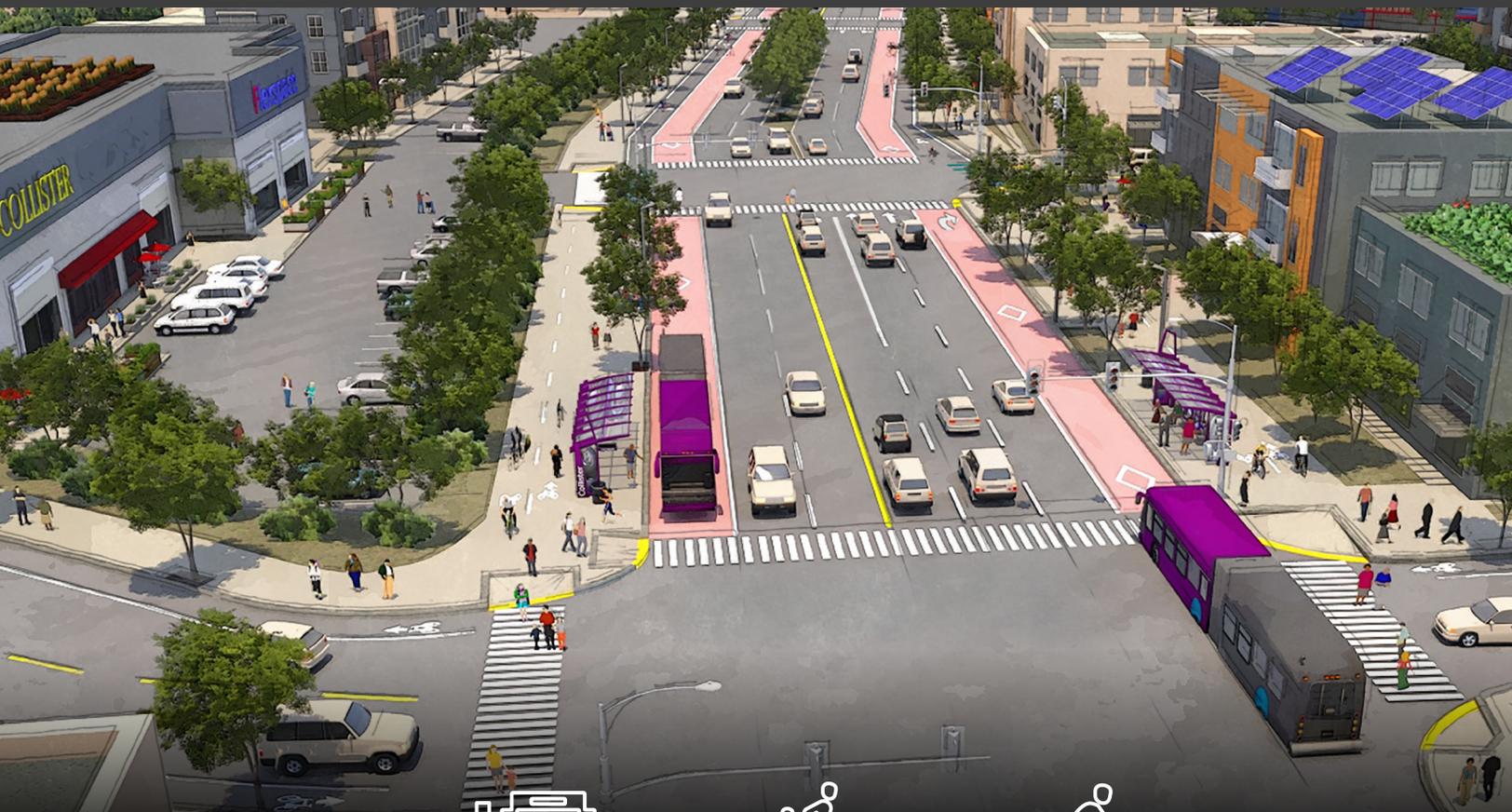




# STATE STREET CORRIDOR

TRANSIT ORIENTED DEVELOPMENT



live



ride



walk



bike

## BUILDING CONNECTIONS



# STATE STREET CORRIDOR

TRANSIT ORIENTED DEVELOPMENT



# BUILDING CONNECTIONS



## RESIDENTS, BUSINESS OWNERS & NEIGHBORHOOD ASSOCIATIONS

Gerry Armstrong	Resident/Business
Amanda Ashley	Boise State University
Mark Baltes	North End Neighborhood Association
Todd Berry	Idaho Concrete
Matt Brookshier	Resident/Business
Matt Blandford	Resident/Business
Pat Burton	Resident/Business
Rich Childress	Resident/Business
Matt Cirani	Veterans Park Neighborhood Association
Michelle Doane	Sunset Neighborhood Association
Ryan Cleverley	Gardner Company
Miranda Gold	Resident/Business
Steve Guerber	Resident/Business
George Illif	Colliers International
Stephen Jaeger	Argonaut Investments
Leslie Felton-Jue	Collister Neighborhood Association
Charles Kennedy	Morgan Stanley
Fred Kitchener	McFarland Management
Julie Klocke	Collister Neighborhood Association
Brett Labrie	Resident/Business
Lou Landry	Cable One, Garden City resident
Rob Mason	Sunset Neighborhood Association
Sherry McKibben	McKibben & Cooper Architects
Greg McVay	Resident/Business
Jessica Meier	Resident/Business
Bill Mullane	Resident/Business



# EDGMENTS

James Page	Resident/Business
Rick Palmer	Collister Community Church
Alexis Pickering	Central District Health
Caleb Roupe	Resident/Business
Clay Sammis	Sawtooth Development
Kelly Schnebly	Colliers International
Beth Scott	University of Idaho
Deanna Smith	Idaho Smart Growth
Teresa Uberaga	North End Resident/Realtor
Jaap Vos	University of Idaho
David Wali	Gardner Company
Mike Wardle	Brighton Corporation
Deanna Watson	Boise City/ Ada County Housing Authority
Brandon Whalen	Hawkins Company
Cresenda White	Pierce Park Neighborhood Association
Dana Zuckerman	Capital City Development Corporation Board

## CONSULTANT TEAM



Leland Consulting Group  
The Nielson Group, LLC.  
Kittelsohn Associates, Inc.  
PIVOT Architecture



## 1 CHAPTER ONE

---

### INTRODUCTION

- 1 The State Street Corridor
- 4 Plan Purpose
- 6 Project Corridor and Focus Areas
- 9 How to Use This Plan

## 11 CHAPTER TWO

---

### EXISTING CONDITIONS

- 11 Today's State Street
- 18 Transit Ridership on State Street
- 19 Market Readiness
- 22 Station-Specific Conclusions

## 25 CHAPTER THREE

---

### TRANSPORTATION

- 26 Increasing Transit Service:  
Bus Rapid Transit
- 33 Operational Analysis
- 35 Ridesharing, Autonomous  
Vehicles and Station Access
- 38 Corridor-Wide Recommendations



