize the needs of people over vehicles.

- **Economic development:** Promote a prosperous economy in downtown and the region by creating a place that is attractive to cutting-edge companies and the workforce they employ.
- **Urban form:** Create a compact, urban form with a lively mix of uses. Emphasize quality, sustainability and a feeling of permanence in the how downtown is built. Develop subdistricts, in-town neighborhoods and activity centers so each has its own character and sense of identity.
- **Public realm:** Develop a system of parks, plazas and public spaces that become focal points in the downtown, act as catalysts for private development, provide refreshment and relief from urban surroundings and add to the livability of downtown. Improve streets and sidewalks so they create a welcoming pedestrian environment.
- **Transportation system:** Create an effective multimodal transportation system in downtown Boise that promotes walking, bicycling, carpooling and transit, and reduces dependence on automobiles. Ease traffic flow in downtown by improvements to street design and signalization and by traffic demand management. Develop a multimodal transportation for the region that addresses potential traffic impacts caused by future growth in downtown, and makes travel to, from and within downtown by alternative modes practical and attractive.

- **Parking:** Provide an adequate supply of parking while minimizing the use of land for surface parking lots. Achieve maximum utilization of parking by developing land uses that have offsetting parking demands, making private parking available to the public when not needed otherwise and making public parking facilities easily accessible from the various subdistricts and activity centers in downtown.

Evolving View of Old Boise–Eastside

In looking at these plans together, it is apparent that there has been an evolution of thought about what Old Boise–Eastside should become. The East End Neighborhood Plan, prepared in 1988, anticipates that Old Boise–Eastside will transition from a residential neighborhood to office and institutional uses. The Downtown Boise Plan (1993) and Boise City Comprehensive Plan (1997) define the central business district as including the western part of Old Boise–Eastside and encourage the concentration of retail and other business activity in the CBD. Unlike the earlier East End plan, these plans envision a buffer area of office and residential uses around the CBD that would include the eastern part of Old Boise–Eastside. Greater experience and an improved understanding of the market indicate:

- It is important to have a critical mass of residents in neighborhoods close to the downtown core to support retail and restaurant activity.
- Housing is essential to creating a vibrant and safe downtown with 24-hour activity.

- Housing is more successful if it is clustered into neighborhoods rather than placed on scattered sites.
- Office uses are very adaptable and can locate almost anywhere in downtown.
- As land values rise in downtown, office is often viewed as the most profitable use for downtown properties, and housing tends to be either converted to or replaced by office.
- The presence of major employers adjacent to Old Boise–Eastside has resulted in housing being converted to offices for businesses seeking to be close to these employers, which has accelerated the trend toward office uses.
- Housing in Old Boise–Eastside is close to disappearing.
- Creating emphasis areas for residential development where attention is focused on promoting housing will help housing regain its place in transition areas and re-establish in-town neighborhoods.
- The demand for retail is limited and is most successful if concentrated in shopping districts rather than attempting to stretch it along numerous street frontages in downtown.
- The current extent of the Old Boise business district is probably sufficient to meet the need for retail activity in this area of downtown.

Like previous plans for downtown Boise, the Old Boise–Eastside Plan follows the guiding principles of mixed land uses, compact, urban-style development and pedestrian-oriented urban design. The Old Boise–Eastside Plan is essentially consistent with the more

recent of these plans and moves these plans forward by focusing in particular on how to:

- Assure that the Old Boise business district will be seen as a seamless part of the downtown core.
- Create an appropriate balance between office and residential uses, such that housing does not disappear but increases.
- Accommodate new development while retaining the distinctive character of Old Boise–Eastside.
- Maintain the vitality and character of Old Boise–Eastside for the long term.

This plan also proposes specific objectives, development guidelines and action steps for this unique area of downtown Boise.

4: Market Context



Old Boise–Eastside is at the focal point for a number of intersecting economic and social forces. Its location close to the downtown core has led to rising property values, which usually stimulate more intensive development. Residential structures are being converted to or replaced by office uses. Expanding the housing supply would increase support for retail in downtown. There is a strong desire to preserve historic structures characteristic of this area. Plans for future development in Old Boise–Eastside need to find a balance point between these forces.

Preparation of the Old Boise–Eastside Plan included an examination of the market for office, retail and housing development to determine if the amount and form of development envisioned by the plan is achievable. Market analyses came from two sources: Old Boise–Eastside Master Plan: Market and Development Findings prepared by Leland Consulting Group and Downtown Boise Mobility Study: Market Analysis and Growth Projections written by Strategic Economics.

Initial Development Concept

As a first step, CCDC contracted with Zimmer Gunsul Frasca Partnership (ZGF) to identify opportunity sites in the Old Boise–Eastside area and draft the initial development concept. ZGF’s work was based on preliminary ideas about the eventual character desired for the Old Boise–Eastside area. This initial concept emphasized the following principles that have been a consistent part of the planning for downtown Boise since 1986:

- Maintain a wide mix of uses.
- Emphasize a compact, urban style of development.

- Create a people-oriented rather than auto-oriented environment by creating public spaces, streetscaping and reducing surface parking.
- Provide long-term parking in structures.
- Redevelop historic structures and districts in a manner that both preserves the community's heritage and stimulates downtown development.

Using these principles, ZGF estimated how much development could be accommodated in Old Boise–Eastside based on the current use of land, parcel sizes, ability to aggregate parcels, existence of historic buildings and expected land-use patterns. The initial development concept suggested that the following uses would occur in Old Boise–Eastside:

- 350 to 450 units of housing
- 175,000 to 300,000 square feet of commercial space (office and retail)

Market Analysis & Forecast

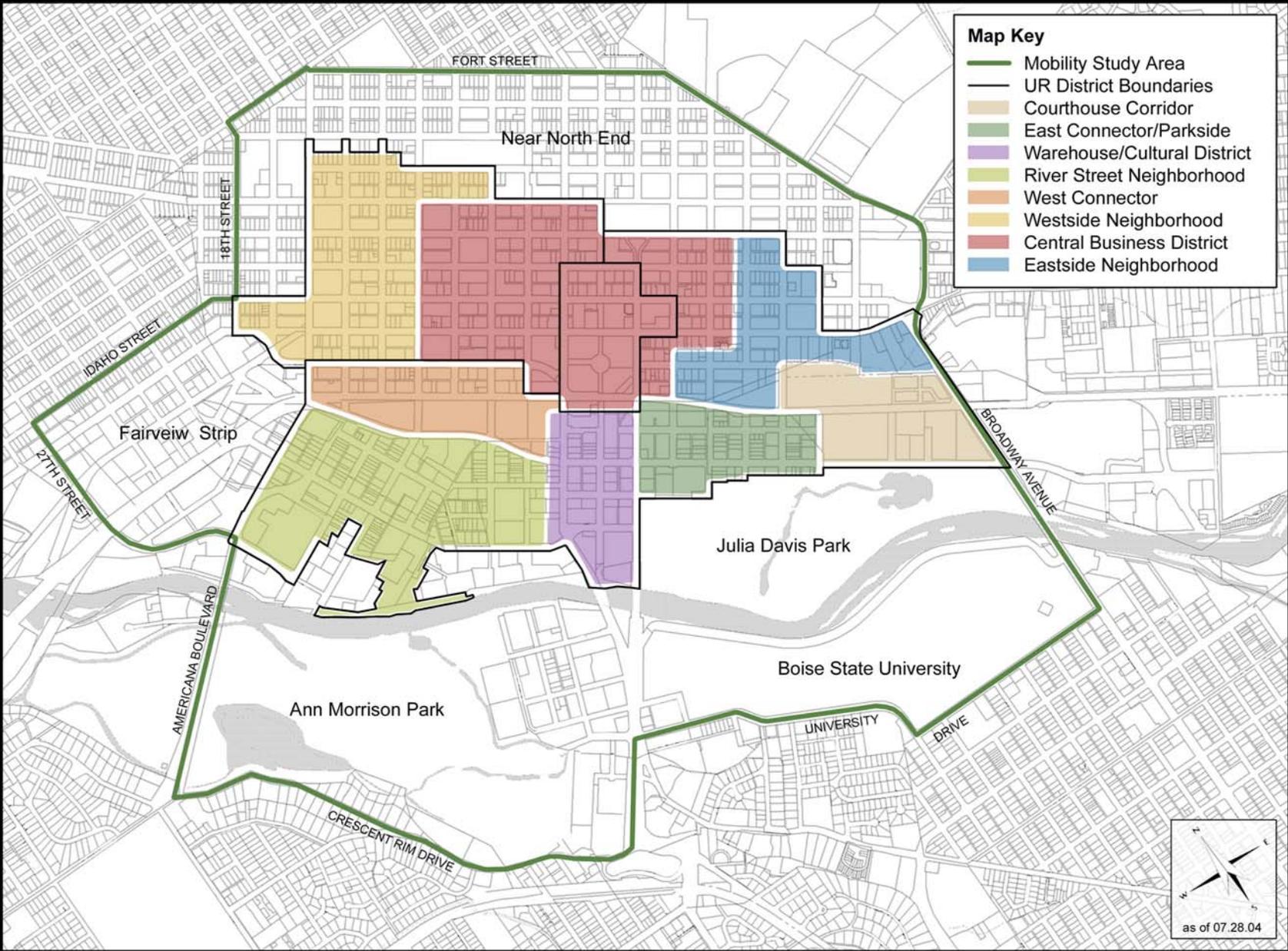
This initial concept was tested by Leland Consulting Group, which looked at the marketplace from two approaches: top down and bottom up. The top-down approach looks at the amount of market demand existing in the region and the amount that downtown as a whole, and Old Boise–Eastside in particular, would capture over the 20-year time span for the plan. The bottom-up approach looks at how much physical capacity is available to absorb development in Old

Boise–Eastside given availability of unused and underutilized land, parcel sizes, existing zoning, likely development patterns and the preferred development concept. The market analysis, prepared by Leland, concludes that the 350 to 450 units of housing anticipated in the development concept is achievable given population and housing trends for the region. The report also concludes it is reasonable to assume Old Boise–Eastside can absorb the 175,000 to 300,000 square feet of commercial space given the area's proximity to large employers, likely expansion of existing operations, and the need for supporting office uses.

The findings of the Leland market analysis have been compared to the market analysis and growth projections prepared by Strategic Economics in 2004 for the Downtown Boise Mobility Study (DBMS). The planning area for the DBMS is shown in Figure 4. Strategic Economics examined aggregate demand for housing, general and government-related office, and retail for the entire study area and then apportioned it to subareas including Old Boise–Eastside. This distribution of market demand was based on the existence of opportunity sites—sites that are either vacant or underdeveloped and likely to redevelop. Strategic Economics forecasts the following market demand for Old Boise–Eastside:

- 354 housing units
- 46,028 square feet of retail
- 289,238 square feet of office
- 381,150 square feet of government office

Figure 4: Downtown Boise Mobility Study Area & Urban Renewal (UR) Districts



Old Boise was apportioned a large share of government office because of its proximity to the State Capitol and inclusion of other state lands. (Four blocks of the Idaho State Capitol Mall are located in Old Boise/Eastside study area.)

