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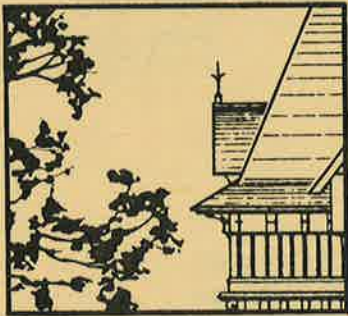
North End Plan

North End Neighborhood
Resident Recommendations

June 1981



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North End Planning Committee

Barbara Staley Brown
Bob Brown
Pat Derbidge
Elaine Durbin
Dennis Fitzgerald

Charles Hirsch
Ronald Kerr
Joe McDonald
Patrick McKeegan
Meta Martin

Reva Nearwood
Doyle Scott
Nancy Stouffer
David Taylor

Agency Representation

Ada County Highway District
Ada Planning Association
Boise City
Community Development Department
Planning & Zoning Department
Fire Department

Parks Department
Police Department
Public Works Department
Boise Urban Stages
El-Ada Community Action Agency

North End Traffic Study Steering Committee

Neighborhood Representatives

Dennis Fitzgerald, Chairman
Pat Derbidge
Charles Hirsch
Ronald Kerr
Patrick McKeegan
Nancy Stouffer

City Council Liaison

Keith Anderson
Joy Buersmeyer

Agency Representation

Ada County Highway District
Ada Planning Association
Boise City
Community Development Department
Planning Department

Other Participants

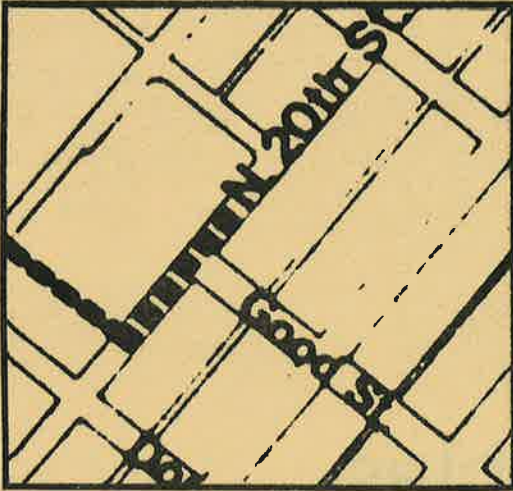
Jeff Shneider — Citizens Advisory
Committee on Transportation
Ted Weigold — Near North End
Tom Powell — Real Estate

Traffic Study Consultants

John Bertram

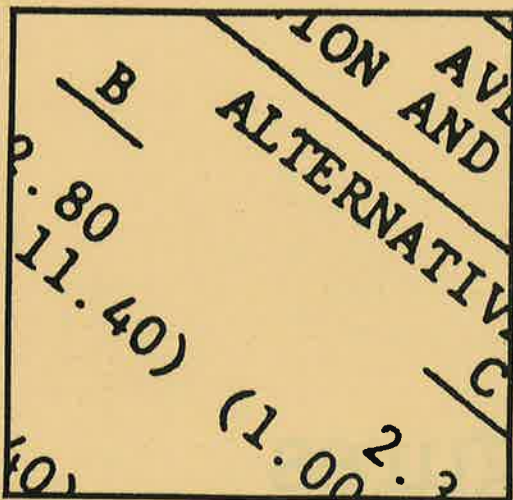
Ernest Munch

Robert Conradt



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NORTH END PLAN

Historical Development

The North End is one of Boise's earliest neighborhoods, expanding directly north of the city center's original townsite. Arnold's addition, platted north of Fort Street in 1978, established the grid street pattern for the North End with the numbered streets running true north and south. Additions were platted (Figure 1), lots were promoted, and a rich variety of single family homes spread over the available flat terrain. The majority of the neighborhood was platted by the turn of the century.

North 13th Street, a 55 foot right-of-way, was the first common road connecting the City to Hill Road. Most of the neighborhood's street right-of-ways are set between 60 and 65 feet with the exception of Harrison, which developed as a 100 foot boulevard with a center median. Fifteenth, 18th, and 24th Streets accomodate 80 foot right-of-ways, due to their former use for street cars.

Development of the neighborhood was originally supported by the extension of several urban and interurban street car lines through the area; the first being the Boise Rapid Transit Company, established in 1891. These lines provided frequent service between the developing North End, the center of Boise and other nearby communities. Because of their arrangement (Figure 1), they also provided communication within the neighborhood. All of the street car lines passed through or near the Hyde Park commercial area at 13th and Eastman and provided for both north/south and east/west movement.

During this time most people either walked or rode the street car system. This was reflected in the types of investment made in transportation facilities: sidewalks were paved and the tracks of the Boise Rapid Transit Company were laid through the mud of the streets. Private developers of the time showed a lot of enterprise for the neighborhood by promoting the street car systems and planting street trees.

From the beginning, as is manifest by the character of North End architecture and tree-lined streets, land owners and residents were interested in establishing the neighborhood as a good place to live. Today, residents of the North End value the historical qualities of the neighborhood and wish to see them retained. Two historic districts exist within the neighborhood; portions of Harrison Boulevard have been designated, as well as the Hyde Park commercial area on 13th Street.

Neighborhood Value

Today the North End Neighborhood has made the transition from a streetcar suburb to an inner city neighborhood. Its value as a good place to live will be tested against its role as a place to move through or around, as people travel between the city core and newer suburban neighborhoods.

Currently the neighborhood represents an opportunity and resource difficult to find in most American cities or elsewhere in Boise. Its housing stock is varied, affordable and in good condition, through expanding rehabilitation efforts. The infrastructure is fairly well maintained, and the area now contains the amenities sought after by individuals and families alike. Its 10,000 residents make up a good cross section of the City, representing a wide range of income and age groups. The neighborhood houses a higher concentration of elderly people and single parent households than other areas of the City, and has recently experienced an immigration of "young professionals."

The North End has excellent access and is close to downtown and the majority of urban and recreational services. The area is well served by a system of streets, alleys, sewers, utilities, neighborhood shopping, public services, parks and schools. The extent to which the City acts to take advantage of these resources will depend, in large part, upon the value which the community places on preserving this neighborhood as a good place to live.

Land Use/Zoning

The 1980 preliminary Census estimates show there are approximately 9,500 persons living within the North End study area, shown on Figure 2, in approximately 5,100 dwelling units. The majority of the North End contains residential uses, primarily single-family homes and duplexes, and is zoned R-1C (low density residential). Medium density residential zoning classifications (R-2) are also found in the southeastern and southwestern portions of the study area as shown on Figure 5. Higher density residential zoning classifications (R-3) are found at the intersection of Harrison Boulevard and Hill Road, and in the area known as the near North End.

An indicator of neighborhood stability is the interest taken by homeowners in remodeling, repairing and improving their homes. A survey done in the North End in 1978 indicates that approximately 70% of the areas's residents are homeowners. In 1975, the City's Building Department reported that 33%

of the housing stock in the North End was substandard. This is due to the fact that a large percentage of the homes were built prior to 1940.

The North End has a lower average sales price for homes than most other areas of Boise, and the older age of units and smaller unit sizes account partly for this. However, annual appreciation rates for homes in the North End were some of the highest in the City from 1977 through 1979. Since 1975, the City's Housing Rehabilitation Division has emphasized its program in the North End, and approximately 140 low-interest home rehabilitation loans have been made to eligible homeowners.

Building permits issued over a three year period (1975-78) show an additional 650 general rehabs on homes in the neighborhood. (Permits are required when a new structure is built, demolished, or when electrical, plumbing, roofing or substantial remodeling is to be done.) Funds spent on housing rehabilitation in a neighborhood can be considered as an investment by the City. The return on the investment is in the form of a stable neighborhood, in which property values tend to reflect citywide trends. This has proven true in the North End, as average sales prices for homes in the area have increased from \$36,202 in 1977 to \$47,550 in 1980. The average sales price for homes throughout the City was \$58,209 in 1980. North End residents wish to see the neighborhood retained as a valuable residential community, and are supportive of the housing rehabilitation efforts underway by both the City and private homeowners. The ability of this area to succeed in cycles of repair and improvement is demonstrated and should continue.

A limited office zoning district exists in the near North End in the area shown in Figure 5. This area accommodates the need for office space in an area surrounded by the central business district, major hospital facilities, and State and Federal office complexes. Because of these and other factors, the area also has a special parking district designation, and is within a design review district. The area contains approximately 24 single-family homes, 261 multi-family units, 23 office structures, 4 commercial uses, 10 institutional uses (churches, school, cultural) and 4 governmental buildings.

The other zoning classification found within the North End is the Open Land (A) classification. This zoning district is placed on park lands, public schools, and other areas. Sites within the North End holding this zoning classification include Camel's Back, Memorial and Elm Grove Parks, Washington Elementary School, North Junior High School, and Boise High School.

Commercial Access

The primary retail market for the North End neighborhood is the Central Business District. However, several other commercial areas providing services to residents are found within and adjacent to the Study Area. While North End residents recognize the need for neighborhood-oriented commercial services within residential areas, it is felt that some types of activity are more appropriate than others. Examples of commercial uses presently serving residents include food markets, a bakery, drug stores, cleaning establishments, repair shops, banking facilities and a post office. Activities which meet the recreational, entertainment and cultural needs of the residents, such as arts and crafts galleries and recreation centers, are also encouraged to locate within the area. It is important that commercial uses place added emphasis on pedestrian and bicycle access and that they take advantage of outdoor spaces, in conjunction with the community, to create a feeling of participation between the commercial interests and residents. Businesses that would draw non-neighborhood auto traffic are discouraged from locating in the center of the neighborhood, and the physical scale and character of the establishment should respect the existing built environment, and attempt to harmonize with it.

Neighborhood Shopping Facilities

Neighborhood shopping centers serve the day-to-day living needs of the immediate area surrounding them. The North End contains two of these types of centers: Hyde Park and the M & W Market Center.

Hyde Park

Hyde Park was originally planned as an alternative shopping center to the downtown in the early 1900's, and its location encouraged housing development in the then newly subdivided North End. The area was a true neighborhood shopping center for many years, providing residents with the services required for day to day needs. The area was active until the 1950's when, with age and change, it became functionally outmoded and unable to compete effectively with the then new outlying shopping centers. This decline in activity reduced the variety of stores, the area's attractiveness, and its ability to fully serve the neighborhood.

The commercial area contains lands bounded by Brumback and Alturas Streets on the north and south, and alleys between

12th and 14th Streets on the east and west, respectively. The area is zoned C-1 (Neighborhood Commercial), which provides for local commercial service needs, and restricts incompatible commercial uses from neighborhood areas. Current land use in the commercial area includes a pub, shirt shop, food co-op, barber shop, a branch post office, convenience store, service station, landromat, restaurant, toy store, upholstery/rug cleaning stop, weaving shop, a kitchen accessory/speciality shop, and an art gallery. El-Ada, a community service organization, offers assistance to low-income persons and the elderly. Other uses within the area include a realtor's office, the Boise Auction, and a private residence. The primary physical characteristics of buildings within the area are brick and wood frame construction and some of the retail uses are located within converted residences. Within the last few years, owners of some of the buildings have begun exterior improvements. The Oddfellows Hall has been renovated and two new retail establishments have recently located there. Plans exist for including a restaurant there in the future, as well as some office space.

Today, Hyde Park is being revitalized and neighborhood shopping and local services are once again in demand. The North End Neighborhood Association, the Hyde Park Merchants Assoc-

iation, and the area's property owners have agreed to work together with the City and the Historic Preservation Commission to develop an attractive, viable commercial center that reflects the history and charm of its setting. The area has been designated as an Historic District by the City's Historic Preservation Commission.

Hyde Park is a focal point of the neighborhood. With cooperation between residents and commercial property owners and merchants, the area will remain a viable community center, meeting the needs of the neighborhood and creating a successful retail environment.

M & W Market Center

The M & W Center is an irregularly shaped city block, bordered by 8th, 9th, Fort and Union Streets. The area is zoned C-1 (Neighborhood Commercial). The major tenant in this commercial center is the M & W Market. Other uses include a drug store, beauty shop, barber shop, cafe, laundomat, dentist's office, and a dry cleaners. A parochial elementary school is also found across Fort Street from the center. Much of the business activity in this center is pedestrian and bicycle traffic, and the area serves many long-time customers. The remainder of the block houses residential uses, and additional

commercial development within the area is not proposed at this time. Additional commercial development should not be allowed on the block unless the existing off-street parking area can be retained and additional off-street parking can be provided. This would prevent an overflow of commercial use parking onto adjacent residential streets. If remodeling or renovation of this area is proposed, the choice of design, textures and landscaping should reflect the scale and character of the adjacent residences and the historic context of the North End.

Community Shopping Facilities

Community shopping facilities provide services to residents of several neighborhoods, and usually are larger in size than neighborhood shopping centers. Two developments of this nature serve North End residents: Albertson's, located at 16th and State Streets and the Bogus Basin/Hill Road shopping area.

Albertson's

This commercial area is comprised of four city blocks bordered by State, Franklin, 16th and 18th Streets. The property is zoned C-2 (General Commercial) and contains a grocery store and bakery/cafeteria in one structure, and a variety store in another. A private residence and a catalog store are also found within the four block area.

The commercial center is planned for redevelopment in the near future, but will retain and expand the grocery store and provide space for additional retail establishments. This will not only serve North End residents, but also other neighborhoods within its service radius.

Bogus Basin/Hill Road Shopping Center

Although this area is on the perimeter of the neighborhood, it does serve many North End residents. The area has recently expanded its services to include a large grocery/drug store. Other services provided here include three restaurants, a ski shop, service station, grocery store, convenience store, branch bank, clothing store, and general and medical offices. The area contains two commercial zoning districts, C-1 and C-2, and is larger in size than the areas previously discussed. Residents of the North End hope this area will serve foothills residents, thus reducing automobile trips through the North End for shopping needs.

Other Commercial Uses

There are commercial uses on single lots throughout the North End study area within residential zoning districts. A number of these are classified as home occupations, some have received Conditional Use Permits, and some have been established for many years and thus have grandfather rights. Types of uses included in this category are beauty shops, tax advisors, food and product distributors, shoe repair shops, laundromats, machine shops, sign shops, general and medical offices, and a small market.

The building types housing these uses are varied, ranging from converted residences to commercial structures. For the most part, impact on adjacent residences is minimal, or the buildings have been in place for a number of years and are accepted as a part of the neighborhood. The sites in this category were rezoned in 1978 from R-2 to R-1C residential. Therefore, no additional commercial uses will be allowed as permitted uses in residential areas. The sites now used for commercial purposes retain "grandfather rights" to offer the same services indefinitely. However, changes in business type at those locations will invalidate those rights. (For example, an existing private office could not be changed to a furniture refinishing shop.) North End residents recognize that the mix of existing commercial uses adds interest and variety to the neighborhood. However, they should not be allowed to negatively impact on adjacent residential uses.

Public Facilities and Services

In general, public facilities and services in the North End study area are adequate. The following briefly outlines the existing condition of each of the facilities and services provided to North End residents, upon which recommendations are based.

Sewer System

All homes within the study area are provided sewer service by Boise City, with treatment at the Lander Street Sewage Treatment Plant. Some of the sewer lines within the neighborhood developed problems over the past few years, due to their age and root intrusions. The City's Public Works Department has recently completed a sewer line rehabilitation program in the neighborhood. Approximately 100,000 feet of sewer pipe was inspected and repaired or replaced as necessary, and manhole rehabilitation work will also be completed.

This work is being done with Community Development Block Grant funds.

Water System

Management of the water supply and distribution system serving Boise City is the responsibility of the Boise Water Corporation, a private utility company with a franchise to serve the Boise area. While the North End neighborhood has adequate water volumes and pressure for day-to-day needs, portions of the neighborhood have inadequate pressure for fire flows. Two aspects of water service are important for fire fighting: (1) volume of available water and (2) pressure, with volume being the more important. The standard used by the Boise Fire Department is a minimum of 1,000 gallons per minute at no less than 20 pounds of residual pressure. Anything less than this is generally substandard for fire fighting.

Water flow tests were made at various fire hydrants within the study area in 1977 and 1978. These test results indicated that the eastern portion of the neighborhood has substandard water flows for fire fighting. At 5th and Ada Streets, three fire hydrants were combined and only produced 715 gallons per minute. The explanation for the deficiency (and variations in flow through the rest of the study area) probably lies in the size of the pipes carrying the water. Older pipes may have encrusted materials choking the flow of water; thus, the operational size of many older 4-inch pipes is really less than 4 inches. The fire hydrant tests are a general indicator of water flow in the neighborhood around the hydrants, since the hydrants share the same distribution system as individual homes.

Drainage and Irrigation

Flood control and drainage problems in the neighborhood are presented from three sources, Hull's Gulch, Crane Creek, and internal drainage facilities. The Boise City Canal, a privately owned company, operates through the irrigation season, serving customer/members located mostly to the north and west of the plan area, though some laterals remain in the plan area. In view of domestic water supply problems which may be anticipated with continued growth adjacent to the plan area, the irrigation flow and attendant water rights are considered a valuable asset to the neighborhood.

Drainage connections between Hull's Gulch and Crane Creek constitute a potential flood hazard. A comprehensive study of this problem, completed in 1967 by the Corps of Engineers,

refers to these drainage connections as "small artificially maintained channels...completely inadequate to carry major flood flows."

In the 1950's and 60's, through community efforts headed by the Boise Ditch Safety Committee, almost all the canal and drain ditches were covered. Many of these improvements have since deteriorated and need replacement. Cruzen Ditch, parallel to Hill Road between 13th and 15th Streets is considered by area residents to be hazardous to small children.

Fire Protection Services

The Boise Fire Department currently has a Class 3 fire insurance rating, which is issued by the Insurance Service Office. The importance of the class rating standard is that insurance premiums for all types of structures are based on the City's class rating. Therefore, effective fire protection services are important from a financial viewpoint, as well as a public safety viewpoint.

Fire Station #2 at 17th and Ridenbaugh Streets serves the North End neighborhood. This station was closed in 1979 and Stations 1, 5 and 9 provided fire protection services to residents. Although fire protection services within the study area are adequate, the closing of Station #2 increased response times within the neighborhood, and also to areas in the foothills adjacent to it.

Residents of the North End are particularly concerned about this, and support development of a new station which would serve both their neighborhood and adjacent foothills development. The Boise City Fire Department has requested that no new development be approved in the foothills previously served by Fire Station #2 until this issue can be resolved. Although Station #2 has reopened, its future is subject to yearly review of the City revenue picture.

Police Protection Services

Police protection services are provided to North End residents by Boise City's Valley Division, with five police reporting districts making up the study area (Figure 3). Statistics for the study area indicate that it has one of the highest crime rates in the City. Table 1 lists crimes which occurred in the neighborhood during 1979 and 1980, by reporting district.

As indicated in Table 1, burglary, auto theft and vandalism

made up over 90% of the total number of crimes committed within the study area in both years. The number of occurrences of these types of crimes could be reduced if more residents made use of one of the three crime prevention programs offered through the Police Department.

Parks

The North End study area contains three park facilities for residents' use and enjoyment. Two of these facilities, Elm Grove and Memorial Parks, are neighborhood parks and are designed for neighborhood use. Camel's Back Park is a larger facility, and is thus termed a Community Park. Table 2 generally describes these parks, and their locations are shown on Figure 4.

In addition to these park facilities, the North End has other open space which generally creates a part of the North End's pleasant environment. Dewey Park is a small, triangular piece of land at the intersection of 15th Street and Hill Road which is under City ownership. A tot-lot, located at 11th and O'Farrell Street, provides a small pleasant open space in an otherwise developed area, and some play equipment for children. However, a vacant, deteriorating house on the same lot makes the area rather unattractive at the present time.