## 41 CHAPTER FOUR

### TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

- 42 Create Opportunities to Connect to Nature
- 43 Gateways and Wayfinding
- 43 Branding and Identity
- 44 Manage Parking
- 47 Improve Street Building and Orientation
- 48 Essential Streetscape Elements
- 56 Building Orientation
- 57 Considerations for Large Format Retail
- 58 Encourage a Diversity of Land Uses
- 60 Provide Diverse Housing Options
- 60 Integrate Public Spaces

## 63 CHAPTER FIVE

### TIER 1 STATION AREAS

- 65 Whitewater Station Area
- 78 Collister Drive Station Area
- 92 Glenwood Street Station Area
- 106 Horseshoe Bend Road Station Area

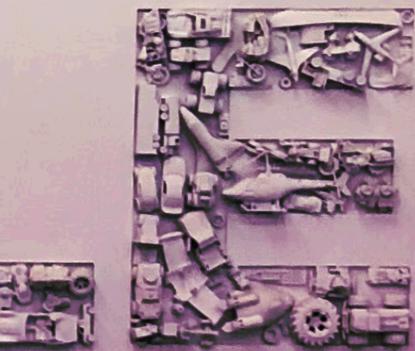
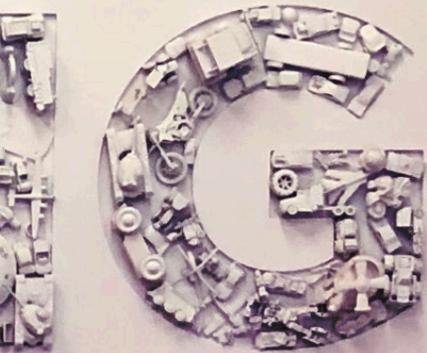
## 119 CHAPTER SIX

### IMPLEMENTING ACTIONS

- 120 Desired Outcomes
- 123 Corridor-Wide TOD Implementation Actions
- 127 Station Specific Implementation Actions
- 131 Conclusions



Greeting visitors at Valley Regional Transit's Main Street Station, this public art was created from recycled broken transportation themed toys



# INTRODUCTION

## THE STATE STREET CORRIDOR

State Street/Highway 44 is one of the major transportation spines that connect Downtown Boise to the communities of Eagle, North Meridian, Star, Emmett, Middleton and Interstate 84 west of the City of Caldwell in Canyon County. As the only major east/west roadway north of the Boise River, it serves many users, from freight and commuters to local trips to the grocery store.

State Street is a critical transportation link between local communities, many of which are growing rapidly. Population growth is transforming the region from a hidden secret into the next "it" place for urban pioneers, entrepreneurs, and families looking for good schools and a place of their own.

# 1 INTRODUCTION

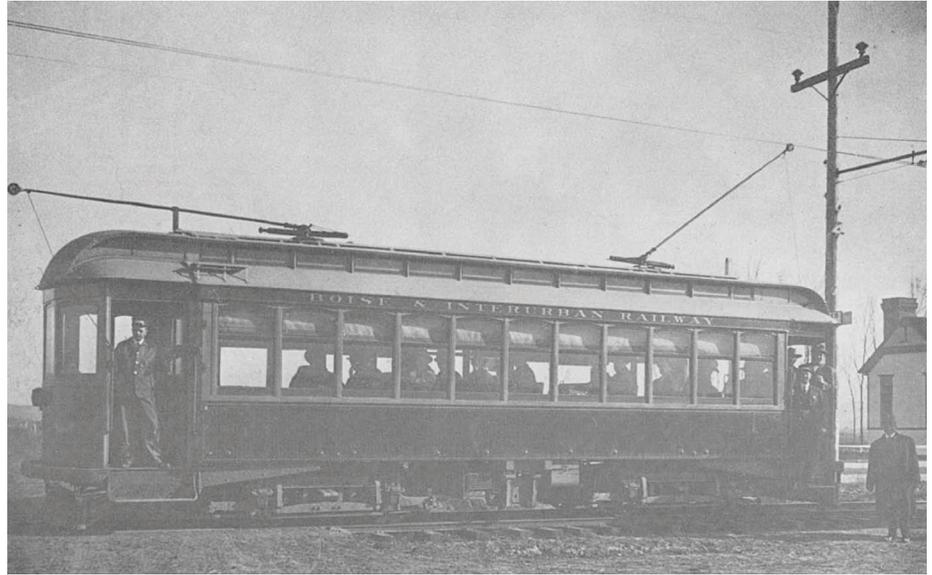
## photos (top to bottom)

*Boise and Interurban Railway Company streetcar, likely on State Street (Boise Public Library)*

*Historic downtown Boise c. 1902, Main Street looking west*

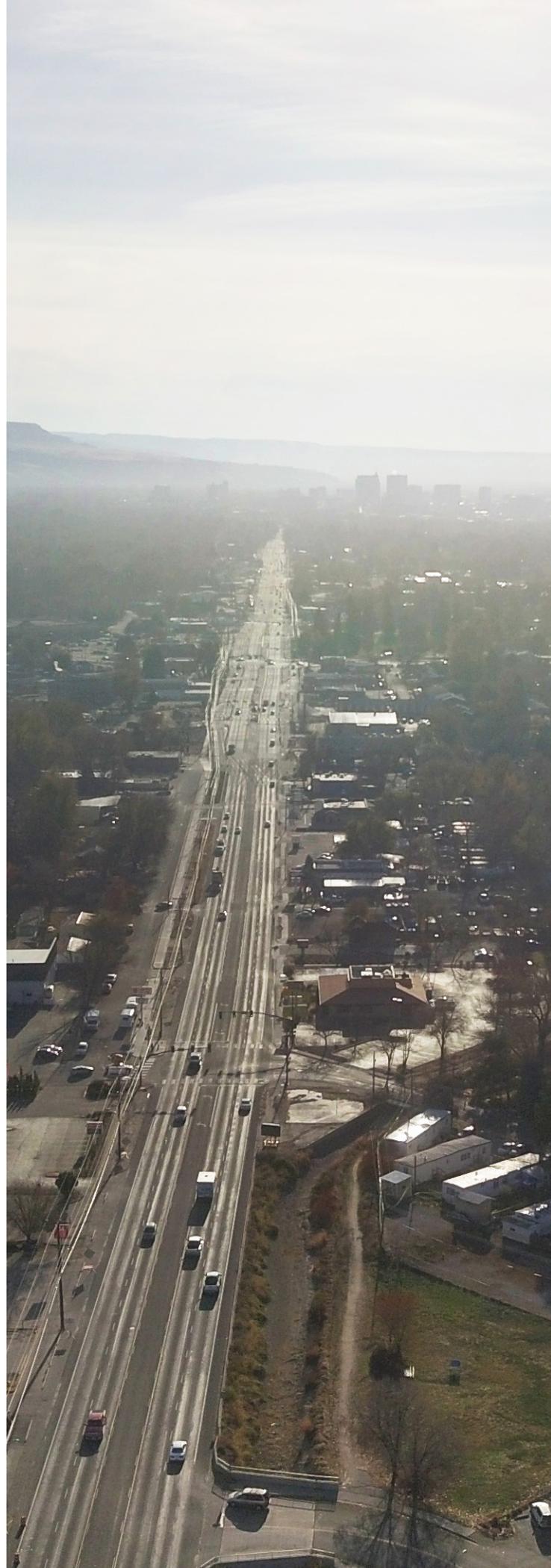
## photo (opposite)