Both Leland Consulting and Strategic Economics anticipate sufficient market will be available over the next 10-20 years to support the development concept proposed by the Old Boise–Eastside Master Plan.¹

¹The Strategic Economics projection relies on an aggregate forecast which was then apportioned to Old Boise–Eastside. It did not look in detail at existing conditions or take into consideration specific development objectives for the Old Boise–Eastside area, as did the Leland Consulting report. Leland’s conclusions about office and retail are probably more realistic since they are more closely linked to the opportunity sites identified by ZGF, plan objectives and the preferred development concept. The economic feasibility analysis for the River Myrtle/Old Boise Urban Renewal District assumed 350 housing units and 175,000 square feet of office and retail in Old Boise–Eastside.

5: Preferred Development Concept



Creating a vigorous in-town neighborhood with a variety of housing choices is a key component of the preferred development concept for Old Boise–Eastside.

The preferred development concept for Old Boise–Eastside depicts the desired pattern of development for this area over the 20-year life of the plan. It forms much of the basis for the plan’s policy emphasis and is used to predict the tax increment revenue that will be available to pay for the capital investments needed to implement the plan. It is intended to take the long view—to depict what Old Boise–Eastside will be like in the year 2025.

Desired Character for Old Boise–Eastside – 2025

An ideal result of implementing the Old Boise–Eastside Master Plan would be a vital and self-sustaining downtown district with the following characteristics:

- The Old Boise commercial area would increase in prosperity, retain its unique historic character and, at the same, time become a seamless part of Boise’s central business district in terms of quality of streetscaping and public amenities.
- The amount and range of housing available in Eastside would increase and this area would be retained as a close-in, urban neighborhood.

-
- Historic buildings would be restored and fully occupied where appropriate.
 - Weaker buildings would be replaced by infill development that complements the existing historic fabric.
 - Blocks currently dominated by surface parking would be redeveloped with a mix of uses in structures designed to maximize the capacity of each block, giving consideration to the scale and character of adjacent buildings.
 - On-street parking would be supplemented by structured parking, much of which would be available for public use, especially in the evening and on weekends.
 - Street design and traffic controls would meet the needs of Old Boise–Eastside in its renewed state, with walking and bicycling encouraged by safe and convenient routes.
 - Additional street trees and public open spaces would create a system of greenery that is well maintained and enhances the aesthetics and public enjoyment of the area.

Arriving at this vision for Old Boise–Eastside began with an inventory of existing conditions, developing a market forecast and identifying historically significant sites¹ and opportunity sites for development and redevelopment (see Figures 5 and 8). Old Boise–Eastside is in a very desirable location, given its proximity to the central business district and major employers, and has an attractive historic character and neighborhood ambiance. As a result, land values are rising in this area,

which tend to create pressure for higher intensity development. One of the questions that had to be answered as part of this master planning process was how much development might be attracted to this area and, more importantly, the type and amount of development considered desirable for the area.

A series of stakeholder and community meetings were held to develop a vision for the future development of the Old Boise–Eastside area. A workshop was also held with the Boise City Historic Preservation Commission. This chapter focuses on the preferred development concept for Old Boise–Eastside, which emerged from these conversations, and how to achieve this concept.

Preferred Type & Amount of Development

The preferred development concept for Old Boise–Eastside does not envision a dramatic change in character of the physical environment, other than a modest increase in intensity and a better balance between land uses. At present, housing is diminishing in the Old Boise–Eastside study area through conversion to or replacement by office uses. Adding housing is seen as vitally important. Because housing will increase the number of people living in Old Boise–Eastside, it will promote retail vitality, allow people to work and live in downtown, reduce traffic congestion and increase safety. These results can be achieved through medium-scale infill development and redevelopment.

¹ For the purposes of this plan, historically significant sites are those occupied by either contributing or secondary historic structures as identified by two surveys of buildings in Old Boise–Eastside prepared for the Boise City Historic Preservation Commission. The first was conducted in 1979 and resulted in the establishment of the Old Boise Historic District. The second was conducted in 1985. See Figure 8 for full depiction of historic assets in Old Boise–Eastside.

Figure 5: Opportunity Sites



The development concept anticipates that 350 to 450 housing units and 175,000 to 300,000 square feet of office and retail space will occur in Old Boise–Eastside. Approximately 40% of the housing units are expected to be condominiums or townhouses, while 60% will likely be apartments. About 115,000 square feet of the office space is expected to be for government use due to the fact that some of the opportunity sites are located in the Idaho State Capitol Mall area where state facilities are planned.

It is important to note that the development concept expects only a small amount of new retail space. Much of the demand for retail will be absorbed in buildings already built for that purpose. Some retail might occur on the ground floor of new residential and office buildings, but this form of retail will mostly likely serve neighborhood needs and is not expected to be significant.

The preferred development concept is depicted in a broad-brush fashion in Figure 6. A mixed use area and four emphasis areas are identified. Emphasis areas have a predominant use but they are not expected to be limited to that use only. In fact, a mix of uses in each of the emphasis areas is encouraged so subdistricts are created where people can meet their needs locally by walking, bicycling and transit. The desired mix of land uses in the emphasis areas and the mixed use area are described below.

- **Retail/Office Emphasis:** Areas where office uses and street-level retail, restaurant and entertainment uses are concentrated, which could also have higher density residential and lodging uses.

- **Residential Emphasis:** Areas with a mix of housing in terms of type and cost, usually clustered into neighborhoods, that could also have retail, restaurants, office, service businesses and other support uses that meet people’s daily needs.
- **Government Emphasis:** Areas where government offices are concentrated. These areas could also include general offices, parking facilities, retail, restaurants and residential uses that complement the primary use. In the case of Old Boise–Eastside, this area recognizes the Idaho State Capitol Mall.
- **Institutional/Medical Emphasis:** Areas where medical offices and health-related institutional uses are concentrated. These areas could also include general offices, parking facilities, retail, restaurants, lodging and residential that complement the primary use. In the case of Old Boise–Eastside, this area recognizes the St. Luke’s Regional Medical Center.
- **Mixed Uses:** Higher intensity areas that typically have a mix of office, residential, retail, restaurants and entertainment uses, and may also have lodging and convention or conference facilities. These areas typically have a high concentration of pedestrian activity.

Figure 6: Preferred Development Concept



The preferred land-use plan, discussed in Chapter 6, provides a more specific look at desired development patterns (see pages 29-32). The sections on preservation, revitalization and renewal and on building and site design describe additional dimensions of this concept (see pages 32-34). Old Boise–Eastside is a unique area that contains a fine-grained pattern of development, many historic resources at a modest scale and few large blocks of undeveloped land. At the same time, it is also the focal point of economic forces that would most likely lead to much higher intensity development—most likely office uses—if the market were given free rein. These forces are intensified by the presence of large institutions immediately adjacent to Old Boise–Eastside and by its proximity to the downtown core.

The approach to development and redevelopment proposed by this plan is restrained given these economic forces. The plan regards an increase in intensity and better land utilization as possible and desirable, because it will assure continued vitality of the Old Boise commercial district and a renewed in-town neighborhood. The plan also emphasizes that the amount of intensity on specific sites needs to be tempered by attention to the surrounding context, especially the existing historic district, as depicted in the Built Form map (see Figure 9).

Achieving the Concept

Achieving the preferred development concept will most likely require market intervention and incentives, especially to achieve the amount of housing envisioned. At the same time, Old Boise–Eastside has the advantage of being viewed as one of the most desirable locations for housing by people who are interested in living in downtown.¹ Development will be leveraged by investments in public facilities, such as improvements to the streetscape and public parking facilities while public-private partnerships are needed to develop housing.

Currently, only a fraction of Old Boise–Eastside’s economic potential has been realized. The challenge for the future is to achieve the right balance between encouraging increased development activity and more investment in improvements on one hand and maintaining the gracious character and ambience of this area on the other. This plan endeavors to set a course that will increase the vitality of Old Boise–Eastside by maintaining a thriving business district and re-establishing a sustainable in-town neighborhood while preserving the most beloved characteristics of this area, thus benefiting the area as well as the larger community.

¹ In spring 2004, CCDC conducted a consumer survey of people living in Boise and in Ada County to measure the level of interest in downtown living. Two of the questions focused on what areas of downtown were considered most desirable as a place to live. When respondents were asked whether they were interested in living in each of six different areas of downtown, they chose Old Boise most frequently as an area in which they were interested, i.e. Old Boise ranked first of the six areas when responses were tallied. When asked to pick their top choice among the six areas, respondents chose Old Boise most often after the Heart of Downtown. It ranked second ahead of the Cultural District and River Street, Parkside and Westside districts.

6: Specific Plans, Guidelines & Action Steps



The Assay Office, built in 1872, speaks to the mining era in Boise's history. Millions of dollars of gold and silver passed through the Assay Office between 1872 and 1933.¹ The Assay Office grounds provide a welcome green space in Old Boise–Eastside. Making better use of neighborhood assets like the Assay Office is part of the action plan for Old Boise–Eastside.

Certain issues are of particular importance in the Old Boise–Eastside area. They are:

- Preferred Land Uses
- Preservation, Revitalization & Renewal
- Building & Site Design
- Streetscapes, Civic Spaces & Pedestrian Ways
- Transportation & Parking

Specific plans, objectives, design and development guidelines and action steps have been developed for each of these issue areas. They help make understanding the overall plan's intent easier. They identify the actions that need to be taken to make the plan come alive. They also provide the basis for the capital investments proposed to implement the plan.

1.0 Preferred Land Uses

The preferred land-use plan as shown in Figure 7, depicts a pattern of land uses that support the vision for Old Boise–Eastside and will work to create a vibrant subdistrict and neighborhood within the larger downtown. The land-use plan is consistent with the principle of mixed use shared by all of the downtown plans. This principle does not necessarily mean a mix of uses within every individual building. It allows for buildings with a mix of uses such as street-level retail and office or housing in the floors above or a mix of single-use buildings with different uses in different buildings. This plan strives for mixed use to enliven downtown streets and to allow people to meet their needs by walking,

¹ Source: Arthur H. Hart, *Historic Boise*, Historic Idaho, Inc. (1993), p. 26.

2025 Downtown Redevelopment Plan

The 2025 Downtown Boise Redevelopment Plan is a companion document to the master plans for the downtown urban renewal districts. Each of the master plans addresses key elements such as land use, built form, street character and civic spaces for a specific part of downtown. The 2025 Downtown Boise Redevelopment Plan consolidates this information on maps that show these elements on a downtown-wide basis—thus providing a more holistic view of what the eventual character, form and structure of downtown will be. The 2025 Downtown Boise Redevelopment Plan also includes maps showing pedestrian and bicycle routes, transit routes and parking facilities on an area-wide basis.