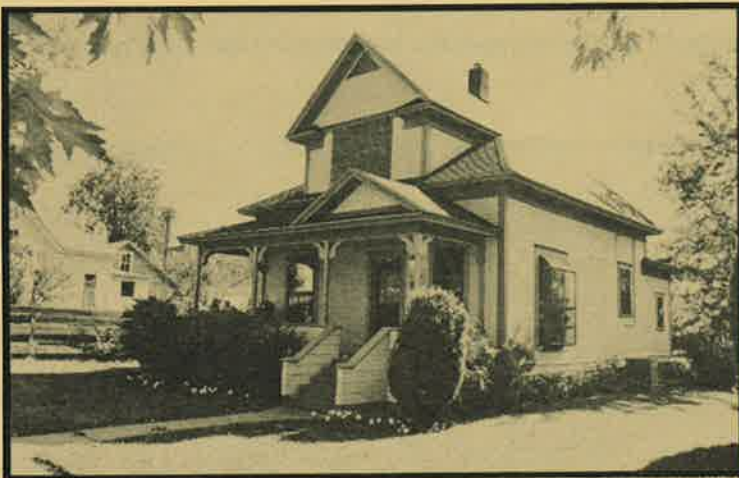
Public Schools

Elementary school age children (grades K - 6) attend Washington, Longfellow, Lowell, or Madison Elementary schools, as shown on Figure 4. North End elementary schools generally have smaller classes than in other areas of the City, and are within walking distance for most students. Students in grades 7 - 9 attend North Junior High School, also located within the study area, and senior high students attend Boise High School.

Enrollment figures are shown for the elementary schools in Table 3.

Goals of the Plan

- To develop quantifiable standards which assess the quality of life components desired by North End residents. The standards will serve as an indicator of the health of the neighborhood, and alert residents and the City Council to undesirable change.
- To prepare a neighborhood plan which will sustain and enrich the existing quality of life.
- To examine possibilities for developing neighborhood improvement programs which can be carried out by the North End Neighborhood Association (NENA) or other groups.
- To delineate implementation and review mechanisms for the neighborhood plan.





Land Use and Zoning

Goals

- To preserve the character of the North End, the housing type and mix, the placement and number of trees, the vistas and ambient environment provided by the grid street patterns.
- Determine the impact changes in adjacent areas may have on the North End;
- Examine planning tools to guide future development and land use.
- To meet the service needs of residents of the North End for commercial facilities.

Recommendations

- 1980 zoning designations for North End properties should be retained (Figure 5).
- The City should assume a permanent advisory role to aid property owners in the structural, mechanical, financial, and legal problems attendant to the replacement or improvement of existing housing stock. In this role, the City should act as an advocate in presenting and promoting the unique values of older housing units to lending

institutions, appraisers, and governmental agencies.

- In order to preserve the housing stock of the North End, conversions of residences to office and commercial uses should be limited within residential zoning districts.
- In order to retain the socio-economic mix of neighborhood residents, low, moderate and upper income housing should continue to be available.
- A liaison will be designated from the North End neighborhood to review design review applications and make recommendations to the Design Review Committee.
- North End residents feel additional emphasis should be placed on the following items during Conditional Use or Design Review application review by City staff.
 - The proposed use or design of the property should reflect the character of the adjacent neighborhood and be compatible with it;
 - Commercial development should be required to provide amenities to reduce traffic impacts and create a balanced pedestrian/vehicle mix. Easy pedestrian and bicycle access should be facilitated whenever possible.
 - All trash collection and delivery areas should be screened from view and located where the noise and odor associated with them will not negatively impact adjacent residences.
 - Lighting used by commercial establishments should not be allowed to negatively impact adjacent residences. Lighting for parking areas should be designed to shine only within the site area.
 - Signs should not negatively impact adjacent residential areas, and should not be lighted when they are located within residential zoning districts.
- New construction on existing vacant lots or by replacement of substandard structures should reflect the unique, historic character of the neighborhood.

Historical Preservation/Conservation

- Historic preservation of the area, especially the residential sections, is encouraged. Preservation of the characteristics unique to the area (ornate exterior wood-

work, tree-lined sidewalks, one/two story homes, front porches, dormers, use of brick and stone foundations) should be a high priority. The unique character of the neighborhood should be maintained, including architectural style, siting on the lots, orientation of the units and landscaping characteristics. Therefore, the establishment of an Urban Conservation Area designation for the North End, in accordance with policies delineated in the Boise City Historic Preservation Plan, is recommended.

- The North End neighborhood supports the designation of portions of Harrison Boulevard as an Historic District.

Commercial Area

Hyde Park

- Business activities providing neighborhood services are encouraged to locate within this area. Those which would draw non-neighborhood traffic are discouraged. The inclusion of a theater, restaurant or other activity which would expand Hyde Park's use hours beyond 9:00 to 5:00 is supported. Also, public services such as water, gas and electric billing and information and other pertinent governmental functions, and other services are encouraged to locate within the area to reduce the need for automobile trips outside the North End.
- A tot-lot or mini-park is encouraged within the commercial area to promote interaction between retail establishments and North End residents. Outdoor landscaping and appropriate street furniture should be added to create a pleasant atmosphere. Extreme care should be taken to create open spaces, and not overbuild on vacant land.
- Designs for the rehabilitation of Hyde Park should encourage pedestrian use and management of parking areas to alleviate filtering of commercial parking into adjacent residential areas. Streets could also be narrowed for more sidewalk store frontage to provide space for small sidewalk cafes, or other similar attractions. 13th Street could be closed on certain weekends for a "Saturday Market" for craftsmen, neighborhood organizations and entertainment, to encourage neighborhood continuity, interaction and diversity of goals and services. A permanent speakers platform and stage for the free exchange of ideas could also be built in this area.

- Existing structures should be rehabilitated in such a manner that an historic atmosphere is created within the commercial area. New construction and redevelopment efforts should recognize the older character and scale of Hyde Park and complement it.
- The North End Planning Committee supports the designation of Hyde Park as an Historic District.
- The formation of Local Improvement Districts are encouraged to pave alleys.
- A common theme for signing and lighting is encouraged for the Hyde Park area.
- Drive-up facilities should be prohibited within the Hyde Park area.
- Transit stops within the area should be retained and the possibility of using Hyde Park as a transfer point for transit routes serving the neighborhood should be studied. A sheltered transit stop should be provided for passengers within the Hyde Park area.

M & W Market Center

- Pedestrian access to the center is encouraged. Walkways from the adjacent neighborhood and within the site should be better delineated.
- The site is currently on a transit route. This route should be retained and a sheltered transit stop should be provided for passengers on the site.
- A common, screened trash collection area for this commercial center should be developed.
- Drive-up facilities should not be allowed to locate in this commercial area.
- Further conversions of residences on 8th and Union Streets to commercial or office uses should not be allowed to preserve the residential area around the center.
- Baird's Dry Cleaners is encouraged to restore the exterior of their building to reflect its original character. Investigation should be done by the Historic Preservation Commission to determine if an application can be made under historic preservation designation regulations to obtain funding for portions of the restoration.

Albertson's Center

- No curb cuts should be allowed from the center's parking lot onto Franklin Street to reduce auto impacts on adjacent residential streets.
- A sheltered transit stop should be provided on the site. This stop should tie in with bus routes serving neighborhoods adjacent to the center, including the North End.
- Pedestrian and bicycle access is encouraged both from off-site and within the center. Interior circulation should be designed so that people will walk between different parts of the project rather than driving. A part of the site could be developed with a tot-lot, mini-park or similar landscaped public space. This could be done in conjunction with the transit stop.
- The exterior edge of the development should be designed to limit the perceived scale of the project. A variety of setbacks, heights, berming and landscaping should be done to provide a buffer between the commercial area and adjacent residences.
- The building should be built in groups with open space between to eliminate long expanses of wall area.
- Drive-up facilities are discouraged north of Washington Street.
- The architectural character of the buildings should reflect the character and history of the adjacent neighborhood. The selection of materials, textures, colors, and the way in which they are used should blend with the area, not contrast.

Public Facilities and Services

Goals

- To maintain tax supported services provided to North End residents at current levels or improved as required.
- If additional development occurs in areas adjacent to the North End, public facilities and services within the North End should not be negatively impacted.

Recommendations

Stormwater Drainage System

- Due to poor drainage in certain areas of the neighborhood flooding occurs periodically. The City should formulate a maintenance schedule for the existing stormwater drainage system, and should investigate making improvements to the overall system within the area.
- Neighborhood residents and the Boise Ditch Safety Committee should work with appropriate public and private agencies to remove hazardous conditions of drainage and irrigation facilities.

Water Service

- Residual water pressure should not drop below 1000 gallons per minute at twenty pounds of pressure. Rehabilitation of older pipes is supported, especially in areas where residual water pressure is below the recommended standard for fire protection purposes.
- Residents of the North End feel that the neighborhood should be considered as a high priority area for the rehabilitation of substandard water lines.

Police Protection

- Recognizing that the North End has the highest crime rate in the City, residents should participate in one of the Crime Prevention Programs offered through the Boise Police Department.
- The North End neighborhood should have a high priority for increased police patrols.
- The School Resource Officer program is supported and should be continued in North End schools.

Fire Protection

- A residential fire inspection program, with neighborhood inspectors trained by the Boise Fire Department, should be established.

- The fire inspection program for existing commercial properties should be reestablished.
- The North End Planning Committee supports the reopening of a fire station to serve those areas outside the one and one-half mile radius from existing fire stations.

Street Lighting

- In 1980, the City standard of a street light placed every 600 feet was exceeded in the North End. The placement and maintenance of street lights should not fall below the City standard. Lowering the height of light poles should also be investigated to benefit pedestrians, cyclists and homeowners.

Parks

- Accessibility to parks should continue to meet the City standards for the study area. If portions of the area do not meet City standards, consideration should be given to acquisition of open space, based on the availability of public and private funds.
- The North End Planning Committee suggests exploring alternatives for park maintenance by residents and users.
- Dewey Park should continue as open space. However, if the City considers selling it, adjacent property owners should be given first option of purchasing the property for a common open space.
- If any park land or open space area within the North End is sold, the proceeds received should be used in remaining North End park areas to supplement these recreation areas.
- The O'Farrell tot-lot should be retained. The vacant structure on the lot should be removed and any safety hazards corrected.

Public Schools

- The majority of elementary school children should be within walking distance of their school (one-half mile).
- The School Resource Officer Program in North End Schools should be retained.

Geothermal Use

- As geothermal resources become available for residential and commercial use from sources located within or adjacent to the North End, use in North End residences should receive high priority.

Meeting the Needs of Lower Income Families

Goal

- To meet the special human service needs of the North End.

Recommendations

- An outpatient clinic and community center should be located in the North End. Federal dollars or private funds could be used to implement the project. Lead responsibility could be with El-Ada, the Salvation Army or the Boise Council on Aging.
- Available programs and resources aimed at lower income families should be better publicized in the North End.
- A housing counseling program, started in December 1979 designed to serve landlords and tenants, should be continued.
- The magistrate referral service which helps lower-income families and senior citizens should be continued.
- The NEPC encourages senior citizens in the North End to use the services of Retirement Jobs of Idaho.
- Senior programs and services should be encouraged to target outreach programs in the North End.
- The NEPC supports the Hyde Park Neighbors' Skill Exchange Program to encourage interaction between residents of the neighborhood.
- Human service programs should be periodically assessed to ensure they are meeting the needs of North End residents.