*Aerial view of the State Street transportation corridor looking east to downtown Boise*



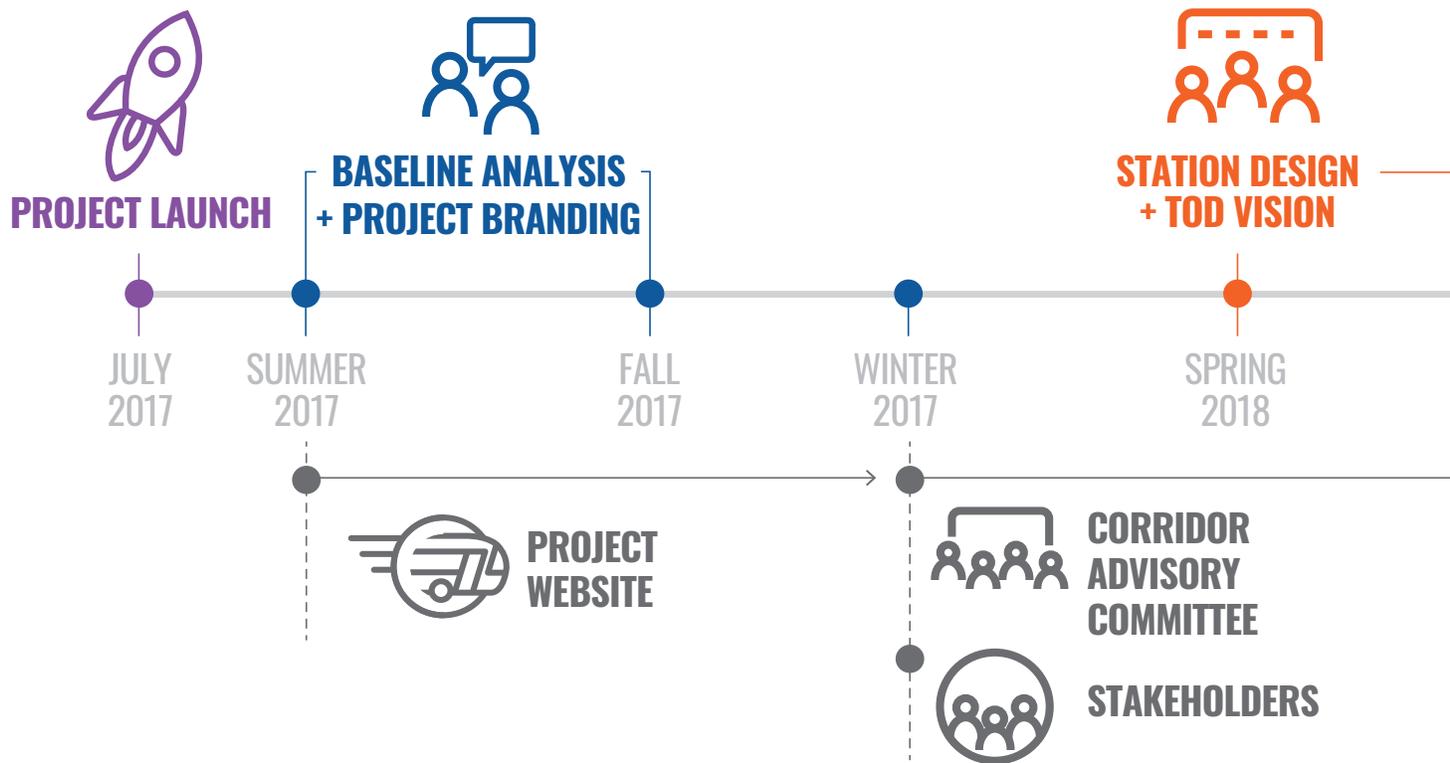
State Street is the connection that ties Treasure Valley communities together. Its role as an important artery goes back many years when farms dotted the landscape and agriculture was the dominant land use. Today, State Street serves much more than farm to market traffic. Also, changing demographics and the desire for more walkable and accessible services means that the transportation infrastructure system must be designed for a variety of users. Regional plans already call for action. The region's long-range transportation plan, Communities in Motion 2040 2.0, established State Street as a priority corridor with transit emphasized and a greater mix of land use densities. The desired elements of the corridor include providing more opportunities to live close to services and high quality transit, increasing transportation options that benefit everyone, and respecting adjacent neighborhoods.

Historically, State Street has supported many types of transportation. While single occupancy vehicles are the dominant mode of travel today, the Boise and Interurban Railway - an electric streetcar - ran on State Street and connected Downtown Boise to Caldwell in the early 1900s. Access to the Idaho State Capitol Building, businesses and homes has always been a part of the State Street story. State Street will continue to evolve as technology changes, local and regional growth increases, and the transportation modes begin reflect the diversity of land uses each community desires.



# 1 INTRODUCTION

FIGURE 1: PROJECT TIMELINE



## PLAN PURPOSE

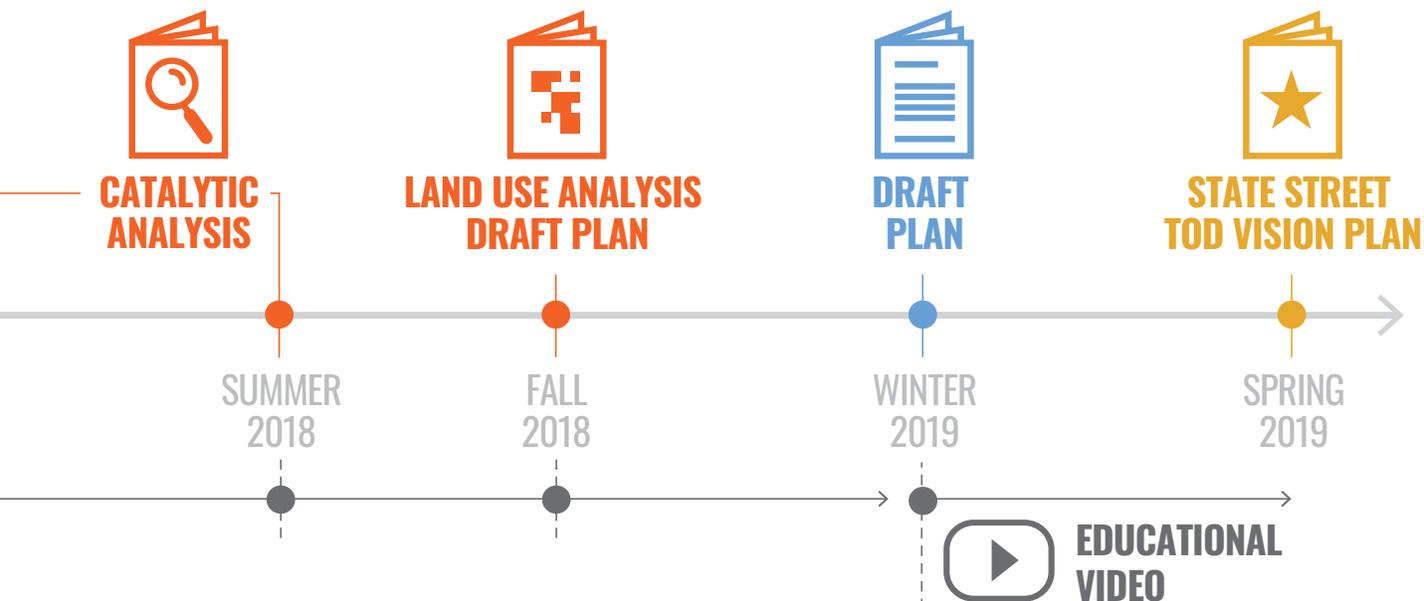
The State Street Transit-Oriented Development Design and Implementation Planning Project (the Plan) seeks to guide development on and adjacent to State Street, with a cohesive vision to:

- Provide for a compact mixture of uses
- Design streets at a human scale
- Create active public spaces
- Showcase nature and neighborhoods
- Encourage sustainability and functionality

Planning along State Street has been underway for many years. The Plan incorporates the foundational elements

of many of these previous and ongoing efforts, including the following studies:

- State Street Corridor Strategic Plan Study (2004)
- State Street Corridor Market Strategy (2007)
- State Street Corridor Transit Oriented Development Policy Guidelines (2008)
- Downtown Boise Multimodal Center Alternatives Analysis (2009)
- Communities in Motion 2040 2.0 (2018)
- HOV/Park-and-Ride Study Findings and Recommendations (2011)
- State Street Transit and Traffic Operational Plan (TTOP): TOD Site Selection and Prioritization (2010)



- TTOP Implementation Plan (2011)
- Downtown Eagle Plan (2011)
- Blueprint Boise (2011)
- State Street TTOP Programming and Finance Plan (2012)
- Garden City State Street Corridor Existing Conditions (2012)

This Plan accomplishes the following:

- Implements portions of the TTOP related to mixed-use development, transit station location and design;
- Refines the locations for bus rapid transit (BRT) stations at four Tier 1 station locations where future mixed-use development is most likely to

occur (BRT system components are described in detail in Chapter 3);

- Defines a corridor “brand” and station architecture for BRT in the corridor;
- Provides an assessment of market readiness for development, including future opportunities for providing affordable housing;
- Identifies important connections across State Street near the Tier 1 stations;
- Provides land use and urban design recommendations for station areas; and
- Recommends modifications, as appropriate, to the future State Street cross section described in the TTOP.

# NUMBER OF TRIPS ON STATE STREET



## PROJECT CORRIDOR AND FOCUS AREAS

The stage is set for State Street, a street where it is easier to walk, bike and take transit but how will all the pieces come together? Mixed-use development, BRT, better bicycle and pedestrian amenities, and connecting destinations are all goals for the corridor established through past community discussions and plan recommendations. The TTOP, in particular, established policies and a series of “triggers” that identify when improvements will occur along the corridor. Some of those improvements are already underway at Collister Drive and Veterans Memorial Parkway, with others planned in the future. Continuing to build upon the long-term vision established for the corridor through previous plans, this plan focuses on how to integrate and implement mixed-use development at the major stations along the corridor, improve pedestrian and bicycle connections between stations and adjacent neighborhoods, and develops recommendations for BRT station design that can be implemented at each station.

The project area is approximately six miles long, focusing on BRT stations and overall corridor issues between the State Street/Horseshoe Bend Road intersection to the west and State Street/Whitewater Park Boulevard intersection to the east, as shown on Figure 2 on the following page. While most of the corridor is within Boise city limits, portions of the corridor are also within Eagle, and Garden City.

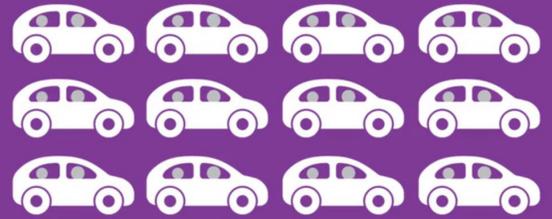
The TTOP identified general locations of future BRT stations based in part on future redevelopment opportunities. The TTOP evaluated 12 potential station locations along the corridor to determine which stations have a highest likelihood of redeveloping into a mixed-use development pattern that also supports the future transit investment. A number of variables were considered, including the amount of vacant and underdeveloped land, adjacent land uses, connectivity, and site size, among others.



# 25 PEOPLE =

# 12 CARS

# 1 BUS



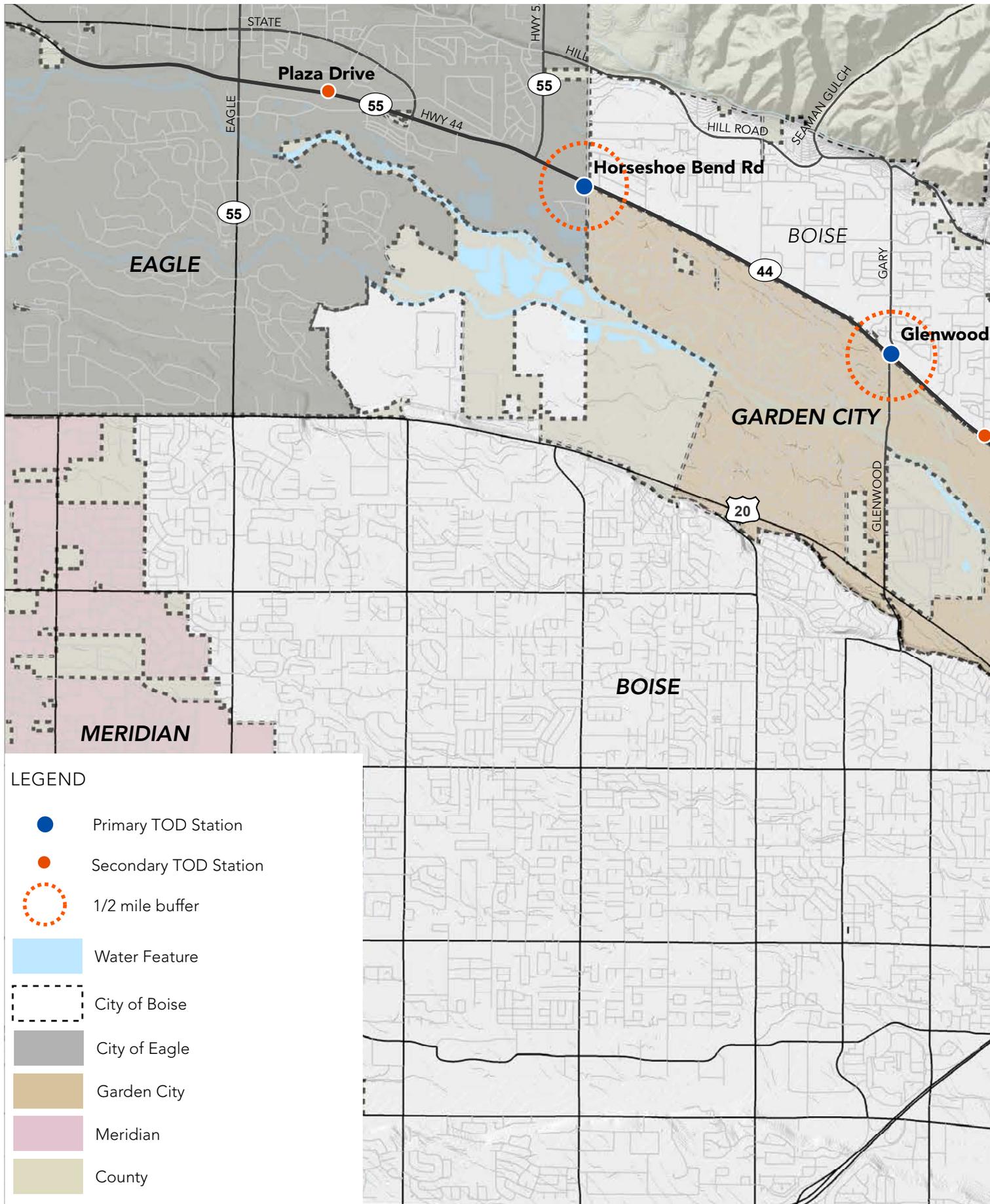
The result of the analysis was the selection of "Tier 1" station areas that were identified for future study. These include:

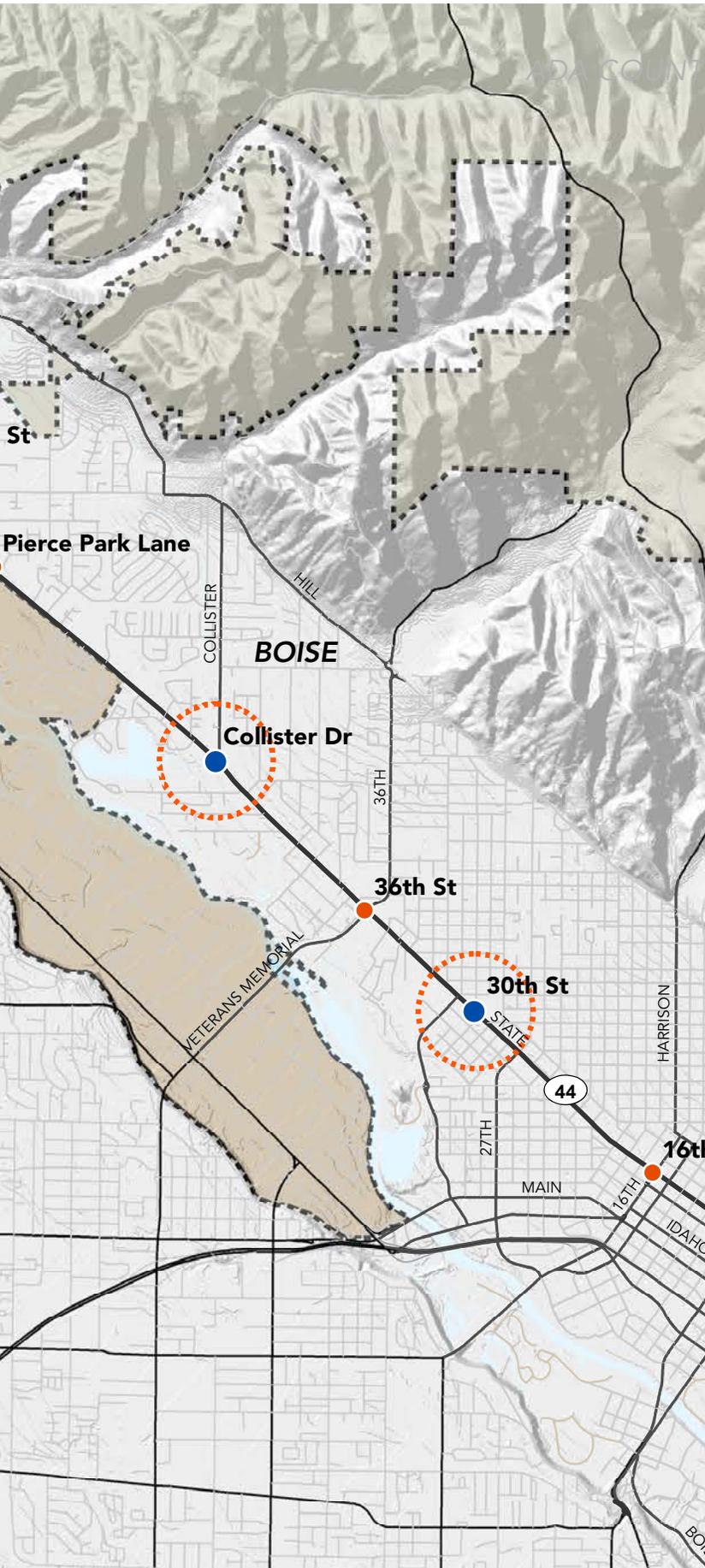
- State Street and Whitewater Park Boulevard
- State Street and Collister Drive
- State Street and Glenwood Street
- State Street and Horseshoe Bend Road

Where appropriate, some station areas support more than one station pair, but still maintain an approximately half-mile spacing between stations. Station specific recommendations are described and illustrated in Chapter 5.



FIGURE 2: STATE STREET BASELINE ANALYSIS CONTEXT MAP





## HOW TO USE THIS PLAN

This plan is organized to provide guidance to local agencies and jurisdictions in implementing mixed-use development in the project area. As this relates to future transit investments, including BRT, this document also provides guidance on station and shelter design, integration with adjacent land uses, and connections to existing neighborhoods. Local jurisdictions can use the information and recommendations contained in this plan to evaluate their comprehensive plans and development codes to encourage more walkable streets and pedestrian focused urban design.



State Street is characterized by its wide lanes, minimal signalized intersections, and a design which prioritizes moving vehicles



# 2

## EXISTING CONDITIONS

### TODAY'S STATE STREET

State Street is a major east/west connection serving a number of communities in the Treasure Valley, but it is also a divider that limits north/south connectivity for pedestrians and cyclists. There are a limited number of signalized crossings, with signalized intersection spacing up to one mile apart in some locations. The lack of signalized intersections, the width of the roadway (five lane corridor plus right turning lanes in some locations) and posted speeds between 35 and 55 mph makes it challenging to cross. Additionally, sidewalks and bike lanes are intermittent along the corridor, making it difficult to navigate the corridor safely if not in a vehicle.

This chapter describes both the challenges and opportunities that define the State Street corridor.