General design guidelines and standards for building and site design, civic spaces, streetscaping and urban design that apply to all of the approved urban renewal districts in downtown Boise are set forth in the 2025 Downtown Boise Redevelopment Plan. This approach saves duplication in each master plan. These general guidelines and standards supplement the guidelines and standards contained in Chapters 6 of this master plan. CCDC considers both the 2025 Downtown Boise Redevelopment Plan and the master plans for the individual urban renewal districts when making decisions regarding public investment and evaluating development proposals.

bicycling and transit and lessen their dependence on driving. Mixed use helps create more sustainable places and reduces traffic congestion, air pollution and the demand on the transportation system, especially roads.

The plan also reflects the desire to focus retail and office activity at the west end of Old Boise–Eastside, housing at the east end and government and institutional uses within the existing State of Idaho’s Capitol Mall and St. Luke’s Regional Medical Center campus.

The land-use plan reflects and builds upon Old Boise–Eastside’s existing strengths: historic character and existing identity; proximity to jobs, services and entertainment; and visual appeal and ambience. The land-use plan recognizes that certain uses, particularly retail and residential uses, will tend to benefit from the synergy that comes from clustering. The plan’s objective to increase the amount of housing in Old Boise–Eastside will likely require the most effort. Market forces are eroding the residential base and replacing it with office uses. It is important to stem this tide, on the premise that increasing the supply of housing is the most effective means of maintaining and improving the vitality of Old Boise–Eastside and the downtown core.

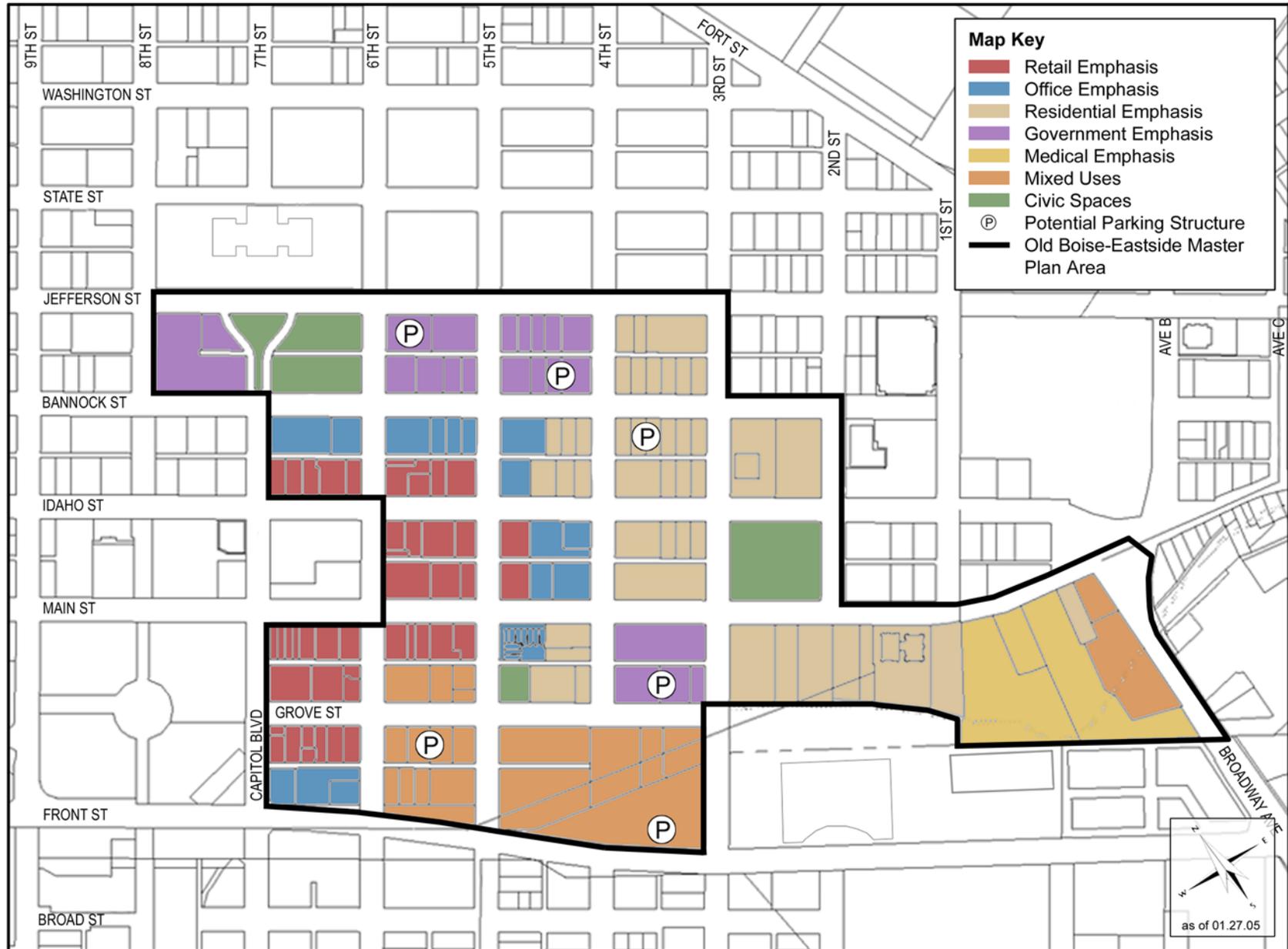
Objective:

Achieve a mix of uses in a compact, urban pattern in Old Boise–Eastside that complements its existing character and enhances the long-term prosperity of this area, as well as the larger downtown.

Design & Development Guidelines:

- 1.1 Using the Preferred Land Use Map as a guide, reinforce the distinction among the three subdistricts of Old Boise–Eastside: Historic Old Boise as a part of the Central Business District, a residential and office district east of 4th Street and the Capitol Mall district north of Bannock and west of 4th Street.
- 1.2 Promote development of new retail uses in clusters by encouraging this use to occur west of 4th Street and south of Bannock in the existing Old Boise business district.
- 1.3 Encourage buildings with ground floor office and retail uses to include housing units above the first floor.
- 1.4 Using the Preferred Land Use Map as a guide, encourage the development of housing in mixed-use buildings in the Old Boise historic district and the creation of an in-town residential neighborhood in the area east of 4th Street.
- 1.5 Initiate a concentrated public agency effort to promote partnerships with landowners and developers, and use incentives, amenities and catalyst projects to create a critical mass of residential development in Old Boise–Eastside.

Figure 7: Preferred Land Uses



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- 1.6 Recognize the positive contribution that adjacent institutional uses, such as Idaho state government offices, St. Luke’s Regional Medical Center, Boise City Hall and the Ada County Courthouse make to the vitality of Old Boise–Eastside.
 - 1.7 Consider the Idaho State Capitol Mall Plan and St. Luke’s Regional Medical Center Master Plan as the guiding policy for the nature and location of new buildings and expansions for these institutions.

Action Steps:

- Use capital investments and public-private partnerships as leverage to establish a neighborhood of moderate- to high-density urban housing east of 4th Street.
- Propose revisions to zoning regulations for the purpose of reaching plan objectives. In particular:
 - Evaluate whether the existing Residential-Office (R-O) zoning designation needs to be revised to better support plan goals for housing in the Old Boise–Eastside area.
 - Propose a revision to the Central Business (C-5) designation that would classify residential as an activating use for purposes of meeting the requirement that 70% of each street frontage must have activating uses on the ground floor.
 - Identify incentives that encourage housing development, which could be incorporated into zoning regulations.

2.0 Preservation, Revitalization & Renewal

Old Boise–Eastside has many positive attributes, making it a desirable place to live, work and play. Throughout this planning process, Old Boise–Eastside has been recognized as an area suitable for complementary infill development and not for wholesale redevelopment. The vision supports retaining Old Boise–Eastside’s historic character, its inventory of mature trees and the three public park sites: C.W. Moore Park, Capitol Park and the Assay Office grounds (as identified in Figure 6). Figure 8 identifies historic resources in the area and the location of the Old Boise Historic District. The purpose of this section is to address the relationship between the area’s historic character and the strong possibility that new development and redevelopment will occur in Old Boise–Eastside, given its location and desirability. This section also addresses protection of the area’s mature tree canopy. Maintenance of Old Boise–Eastside’s existing parks is addressed in Section 4.0.

Objective:

Preserve and enhance the historic character and existing desirable attributes within Old Boise–Eastside while allowing for complementary infill development that will add to the area’s vitality and long-term prosperity.

Design & Development Guidelines:

- 2.1 Preserve the historic character of Old Boise–Eastside while encouraging development of underutilized property.

Figure 8: Designation of Historic Resources



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- 2.2 Encourage a range of architectural styles in new buildings in a way that does not detract from the historic character of Old Boise–Eastside.
 - 2.3 When considering redevelopment of properties with historic structures, require alternative approaches to be explored that would include reuse of both the structure and the façade as part of redevelopment. Weigh the contribution made by the structure to the historic fabric of Old Boise–Eastside and to the community’s record of its history, against the benefits derived from the development proposal.
 - 2.4 When making decisions regarding preservation, rehabilitation or demolition, take into account the benefits of increasing the supply of housing for Old Boise–Eastside. On properties occupied by historic structures constructed for residential use, give particular attention to restoring them to residential use or replacing them with housing.
 - 2.5 Preserve the mature tree canopy by protecting existing trees that are in good condition, interplanting new trees in areas with aging trees, and replacing diseased or dying trees that must be removed.
 - 2.6 When a development proposal shows mature trees to be removed, require an evaluation and a finding that no reasonable alternative exists before allowing removal of trees. Require planting of replacement trees when mature trees are removed.

Action Steps:

- Work with the Boise City Historic Preservation Commission (HPC) to create a method of evaluating redevelopment proposals affecting historic structures. Weigh the assets being gained, preserved and lost, and the degree to which redevelopment will achieve the desired character and preferred development concept stated in this plan.
- Develop and implement a program to preserve the mature tree canopy, including the replacement of trees removed due to poor health or new development.

3.0 Building & Site Design

The 2025 Downtown Boise Redevelopment Plan includes guidelines that apply to building and site design in the downtown urban renewal districts. The purpose of these guidelines is to establish an overall approach to downtown development that is consistent with the urban design principles established in 1984 with the revision of the Central District plan. These principles of compact, mixed-use urban development and pedestrian-oriented design have been reaffirmed in the Downtown Boise Plan (1993), Boise City Comprehensive Plan (1997), the River Street–Myrtle Street Urban Design Plan (1994) and the Westside Downtown Framework Master Plan (2001).

This section provides urban design guidelines regarding building and site design, particular to Old Boise–Eastside, that enhance livability and economic vitality. Figure 9 shows the pattern of building heights recommended, by this plan, for Old Boise–Eastside.

The guidelines focus on three areas:

- Recognizing the existing differences in character and intensity between the business district on the west end and the residential area on the east end of the Old Boise–Eastside planning area when designing new development and redevelopment.
- Striking a balance between the preserving the area’s historic character, encouraging a prosperous business district and developing a desirable residential neighborhood within Old Boise–Eastside.
- Maintaining Old Boise–Eastside as an attractive place for people through building design that enlivens the street, pedestrian-oriented design and parks and plazas that provide gathering places for people’s enjoyment.