Historical Subdivision Development & Streetcar lines within the North End



Figure 2
Study Area Boundaries

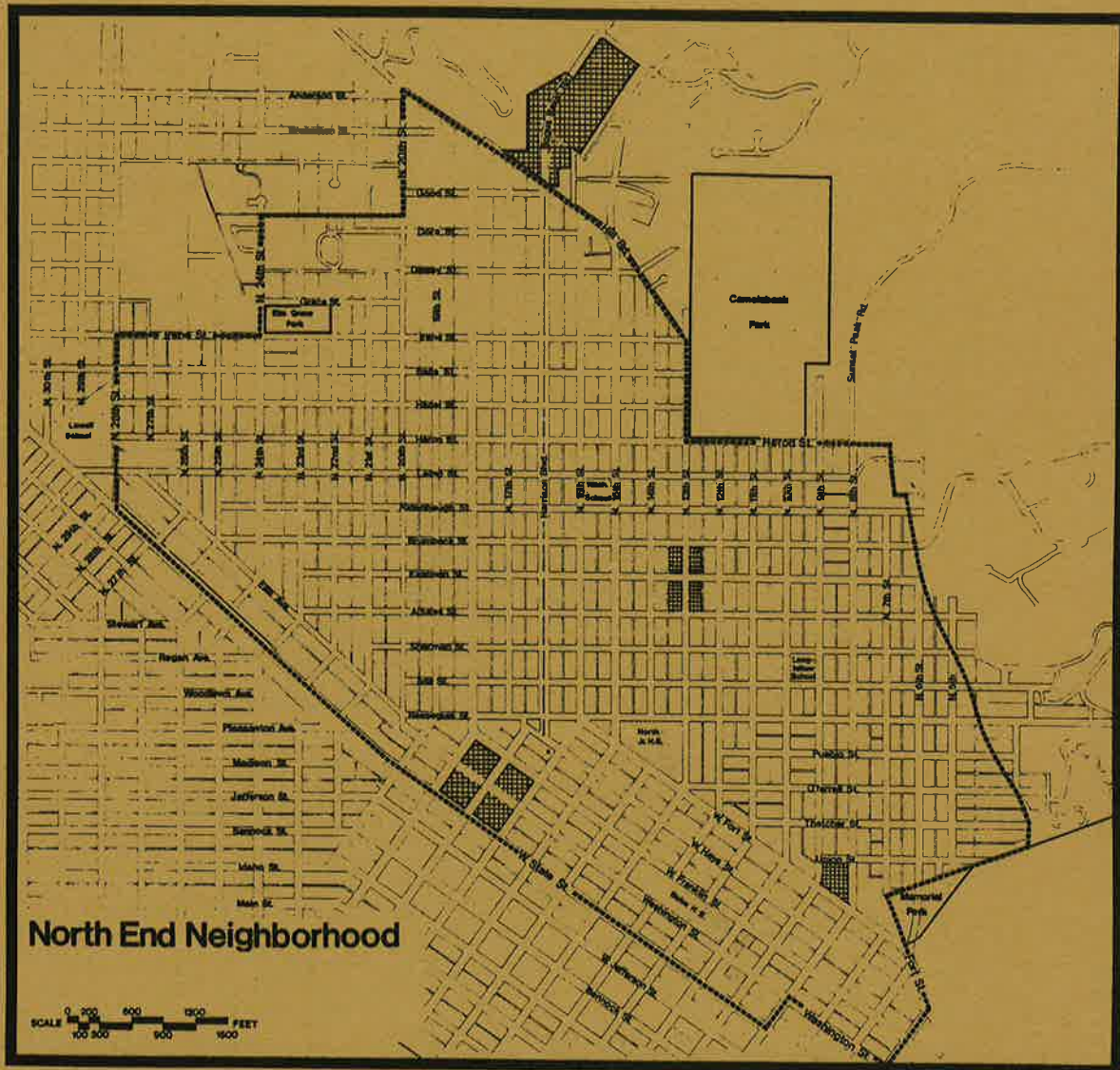


Figure 3
Police Reporting Districts

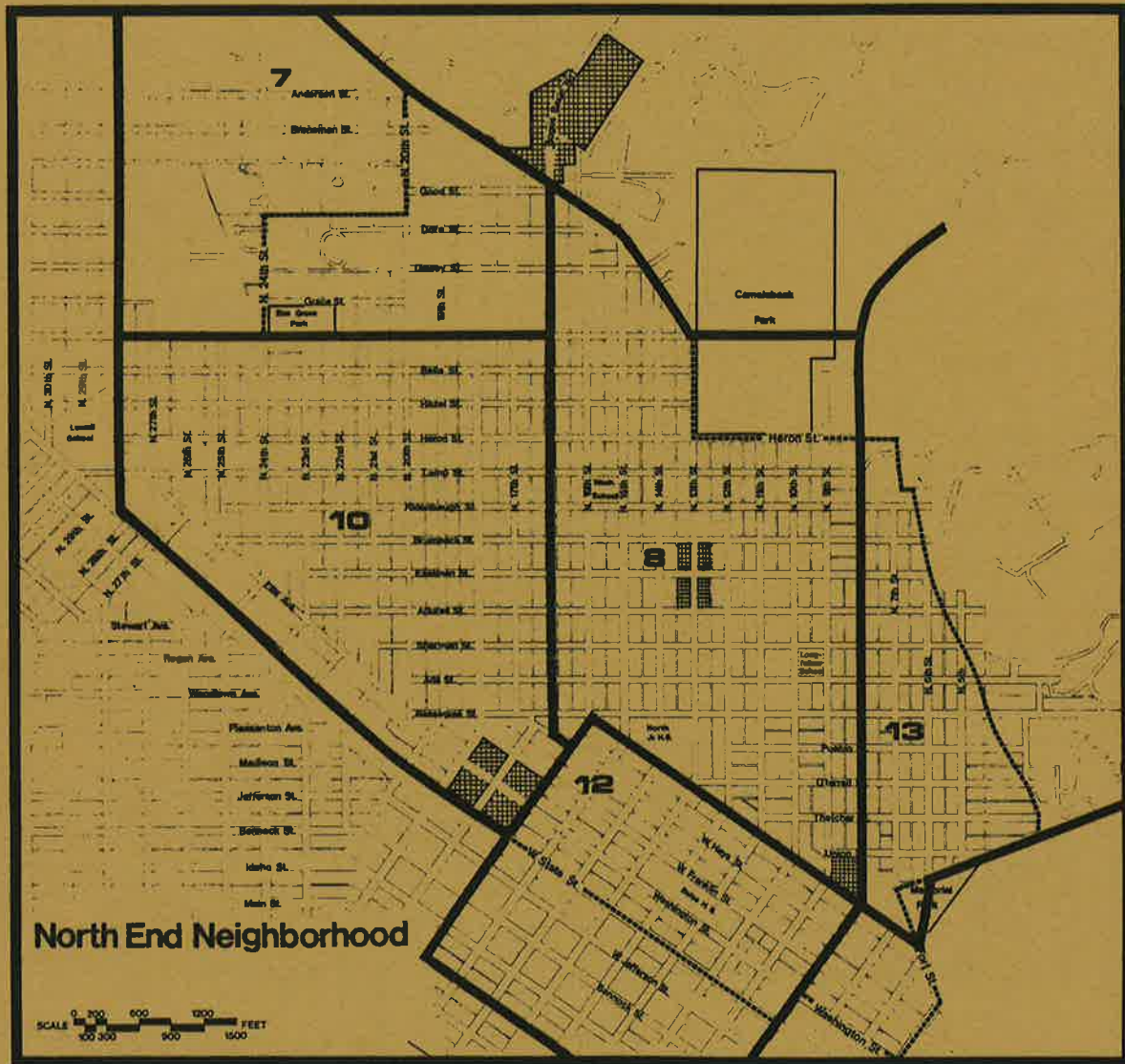


Figure 4
School & Park Locations

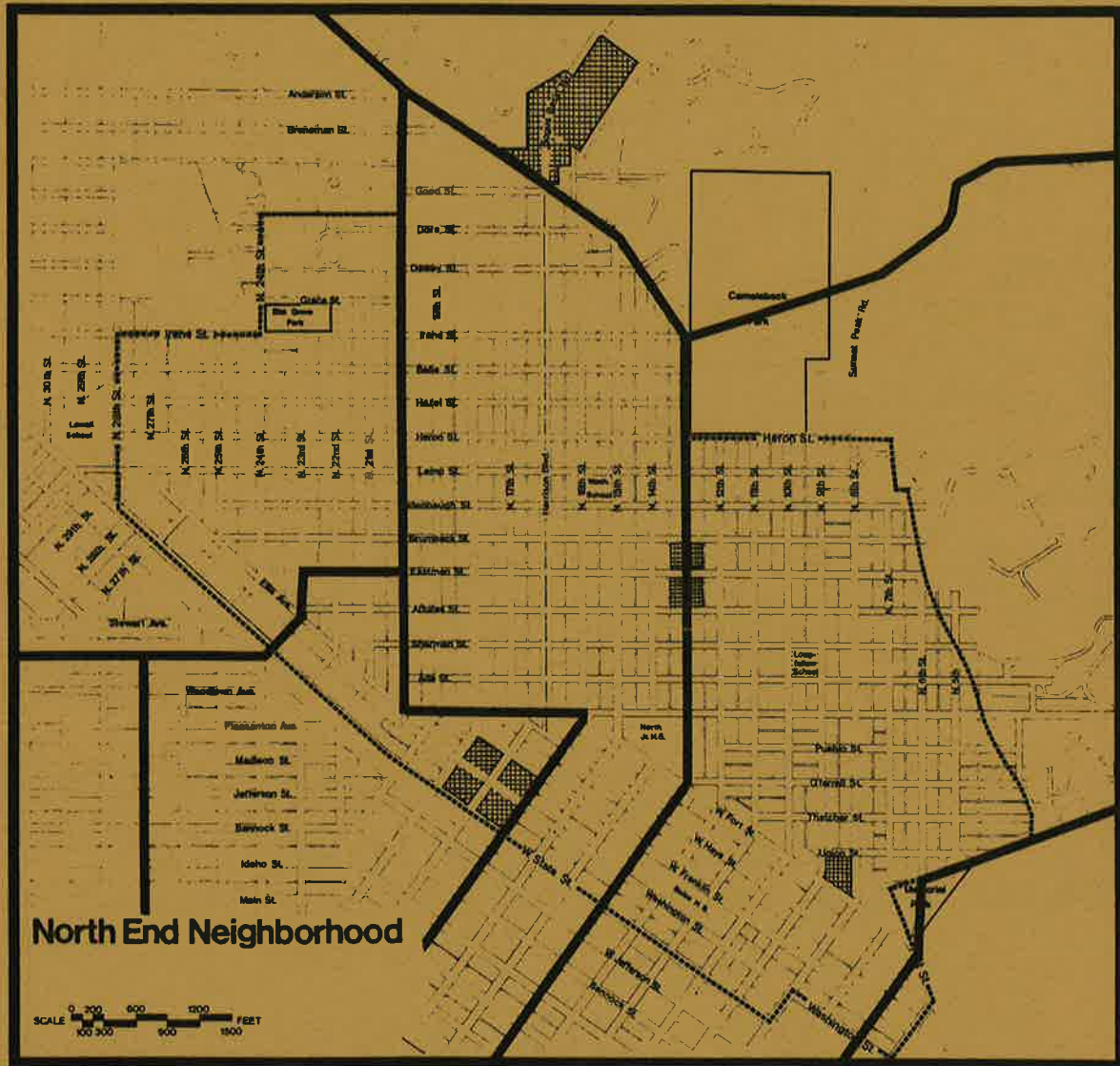


Figure 5
Recommended North End Zoning

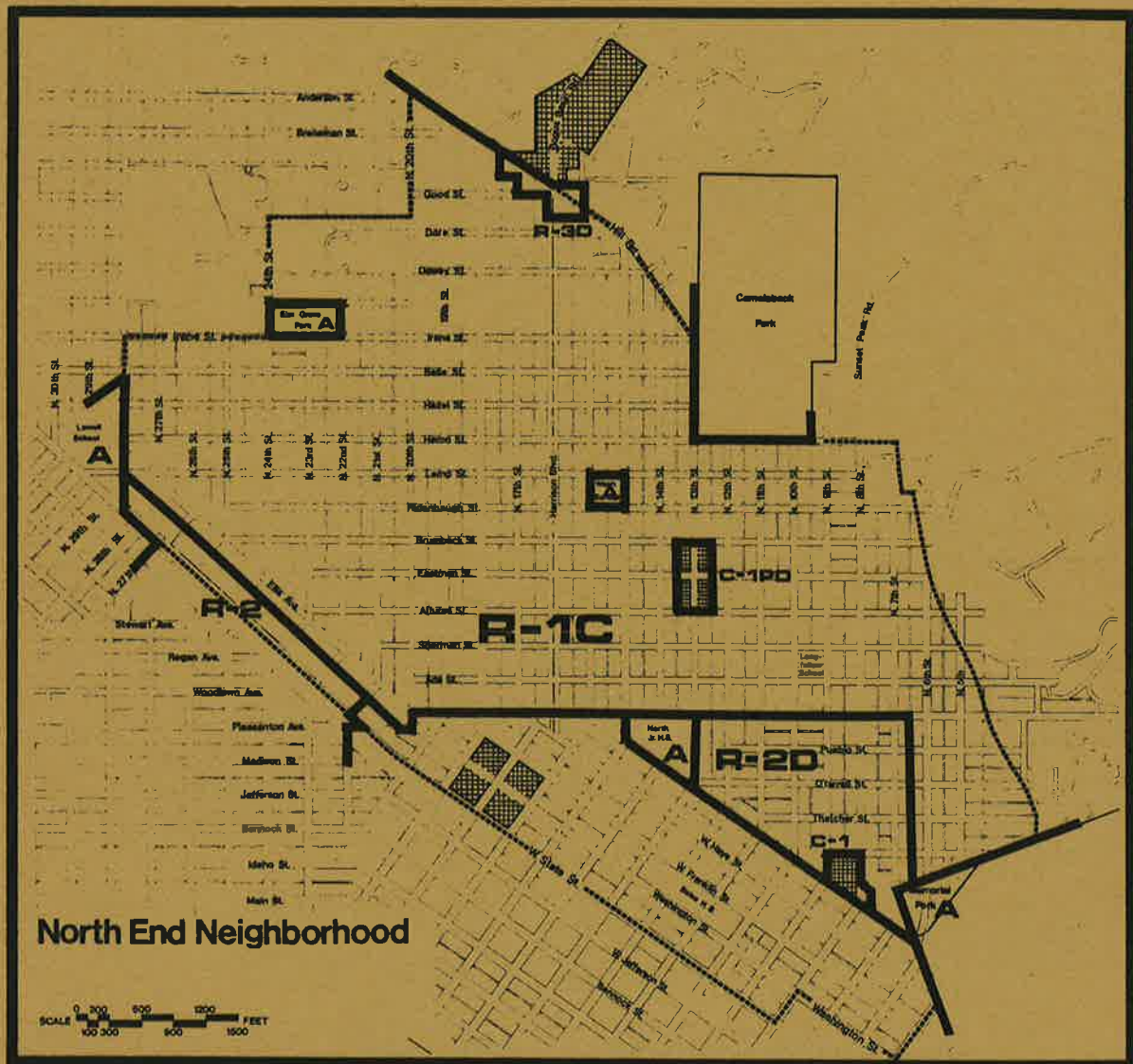


Table 1**Crimes Reported in the North End 1979-80**

CRIME	REPORTING DISTRICT											
	#7		#8		#10		#12*		#13		Totals	
	79	80	79	80	79	80	79	80	79	80	79	80
Rape/Attempted Rape	0	0	2	4	1	1	0	10	3	0	6	15
Burglary-Forced Used	14	10	48	46	26	48	66	64	31	30	185	198
-Unlawful Entry	13	6	25	27	35	24	29	47	13	14	115	118
-Attempted	1	1	10	3	2	6	5	6	3	3	21	19
Auto Theft-Auto	0	5	14	13	11	10	29	28	12	5	67	61
-Truck	0	0	3	2	0	3	1	0	0	0	4	5
-Other	2	1	2	2	2	4	2	3	1	0	4	10
Arson	1	1	5	2	1	1	1	1	0	0	8	5
Vandalism	22	15	55	58	41	46	109	115	27	15	254	249
Sex Offenses	2	0	5	16	10	3	8	8	1	2	26	29
TOTALS	55	39	172	173	129	146	250	282	91	69	617	709

*reporting district includes central business district

Table 2**North End Park Facilities**

Park Name & Location	Size & Type of Park	Population Served and Service Radius	Facilities provided
Elm Grove Park 23rd & Irene Streets	3.8 ac- res - Neigh- borhood Park	2,000 to 8,000 peo- ple, $\frac{1}{4}$ to $\frac{1}{2}$ mile	ball fields, paved court areas, picnic areas, ten- nis courts, play equip- ment
Memorial Park 6th & Fort Streets	5.5 ac- res - Neigh- borhood Park	2,000 to 8,000 peo- ple, $\frac{1}{4}$ to $\frac{1}{2}$ mile	multiple sports field, picnic areas, play equip- ment, supervised summer recreation
Camel's Back Park Heron & 13th Streets	68 ac- res - Commun- ity Park	10,000 to 25,000 peo- ple, $\frac{1}{2}$ to 1 mile	ball fields, hiking trails, multiple sports fields, paved court areas, tennis courts, play equipment, archery range

Table 3**North End School Capacities — November 1980**

<u>SCHOOL</u>	<u>ENROLLMENT</u>	<u>CAPACITY</u>
Longfellow Elementary	264	400
Lowell Elementary	295	624
Madison Elementary	107	176
Washington Elementary	268	392



Transportation Plan



Introduction

The North End traffic plan is a conceptual effort by the people of the North End of Boise to deal with one of the major problems confronting our neighborhood and every other urban neighborhood in the country.

Our goal is not to isolate the neighborhood, but to deal with the needs of the City and the current lifestyle of its residents in a manner that will preserve and expand the positive qualities of the area. The North End has occupied a unique place in Boise's history. It was the first growth area between the State Capitol and the foothills and boasts a variety of housing types and styles, mature trees, large yards, and a street system set in a grid of uniform dimension, all of which reflect the area's history.

Neighborhood preservation has not always been of concern to growing cities. Today, however, many cities throughout the country are spending huge sums of tax dollars to rejuvenate or maintain their urban neighborhoods. With long range planning we have the opportunity to protect a high quality living area close to the central business district using only a minimal amount of tax dollars.

The traffic problem is defined in two major sections, internal traffic and external, or through, traffic. Residents of the North End must be able to circulate within the area to its parks, schools, businesses and churches, and to move outside the area to other parts of the city for work, shopping and entertainment. It is the responsibility of the North End to accomodate the traffic generated by its residents. North End streets are also pressured by traffic to and from growth areas beyond the neighborhood moving through the area to get somewhere else.

This through traffic is the most difficult portion of the overall traffic problem. Growth provides economic benefits for us all, but not without its costs. A good job and solid income may become secondary considerations when noise from traffic invades the privacy of the home and when children cannot play outdoors when auto traffic threatens their safety.

This plan represents a departure from prior short term or "band-aid" traffic planning by trying to provide a conceptual solution to neighborhood traffic problems for the turn of the century as well as means of coping with traffic until the concept becomes a reality. The permitted or desired level of growth north of Boise must reflect both the direct costs incurred by the City to provide services and the indirect costs of impacts on established neighborhoods. Residen-

tial streets must be protected from the impacts of additional traffic in order to avoid the "strip commercial syndrome" which has afflicted the City in the past.

As shown in this plan, Concept "C" provides a means by which growth in the foothills can be provided with the necessary traffic arterials while sparing the existing community from the impact of additional traffic. It would provide a new major arterial in the east linking the foothills with the central business district by means of a parkway, and another in the west, linking Stewart Gulch and a proposed new river crossing. Concept "C" is not an attempt to push the traffic problems onto other neighborhoods, but it is a realistic response to the desire of developers to build in the foothills, the topography of available land, and the existing community.

The cost of Concept "C" would have to be determined through additional study. The cost of any system and who is to bear it is always of concern, and this is no exception. One possibility would be for the development interests of Boise and the local governments to select and accept a particular location for the arterials and to begin joint development on those roadways. The developers could acquire the necessary property as it becomes available on the market. Meanwhile, the various governments could implement traffic planning and land use policies in order to adjust the regional system to accept the new routes when they are built. When the new routes are needed, the remaining land could be acquired through purchase or condemnation. By phasing the acquisition of the route over an extended period, extreme initial costs could be avoided.

When the amount of growth requires that the arterials be developed, federal and/or state highway tax dollars could be used to help offset the cost of the road construction. The route and land would then be turned over to the appropriate governmental agency. Working together, local governments and developers can provide a plan and a method of growth which will benefit us all.

Until the implementation of Concept "C", a means of coping with through traffic is needed, and needed soon. In particular, traffic along Hill Road, which currently deposits through traffic at the northern end of the Harrison Boulevard corridor, should be diverted at a number of points to the west. This traffic should be routed as early as possible to State Street, the designated arterial. By diverting at a number of locations, no single street should be severely impacted. This would remove an estimated 4500 to 5000 vehicles per day from the Harrison corridor, significantly reducing the congestion in that area.

We hope that these recommendations and this report will be accepted by the appropriate local agencies, in particular, the Ada County Highway District and the City of Boise, for their implementation as soon as physically and economically possible.

Glossary

The following definitions apply only to words and phrases as they are used within this plan.

- Alternative A - the concentration of through traffic on designated streets within the neighborhood. (See Figure 22)
- Alternative B - the dispersion of through traffic to more neighborhood streets. (See Figure 22)
- Alternative C - the diversion of through traffic to new streets outside the neighborhood. (See Figure 22)
- Alternative D - the limitation of foothill development to prevent or reduce the growth of more through traffic.
- Average Daily Traffic (ADT) - the number of vehicles passing a single location over a 24 hour period.
- Downtown Circulation Plan - the identification and functional description of existing and proposed collectors and arterials in the City Center as approved by the Ada Planning Association and the Ada County Highway District.
- License Agreement - legal authority granted by the Ada County Highway District whereby dedicated public right-of-way can be closed to vehicular traffic and improved for non-vehicular uses for an identified period of time.
- Local Collector - a neighborhood street designated to carry only locally generated traffic to and from a through collector or arterial.
- Park and Ride Transit - a system of parking lots designated as bus transfer points whereby motorists can drive to a local parking area and board a bus for crosstown travel.
- Parkway - a limited access traffic corridor with landscaped median and roadside buffers. (See Figure 8)
- Signalization - the installation of automated traffic control devices at intersections.
- Signing - the installation of traffic control signs.
- Through Collector - a neighborhood street designated to carry through traffic as well as traffic generated within a neighborhood.
- Through Traffic - traffic generated outside an identified neighborhood that crosses through the neighborhood to its destination (as opposed to traffic generated within the neighborhood).

Summary of Principal Findings

The study identified and analyzed a number of significant traffic problems in the neighborhood and came to some specific conclusions about the causes of these problems and the needs and requirements for their solution. This part of the report summarizes the principal findings of the study with regard to problems and conclusions.

Traffic Too Heavy on Neighborhood Street

There are no established criteria for evaluating neighborhood traffic impacts that are comparable to the criteria for traffic capacity and levels of service used by traffic engineers to evaluate traffic operations. The level of service criteria are for speed and ease of traffic flow, and do not address directly the other factors which are felt by residents of the neighborhood as impacts on their home environment, and would affect their decisions to remain or move away. It is difficult to establish such criteria because they depend on feelings and attitudes which can vary considerably, depending on the individual's age, health, education, family situation, and previous experiences. However, there have been studies of neighborhood experience with traffic which reported some of the principal factors to consider in evaluating traffic impacts on neighborhoods.

A study done in San Francisco entitled Liveable Urban Streets concluded that through traffic was a principal cause of undesirable traffic impacts on neighborhood streets. Other hypotheses drawn from the study results were that heavy traffic is associated with

- more renters, fewer owner-occupants and fewer families with children;
- much less social interaction and street activity, while a street with little traffic and many families promoted a rich social climate and a strong sense of community; and
- a withdrawal from the physical environment, while residents of a low traffic street show an acute, critical and appreciative awareness of, and care for, the physical environment.

A later and more extensive survey of neighborhood streets in San Francisco classified the streets by traffic volume as follows:

Light Streets	0 to 2,000 vehicles per day
Medium Streets	2,000 to 10,000 vehicles per day
Heavy Streets	10,000 to 20,000 vehicles per day
Very Heavy Streets	Over 20,000 vehicles per day

It would seem, therefore, that traffic volumes higher than about 2,000 vehicles per day begin to exert a negative impact on the quality and livability of a residential street, especially if there is a significant proportion of through traffic.

Through Traffic

The growth of through traffic is the primary cause of increasing traffic volumes on the North End Neighborhood streets. In addition, through traffic has a different characteristic from traffic generated within the neighborhood by neighborhood residents. It is logical that the through driver sees the neighborhood streets differently from a driver who lives there. The through driver uses the street as a means to go somewhere else. He is probably not familiar with the other ways in which the street is used, and does not know any of the people who live there. His principal interest would be to drive through the neighborhood as quickly as possible. Through traffic makes up about half the traffic in the North End Neighborhood.

It was concluded that through traffic poses the greatest threat to the North End Neighborhood, and that the problem will grow worse as development continues in the foothills to the north, and to the west, unless positive means are developed to carry the generated traffic around the North End Neighborhood.

Increased traffic, with its noise, congestion and threat to safety, causes streets to become less liveable and the neighborhood quality to decline. Heavy traffic volumes can make the street a barrier, and cut off social interaction and street activity by residents of the neighborhood. When this condition occurs, neighborhood identity is lowered and residents withdraw from the outside environment. The decline of residential quality can then be expected to lead to fewer families with children, fewer owner occupants, and more temporary renters.

It is concluded that the impacts of through traffic are felt now in the North End Neighborhood, and that a continued increase of through traffic will mean the eventual loss of the neighborhood in its present form.

Foothills Development

It is apparent that through traffic poses a serious threat to the North End Neighborhood, and development in the foothills is and will be in the future the principal cause of the through traffic. Population in the foothills areas of Halls, Stuart and Crane Gulches is approximately 4,600 residents now, but is projected to double by the year 2000. Developers who are interested in the foothills hope for even more growth, and the land is apparently capable of accommodating it.

Current concern is focused on Halls Gulch where the City of Boise was recently requested to allow the construction of 1,250 dwelling units. The City approved construction of 650 units with the provision that the impact of development on North End streets be monitored before additional new units are approved. Development in Halls Gulch most severely affects 8th and 9th Streets.

North End residents are also concerned about additional development in Stuarts Gulch and Crane Creek Gulch, which would add to the amount of traffic entering their neighborhood along Cartwright, Bogus Basin and Hill Roads.

Foothills development has been occurring on a piecemeal basis with traffic increasing gradually from time to time. Currently, no specific limit or effective plan for foothills development has been adopted. Although a Foothills Ordinance, which speaks to a site's development and yearly monitoring of traffic, has been adopted, there are no policies for dealing with added traffic, nor specific methods to reduce the impacts of traffic on North End Neighborhood streets.

The neighborhood cannot accept the continued increase of through traffic, and should pursue a course of action that will cause the City either to permanently stop further development in the foothills, or establish a specific and workable plan for keeping through traffic out of the North End Neighborhood.

The consultants' study indicated that it would be physically feasible to build new access routes to the foothills that would carry traffic around the North End Neighborhood. The development of these routes would require new roadway construction and would be costly. Continued development in the foothills would also require investments in the development of other urban services, and would tend to draw development from other areas of the city and county where the investments in services have already been made. These and other impacts of continued foothills development would have to be estimated and weighed before it could be determined whether foothills development is in the best interests of the whole community represented by the City and the County.