### CHALLENGES

- State Street is a major east/west transportation link across the Treasure Valley. It is one of the most heavily traveled streets in the Boise metro area and a major transportation connection north of the Boise River. Current street characteristics do not strongly reflect community assets nearby such as well-established residential neighborhoods, the Boise River and the foothills.
- High occupancy vehicle (HOV) lanes are currently not permitted by state statute, although the current State Street Transit and Traffic Operations plan includes an outside HOV lane that would carry both future BRT service and HOV traffic. This arrangement was a compromise intended to balance the traffic and transit needs in the corridor. Realization of the plan as designed will require legislative action that would permit this use.
- Lack of housing options and residential density. Planned BRT station areas currently lack a concentration of housing options within a half-mile radius of the station. Station areas are surrounded by mostly low density residential and commercial zoning.
- Parking standards that prevent good urban form and encourage motorists to park instead of walk. Garden City allows parking between a building and street based on certain design integration criteria, with minimal design standards to reduce impacts from drive aisles. While Boise encourages shared use parking facilities, specific focus on transit station urban form related to parking will be needed for State Street.
- Zoning that may restrict a mixture of uses. Zoning in certain locations of Tier 1 stations prohibits denser residential uses while encouraging auto-oriented uses. There are few locations where zoning encourages a transition between low density residential and commercial or higher intensity uses. Similarly, certain design requirements in some station areas require low building heights or floor area ratios (FAR). In many locations, suburban-oriented design and development standards have resulted in sprawling single-use sites and non-contiguous development patterns along street fronts.
- Strip commercial development dominates State Street. All but one of the Tier 1 station intersections features strip commercial development as a primary use. Existing low density commercial development along the corridor paired with large parking lots discourages pedestrian movement between transit stops and adjacent development. Additionally, distance between buildings in low density commercial developments can encourage a shopper to get back in their car and drive to an adjacent business rather than parking once and walking to more than one store.



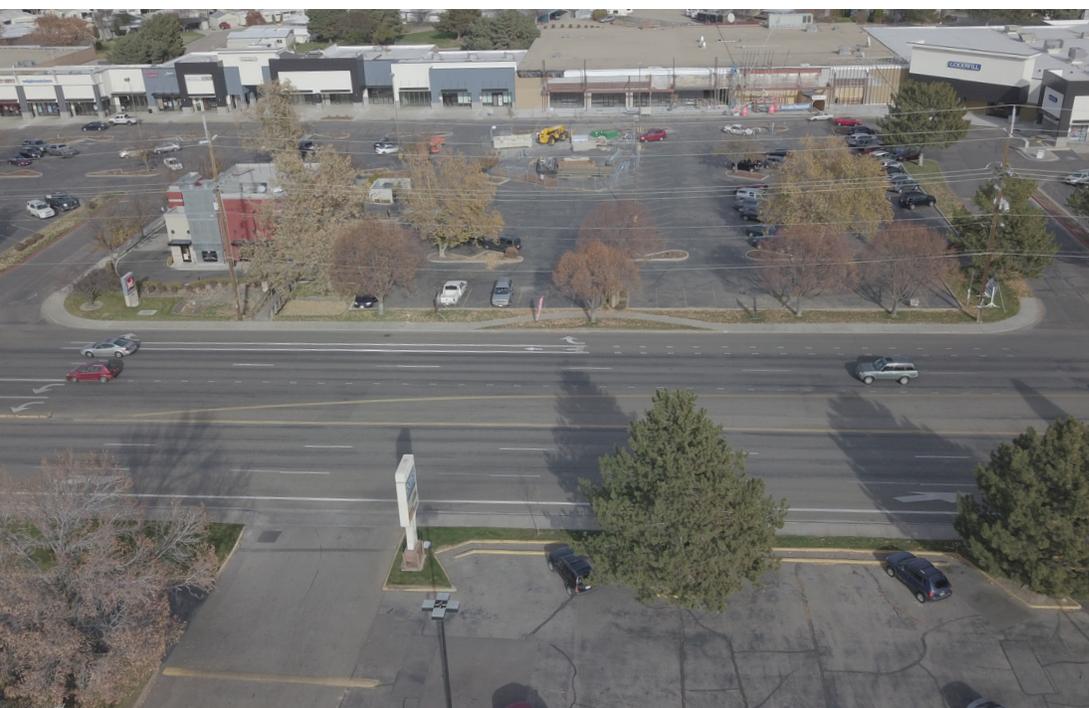
photos (top to bottom)

*Extensive parking areas and disconnected streets promote a car dominated environment which becomes a barrier to walking*

*Much of State Street lacks housing options and residential density. Newer development near Glenwood St. is an example of a transition between commercial zoning, higher density housing, and low density residential zoning.*

*Strip commercial development dominates State Street*





photos (top to bottom)

*Pedestrian and bicycle infrastructure along State Street is incomplete*

*Frequent curb cuts are a safety concern as they increase potential conflicts between motorists, bicyclists and pedestrians*

*Design focused on moving vehicles rather than moving people creates a streetfront which is unwelcoming and unpleasant for pedestrians, cyclists, and transit riders*

## CHALLENGES (CONTINUED)

- There is minimal interaction or connectivity with neighborhoods off of State Street. The commercial nature of uses along State Street has resulted in building designs catering to motorists on the street, not surrounding residential uses. Streets and drive aisles stop at property lines and there are minimal pedestrian connections off of State Street.
- Pedestrian and bicycle infrastructure along State Street is incomplete. Walking and biking facilities and crossings along State Street are limited, intersections are wide and imposing for pedestrians, there are numerous curb-cuts, drive-aisles, fragmented sidewalks, and narrow or non-existent shoulders.
- There are many curb cuts, which increases potential points of conflict between motorists, pedestrians, and bicyclists. In some instances, curb cuts break-up the sidewalk every 50 feet; in other instances, they exist within only a few feet of intersections.
- The street's design is focused on moving vehicles, not on moving people. It is challenging to use other modes such as walking, riding a bike or taking transit. Traffic speed and noise, inconsistent sidewalks and bicycle lanes, inconsistent or non-existent street trees, street lighting that doesn't illuminate sidewalks, limited transit shelters and numerous monument signs and billboards all create a street front that is unwelcoming and unpleasant for pedestrians, cyclists and transit users.
- Unconventional intersection alignments make pedestrian crossings difficult. State Street intersects each of the Tier 1 station area intersections at a non-right angle (rather than at 90 degrees), making turning movements more challenging and creating indirect routes for pedestrians.
- There are a lack of places to gather, relax and play along the corridor. Most public or civic uses and destinations (parks, schools and trails) are located away from State Street. The Library! at Collister is an exception. Other than the Library, the Tier 1 station areas lack public spaces or public use destinations.
- There are few north/south connections. Block lengths exceed a half-mile in some locations and some streets dead-end, are dedicated to serving strip commercial development or meander through pockets of residential neighborhoods.
- Land uses are fragmented. Incremental residential subdividing adjacent to the corridor has led to fragmentation of land uses, residential enclaves and disconnected neighborhoods.



photos (clockwise from top left)

*Wide streets and underutilized portions of right-of-way offer a blank slate to revitalize the transportation corridor*

*Underutilized areas and vacant lots present opportunities for potential future development*

*Connections to key amenities, such as Boise River Park Esther, Simplot Park and J. A. and Kathryn Albertson Family Foundation Whitewater Park, create opportunities to attract a wide range of users and development (Photo by Visit Idaho)*