Objective:

Maintain and strengthen the urban character of Old Boise–Eastside with the density of development projects and by placement and design of buildings. Respect the existing historic and architecturally detailed nature of the area by careful development of structures and sites, while allowing for innovation in architecture and building form.

Design & Development Guidelines:

- 3.1 Use the Built Form map (Figure 9) as a general guide to appropriate building heights. Give attention to the scale and massing of adjacent buildings in designing for a particular site.
- 3.2 Refer to the 2025 Downtown Boise Redevelopment Plan for general principles that apply to building and site design for the urban renewal districts in downtown Boise, which in turn apply to Old Boise–Eastside.
- 3.3 Differentiate between the Retail and Office Emphasis area and the Residential Emphasis area in the preferred development concept (Figure 6), through the building placement and site design allowed in each area. (See 3.5 and 3.6 below.)
- 3.4 Create pedestrian orientation through design and location of buildings, streetscape, parking and public spaces throughout Old Boise–Eastside to maintain the refined, people-oriented character of the area.
- 3.5 Require new buildings in the Retail and Office Emphasis area to be placed at or near the sidewalk to create a strong street wall consistent with historic Old Boise.

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- 3.6 Require the design of new development in the Residential Emphasis area to have an urban density and character that contributes to creating an attractive in-town residential neighborhood. Allow new buildings to use innovative architecture as long as it is compatible with the refined nature of Old Boise–Eastside and respects adjacent historic buildings. Give particular care to the design of new buildings and additions to buildings located within the Old Boise Historic District.
 - 3.7 Encourage green space in development projects in the Eastside area to assure it will be a desirable neighborhood.

Action Step:

- Evaluate the Residential-Office (R-O) zoning district to determine if revisions are needed to create consistency between the desired densities and building heights stated in this plan and the city’s zoning regulations.

4.0 Streetscapes, Civic Spaces & Pedestrian Ways

Many of the streets in Old Boise–Eastside are already graced by large, mature trees and wide tree lawns that create its distinctive character and attractiveness as a place for living and working. In addition to its trees, Old Boise–Eastside also contains three public parks: C.W. Moore Park, the Assay Office grounds and Capitol Park. These public spaces provide places for people to gather,

socialize and enjoy a respite from the surrounding urban activity and, therefore, are key to the vitality of Old Boise–Eastside. The parks are especially important to encouraging the development of an in-town neighborhood in the eastern half of the area. In a large part, the mix of amenities between the roadway and the building—referred to as the streetscape—establishes the character of downtown and its districts.

One purpose of the urban renewal district is to provide local government the capability of generating revenues that can be used toward the improvement and maintenance of public parks and streetscapes. The guidelines and actions in this section are intended to guide how these public infrastructures are improved and maintained in Old Boise–Eastside. Figure 10 identifies the streetscape character anticipated in Old Boise–Eastside. Figure 11 shows the civic spaces and pedestrian ways in the area.

Objective:

Create a memorable and dignified civic framework of streetscapes, civic spaces and pedestrian ways that complements the activity and design of adjacent uses as well as links Old Boise–Eastside to its neighboring subdistricts.

Design & Development Guidelines:

- 4.1 Create a hierarchy of streets that serve the needs of the Old Boise–Eastside area, not only by traffic capacity, but also by design treatment of sidewalks, crosswalks, streetscapes, lighting and furnishings.

Figure 9: Built Form



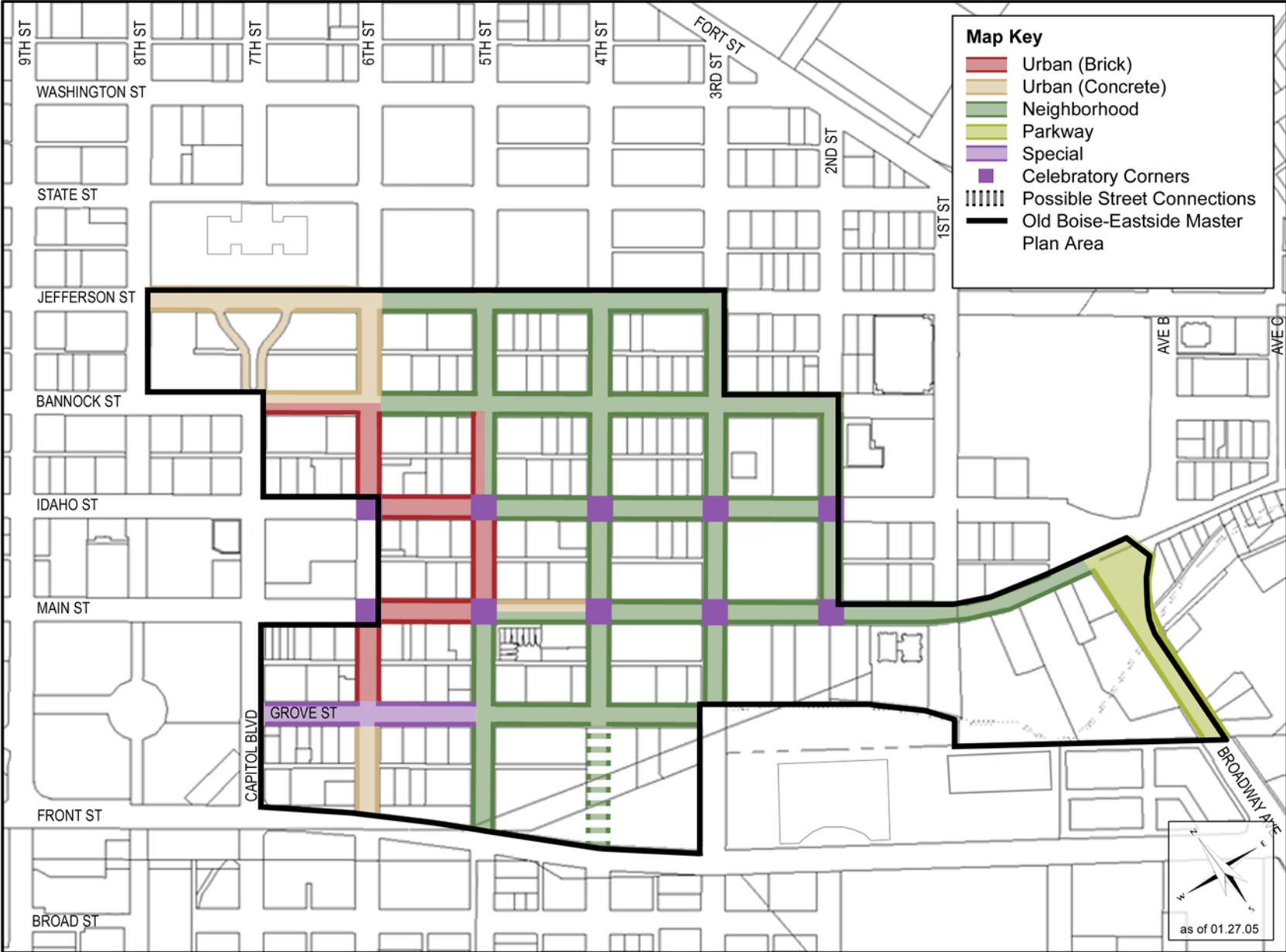
-
- 4.2 Re-establish the traditional street grid between Grove and Front streets by reconstructing 4th Street. If a street connection is not possible, establish a pedestrian connection as an alternative.
 - 4.3 Differentiate between the Retail and Office Emphasis area and the Residential Emphasis area (see Figure 6) through the type of streetscapes used. In general utilize hardscape from building to curb in the business district and use tree lawns in the residential area. Refer to the Streetscape Character map (Figure 10) and the streetscape standards in Appendix B of the 2025 Downtown Boise Redevelopment Plan.
 - 4.4 Use streetscapes to create pedestrian-friendly streets with continuous tree coverage, especially in the east end of the district.
 - 4.5 Create a network of pedestrian routes that connect activity centers such as the CBD, Capitol Park, State Capitol Mall, City Hall, Assay Office, St. Luke's Regional Medical Center, C.W. Moore Park, Ada County Courthouse, Basque Block and Julia Davis Park, and mark this network by installing special streetscape improvements on the sidewalks along these routes.
 - 4.6 Create and improve public spaces through public improvement projects and as part of private developments.
 - 4.7 Encourage the inclusion of public spaces in the business district, which serve as outdoor dining areas as well as gathering and socializing spaces, to increase the vitality of the area.

- 4.8 Preserve existing parks and other public spaces in Old Boise–Eastside, including C.W. Moore Park, the Assay Office grounds and Capitol Park.

Action Steps:

- Utilize the Streetscape Character map (Figure 10) to determine what streetscaping standards to use in improving Old Boise–Eastside streets. (The specific standards for each type of streetscape are contained in Appendix B of the 2025 Downtown Boise Redevelopment Plan.) Implement these standards at the time properties are developed or redeveloped and as part of the capital improvement program for the River Myrtle–Old Boise Urban Renewal District.
- Initiate a program to install streetscapes in the Old Boise business district, so it becomes a seamless part of the CBD, as funding becomes available.
- Provide distinctive sidewalk treatment and a wayfinding system that demarcates the pedestrian network to encourage walking, exploring and discovering the special places in this area.
- Extend special design treatment applied in the Central and Westside districts, on Main and Idaho streets, east to 4th Street in Old Boise–Eastside. Apply or maintain a neighborhood street treatment largely consistent with the current character generally east of 5th Street.
- Improve pedestrian access within Old Boise–Eastside that links St. Luke's Regional Medical

Figure 10: Streetscape Character



Levels of Service (LOS)

Level of Service or LOS is a term used by traffic engineers to qualitatively describe operating conditions for automobile travel on existing or planned roadways. Typical traffic characteristics described by LOS include: speed, travel time, maneuverability, traffic interruptions, driver comfort and driver convenience. Similar to a report card, LOS grades roadway conditions from “A” to “F” with “A” representing the best driving conditions and “F” the worst. LOS E represents the capacity threshold of a given roadway. The LOS grades for roadway facilities are generally defined as follows:

- LOS A represents free-flow travel with an excellent level of comfort and convenience and the freedom to maneuver.
- LOS B has stable operating conditions, but the presence of other road users causes a noticeable, though slight, reduction in comfort, convenience and maneuvering freedom.
- LOS C has stable operating conditions, but the operation of individual users is substantially affected by the interaction with others in the traffic stream.
- LOS D represents high-density, but stable flow. Users experience severe restriction in speed and freedom to maneuver, with poor levels of comfort and convenience.
- LOS E represents operating conditions at or near capacity. Speeds are reduced to a low but relatively uniform value. Freedom to maneuver is difficult with users experiencing frustration and poor comfort and convenience. Unstable operation is frequent, and minor disturbances in traffic flow can cause breakdown conditions.
- LOS F is used to describe forced or breakdown conditions. This condition exists wherever the volume of traffic exceeds the capacity of the roadway. Long queues can form behind these bottleneck points with queued traffic travelling in a stop-and-go fashion. Signalized intersections do not clear in one signal cycle.

Center, Ada County Courthouse Corridor and Julia Davis Park.