Near North End

The Near North End has, in the past, provided a buffer between downtown and the North End Neighborhood. It has also provided significant resources for the North End Neighborhood in the form of its educational, religious and recreational facilities, and its housing; but the Near North End is now also threatened by through traffic and development growth. As a result of downtown expansion, the demand for parking space has increased in the Near North End; residential land has been converted to commercial uses; and through traffic has become heavier. There is a need to protect the Near North End from further deterioration, and, specifically, to reduce the impact of through traffic.

Fort Street Intersections

There are problems of traffic circulation and safety at some intersections in the North End Neighborhood caused by the different orientation of street grids on the north and south sides of Fort Street. These problems are also affected by the transition from two-way traffic in the neighborhood to one-way operation on the streets in downtown.

Some modifications have already been made to the intersection of 13th and Fort, but additional improvements are needed at 8th and Union, 9th and Union, 16th and Fort, and Harrison and Hays.

Hill Road Intersections

Hill Road crosses the streets of the North End Neighborhood grid system on a diagonal, which creates an awkward, five-point intersection at Harrison Boulevard, and a difficult pedestrian crossing at the intersection of Sunset Avenue, 21st Street and Hill Road.

State Street Access

The improvement of State Street as an arterial route for through traffic created some circulation problems for residents on the west side of the North End Neighborhood. When State Street was widened, the north-south streets of the neighborhood, from 23rd to 25th Street, were intercepted by a frontage road running parallel to State Street but separated from it by a curbed divider. The separation prevents hazardous crossings of State Street, but it also limits neighborhood access and safe pedestrian crossings, and it has significantly

increased auto and truck traffic on North 26th Street. There is a need to improve neighborhood access to State Street in this area.

Parking for High School, Churches and YMCA

Student parking has taken over much of the on-street parking space in the Boise High School area, reaching as far north as Fort Street. This area also contains a large number of churches and the YMCA, all of which must compete with residents of the area for a minimal number of parking spaces. In some cases, the churches are proposing to remove houses in the neighborhood in order to gain additional off-street parking. There is a need for more parking spaces and a better way of controlling their use.

Hyde Park Commercial Area

The Hyde Park commercial area has limited parking, and the residents of the area do not want to suffer the impacts of additional traffic and parked cars. There is a need for more parking spaces conveniently placed for shopping, and for better transit service to the Hyde Park area.

Transit Service

Buses currently do not serve the foothills, and there is no routing of buses in an east-west direction to provide service between points within the North End Neighborhood. Improvement of bus routing and better frequency of service could help to support activities within the neighborhood, and reduce the volume of through and circulating traffic.

Winter Traffic

In winter, the traffic problems of the neighborhood are intensified by recreational through traffic to the Bogus Basin ski area. Although there is limited parking available at the ski area, and some bus service is offered, this seasonal traffic problem continues to grow worse, and it causes traffic increases on Harrison Boulevard, and on Fort, Hays and 15th Streets. The problem could probably be relieved by improved bus service to the ski area combined with restrictions on vehicle access and parking at Bogus Basin.

Bicycle Routes

A system of safe, continuous, and well-defined bicycle routes is needed within the neighborhood. The system should extend south into the city center so that neighborhood residents employed in downtown will have the option of riding to work on bicycles.

Speeding

Vehicles traveling on neighborhood streets at excessive speeds threaten pedestrians, especially children and the elderly. The hazard is increased by sight distance restrictions and by crossing and turning movements at intersections. Speeding problem locations should be identified and a program of improvements started to overcome this problem.



Recommendations

Through Traffic

The Committee recommends that Boise City enter into an agreement with potential foothills developers to share the costs of a study to develop a viable foothills growth policy and to implement Alternative C or a similar system of traffic diversion. This study should be performed in conjunction with all applicable agencies and property owners; be subject to public hearing; and should investigate costs associated with the construction and maintenance of all necessary services that substantial foothill development implies. Such services should include but not be limited to schools, sewer, water, drainage/flood control, geological concerns, and transportation services. The Committee finds Alternatives A and B unacceptable due to the negative impacts of increased through traffic on already impacted streets in the built community. Alternative C prevents additional through traffic while allowing foothill development to occur. (See Figure 6)

Subject to the adoption of a foothill growth policy statement and traffic diversion system, the Committee recommends no further platting of lots be permitted. If Alternative C, or a similar system of traffic diversion, does not prove to be feasible, the Committee recommends that further foothill development be limited to those lots platted as of December 31, 1980.

A new corridor connecting Stuart Gulch with State Street, parallel to 36th Street and utilizing as much open space as possible, is recommended. This corridor should align with a new Boise River crossing as recommended in the Veterans Park Neighborhood Plan. (See Figure 7)

The design of the connector streets between the foothills and major arterials in the City (i.e. State Street on the west and Avenue B on the east to the State-Jefferson couplet on the south) should be in the form of parkways with limited access. Examples of parkway options are shown in Figure 8.

The Committee supports the immediate diversion of through traffic from Hill Road west of Harrison Boulevard by simultaneously diverting it to State Street via Gary Lane, Pierce Park Lane, Collister, 36th Street, and 28th Street.

The Planning Committee supports the installation of a river crossing between State Street and Chinden Boulevard in the vicinity of Lander Street or Stilson Road acceptable to residents of the area. It is further recommended that the river crossing be given top priority in implementation of the regional traffic improvement program.

Eighteenth Street should be signed for one-way, northbound traffic between Hill Road and Good Street to reduce through traffic volumes, if and when signalization occurs at 18th and State. (See Figure 9)

The Committee recommends that 15th Street be used primarily as a "local collector" of North End traffic and that through traffic on 15th Street be limited to prevent conflict with Washington Elementary School activities and to reduce through traffic on Fort and Hays Streets. Fifteenth Street should be signed one-way northbound between Dewey Street and Hill Road; and Hill Road should be signed one-way westbound between 15th Street and Harrison Boulevard as shown in Figure 9.

The Committee supports the Downtown Circulation Plan's designation of the State-Jefferson couplet as the primary east/west traffic corridor in the area and recommends that this facility should be designed to substantially reduce through traffic on Fort and Hays Streets.

Internal Circulation

Collector streets to service the internal circulation needs of North End residents should be designated as delineated in Figure 10.

Thirteenth Street should be designated as an internal collector street through the North End.

The Planning Committee recommends that Hays Street be closed between Harrison Boulevard and 17th Street, as illustrated on Figure 11, and the land area used for open space expansion.

The North End Planning Committee recommends the closure of Fort Street, east of 16th Street, to alleviate the dangerous five-way intersection at 16th, Fort and Resseguie Streets. A cul-de-sac should be constructed on Fort to allow access for residents, as shown on Figure 11.

The Planning Committee requests that the Ada County Highway District grant a license agreement to the Boise Independent School District allowing Ada Street to be used as a playground area for Longfellow Elementary School (See Figure 12).

Pedestrian activated signals should be installed on Ada Street at 8th and 9th Streets to protect the safety of students attending Longfellow Elementary School.

Stop signs should be removed from side streets on 26th to discourage its use as an internal collector street except as necessary for the safe control of traffic, i.e. Irene and Ellis Streets.

The North End Planning Committee recommends that no north/south through street be developed in the area between North 18th Street and North 26th Street at this time. Additionally the Committee recommends that no through street be developed in this vicinity which extends north of Irene Street to connect to Hill Road.

The North End Planning Committee supports the "campus concept" for the Boise High School area, illustrated in Figure 13. A parking management plan for the high school, the YMCA and nearby churches should be developed with residents of the area involved, and a residential parking permit program should be investigated for the adjacent area.

Alternative Modes

An extensive citywide system of park and ride transit access to Bogus Basin is supported.

Boise Urban Stages should investigate implementing transit streets delineated in Figure 14 with expansion of routes into the foothills and areas west of 28th Street.

The Committee supports the Boise City goals of achieving 20% transit ridership for work trips by 1990 and 20% ridership for total trips by the year 2000.

The Committee endorses the Boise Metro Area Bikeway System as recently adopted with the addition of an extension of the 11th Street bikeway north through the Boise High School campus

to Resseguie Street. (See Figure 15.)

All revisions to intersections and diversion of traffic should be designed with due consideration for non-vehicular traffic.

Traffic Plan Analysis

Existing Traffic Conditions

Most of the traffic generated in Hulls Gulch and Crane Creek Gulch goes south to downtown and to other parts of Boise by passing through the North End Neighborhood.

Traffic from Hulls Gulch uses 8th and 9th Streets. About 90 percent of the traffic from Crane Creek Gulch uses 15th Street and Harrison Boulevard and, to a lesser extent, 13th Street. About 10 percent of the Crane Creek traffic uses 28th Street.

Stuart Gulch traffic is also distributed to North End streets - about 45 percent of it to 36th Street, 20 percent to 28th Street, and 35 percent to Harrison Boulevard. See Figure 16 for additional trip generation information.

In addition, the North River area west of Collister drive has been designated as a high priority growth area by the City. Because Hill Road is one of two east-west arterials serving this area it is likely that the North End will experience additional pressure from traffic wishing to enter the downtown core area from this route. This increase would most likely affect Harrison Boulevard, 15th and 13th Streets.

The available traffic counts for North End streets indicate current daily traffic volumes for various dates and locations throughout the neighborhood, but they do not agree in some locations, and it is not clear which counts are more correct. At some other locations, no counts are available. Therefore, it was necessary to estimate what the current volumes are. The estimates of daily volumes on streets most affected by through traffic are listed in Table 4.

The volume of through traffic on a north-south street is constant for the entire length of the street, but the neighborhood traffic increases toward the south end of the street because local traffic accumulates within the neighborhood on its way toward downtown, and the other areas beyond. Therefore, the traffic volumes in Table 4 are listed as a range for each street. The lesser volume is at the north end of the street and consists almost entirely of through traffic. The larger volume is at the south end, and includes both through and neighborhood traffic. The estimated through traffic volume

is also listed for each street in Table 4. Average daily traffic counts and a scaled diagram are shown in Figures 17 and 18.

The combined total for the south end of all the streets in Table 4 is 51,000 vehicles daily, of which 52 percent is through traffic generated in the foothills.

The impact of through traffic on east-west streets is considered here to be negligible.

Noise and Air Pollution Impacts

Noise

Two sources of base noise data exist for North End traffic streets. The Environmental Protection Agency (EPA) measured noise levels on Harrison Boulevard, 8th Street and Hill Road in January 1977. The City Planning Department measured noise again in the fall of 1977 on Harrison Boulevard, 8th and 12th Streets.

The results of both studies were basically the same; increased traffic results in increased noise. The City Planning study showed readings on both 8th and Harrison which exceeded 65 dB LPN, or the point where active noise mitigation should be considered. The City Planning study suggested that noise levels of LPN should not exceed 55 - 60 decibels on residential streets, while the EPA report suggests that traffic volumes measured on residential streets should not exceed 6000 ADT. Tables 5 through 9 illustrate streets which would have traffic volumes in excess of the 6000 ADT standard suggested in the EPA report. If the suggested City standard of 55 - 60 DPA is used it is likely that a traffic volume level 2,000 ADT would be used as a maximum for residential streets. This more closely relates to the criteria developed by the San Francisco Residential Street Study.

The conclusion of the two previous studies and this analysis is that existing traffic volumes on several streets are already exceeding noise standards, and that these violations will increase as more development is allowed in the foothills unless additional through traffic is diverted around the neighborhood.

Air Pollution

Air pollution was also measured by the City Planning Department in November and December of 1977. Again a correlation

between traffic volumes and pollution levels was found. Most notably it was found that two sites on Harrison Boulevard violated the 8 hour EPA standard of 9 parts per million of carbon monoxide.

As with noise pollution, the frequency of violations of the air quality standard is likely to increase as through traffic increases. It is also likely that violations will begin to occur on 8th and 15th Streets if traffic is allowed to increase on those streets. This is particularly important when considering that, especially in colder months, approximately 80 percent of the vehicle trip emissions occur during the first 505 seconds of operation. Thus, residential areas through which these vehicles must pass receive many of these pollutants, as well as the downtown area.

It is difficult to correlate potential air and noise impacts with traffic volume forecasts given the available data. For this reason, it is suggested that additional air, noise, traffic volume and speed data be gathered simultaneously at set locations within the North End on a yearly basis. This will serve to monitor the severity of the through traffic problem and estimate future impacts.

Criteria for Traffic Impacts

It is difficult to establish criteria for evaluating neighborhood traffic impacts because they depend on feelings and attitudes, which can vary considerably depending on the individual's age, health, education, family situation, and previous experiences. However, there have been studies of neighborhood experience with traffic, and some of that work is reported in the document, Liveable Urban Streets, listed in the bibliography. Studies reported in that document indicate that some of the principal factors to consider in evaluating traffic impacts on neighborhoods are traffic hazard, stress, noise and air pollution (such as dust and fumes), litter, interference to neighboring and visiting, intrusion into the privacy of the home territory, and effects on the residents' awareness of the street as an environment and a part of the living area.

The study found that people who lived on the heavy traffic street at the time of the survey had withdrawn from the street. They only used it when they had to, and were oblivious of it as a living environment. If they could, they lived at the backs of their houses. For those who treated it as a transient residence, this condition was tolerable. Those who had to treat it as a permanent residence because they were too old or too poor to leave were the sufferers.

In contrast, those who lived on a street with light traffic

were very much engaged with their street and they saw it as their own territory. Their children played on the sidewalk and in the street, they had many friends and acquaintances, and they were much more aware of their street.

One of the study's conclusions was that through traffic is the principal cause of undesirable traffic impacts on neighborhood streets.

Other hypotheses drawn from the study, Liveable Urban Streets, were that heavy traffic is associated with

- More renters, fewer owner-occupants and fewer families with children,
- much less social interaction and street activity, while a street with little traffic and many families promotes a rich social climate and a strong sense of community, and
- a withdrawal from the physical environment, while residents of a low traffic street show an acute, critical, and appreciative awareness of and care for the physical environment.

A later and more extensive survey of neighborhood streets in San Francisco classified the streets by traffic volume as follows:

Light Streets	0 - 2,000 vehicles per day
Medium Streets	2,000 - 10,000
Heavy Streets	10,000 - 20,000
Very Heavy Streets	Over 20,000 vehicles

It would seem, therefore, that traffic volumes higher than about 2,000 vehicles per day begin to exert a negative impact on the quality and livability of a residential street, especially if there is a significant proportion of through traffic.

The purpose of this discussion on criteria for evaluating traffic impacts on neighborhood streets is to establish criteria for use in this analysis. The traffic impacts of alternative plans for handling through traffic were evaluated on the basis of total traffic volume and the amount of through traffic on the street; and 2,000 vehicles per day was used as a base which represents a desirable level of impact.

The procedure for rating each alternative was to divide the estimated total daily traffic volume on the street by 2,000, which provides a factor indicating how many times greater or less the volume is than the desirable traffic level for a neighborhood street.

In addition, the volume of through traffic was divided by 2,000 and the result added to the first factor, which, in effect, indicates that through traffic is considered to have twice the impact rating of neighborhood traffic.

As an example of how this traffic impact rating procedure would work, assume a street has 2,000 vehicles per day on it and no through traffic. The traffic impact rating would be 2,000 divided by 2,000 or 1.00, and the traffic volume level considered satisfactory or desirable for a residential street.

Next, consider a street with 5,000 vehicles per day on it, 4,000 of which are through traffic. The traffic impact rating would be 2.50 plus 2.00, or 4.50, indicating an impact about four and a half times greater than the desirable level for a neighborhood street.

This rating procedure is used to compare the various alternatives.

Current Status

The current traffic volumes on some streets in the North End neighborhood are already considered to be unacceptably high by some of the residents. The City has approved the construction of 650 additional dwelling units in Halls Gulch, based in part on an analysis by the Ada Planning Association (APA) which considered the impact of the additional traffic on 8th and 9th Streets to be acceptable.

The APA analysis suggested that the conditions caused by the additional through traffic be monitored after construction of the 650 dwelling units to determine whether the impact would be serious enough to stop the construction of another 650 units. The APA analysis did not specify what criteria would be used in evaluating the results of the monitoring, nor the corrective measures that might be taken if the impacts were unacceptable.

The APA analysis indicated that an additional 1,300 dwelling units (including the 650 now approved) would be all that could be built in Halls Gulch, but there are development plans for a larger number of units, and open land is available for even more development than has been planned. In fact there are 1,300 acres of vacant land in Halls Gulch, 1628 vacant acres in Crane Creek Gulch and 1853 vacant acres in Stuart Gulch, for a total of 4,781 vacant acres north of the North End Neighborhood. In addition, year 2000 population projections for the foothills are estimated to double from 1975 population. See Figures 19 and 20.

The APA analysis established a maximum volume of through traffic that it considered the North End could accomodate, and then distributed to the foothills the number of dwelling units that would generate that volume of traffic. The analysis did not evaluate the impacts, or consider the mitigation measures, for a greater quantity of development in the foothills.

There now appears to be no specific limit on development in the foothills, and no effective plan or policy for dealing with the added traffic if and when additional foothill development occurs. The condition indicates that development will be considered on a piecemeal basis, and through traffic may increase gradually through the North End Neighborhood from time to time without any specific projects to reduce the impact on neighborhood streets.

The gradual increase in through traffic would tend to deteriorate the neighborhood gradually and those families that are most sensitive to the change would move out first. The people who would replace them in the neighborhood would probably have less objection to traffic, and the opposition of the neighborhood to continued growth of traffic would tend to weaken.

That is why it is important for the City and the neighborhood to consider now whether the North End Neighborhood is valuable and important enough to protect and preserve in its present condition, as a family neighborhood with cohesion and identity. It is important that the decision be made soon before commitments to further foothill development are made. The decision should be based on full consideration of all the alternatives and the likely costs involved in each alternative.

It might seem least costly to simply allow the North End to change as development occurs, which would mean the eventual loss of the neighborhood in its present form. That is why it is essential now to appraise the value and importance of the neighborhood and determine the factors that hold it together. The decision should then be made whether to make the commitments that are needed to preserve and maintain it.

Traffic Analysis

Three possible conditions of growth in the foothills are listed in Table 10 and illustrated in Figure 21. Condition 1 adds 650 dwelling units in Hulls Gulch only, as currently approved. Condition 2 adds 2,000 units, total, in Crane Creek and Hulls Gulches. Condition 3 adds 7,000 units distributed to Stuart, Crane Creek and Hulls Gulches. Condition 3 would put about

double the number of residents in the foothills as now reside in the North End Neighborhood.

Table 11 lists the average daily traffic volumes that could be generated by each of the assumed conditions of growth in the foothills. Condition 1 adds about 4,600 vehicles trips daily, Condition 2 would add 19,400, and Condition 3 would add 57,400.

Four possible types of solutions to the problem of through traffic generated in the foothills have been identified. These alternatives are illustrated in Figures 22, 23, 24, 25 and 26.

- Concentration of the through traffic on designated streets through the neighborhood,
- Dispersion of thorough traffic to more neighborhood streets,
- Diversion of through traffic to new streets outside the neighborhood, and
- Limitation of foothill development to prevent or reduce the growth of more through traffic.

It would be possible to combine some of these alternatives.

The impacts of the three growth conditions on various North End streets are listed in Table 12 for Alternative A. The table shows the range in total daily traffic, and the through traffic volume, for each street. The table indicates that there would be substantial increases of traffic on the designated streets for growth conditions 2 and 3 if the additional through traffic were concentrated on these streets.

The impacts of Alternative B are indicated in Table 13 in terms of the volume of through traffic that would be added to each street in the North End Neighborhood from 8th to 20th Street, if the traffic were dispersed.

With Alternative C, it would be possible to divert all or part of the traffic generated in the foothills, including the traffic that now passes through the North End, or only the additional through traffic that would be generated by new development, or only a portion of the additional traffic. Depending on the specific design of the new access streets, and the treatment of intersections along Hill Road, the diversion of through traffic away from the North End streets could range from complete to partial.