*The Boise River Greenbelt trail system runs parallel to State Street along the entire project corridor, creating opportunities for looping pedestrian and bicyclist trails which connect to State Street*



## OPPORTUNITIES

- Underutilized areas have development potential. With population growth there are opportunities to focus more housing units near stations to help preserve existing single-family residential uses while still providing access to nearby services and transit.
- Planning efforts align with existing regional goals. Regional partners envision State Street as a multimodal, transit-oriented corridor that links activity centers, with dedicated transit lanes in a seven-lane cross-section between 23rd Street and Glenwood.
- The Boise River Greenbelt trail system parallels State Street to the south along the entire project corridor, from Horseshoe Bend Road to Whitewater Park Boulevard. There is potential to leverage the adjacent trails at several station areas, making these stations transit and trail-oriented.
- Good commercial visibility and access between Eagle and Boise. An obvious but important opportunity is the presence and role of State Street within the Treasure Valley - it is already a heavily traveled east/west linkage and the major arterial connection north of the Boise River.
- Wide streets and intersections, and portions of underused right-of-way, offer potential for rethinking the design of streets. Improved pedestrian and bicycle amenities, dedicated transit lanes, landscaping and access control are all possibilities for future State Street redesign.

## 2 EXISTING CONDITIONS

TABLE 1: STATE STREET TRANSIT SERVICE SUMMARY, AS OF 2018

ROUTE	FREQUENCY AM/MIDDAY/PM	SPAN	ANNUAL RIDERSHIP
<b>9</b> (State Street)	30/30/30	5am-10pm M-F; 8am-6:30pm Sat.	192,000
<b>9X</b> (State Street Express)	30/-/30	6:30am-8:30am M-F; 3pm-5:30pm M-F	18,000
<b>10/10x</b> (Downtown Hill Rd)	60/60/60	6am-7:30pm M-F	48,000
<b>12</b> (Towne Square Mall to Maple Grove)	60/60/60	5:30am-7:30pm M-F	40,000
<b>44</b> (Highway 44 Express)	2 trips daily	6:30am and 5pm M-F	5,000
<b>Total</b>			<b>303,000</b>

Source: Valley Regional Transit

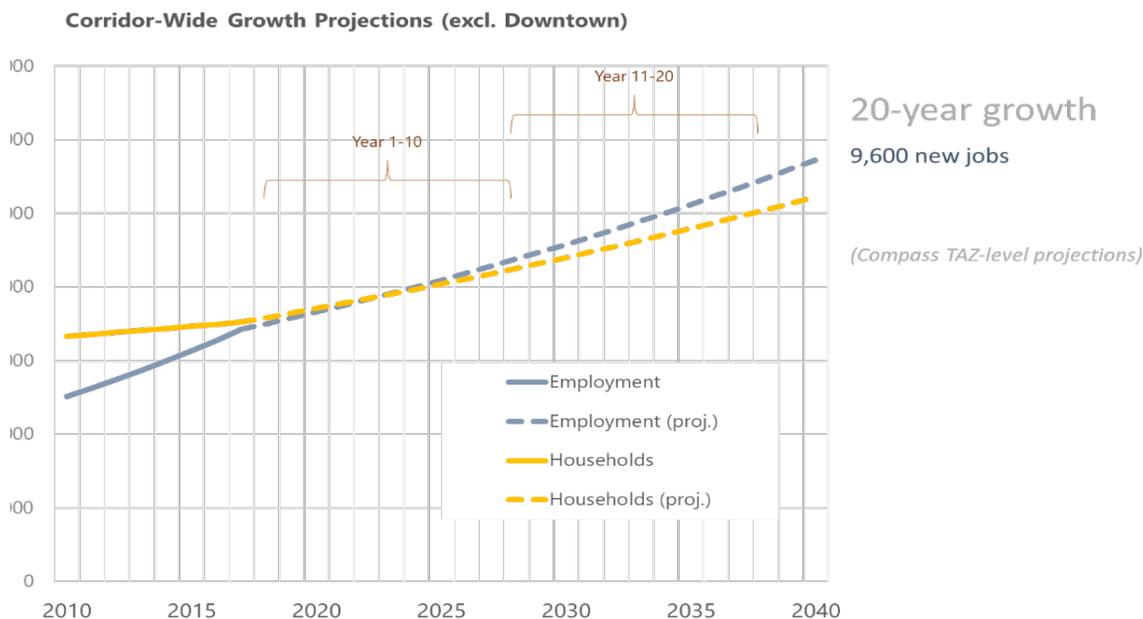
### TRANSIT RIDERSHIP ON STATE STREET

Current ridership on Valley Regional Transit (VRT) services that serve the State Street corridor is approximately 1,100 boardings each weekday (or 303,000 boardings per year), with almost two-thirds on the 9 (State Street) route. Table 1 provides a summary of transit service as of 2018.

### MARKET READINESS

The success of BRT on State Street will hinge in large part on the degree to which surrounding development can support transit ridership and, in turn, respond favorably to the added value which comes from access to that transit. Where new development and redevelopment can be oriented to transit, the benefit of that

FIGURE 3: CORRIDOR WIDE GROWTH PROJECTIONS



Source: COMPASS TAZ forecasts; Leland Consulting Group.

TABLE 2. RESIDENTIAL DEMAND IN STATION AREAS

Attainable Capture By Tier 1 Station Area (s.f.)					
	HORSESHOE BEND ROAD	GLENWOOD	COLLISTER	WHITEWATER	Corridor Notes
by Year 10	300-700	300-700	300-700	300-700	
by Year 20	600-1,400	600-1,400	600-1,400	600-1,400	
Share of Corridor-Wide Unit Demand	8-19%	8-19%	8-19%	8-19%	Tier 1 mixed-use sites unlikely to all hit aggressive capture potential – should reach 25-60% share of corridor-wide in combination
Station Area Notes	More developable land, but further from downtown demand driver			If ITD site redevelops, unit count more likely to be at high end	

Source: COMPASS; Leland Consulting Group.

amenity is more fully monetized, fostering a positive loop wherein higher land values support more residential units and workplaces (and thus higher ridership).

### RESIDENTIAL AND EMPLOYMENT DEMAND FORECAST

Figure 3 shows COMPASS' long-term residential (households) and employment (employees) demand forecasted for the State Street Corridor. The "corridor" is defined as the area west of 16th Street to Eagle Road, and does not include Downtown Boise. COMPASS projects that approximately 7,195 new households and 9,664 jobs will locate in the corridor over the next 20 years. This reflects high rates of growth for both households (1.73 percent annually) and jobs (2.26 percent annually) that are consistent with the high growth rates of the entire Boise metropolitan region.

These figures equate to demand for approximately 7,500 housing units and 3.4 million square feet of commercial and employment space (office, retail, general commercial, industrial, and other space). We estimate that each new job will require about 350 square feet of employment-related space.