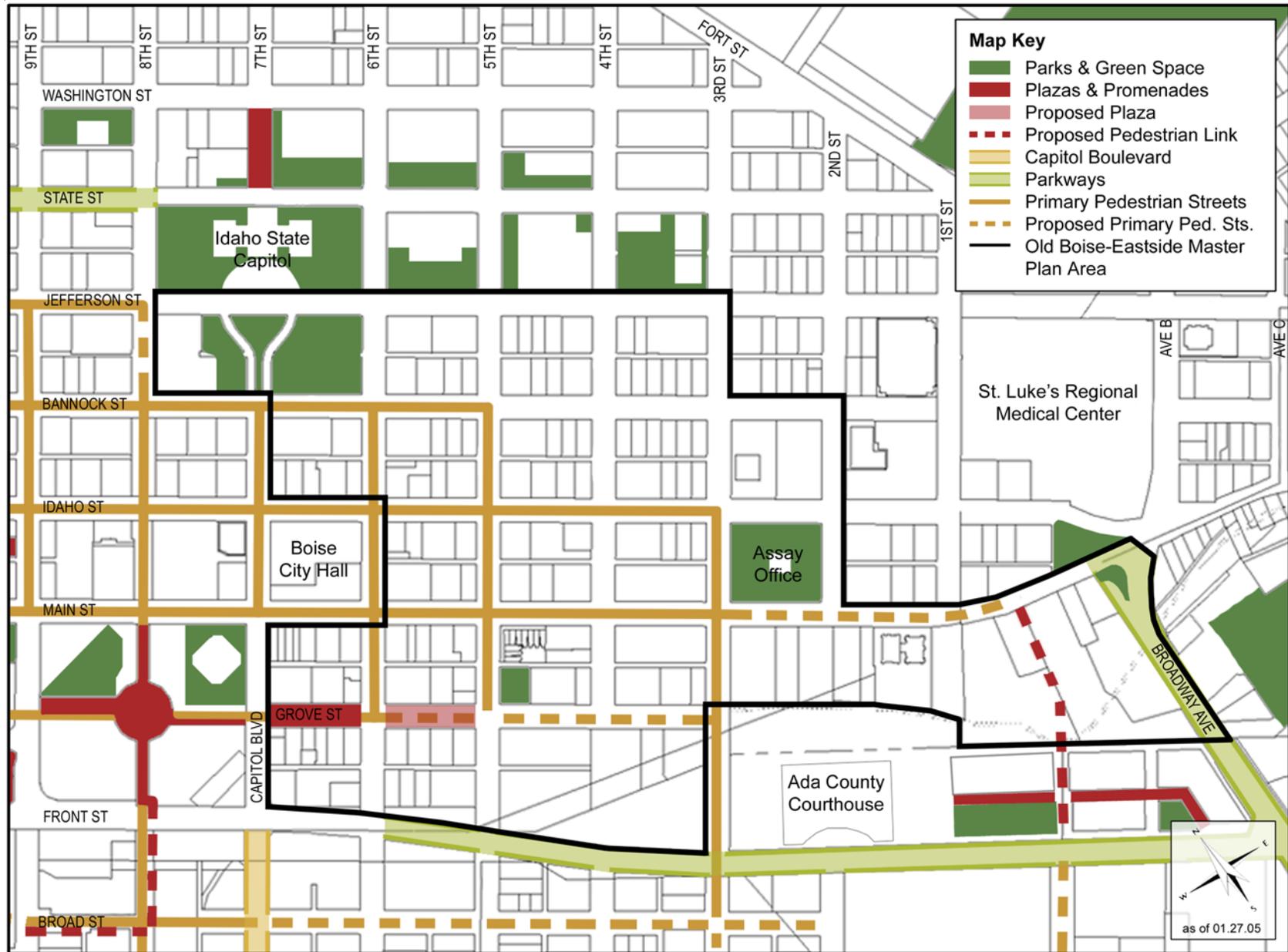
- Work with property owners to re-establish 4th Street between Grove and Front Streets, or create a safe and attractive pedestrian connection along this alignment, so Old Boise–Eastside will better connect to the River Street–Myrtle Street portion of the urban renewal district.
- Improve the pedestrian environment on 3rd Street between Grove and Idaho streets in order to provide a more pedestrian-friendly connection from the downtown core through Old Boise–Eastside to the Ada County Courthouse Corridor.
- Establish a safe and attractive pedestrian connection at Avenue A between St. Luke’s Regional Medical Center and the Ada County Courthouse Corridor.
- Coordinate with state and local governments to evaluate existing parks and make improvements that provide appropriate amenities to downtown residents and workers as well as to the visitors of downtown Boise.
- Coordinate with the Idaho state government to improve the Assay Office property as a cultural attraction and as an urban park for local use.
- In partnership with Boise City, make improvements to Capitol Park that are compatible to its location and function within the Idaho State Capitol Mall.

- In partnership with Boise City, support enhancement of C.W. Moore Park to improve its function as a neighborhood park. Add signs explaining the historic significance of the features in the park.

5.0 Transportation & Parking

Old Boise–Eastside is blessed with a grid street system that handles vehicle traffic easily with little congestion, and its attractive tree-lined streets encourage people to travel at slower speeds. However, new development anticipated between now and 2025 will add traffic in the area. The Downtown Boise Mobility Study (DBMS) modeled future traffic using the 2025 growth scenario. It proposes a policy for that a level of service (LOS) of D is acceptable during non-peak hours and an LOS of E is acceptable during peak hours on downtown streets (see sidebar). This policy recognizes that downtown is more congested than is typical in other areas of Boise, and a certain level of congestion is an acceptable tradeoff in order to maintain downtown Boise as the region’s urban center. The traffic analysis showed that certain intersections in the Old Boise–Eastside area will have a level of service (LOS) of F in 2025 during peak hours. These include Capitol, 6th and 3rd streets at Front Street, Capitol and Jefferson, 6th and Main streets, and the intersection of Broadway Avenue with Main and Idaho streets. The other intersections in Old Boise–Eastside, which were included in the modeling, are operating at a LOS of C or better during peak hours except for Main and Capitol and Idaho and 6th streets, which are operating at a LOS of D.

Figure 11: Civic Spaces



Most of the congestion predicted by the traffic model is associated with commuter traffic between the region and downtown since downtown is expected to continue growing as an employment center.

One of the goals of the DBMS is to develop a multimodal transportation system that encourages use of transit, bicycling and walking as alternatives to the use of personal vehicles. The DBMS advocates the philosophy that if people bring their cars to downtown, transportation improvements are needed so individuals can park once and travel in downtown using other modes. The DBMS proposes a downtown circulator that will connect the various subdistricts and activity centers in downtown so people can live, work, shop, socialize and play without having to use their cars. A portion of the proposed downtown circulator route goes through Old Boise–Eastside. The DBMS also advocates improving the regional transportation system so commuters can travel to downtown without bringing their cars at all.

The DBMS recognizes that for the foreseeable future, most people will use individual vehicles for their transportation needs. This situation creates a demand for parking in downtown. Stakeholders in Old Boise–Eastside have emphasized that there is a parking problem, especially in the west end of the area, where there is a concentration of retail shops, restaurants and bars. Most of the parking in Old Boise–Eastside is supplied by on-street parking or in privately owned surface parking lots. This situation puts Old Boise–Eastside at a disadvantage relative to the downtown core where there is ample public parking in garages. The lack of parking also restricts the future business growth.

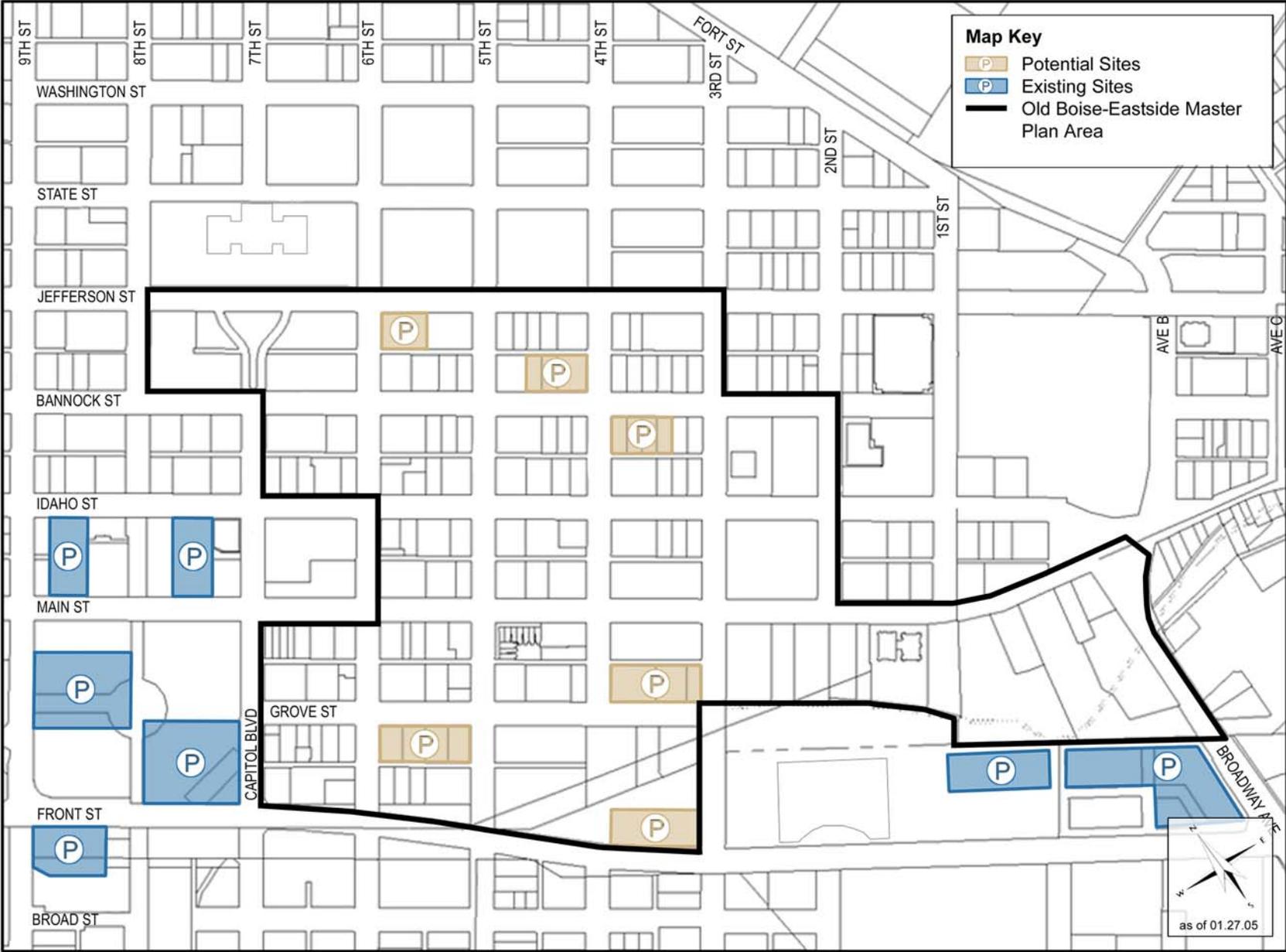
Creating a better parking situation in the Old Boise business district is one of the key objectives of this plan.