Alternative C is the only alternative that could feasibly cause

a substantial reduction in the existing volumes of through traffic on residential streets in the North End. For the purposes of this analysis, it is assumed that Alternative C would be designed in such a way that it would effect at least a moderate reduction of through traffic through the North End Neighborhood.

Alternative D could prevent any additional generation of through traffic from the foothills beyond that produced by the 650 units that have already been approved. This is the case assumed for this analysis, although limited growth could be allowed under Alternative D.

Evaluation of Alternatives

Alternatives A and B are unacceptable due to the increase and expansion of through traffic and its subsequent negative impacts, which would lead to the deterioration of the North End Neighborhood. (See Table 14)

Alternative C allows through traffic from the developing foothills to be diverted around the neighborhood on roadways designed to collect and move vehicles. Developing Alternative C implies substantial foothills development to offset private costs in building the new access roadways.

Alternative C was developed to see if it was feasible to develop new traffic access routes into the foothills and does not consider the alternative's total impacts or costs. Impacts regarding schools, sewers, drainage, flood protection, parks and transit are unknown and require further study. Such a public study could be performed in conjunction with applicable agencies with the costs being shared by foothills developers.

Alternative D limits foothills development, minimizing additional traffic impacts on the neighborhood. The City and County have a number of options in limiting growth in the foothills from setting a limit on the number of new dwellings, to setting minimum lot sizes or setting up standards for availability of utilities, schools, fire protection, and traffic impacts and denying nonconforming proposals.

It has been pointed out that through traffic is a serious problem to the North End Neighborhood and that no more foothills development should be approved until a solution is resolved.

Costs

36th Street Arterial Corridor

Purchase of right-of-way and construction of a landscaped parkway with amenities and buffers would cost approximately \$6,000,000 for a segment over one mile following a new 36th corridor alignment from Hill Road to State Street.

Alternative C

Alternative C requires two new arterial road systems to be built at the developer's expense which implies that substantial foothills development will be necessary in order to offset costs. It is beyond the scope of this study to detail Alternative C roadway designs and costs. Costs will depend on roadway width, topography, drainage considerations, landscaping and amenities. Only an approximate distance and ballpark cost estimate was established for evaluation purposes.

Deep Cove Road, Reserve Street to Halls Gulch - 2 miles	\$1,584,000
Halls Gulch Road, Deep Cove Road to Park Hill Drive - 3½ miles	NA
Stuart Gulch-Cartwright Road, Bogus Basin Road to 36th Street - 2 3/4 miles	\$2,178,000
New Bogus Basin Road, Stuart Gulch to Bogus Basin Road - 2 miles	\$1,585,000

Other Costs

8th and 9th Street and Union medians	\$ 2,000
Longfellow School improvement	\$ 15,000
Fort and Hays cul-de-sacs	\$ 30,000
Signal at Harrison and Resseguie	\$ 39,000
Signal at Hays and 16th	\$ 39,000
Signal and modification at 24th and State	\$ 35,000

Modification of 15th and Hill and
transit access to Bogus Shopping Center \$ 80,000

Through Traffic

It was concluded from this study's analyses that the volume of through traffic in the North End Neighborhood has already exceeded an acceptable level, and that continued increases in through traffic will lead to the deterioration of residential quality and eventually to the loss of the neighborhood through gradual changes in ownership and land use.

It is recommended, therefore, that the North End Neighborhood adopt a policy to oppose any action that would put more through traffic on streets in the neighborhood.

It is also recommended that the neighborhood petition the City and County to postpone or deny approval of any further development in the foothills until the City and County establish and adopt a feasible and fundable roadway construction program that will provide access to foothills development and serve traffic generated by the foothills development without taking that traffic through the North End Neighborhood, or imposing it on residential streets in other neighborhoods.

It is recommended that the North End Neighborhood support the planning and construction of a new Boise River Bridge at a suitable location in the vicinity of 36th Street, and support the development of an arterial street connecting the new river crossing to Hill Road, including purchase of the necessary rights-of-way, designation of appropriate land uses, and development of buffers and landscaping along the route, as required, to protect the adjacent neighborhoods from traffic impacts. The new bridge and arterial street would help to divert through traffic from the west and north out of the neighborhood.