In general, when parking is provided in surface lots, it tends to sap vitality from the area. Numerous large-scale surface parking lots in an area tend to discourage pedestrian traffic because they create a much less stimulating environment for walking than buildings. A key objective of this plan is to locate parking in parking garages that are designed so they do not interrupt active uses at the street level. Another objective is to encourage existing parking lots to be made available to the public rather than reserved for specific businesses. This will extend the currently limited parking resources. Figure 12 identifies potential locations for public parking garages. It should be noted that these locations would require further study, and other locations may prove to be suitable as well. The fact that multiple parking garage sites are shown on the map does not mean that all of these sites will be used.

Objective:

Establish a multimodal system of transportation to serve the Old Boise–Eastside area that encourages the use of transit, bicycling and walking as alternatives to automobiles. Recognize that automobiles will continue to be the primary method of travel and create a system of public parking that supports desired land uses while minimizing the use of surface parking lots. Stretch parking resources by encouraging mixed use, by working with owners of private parking lots to allow public use of these lots during off-hours, and joint use of parking lots by users with offsetting parking demands.

Figure 12: Public Parking Garages



Design & Development Guidelines:

- 5.1 Increase the supply of public parking available in the Old Boise–Eastside area, especially in close proximity to the Old Boise business district.
 - 5.2 Provide public parking facilities that are convenient for the public and located strategically to support desired land uses.
 - 5.3 Discourage the development of surface parking lots and encourage fuller utilization of land currently occupied by surface parking.
 - 5.4 Design parking structures so they do not interrupt active uses at the street level.
 - 5.5 Establish strong pedestrian and bicycle connections between activity centers in Old Boise–Eastside and with the rest of downtown in order to encourage walking and bicycling over automobile use.
 - 5.6 Establish a downtown circulator that provides a transit alternative for people travelling in downtown, and provide service to the Old Boise–Eastside area.
- Construct at least one public parking garage within or in close proximity to the Old Boise business district to help alleviate parking needs.
 - Explore with the city whether the parking garage at City Hall could be used in the evening and on weekends to provide parking for the Old Boise business district.
 - Encourage owners of existing private parking lots to make these lots available in the evening and on weekends for public use.
 - Pursue funding for and implement the downtown circulator. Design the route so it provides service to Old Boise–Eastside when funding becomes available.
 - Improve frequency of transit service to the Old Boise–Eastside area.
 - See also the Action Steps regarding pedestrian and bicycle connections under Section 4.0.

Action Steps:

- Expand the P-1 parking district to include the Old Boise business district.

7: Implementation



C.W. Moore Park is one of two parks in the Old Boise–Eastside Planning Area. It provides a delightful place for a summer stroll or eating lunch on a busy work day. Improvements to this park are one of the projects identified in the long-term investment plan for Old Boise–Eastside.

However good a plan may be, its benefits will not be realized until it has been implemented. Implementation occurs through many avenues including private and public investments, grant programs, the use of regulatory tools such as zoning and design review, construction of catalyst projects and other actions. Boise has experienced successful redevelopment in the Central District, where investments of public funds have precipitated a five-fold investment of private funds. Construction of The Grove plaza, reconstruction of downtown streets and installation of brick sidewalks, street trees and planters, turning 8th Street into a pedestrian-oriented street where restaurants and shops

thrive, creating the transit mall and building public parking garages have brought about a transformation of Boise’s downtown core. Entering into partnerships with private developers and using land write-downs has resulted in renovation and reuse of historic buildings and new development.

This success has continued in the River Street–Myrtle Street District with development of the River Plaza Apartments and office building, and the construction of the Ada County Courthouse, Civic Plaza apartments and parking garages in the Courthouse Corridor.

The Old Boise–Eastside Master Plan sets forth objectives, development guidelines and action steps that describe how this area should be developed over the next 20 years. The focus of the plan is to enhance the vitality of the existing commercial district in the west end of the study area, while reinforcing a mixed-use urban neighborhood on the east end. As noted earlier, the development concept for Old Boise–Eastside does not envision a dramatic change in character of the physical environment, other than a modest increase in development intensity and a better balance among land uses. At present, housing is being lost in the Old Boise–Eastside study area through the conversion or replacement of residential structures by office uses. Adding housing is seen as vitally important because it will increase the number of people living in Old Boise–Eastside, which in turn promotes retail vitality, allows people to both work and live in downtown, reduces traffic congestion and increases safety. These results can be achieved through medium-scale infill development and redevelopment.

The plan will help guide public and private actions as development proceeds so that they complement each other and yield greater results than what otherwise would occur if no plan were in place. These results will not be achieved, however, without commitment, dedicated effort and investment from both the public and private sectors. This section of the plan describes what resources are available and what steps must be taken in order to implement the Old Boise–Eastside Master Plan.

Resources for Public Investment

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

Other sources of funding for redevelopment activities include:

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

Old Boise–Eastside Financial Plan

The initial financial analysis for the Old Boise–Eastside study area showed that it might not generate sufficient tax increment revenue to pay for anticipated improvements. As a result, the CCDC Board of Commissioners evaluated combining the Old Boise–Eastside area with the existing River Street–Myrtle Street Urban Renewal District as part of this master planning process. The advantages of having a larger land area in an urban renewal district are discussed in Chapter 1.

At the conclusion of the master planning process for both the River Street–Myrtle Street planning area and the Old Boise–Eastside planning area, Keyser Marston Associates prepared a financial analysis for a combined River Myrtle–Old Boise Urban Renewal District and for Old Boise–Eastside as a stand-alone district. In both cases, the financial analysis projects that sufficient resources from tax increment revenue and other sources will be available to pay for the proposed improvements. In the intervening time between the preliminary and final analysis for Old Boise–Eastside, the assumptions regarding the value of future development and the cost and extent of improvements were refined for this area and led to a positive result. (The financial analyses for the combined River Myrtle–Old Boise Urban Renewal District and Old Boise–Eastside are available from CCDC.)

As noted in Chapter 1, during the public review of this plan, property owners in the existing River Street–Myrtle Street district expressed concerns that adding Old Boise–Eastside would drain resources from the River Street–Myrtle Street district and leave some areas of this district

without resources. To address this concern, this plan includes CCDC’s commitment to work with a stakeholder committee to prepare a capital investment plans for each successive five years remaining in the life of the district. The stakeholder committee would include property owners, business owners and residents in the district. This committee would make recommendations to the CCDC Board of Commissioners on the type and timing of public investments in the various subdistricts of the River Myrtle–Old Boise Urban Renewal District. These subdistricts are shown in Figure 2.

The CCDC Board of Commissioners and the Boise City Council elected to proceed with a combined River Myrtle–Old Boise Urban Renewal District because of the advantages of larger district described earlier.

The financial analysis for the combined River Myrtle–Old Boise Urban Renewal District includes the following:

- Assumptions about the amount, type and timing of development that would occur during the planning period. Development assumptions are used to estimate the amount of property tax revenue that would flow to CCDC from the revenue allocation area.
- Assumptions about the number and size of parking garages that would be built and estimates of revenue that would be generated.
- Estimates of other likely sources of funding.
- A list of potential projects CCDC would undertake to revitalize both Old Boise–Eastside and River Street–Myrtle Street planning areas during the next 20 years. These projects are intended to be catalysts that will trigger private investment in the district.

The table below lists the revitalization projects and estimated costs expected in Old Boise–Eastside during the 20-year planning horizon. It provides a description of the anticipated public investments in the Old Boise–Eastside area. The complete financial plan for the combined River Myrtle–Old Boise District is available from CCDC.

Revitalization Projects & Costs

Parking Garages (1)	\$ 3,968,750
Transit Facilities/Downtown Circulator	\$ 5,330,000
\$1,066,000 local	
\$4,254,000 federal	
Bus Shelters	\$ 110,000
Streetscaping/Sidewalks/Curb & Gutter	\$ 3,132,950
Sewer/Storm Drainage	\$ 50,000
Water Quality Treatment	\$ 10,000
Utility Undergrounding	\$ 400,000
Telecommunications Facilities	\$ 50,000
Geothermal Capacity Increase	\$ 67,000
Traffic Signals	\$ 300,000
Road Re-Surfacing	\$ 100,000
Special Purpose Park	\$ 50,000
Other Park/Open Space	\$ 10,000
Housing	\$ 50,000
Façade Easements	\$ 18,000
Façade Improvements	\$ 20,000
Property Acquisition	\$ 1,755,000
Improve Vehicular/Pedestrian Access	\$ 50,000
Special Projects	\$ 100,000
Cultural Investments	\$ 35,000
Total	\$15,606,700

It should be noted that the financial plan does not guarantee that all of these improvements will be made. Over time, the amount of tax increment produced will depend on the development activity in the River Myrtle–Old Boise Urban Renewal District. The flow of revenues may be higher or lower than projected in the financial plan, which would lead to adjustments in the improvements undertaken. The amount of funding allocated to each type of improvement may be adjusted depending on opportunities that arise or needs that develop. The financial plan is an approximate picture of the types and amount of investment that will occur given what is now known, based on assumptions about the amount of development activity and its value, tax rates, financing, construction and operating costs and other factors.

Old Boise–Eastside Master Plan as part of Boise City Comprehensive Plan

City decision makers use the Boise City Comprehensive Plan to evaluate development applications. The Boise City Zoning Ordinance states that approval for zoning revisions, land subdivisions, conditional uses and design review requires a finding that the proposal under consideration be consistent with the comprehensive plan. Existing urban renewal plans for the Central, River Street–Myrtle Street and Westside Downtown districts have been adopted, by reference, as part of the comprehensive plan, and thus are used in determining consistency when a development proposal is located in one of those districts. Initiating an amendment to the compre-

hensive plan to include the Old Boise–Eastside Master Plan is one of the important next steps in implementing this plan, so it will also be used in making consistency findings.

Zoning Revisions

Zoning is one of the key tools for implementing any long-range plan for revitalization and development. The Old Boise–Eastside Master Plan establishes a vision and desired direction for this area, expressed through framework plans, objectives, design and development guidelines and action steps. The Boise City Zoning Ordinance actually regulates how property owners can use their property. Plan implementation is more effective when there is consistency between the urban renewal plans and the zoning regulations.

Current zoning designations for Old Boise–Eastside are included on the Zoning Map in Appendix A. Most of the properties in Old Boise–Eastside are in either the C-5D, C-5HD or R-OD zoning districts. The C-5 and R-O districts and the DD and HD overlay districts are discussed below, along with recommendations regarding possible revisions to create greater consistency between the Old Boise–Eastside Master Plan and the zoning in this area.

C-5 and R-O Zoning Districts

The Central Business District (C-5) district encourages urban density, pedestrian-oriented development while the Residential-Office (R-O) district is oriented toward a mix of lower intensity residential and office development. (The D in the district designations indicates that the city’s design review committee reviews development projects proposed in these areas. The HD indicates that an area coincides with an adopted historic district and the city requires design review by the Boise City Historic Preservation Commission when development projects are proposed.)

For the most part, 4th Street serves as the dividing line between the C-5 district and the R-O district in Old Boise/Eastside. C-5 coincides with the Old Boise commercial district and R-O with the area where there are lower-scale office and apartment buildings, the Imperial Plaza condominiums and numerous houses—many of which have been converted to offices. The R-O portion of Old Boise–Eastside feels more like a neighborhood with its wide tree lawns, mature trees and shaded streets. One of the issues identified during the planning process was the effect of the R-O district on the housing situation in Old Boise–Eastside. This zoning district treats residential and office uses as equal, but in reality market pressures in Old Boise–Eastside encourage converting houses to offices and replacing residential structures with office buildings. The Old Boise–

Eastside Master Plan has an objective to retain and increase the supply of housing in this area. Evaluating and possibly revising the zoning designations in Old Boise–Eastside is an important step in implementing this objective. The plan includes the following development guideline and action step related to this issue (see 1.0 Preferred Land Uses, page 32):

Design & Development Guideline:

- 1.5 Initiate a concentrated public-agency effort to promote partnerships with landowners and developers, and use incentives, amenities and catalyst projects to create a critical mass of residential development in Old Boise–Eastside.

Action Step:

Propose revisions to zoning regulations for the purpose of reaching plan objectives. In particular:

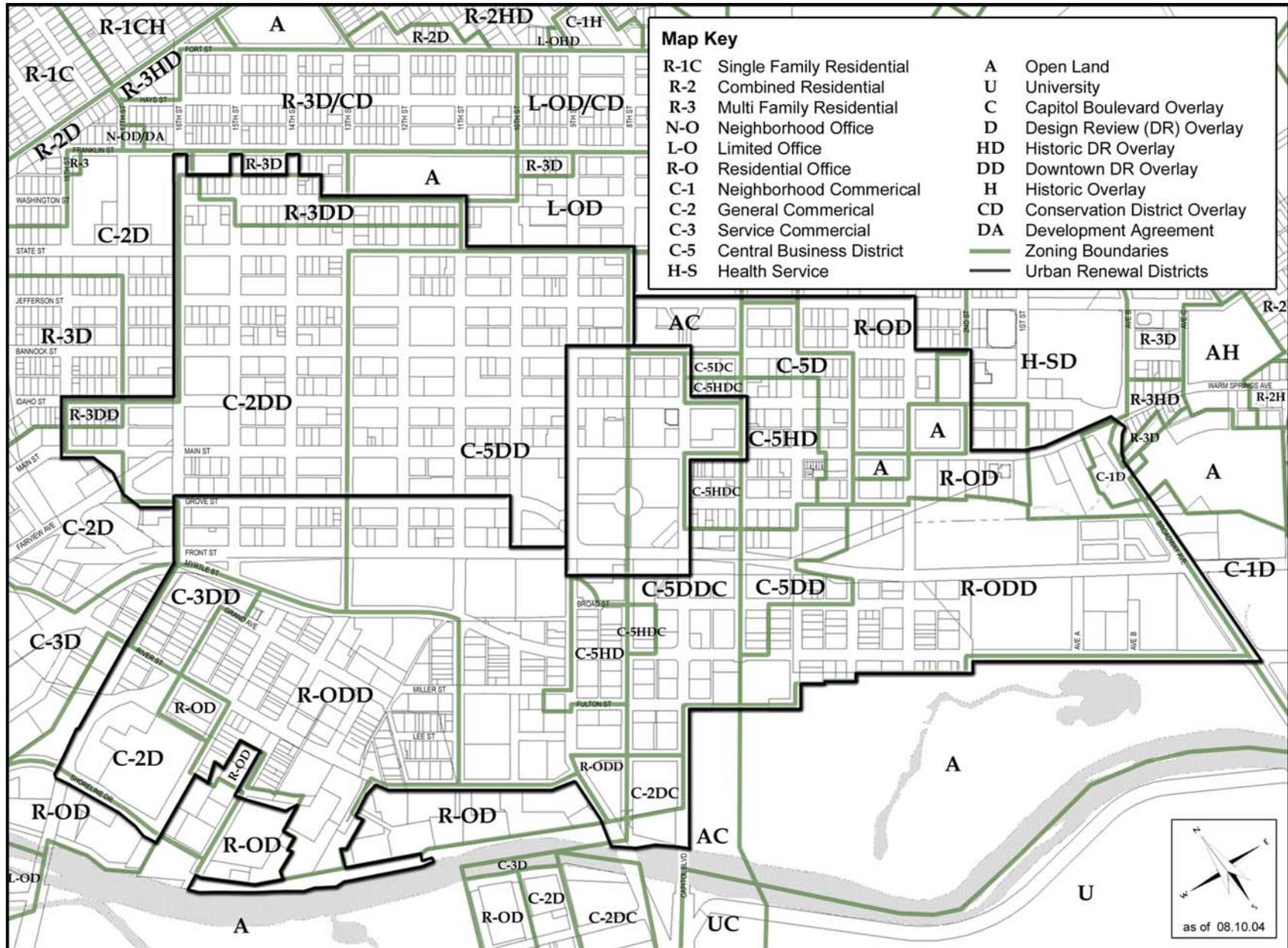
- Evaluate whether the existing Residential-Office zoning district needs to be revised to better support plan goals for housing in the Old Boise–Eastside area.

DD and HD Overlay Districts

The Boise City Zoning Ordinance includes a “downtown design review” or DD designation that applies to properties located in an urban renewal district. This designation requires that development applications be referred to CCDC for comment prior to the city taking action. CCDC provides comments on the degree to which the development proposal implements the plan for that district. The Planning & Zoning Commission, Design Review Committee and City Council take such comments into consideration when making decisions on development proposals.

The zoning ordinance also includes a “historic design review” or HD designation that applies to properties in city-adopted historic districts. In some cases, properties are included in both a historic district and an urban renewal district. Where such overlaps occur, the properties are shown on the zoning map with an HD designation rather than both an HD and DD designation. The regulations governing the HD designation do not include a requirement that development applications for properties that are in both a historic district and an urban renewal district be referred to CCDC for comment. In actuality, Boise City staff refers such cases to CCDC for comment in order to maintain a consistent process for all properties in urban renewal districts. Revising the zoning ordinance to include referral of development applications to CCDC when properties with an HD designation are also in an urban renewal district would recognize this practice.

Appendix A: Zoning Map



Appendix B: Supplemental Changes

OLD BOISE–EASTSIDE MASTER PLAN

SUPPLEMENTAL CHANGES MADE TO THE AUGUST 23, 2004 DRAFT ADOPTED BY THE CCDC BOARD OF COMMISSIONERS AND TRANSMITTED TO THE BOISE CITY COUNCIL IN THE OCTOBER 12, 2004 FINAL DRAFT.

This list contains changes that were made to the August 23, 2004 Draft of the Old Boise–Eastside Master Plan adopted by the CCDC Board of Commissioners, which were accepted by the Boise City Council as part of its action to approve the Old Boise–Eastside Master Plan on November 30, 2004, except as otherwise noted. Text that was added is underlined; text that was removed is shown by strikeouts. The reason for each change is noted in parentheses and italics at the end of each item. The Final Draft for City Council–October 12, 2004 incorporated these changes. A list identifying these changes was entered into the record at the October 12, 2004 public hearing on the River Myrtle–Old Boise Urban Renewal Plan.

In the August 23, 2004 Draft, there were comments highlighted in blue that explained where text might need to be modified, added or deleted based on Boise City Council action or when information was pending. Where these comments were resolved prior to October 12, 2004, they were removed without a note being included in the list below.

A limited number of very minor changes to the August 23, 2004 Draft were not included in the list provided to the Boise City Council. Examples include adding a horizontal line at the top of a page consistent with the page format used throughout the plan, bolding subheadings, removing background street names on maps to reduce clutter, and capitalizing words that are consistently capitalized elsewhere but got missed in a particular instance. (The Boise City Council was made aware of this caveat at the time the list was submitted.)

Please Note: After City Council action on November 30, 2004 to approve the Old Boise–Eastside Master Plan, minor changes were made to the plan document to prepare it for publication. These changes do not affect the substance of the document. They are listed at the end of this appendix.

Credits

1. Corrected Zimmer-Gunsul-Frasca to Zimmer Gunsul Frasca Partnership (*remove hyphens; use correct name*)

List of Figures (p. ii)

2. 7: Preferred Land Uses (*match title of figure to title of section in which it appears; see page 29 in text of plan*)

Chapter 1: Introduction

3. p. 3, Figure 1: add Americana Blvd to map (*helpful reference for reader*)
4. p. 7, Figure 2: add Americana Blvd to map (*helpful reference for reader*)

Chapter 2: Eligibility for Urban Renewal Activities

5. p. 9, 2nd column and p. 10, 1st column; bulleted list: End each bullet item with a period; remove commas and semicolons. *(make format of bulleted lists consistent)*

Chapter 3: Current Conditions

6. p. 13, 2nd column, 2nd paragraph: ...designates almost the entire Old Boise/Eastside study area as ~~Mixed Use~~ Mixed Use. East of 3rd Street is designated ~~Institutional~~ Institutional *(remove italics)*
7. p. 14, 1st column, 1st paragraph: ...integrated subdistricts each maturing under “~~New Urbanism~~” new urbanism principles as applied by specific design overlays. *(remove quotes and capitals)*
8. p. 14, 1st column, 3rd paragraph: The original River Street-Myrtle Street District did not include Old Boise/Eastside but the River-Myrtle Urban Design Plan identifies the ~~Old Boise Expansion Area~~ Old Boise Expansion Area as a subdistrict... *(remove italics)*
9. p. 14, 1st and 2nd column, bulleted list: End each bullet item with period; remove colons and semicolons. *(make consistent with other bulleted lists)*
10. p. 14, 2nd column, last paragraph: During the preparation of the Old Boise/Eastside Master Plan, it became obvious that ~~describing a vision and writing goals and objectives, and doing mapping for each individual district often causes duplication. It also tends to obscure the message that there is one unified vision for the long-term revitalization of downtown Boise.~~ the vision and many of the design and development guidelines for downtown redevelopment are common to all of the urban renewal districts. *(better wording; no change in meaning)*
11. p. 16, 1st column, 2nd paragraph: The 2025 Downtown Boise Redevelopment Plan was created to illustrate the seamless nature of downtown and to describe both the overall vision and goals for its revitalization and the design and development objectives and guidelines shared by all the districts. It depicts the common elements on maps that show all of the districts and the periphery around them so these elements are put into context. Plans, ~~development objectives, and design and development~~ guidelines and action steps that apply to a particular district are stated in the master plan for that district. *(better match text in 2025 Plan; no change in meaning)*
12. p. 16, 1st column to p. 17, 1st column; list of overall goals for downtown revitalization:

Urban form: ...Develop subdistricts, activity centers and in-town neighborhoods so that each have their own unique identity ~~has its own character and sense of identity.~~ *(better sentence construction; subject-verb agreement)*

Transportation system: ~~Transform the existing~~ Create an effective multimodal transportation system ~~into a well-~~ designed, integrated and effective multimodal system in downtown Boise that promotes walking, bicycling, carpooling and transit, ~~as alternatives to the use of automobiles and reduces dependence on automobiles.~~ Ease traffic flow in downtown by improvements to street design and signalization and by traffic demand management. Develop a multimodal transportation system for the region that addresses potential traffic impacts caused by future growth in

downtown, and makes travel to, from and within downtown by alternative modes practical and attractive. (2025 plan includes revised version of this goal; revisions make transportation goal more comprehensive; recognize automobiles as a factor in transportation; address traffic flow, traffic demand management and regional transportation system)

Parking system: Provide an adequate supply of parking while minimizing the use of land for surface parking lots. Achieve maximum utilization of parking by developing land uses that have offsetting parking demands, making private parking available to the public when not needed otherwise and ~~connecting parking facilities to activity centers by alternative means of transportation~~ making public parking facilities easily accessible from the various subdistricts and activity centers in downtown. (clearer wording; correct typo in facilities)

Chapter 4: Market Context

13. pp. 19-20, list of bullets that spans pages: remove semi-colon at the end of each statement and replace with period. (make format of bulleted lists consistent; less confusing for reader— see #15 below)
14. p. 20, 1st column, 1st bullet: ~~Creating~~ Create a people-oriented rather than auto-oriented environment... (parallel construction; all other bullets in this list start with verb)
15. p. 20, 1st column, 2nd bullet: Provide long-term parking in structures; ~~and~~. (remove semi-colon and word “and”; end statement with period; less confusing for reader; in original form this item gives reader impression that something is missing)
16. p. 22, 1st column, last sentence: (Four blocks of the Idaho State Capitol Mall are located in Old Boise/ Eastside study area.) (use proper name)

Chapter 5: Preferred Development Concept

17. p. 24, 1st column, paragraph after bulleted list: ...identifying historically significant sites and opportunity sites for development and redevelopment (see Figures 5 ~~and~~ 8). (direct reader to map showing historic resources)
18. p. 24, footnote: ... as identified by two surveys of buildings in Old Boise/ Eastside ~~commissioned by~~ prepared for the Boise City Historic Preservation Commission. (eliminate duplication between commissioned and Commission)
19. p. 26, 1st column, 1st paragraph: ...fact that some of the opportunity sites are located in the Idaho State Capitol Mall area... (use proper name)
20. p. 26, 1st column, 1st paragraph: Much of the demand for retail will be absorbed in buildings already built for that ~~purpose~~ purpose. (correct typo)
21. p. 26, 2nd column, 2nd bullet, last sentence: In the case of Old Boise/ Eastside, this area recognizes the Idaho State Capitol Mall. (use proper name)
22. p. 28, footnote: In spring 2004, CCDC conducted a consumer survey of people living in Boise and in Ada County to measure the level of interest in downtown living. Two of the questions focused on what areas of downtown were considered the most desirable as a place to live. ~~The Old Boise District was seen as the first choice when respondents were asked to rank six areas of downtown.~~ When respondents were asked whether they were interested in living in six different areas of downtown, Old Boise was the area chosen most often

i.e. it ranked first of the six areas when responses were tallied. When asked to pick their top choice, respondents were asked what their first choice would be among the six areas, Old Boise ranked 2nd after the Heart of Downtown, but ahead of the Cultural District, River Street District, Parkside District and Westside District; respectively. *(use more accurate and more understandable description of survey results)*

Chapter 6: Specific Plans, Guidelines & Action Steps

23. p. 31; Figure 7: Preferred Land Uses *(fix title of map)*
24. p. 32; Guideline 1.7: Consider the Idaho State Capitol Mall Plan and... *(use proper name)*
25. p. 32; 2nd action step, 1st bullet: Evaluate whether the existing Residential-Office (R-O) zoning designation... *(add abbreviation)*
26. p. 32; 2nd action step, 2nd bullet: Propose a revision to the Central Business (C-5) zoning designation that would classify residential as an activating use... *(add name of designation)*
27. p. 34; 2nd column; last paragraph: ...that apply to building and site design; throughout in the downtown urban renewal districts; ~~in downtown Boise~~. *(take out commas; simplify sentence)*
28. p. 38, Guideline 4.3: Differentiate between the Retail and Office Emphasis area and the ~~Residential~~ Residential Emphasis area (see Figure 6) through the type of streetscapes used. ...Refer to the Streetscape Character map (Figure 10) and the streetscape standards in Appendix B of the 2025 Downtown Boise Redevelopment Plan for specific requirements. *(correct typos; remove comma; add reference to Appendix B)*
29. p. 38, Guideline 4.7: Encourage the inclusion of public spaces in the business district, ~~that may~~ which serve as outdoor dining areas as well as gathering and socializing spaces, to increase the vitality of the area. *(take out may; public spaces need these characteristics to add vitality)*
30. p. 38, 2nd column, 1st action step: (The specific standards for each type of streetscape are contained in Appendix B of the 2025 Downtown Boise Redevelopment Plan.) *(add reference to Appendix B)*
31. p. 38, 2nd column, 1st action step: ...as part of the capital improvement program for the River-~~Myrtle~~ Myrtle/Old Boise Urban Renewal District. *(correct typo)*
32. p. 39, Figure 10: Celebratory corners removed from 6th and 5th streets. *(These corners are intended to be used on Main and Idaho where they are neighborhood streets to demarcate these streets as primary pedestrians routes between downtown and the Eastside neighborhood. They are not intended for use where brick sidewalks are used in the commercial district. This was an inadvertent error.)*
33. p. 40, 1st column, 7th bullet: In partnership with Boise City, make improvements to Capitol Park that are compatible to its location and function within the Idaho State Capitol Mall. *(use proper name)*
34. p. 40, column 2 and p. 42, column 1: new material added based on preliminary results from Downtown Boise Mobility Study as follows:

5.0 Transportation & Parking

Old Boise/Eastside is blessed with a grid street system that handles vehicle traffic easily with little congestion, and its attractive tree-lined streets encourage people to travel at slower speeds. However, new development anticipated between now and 2025 will add traffic in the area. The Downtown Boise Mobility Study (DBMS) modeled future traffic using the 2025 growth scenario. It proposes a policy for that a level of service (LOS) of D is acceptable during non-peak hours and an LOS of E is acceptable during peak hours on downtown streets (see sidebar). This policy recognizes that downtown is more congested than is typical in other areas of Boise, and a certain level of congestion is an acceptable tradeoff in order to maintain downtown Boise as the region's urban center. ~~This~~ The traffic analysis showed that the intersections of 3rd, 5th and 6th streets at Front Street are operating at a level of service (LOS) of F and require improvements to meet the policy on LOS for downtown: certain intersections in the Old Boise/Eastside area will have a level of service (LOS) of F in 2025 during peak hours. These include Capitol, 6th and 3rd streets at Front Street, Capitol and Jefferson, 6th and Main streets, and the intersection of Broadway Avenue with Main and Idaho streets. The other intersections in Old Boise/Eastside, which were included in the modeling, are operating at a LOS of C or better during peak hours except for Main and Capitol and Idaho and 6th streets, which are operating at a LOS of D.

Most of the congestion predicted by the traffic model is associated with commuter traffic between the region and downtown since downtown is expected to continue growing as an employment center.

One of the goals of the DBMS is to encourage a multimodal transportation system...

35. p. 42, 2nd column 2, 1st full paragraph: This will extend the currently limited parking resources. Figure ~~11~~12 identifies potential locations of public parking garages. *(correct figure #)*
36. Figure ~~11~~12: Public Parking Garages *(correct figure #)*

Chapter 7: Implementation

37. p. 45, caption: ~~Summer stroll in C.W. Moore Park~~ C.W. Moore Park is one of two parks in the Old Boise/Eastside Planning Area. It provides a delightful place for a summer stroll or eating lunch on a busy work day. *(drop phrase at beginning and text to main body of caption so format of captions are consistent)*
38. p. 45, 1st column, 1st paragraph: Construction of ~~T~~the Grove Plaza, reconstruction of downtown streets... *(correct name of The Grove)*
39. p. 48, column 1, list of figures: Correct total from 15,606,~~400~~ to 15,606,700
40. p. 47, 2nd column, 2nd bullet: Assumptions about the number and size of parking garages that would be built and estimates of revenue that would be generated. *(add space)*
41. p. 49, 1st column, 2nd paragraph: The Old Boise/Eastside Master Plan establishes a vision and desired direction for this area, expressed through frame plans, objectives, design and development guidelines and

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- action steps. *(correct reference so accurate)*
42. p. 49, 1st column, 3rd paragraph: Current zoning designations for Old Boise/Eastside are included on the Zoning Map in Appendix A ~~or in the Existing Conditions Report available from CCDC.~~ *(both references not necessary)*
43. p. 49, 1st column, 3rd paragraph: ~~A majority of the property~~ Most of the properties in Old Boise/Eastside ~~is~~ are in either the C-5D, C-5HD or R-OD zoning districts. ~~These C-5 and R-O zoning districts and the DD and HD overlay districts are discussed below, as well as along with~~ These C-5 and R-O zoning districts and the DD and HD overlay districts are discussed below, ~~as well as along with~~ as well as along with recommendations regarding possible revisions... *(make text clearer and more accurate given text that follows)*
44. p. 50, column 1: Design and Development Guideline *(match the title used for guidelines in Chapter 6)*

Additional Corrections for Publication

After City Council action on November 30, 2004 to approve the Old Boise–Eastside Master Plan, necessary corrections were made to the plan to prepare it for publication. These corrections were very limited and did not affect the substance of the document. They include the following items:

The format for the name of the planning area was changed from Old Boise/Eastside to Old Boise–Eastside. The format for the name of the amended River Street–Myrtle Street Urban Renewal District (which now includes the Old Boise–Eastside Study Area and other minor parcels) was changed from River–Myrtle/Old Boise Urban Renewal District to River Myrtle–Old Boise Urban Renewal District. These changes have been made throughout the master plan.

Duplicate or misspelled words and stray punctuation have been corrected and the name of the master plan and the name of the planning area were made consistent throughout. Page numbers and figure numbers that were highlighted in blue (in order to assist in proofreading the document) have been changed to black. Notes in blue indicating text that needed to be edited once the outcome of the City Council’s action was known have been removed, and the text has been edited appropriately and changed to black.

References to the 2025 Downtown Boise Redevelopment Plan (which sometimes appeared under this name and sometimes under 2025 Downtown Redevelopment Plan) have been changed to the 2025 Downtown Boise Redevelopment Plan throughout except for the title in the sidebar on page 16 where the title would be too long if the full name was used.

On page 38, in guideline 4.5 the word “using” has been removed and the word “installing” has been left to eliminate a redundancy in the following phrase: “...mark this network by ~~using~~ installing special streetscape improvements on the sidewalks along these routes.”