Figure 6

Recommended Alternative for Through Traffic

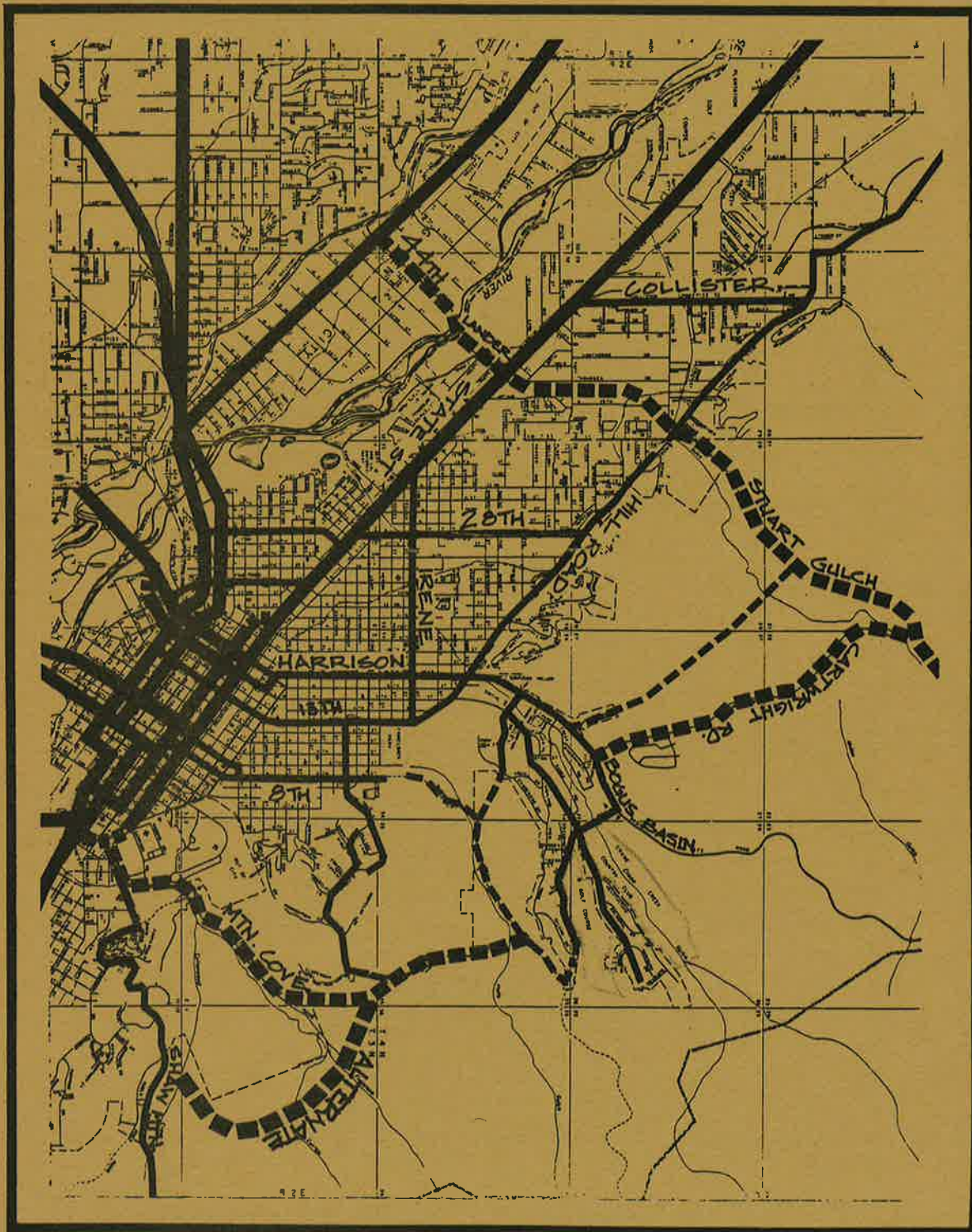


Figure 7
36th Street Corridor — Arterial Alternatives

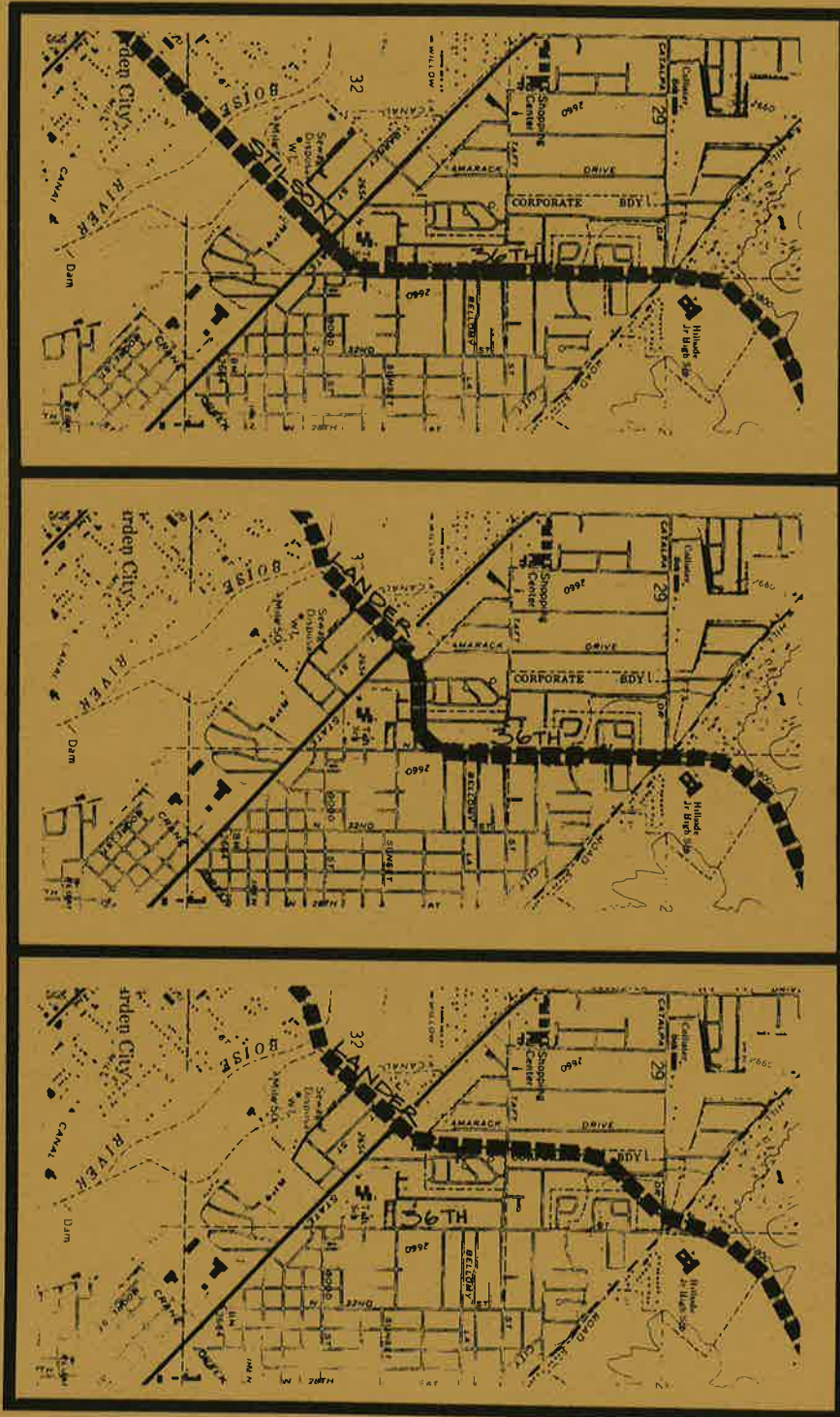


Figure 8

36th Street Corridor Parkway Section Options

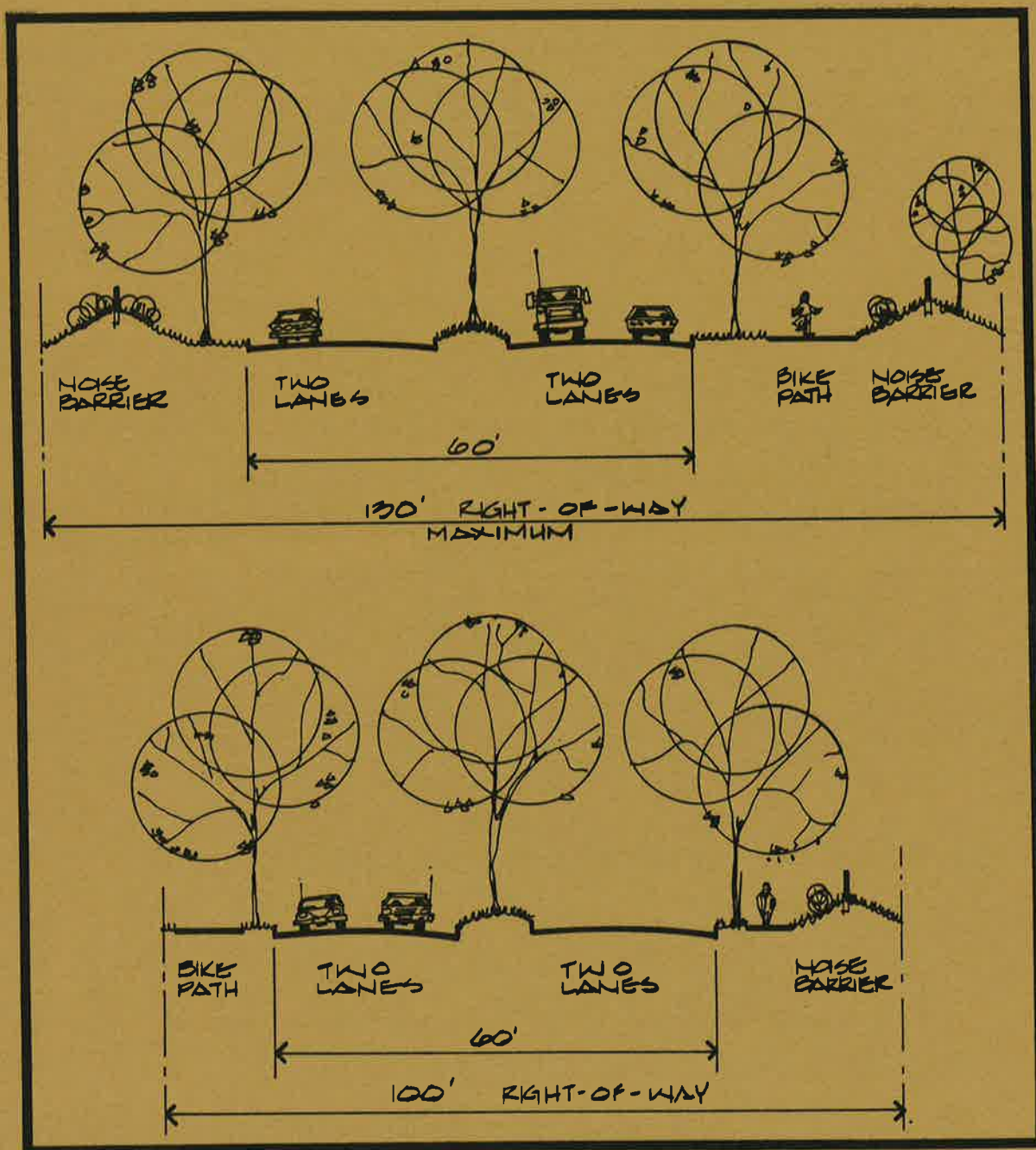


Figure 9
Hill Road Detail

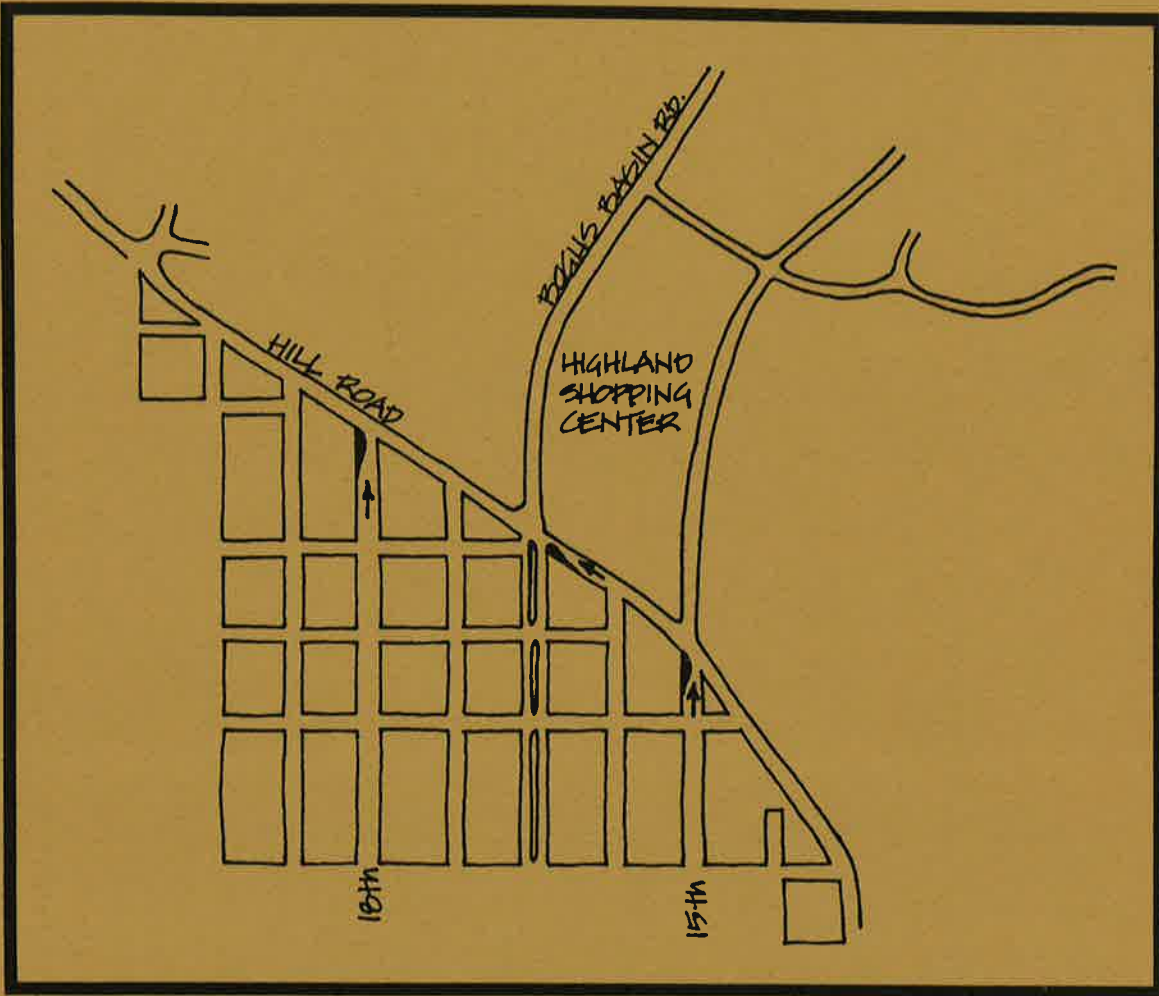


Figure 11

Fort and Hays Vicinity Detail

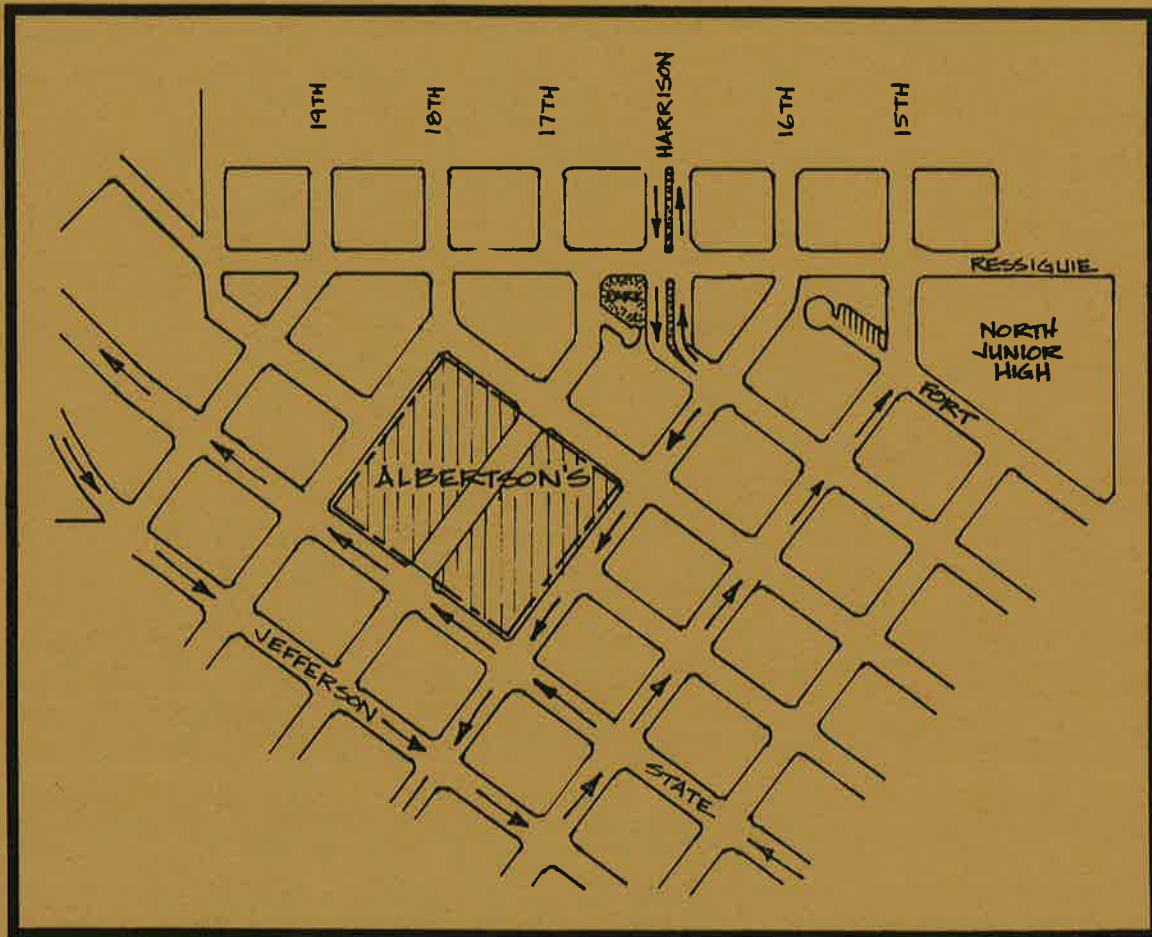


Figure 12
Longfellow School

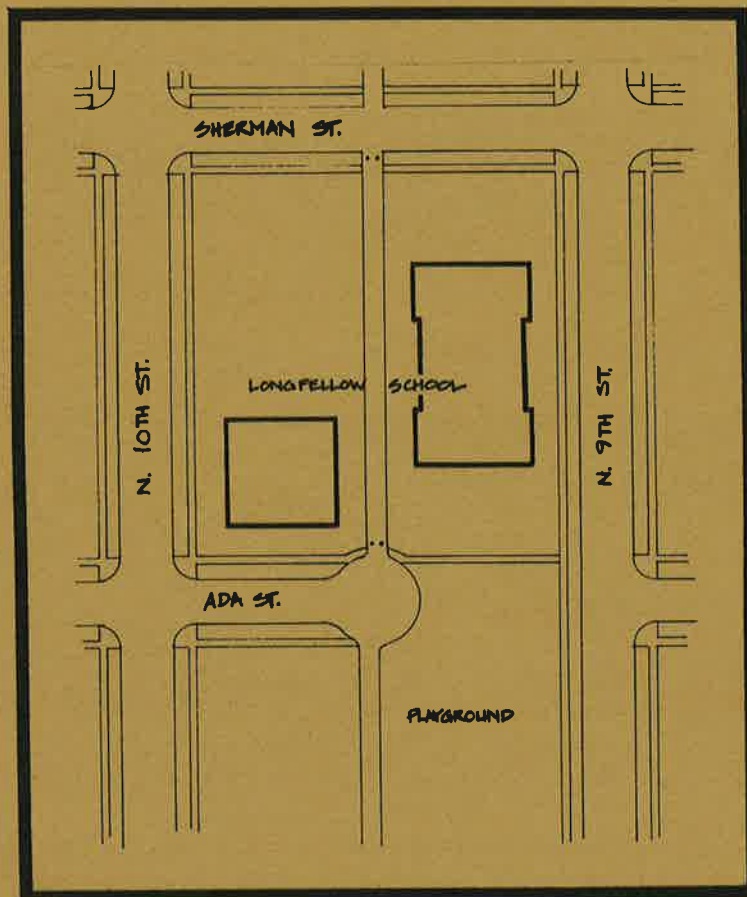


Figure 13
Boise High Area

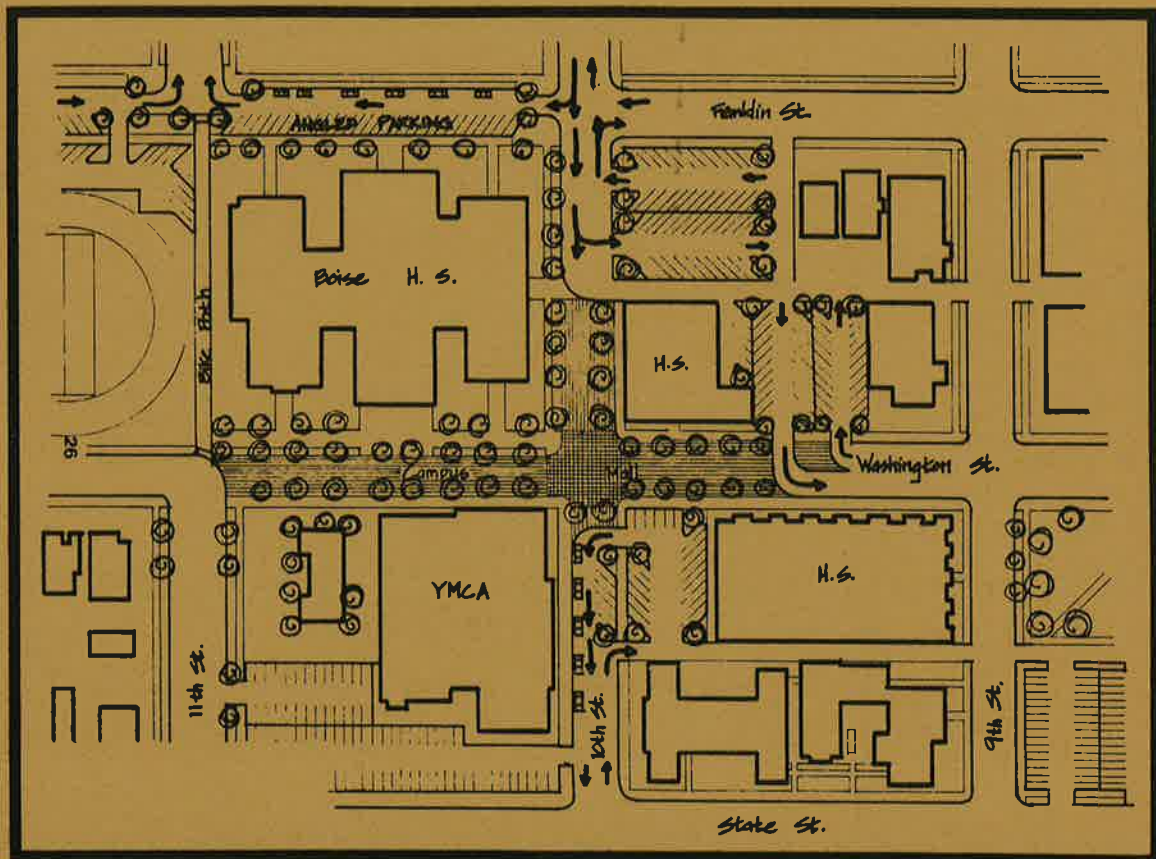


Figure 14
Suggested Transit Streets

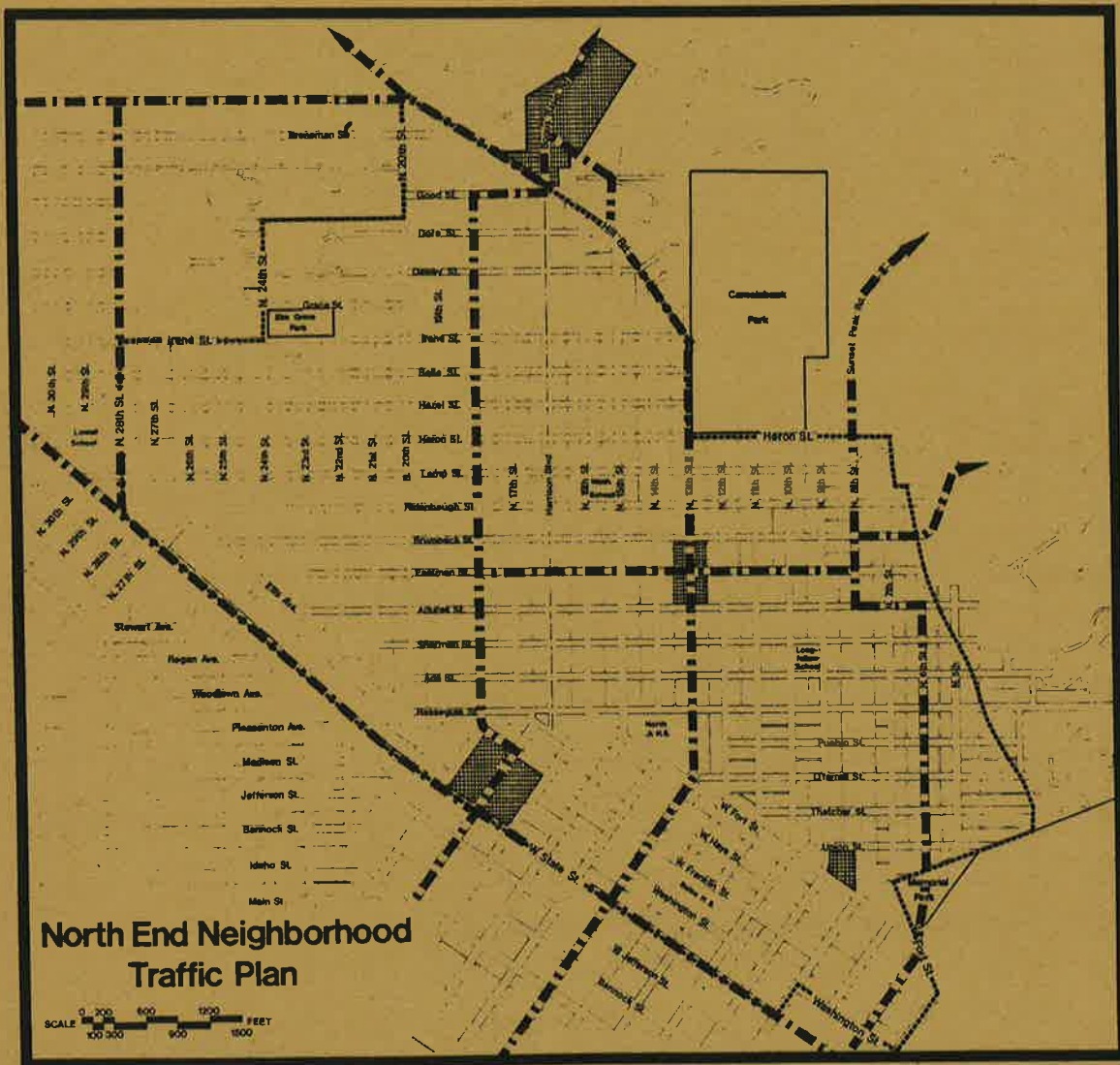


Figure 15
Recommended Bicycle System

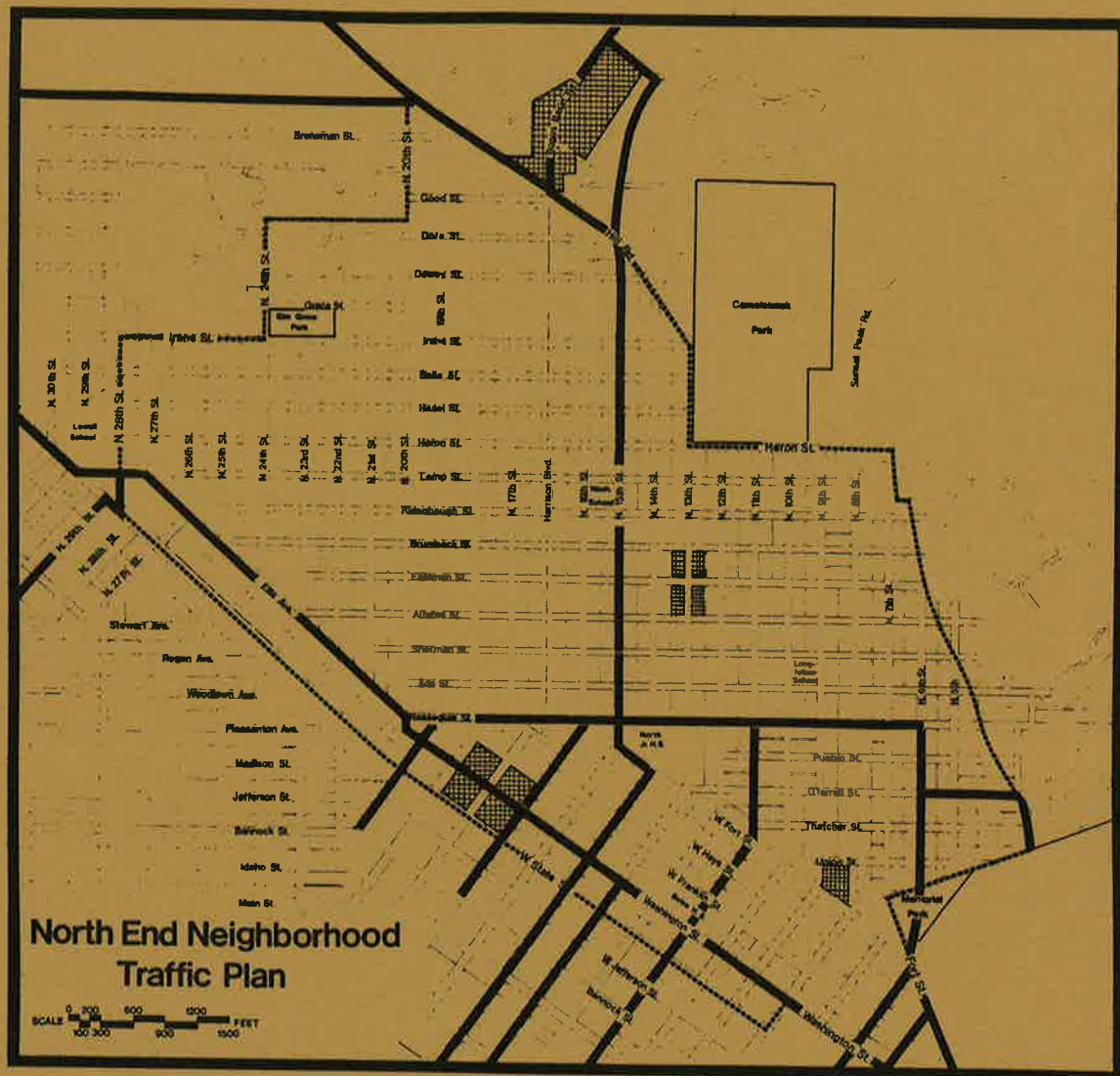


Figure 16
Trip Distribution

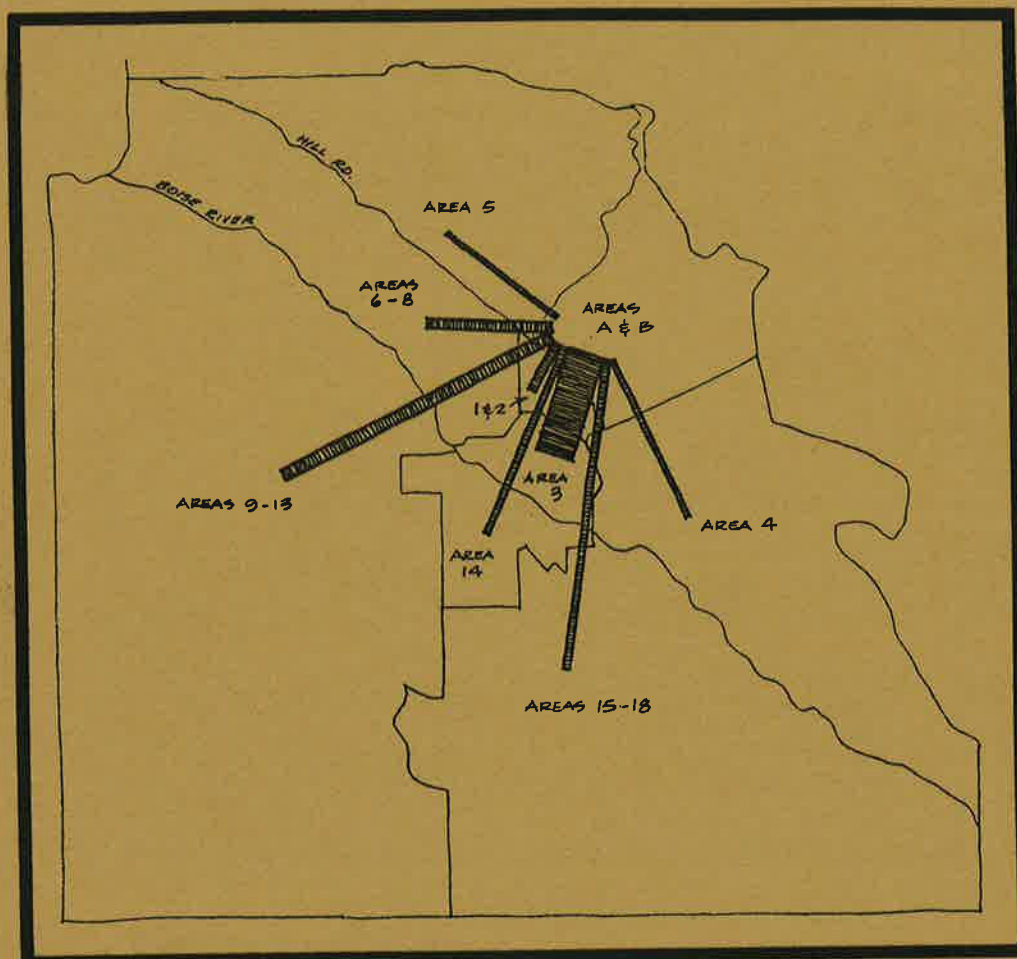


Figure 17
Traffic Volumes (ADT)

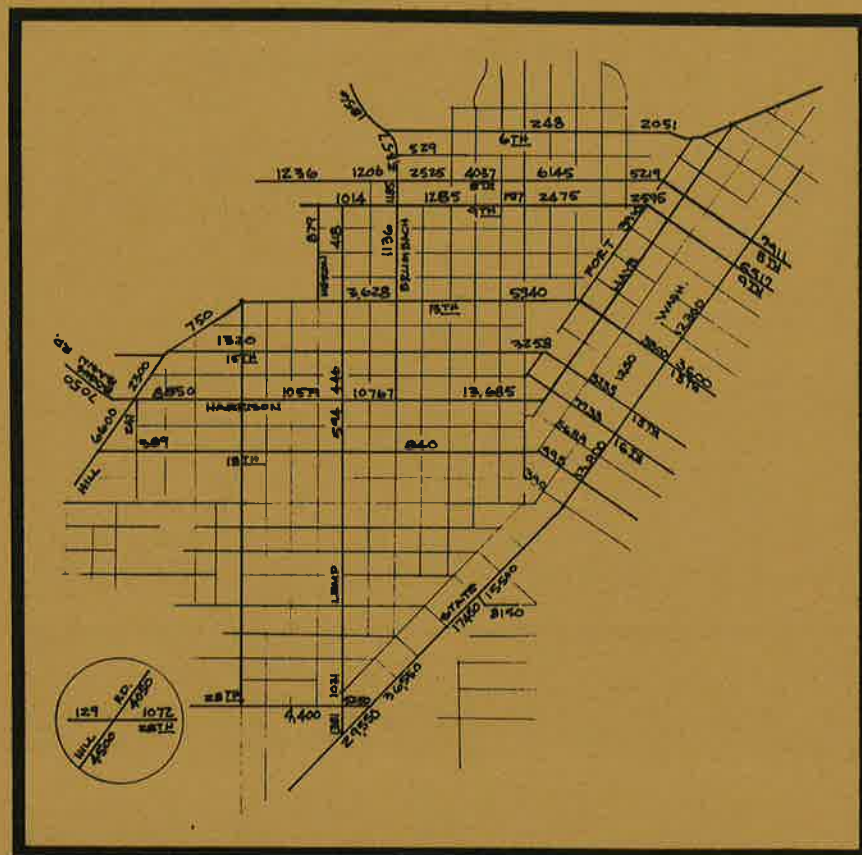


Figure 18
Traffic Volume Diagram

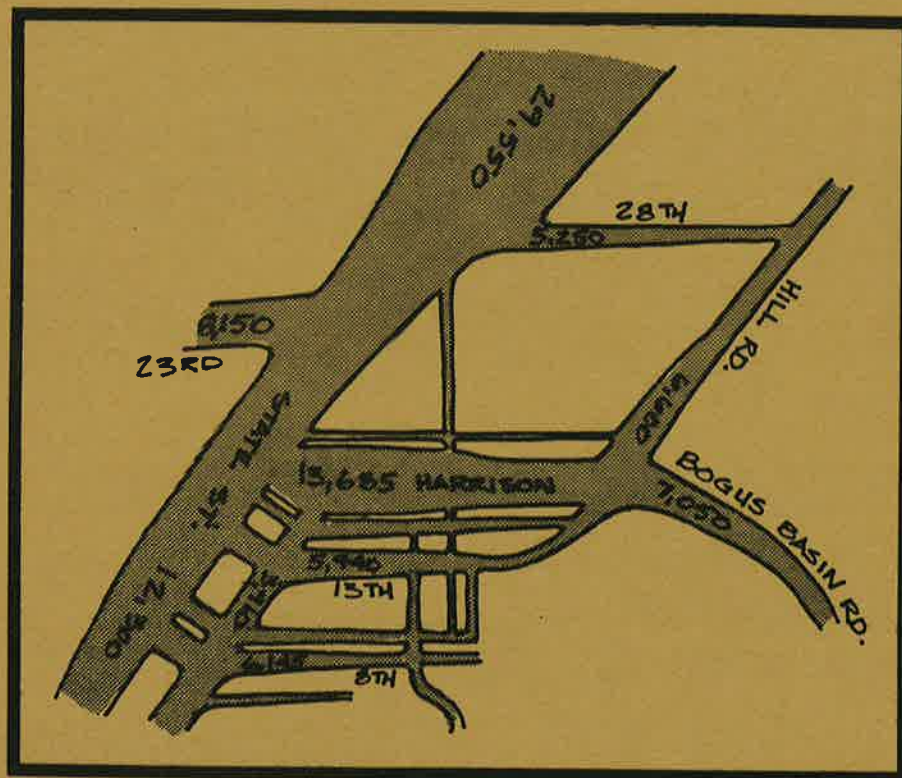


Figure 19
Foothills Topography

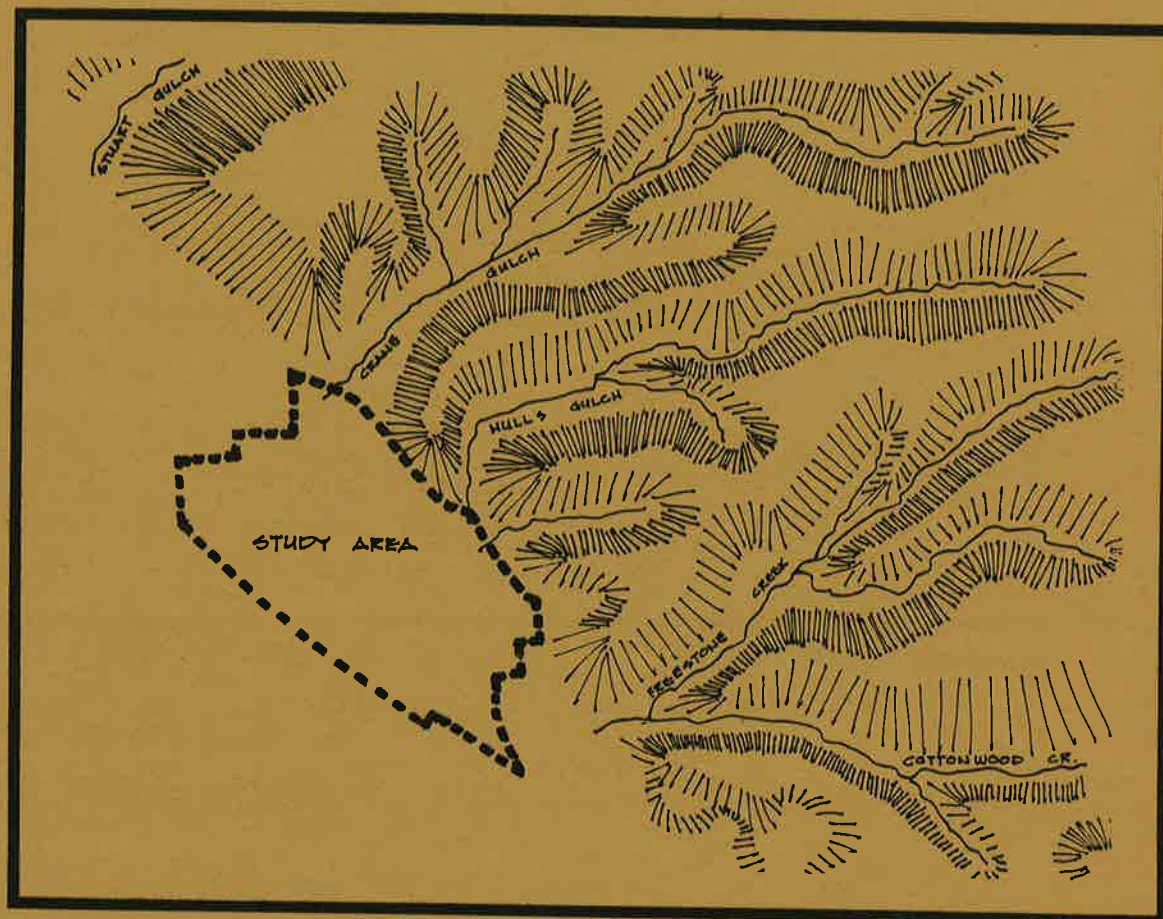


Figure 20

Foothills Population Totals — 1980 & 2000

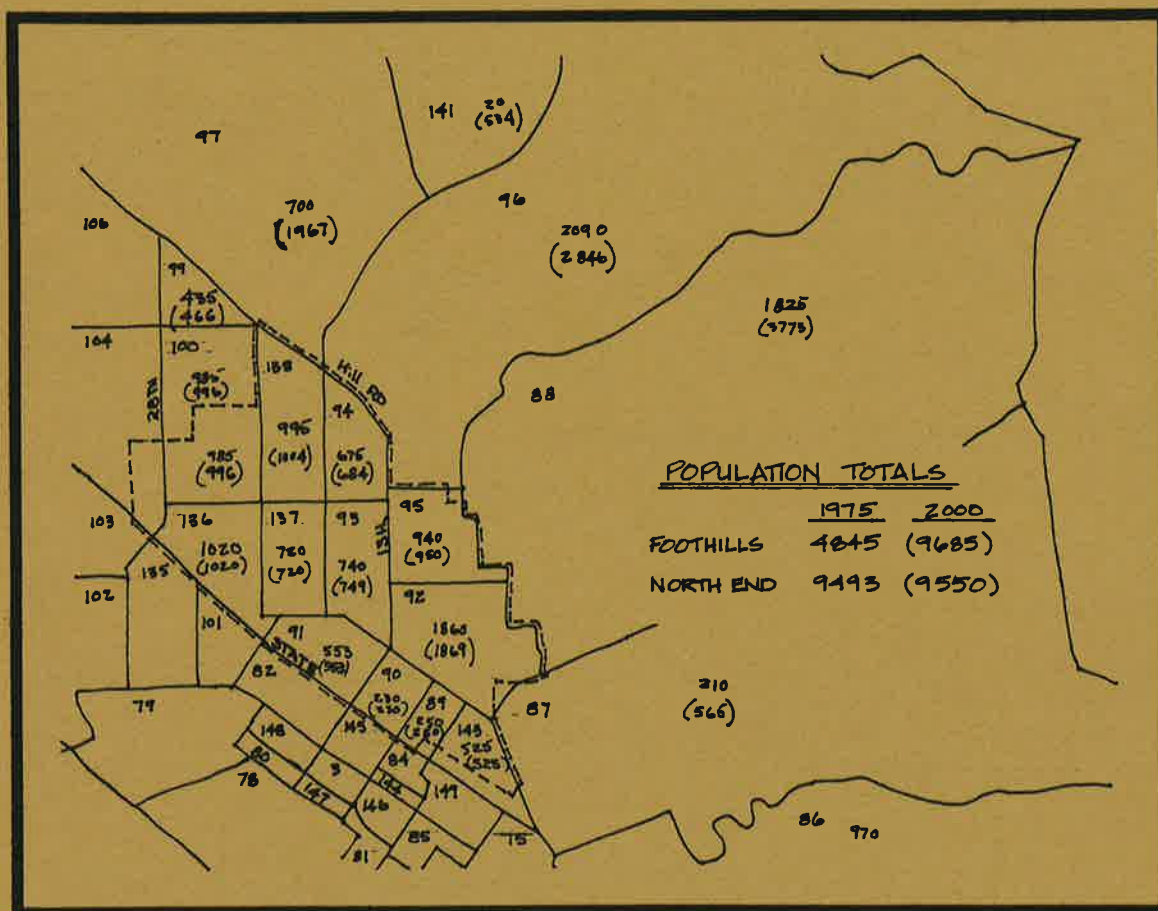


Figure 21
Foothills Growth Conditions

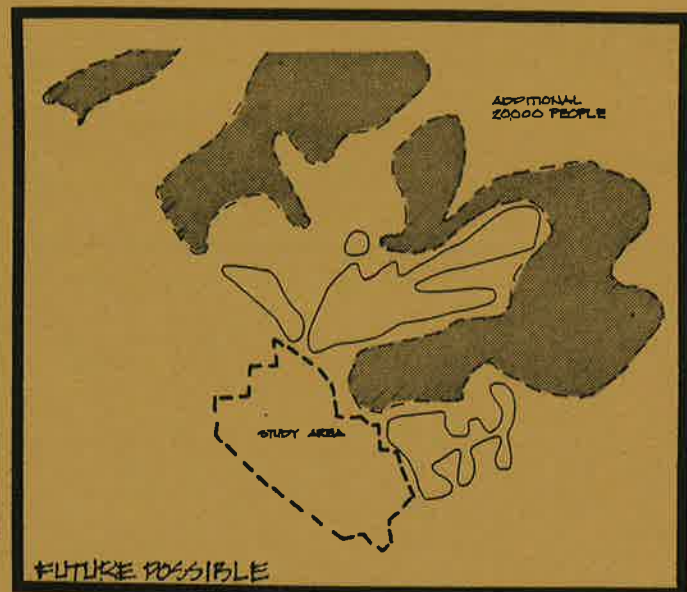
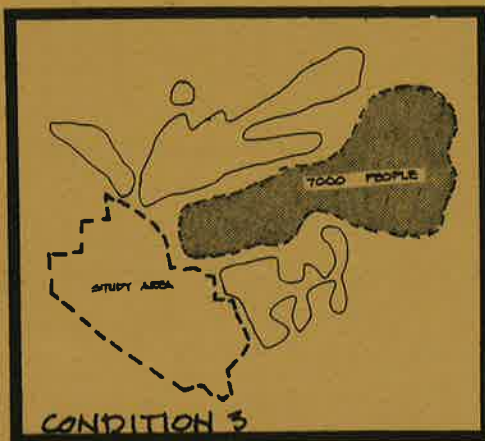
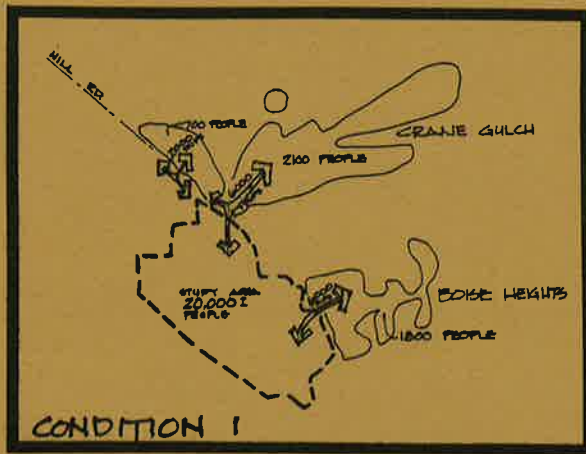


Figure 22
Traffic Alternative Impacts

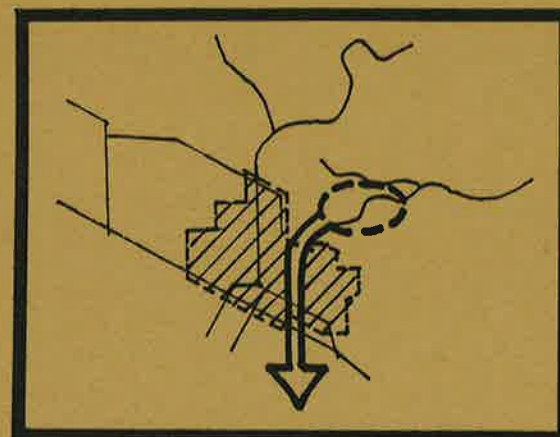
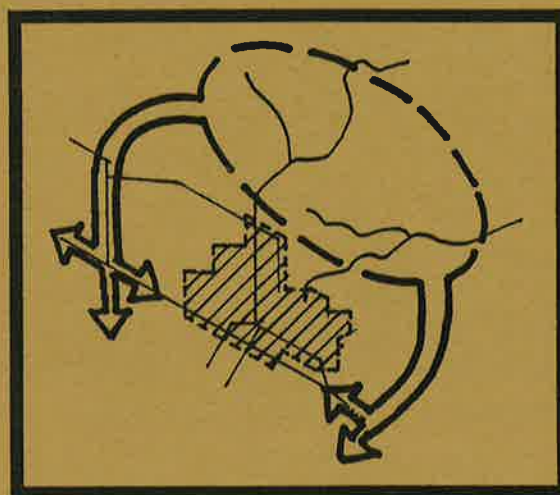
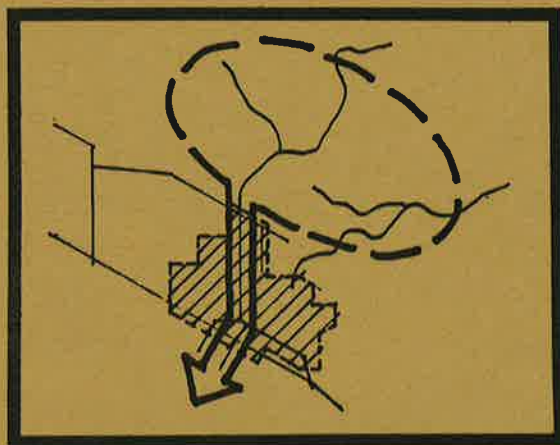


Figure 23
Traffic Alternative A

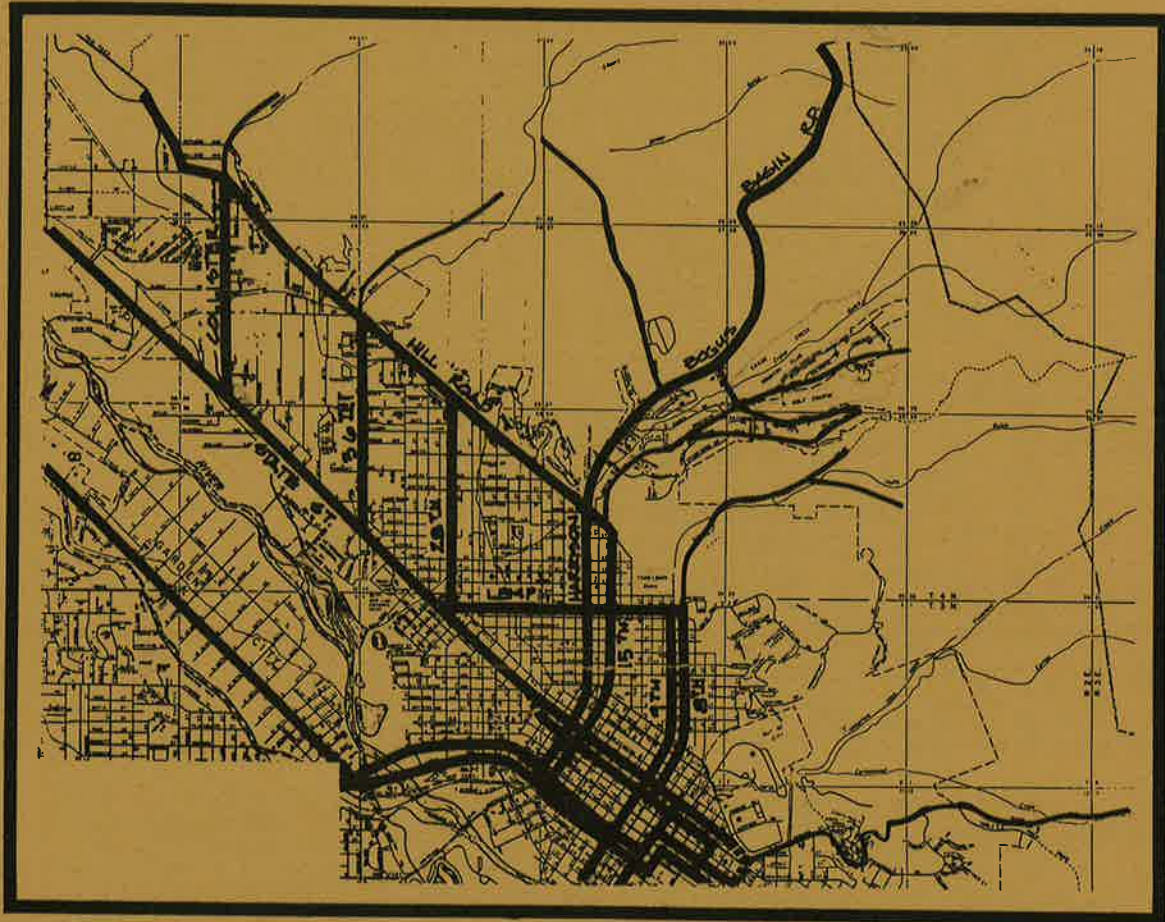
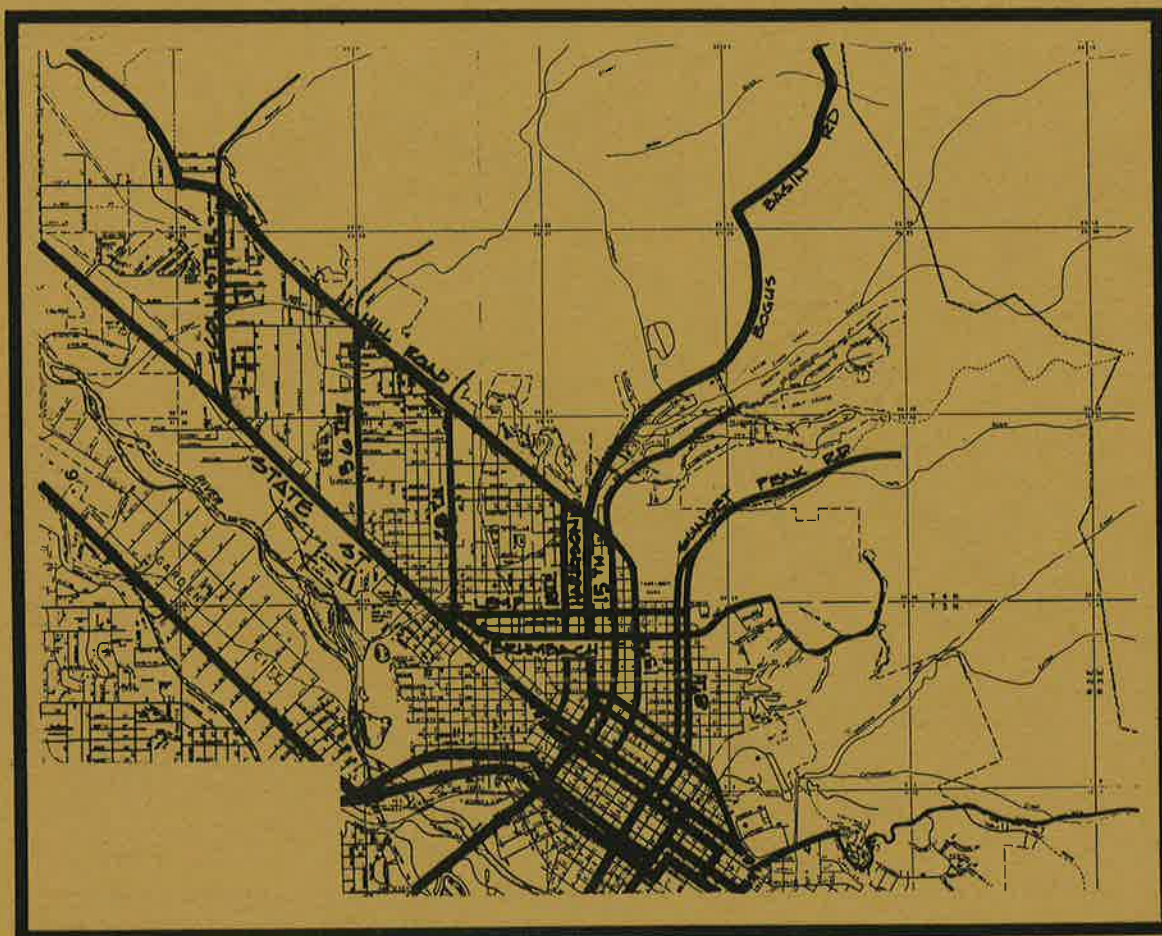


Figure 24

Traffic Alternative B



Traffic Alternative C

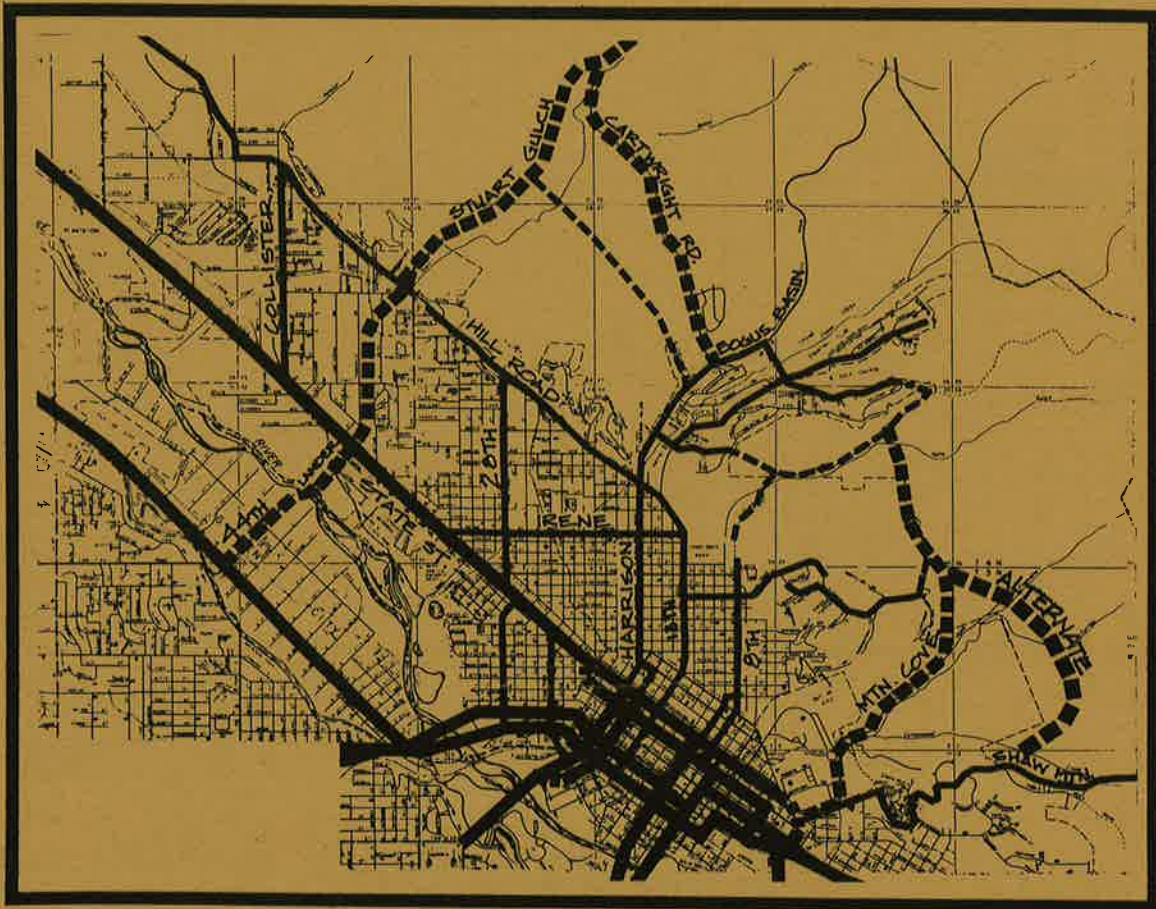


Figure 26

Traffic Alternative D

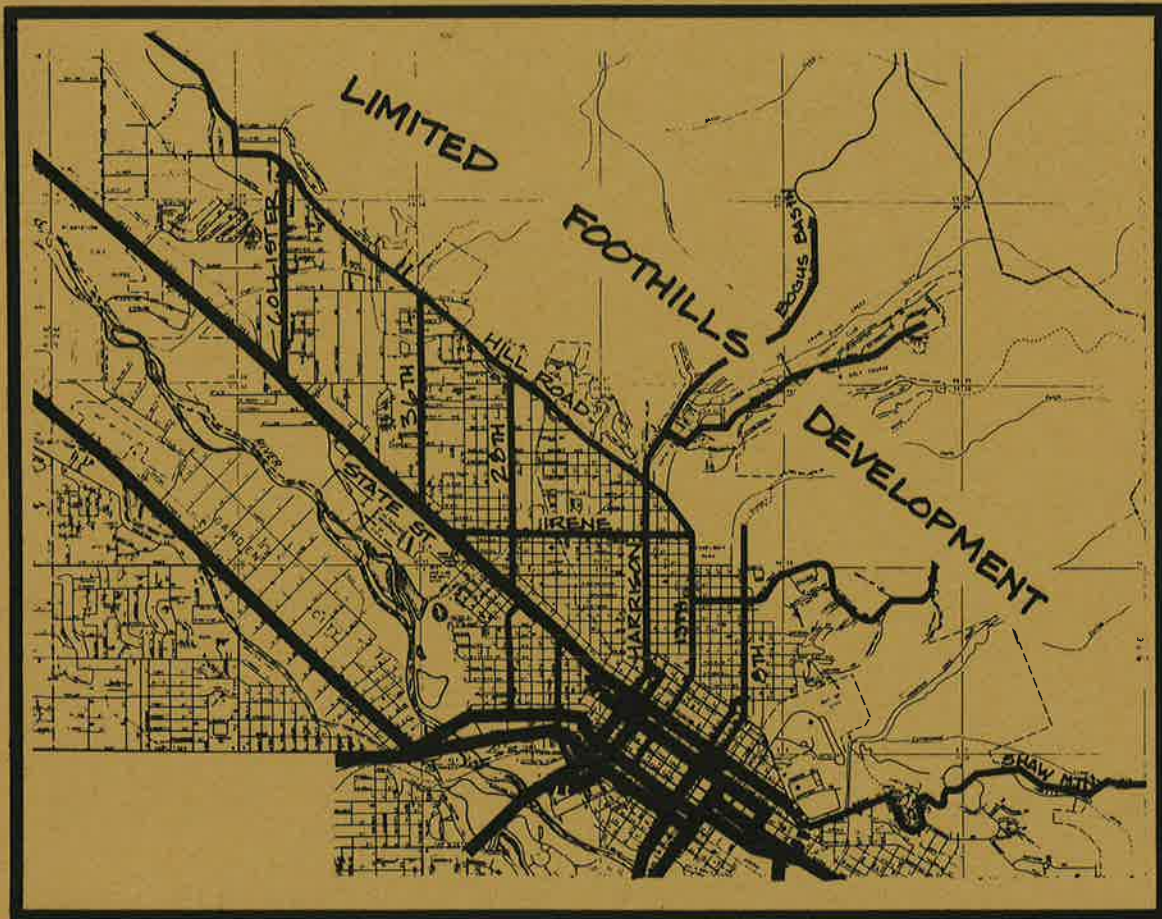


Table 4

Estimated Average Daily Traffic Volume Range
& Volume of Through Traffic

<u>STREET</u>	<u>TRAFFIC VOLUME RANGE</u>	<u>THROUGH TRAFFIC INCLUDED</u>
8th & 9th Combined Total	5,000 - 8,000	4,500
13th	1,000 - 6,000	750
15th	4,100 - 7,000	4,000
Harrison	8,800 - 14,000	8,000
28th	4,800 - 8,000	4,500
36th	4,500 - 8,000	4,000
Total at So. End	51,000	
Total Through		26,550
(% Through Traffic at So. End)		(52%)

Table 5

Summary of Traffic Impact Analysis Based on the Suggested EPA
Standard Traffic Volume/Noise Standard

<u>Condition</u>	<u>ALTERNATIVE</u>			
	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Existing	4.49	4.49	2.86	4.49
1	6.59	4.49	2.86	6.59
2	8.88	7.89	2.86	-
3	12.70	10.49	2.86	-

(Traffic volumes measured on residential streets should not exceed
6000 average daily traffic. 6000 = 1.00)

Table 6

Alternative A
 Streets Where Traffic Volumes are in Violation
 of the Suggested EPA Standard Based on
 Noise Impact

<u>Street</u>	<u>Existing Condition</u>	<u>Condition 1</u>	<u>Condition 2</u>	<u>Condition 3</u>
8th	-	1.05	1.16	1.50
9th	-	1.05	1.16	1.50
13th	1.00	1.00	1.33	2.08
15th	1.16	1.16	1.95	2.46
Harrison	<u>2.33</u>	<u>2.33</u>	<u>3.28</u>	<u>5.16</u>
Total	4.49	6.59	8.88	12.70

(Traffic volumes measured on residential streets should not exceed 6000 average daily traffic. 6000 = 1.00)

Table 7

Alternative B
 Streets Where Traffic Volumes are in Violation
 of the Suggested EPA Standard Based on
 Noise Impact

<u>Street</u>	<u>Existing Condition</u>	<u>Condition 1</u>	<u>Condition 2</u>	<u>Condition 3</u>
8th	-	-	1.00	1.25
9th	-	-	1.00	1.25
13th	1.00	1.00	1.33	1.75
15th	1.16	1.16	1.61	2.08
Harrison	<u>2.33</u>	<u>2.33</u>	<u>2.95</u>	<u>4.16</u>
Total	4.49	4.49	7.89	10.49

(Traffic volumes measured on residential streets should not exceed 6000 average daily traffic. 6000 = 1.00)

Table 8

Alternative C
 Streets Where Traffic Volumes are in Violation
 of the Suggested EPA Standard Based on
 Noise Impact

<u>Street</u>	<u>Existing Condition</u>	<u>Condition 1</u>	<u>Condition 2</u>	<u>Condition 3</u>
15th	1.00	1.00	1.00	1.00
Harrison	<u>1.86</u>	<u>1.86</u>	<u>1.86</u>	<u>1.86</u>
Total	2.86	2.86	2.86	2.86

(Traffic volumes measured on residential streets should not exceed 6000 average daily traffic. 6000 = 1.00)

Table 9

Alternative D (no growth)
 Streets Where Traffic Volumes are in Violation
 of the Suggested EPA Standard Based on
 Noise Impact

<u>Street</u>	<u>Existing Condition</u>	<u>Condition 1</u>
8th	-	1.05
9th	-	1.05
13th	1.00	1.00
15th	1.16	1.16
Harrison	<u>2.33</u>	<u>2.33</u>
Total	4.49	6.59

(Traffic volumes measured on residential streets should not exceed 6000 average daily traffic. 6000 = 1.00)

Table 10

Alternative Foothills Growth Conditions:
 Assumed Number of Added Dwelling Units
 and Trip Generation Rates (in parenthesis)

<u>GROWTH CONDITION:</u>	<u>1</u>	<u>2</u>	<u>3</u>
Hull	650 (7)	1200 (7)	1800* (8)
Crane Creek	-	1100* (10)	2200* (10)
Stuart	-	-	3000 (7)
Total D.U.'s Added	650	2300	7000
Resident Population Added	2000	7000	20,000

* D.U.'s accompanied by some added commercial development, effects of which are included in trip generation rate.

Note: Trip generation rates are average daily vehicle trips per D.U.

Table 11

Potential Additional Average Daily Traffic
 on North End Streets for Assumed
 Alternative Conditions of Foothill Growth

<u>STREET</u>	<u>CONDITION 1</u>	<u>CONDITION 2</u>	<u>CONDITION 3</u>
8th and 9th combined total	4,600	6,000	10,000
13th	-	2,000	6,500
15th	-	4,700	7,800
Harrison	-	5,700	17,000
28th	-	1,000	6,600
36th	-	-	9,500
TOTAL	4,600	19,400	57,400

Table 12

Estimated Range of Average Daily Traffic for
Alternative A (through traffic portion is in parenthesis)

STREET	CONDITION 1	CONDITION 2	CONDITION 3
8th and 9th Com- bined Total	9,600-12,600 (9,100)	11,000-14,000 (10,500)	15,000-18,000 (14,500)
13th	1,000-6,000 (750)	3,000-8,000 (2,750)	7,500-12,500 (7,250)
15th	4,100-7,000 (4,000)	8,800-11,700 (8,700)	11,900-14,800 (11,800)
Harrison	8,800-14,000 (8,800)	14,500-19,700 (14,500)	25,800-31,000 (25,800)
28th	4,800-8,000 (4,500)	5,800-9,000 (5,500)	11,400-14,600 (11,100)
36th	4,500-8,000 (4,000)	4,500-8,000 (4,000)	14,000-17,500 (13,500)
Total So. End (and Through)	55,600 (31,150)	70,400 (45,950)	108,400 (83,950)
(% Through at So. End)	(56%)	(65%)	(77%)

Table 13

Estimated Additional Through Traffic on
North End Streets for Alternative B

STREET	CONDITION 1	CONDITION 2	CONDITION 3
8th	1,500	2,000	3,500
9th	1,500	2,000	3,500
10th	800	1,000	1,500
11th	800	1,000	1,500
12th	-	1,000	2,000
13th	-	2,000	4,500
15th	-	2,700	5,500
16th	-	1,000	2,700
Harrison	-	3,700	11,000
18th	-	1,000	2,600
19th	-	1,000	2,000
20th	-	-	1,000
(Subtotal)	(4,600)	(18,400)	(41,300)
28th	-	1,000	6,600
36th	-	-	9,500
Total	4,600	19,400	57,400

Table 14

Summary of Traffic Impact Analysis:
Average Traffic Impact Ratings and Ranges
by Condition and Alternative

CONDITION	ALTERNATIVE			
	A	B	C	D
Existing	2.80 (1.00-11.40)	2.80 (1.00-11.40)	2.34 (1.00-8.50)	2.80 (1.00-11.40)
1	3.18 (1.00-11.40)	3.18 (1.00-11.40)	2.34 (1.00-8.50)	3.18 (1.00-11.40)
2	4.34 (1.00-17.0)	4.41 (2.00-15.10)	2.34 (1.00-8.50)	3.18 (1.00-11.40)
3	6.28 (1.00-28.40)	6.03 (2.00-22.40)	2.34 (1.00-8.50)	3.18 (1.00-11.40)



Implementation

Phase One

To achieve status as a true planning tool, for public policymakers and neighborhood residents, this document must merit the proper support of both groups. It is the feeling of the Neighborhood Planning Committee that such support can best be obtained by initiating the hearing process necessary to incorporate the Plan into the City's Metro Plan. As an amendment to the Metro Plan, the document can then serve to define Metro Plan policies within the North End Neighborhood.

Phase Two

The second phase of implementation relates to the day to day use of the Plan. The North End Neighborhood Association will continue to undertake and support projects that enhance the neighborhood. Such actions will be checked against the goals and objectives of the Plan to assure positive change within the area. Examples of this have already occurred, as shown by the Hyde Park Revitalization project, NENA's support of the Neighborhood Crime Watch program and formation of Hyde Park Neighbors Skill Exchange with the Gray Panthers.

Neighborhood residents will continue to monitor planning and development within and adjacent to the North End, and react to and participate in, the actions and projects of others that will effect the neighborhood, again using the goals and

objectives of the Plan for evaluation. Similarly, members of the City's Planning and Zoning Commission and Design Review Committee, the Ada County Highway District Commission, the Boise Independent School Board, and other policy and advisory organizations can use the objectives in policy and program delivery decisions.

Phase Three

The third phase is long range plan review. While the Planning Committee looked ahead twenty years when formulating goals and recommendations, the Plan should have a thorough re-evaluation at least every five years. Since the plan is based on existing conditions, as well as future projections, as time passes it must be carefully scrutinized and modified to reflect change in external and internal conditions.

The Plan was developed on the premise that retention of the North End as a physically, economically, and socially healthy neighborhood is beneficial to the entire community - that efforts made now to prevent neighborhood deterioration are far less expensive than the massive social and financial costs that accrue once an inner-city neighborhood has reached a point of substandard living quality. The Planning Committee sincerely believes this document offers the guidance whereby a joint City-Neighborhood effort can be implemented to preserve this unique area.

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