### RESIDENTIAL DEVELOPMENT

The market analysis completed for the project projected potential housing demand for each Tier 1 station area. Demand estimates were prepared by reviewing development that has taken place in the past 10+ years in the corridor, reviewing available land and redevelopment opportunities, and by estimating each station area's "capture rate"—capacity to capture a percent of the growth anticipated for the entire corridor. Ranges of development are shown for

## 2 EXISTING CONDITIONS

TABLE 3. EMPLOYMENT-AREA DEMAND IN STATION AREAS

	Attainable Capture By Tier 1 Station Area (s.f.)				
	HORSESHOE BEND ROAD	GLENWOOD	COLLISTER	WHITEWATER	Corridor Notes
by Year 10	50 - 100K s.f.	25 - 100K s.f.	25 - 100K s.f.	50-200K s.f.	
by Year 20	100 - 250K s.f.	50-250K s.f.	50-250K s.f.	100-300K s.f.	
Share of Corridor-Wide Demand (20-year)	4-10%	2-10%	2-10%	4-12%	Tier 1 mixed-use sites should capture approx. 20-40% of corridor-wide non-residential development
Station Area Notes	More developable land here, but further from downtown demand driver			ITD site redevelops, commercial s.f. more likely to be at high end	

each station area, since development is by nature unpredictable, and depends on both large-scale economic and demographic trends, and individual decisions to buy, sell, or develop specific properties.

The Whitewater station area has the highest potential for residential development and could absorb up to 1,000 housing units in the next decade, and 1,800 housing over 20 years. This is partially due to the strong demand for multifamily housing in Boise's downtown and close-in neighborhoods. Large scale development at Whitewater will be dependent on whether the current ITD headquarters remains a state office site, or the site redevelops with a mix of uses.

Each of the remaining stations could capture between 8 and 19 percent of the growth in the entire corridor, or 300 to 700 housing units per decade. This is equivalent to about one or two Kensington Apartment (located at the corner of State Street and Gary Lane) projects per decade. While Horseshoe Bend has more undeveloped land than the other stations, the density

of housing is likely to be lower, since demand for higher-density housing is likely stronger closer to the center of the region.

### COMMERCIAL/EMPLOYMENT DEVELOPMENT

Table 3 describes employment real estate demand within each of the four Tier 1 station areas. Demand estimates were prepared by reviewing development that has taken place in the past 10+ years in the corridor, reviewing available land and redevelopment opportunities, and by estimating each station area's "capture rate"—capacity to capture a percent of the growth anticipated for the entire corridor. Employment real estate encompasses a broad range of development types, including office, retail/general commercial, entertainment, healthcare, industrial, education, and lodging.

Employment development potential is less clear than residential development. There are reasons to expect robust amounts of employment development such as high rates of projected residential and



employment growth, low unemployment, and relatively high levels of education in parts of the corridor. However, new retail and office development in the corridor and station areas over the past decade has been slow; about 100,000 square feet of retail, and 10,000 square feet of office space have been built in all Tier 1 station areas since 2010. Despite ongoing job creation, demand for new space has not been as strong as it was prior to the 2007 recession.

The market analysis projects that over the next decade, up to 100,000 square feet of employment development is possible at the three western station areas, with up to 200,000 square feet at the Whitewater station area due to the proximity to central Boise and the ITD headquarters site. Horseshoe Bend Road station area is expected to attract somewhat more employment growth due to significant available land, and St. Luke's healthcare center at that station. Healthcare, professional services, and education have been the industry sectors that have consumed the greatest amount of employment real estate over the past decade.



photos (top to bottom)

*Contemporary mixed-use development offers an attractive streetscape for all modes of travel*

*Mixed-use building under construction*

### STATION-SPECIFIC CONCLUSIONS

Table 4 Identifies the key findings related to market and development potential.

TABLE 4: TIER 1 STATION AREA MARKET FINDINGS

HORSESHOE BEND ROAD	GLENWOOD	COLLISTER	WHITEWATER
Unique Uses and Features			
<ul style="list-style-type: none"> <li>• Three cities: Eagle, Garden City, Boise</li> <li>• Master planned area: Carlton Bay</li> <li>• St. Luke’s Eagle Medical Plaza</li> <li>• Several large, potentially redevelopable sites</li> <li>• Home-Depot anchored retail center likely to remain</li> <li>• Good pedestrian/ bicycle connection to the greenbelt</li> </ul>	<ul style="list-style-type: none"> <li>• Major commercial developments on three corners: mixed-use opportunity and challenge</li> <li>• All goods and services available in walking distance</li> <li>• Kensington/ North Pointe/ projects: mixed-use. Residential phases have been constructed, some commercial uses still to be developed</li> <li>• Two cities (Boise, Garden City)</li> <li>• High-value single-family subdivisions</li> <li>• Riverfront parks, Garden City City Hall in close proximity. Garden City Hall is on the south side of the Boise River, approximately 3/4 of a mile from State Street</li> </ul>	<ul style="list-style-type: none"> <li>• Several Multifamily communities, including affordable senior housing</li> <li>• Sizable commercial sites near the station with reuse opportunities</li> <li>• Silver Lake</li> <li>• Potential new publicly-owned property (ACHD)</li> <li>• Farmers Union Canal</li> <li>• Path/trail to river (poorly marked)</li> </ul>	<ul style="list-style-type: none"> <li>• Boise River, Esther Simplot Park and Whitewater Park</li> <li>• Proximity to the West End, North End, and Downtown Boise</li> <li>• Whitewater Park Boulevard, including bike lanes</li> <li>• ITD Headquarters property</li> <li>• A grid of well-connected single-family neighborhoods to the north, east, and south</li> <li>• Lowell Elementary School</li> <li>• Crane Creek canal</li> </ul>

TABLE 4 CONTINUED: TIER 1 STATION AREA MARKET FINDINGS

HORSESHOE BEND ROAD	GLENWOOD	COLLISTER	WHITEWATER
Real Estate Development and Demand			
<ul style="list-style-type: none"> <li>Horseshoe Bend has less development and more undeveloped land than the other station areas</li> <li>The Carlton Bay master planned subdivision, and St Luke’s medical center are opportunities that future mixed-use can build on and connect to</li> <li>St. Luke’s could build both new healthcare and related uses (medical office, senior housing, temporary patient housing, workforce housing) on its property</li> </ul>	<ul style="list-style-type: none"> <li>Glenwood is a major commercial crossroads and has less readily redevelopable land than Horseshoe Bend or Collister.</li> <li>The Kensington/ North Pointe projects are a major “first phase” upon which additional mixed-use can be built</li> <li>Several major commercial centers could be redeveloped with a mix of uses</li> <li>There are a range of underutilized properties approximately ¼ mile from the station that would make good multifamily sites</li> </ul>	<ul style="list-style-type: none"> <li>The immediate opportunities at Collister are for reuse, repositioning, and reconnection, not for new development</li> <li>Several existing, relatively dense multifamily projects can be better connected to a new station</li> <li>Commercial and non-profit properties near the center of the station area can be re-tenanted and/ or redeveloped</li> </ul>	<ul style="list-style-type: none"> <li>Whitewater station area—including the areas immediately east—have the highest multifamily, retail, and office rents along the corridor</li> <li>The area can build off the major momentum seen in Downtown Boise, the North End, and West End</li> <li>The ITD headquarters property is a major opportunity to build residential and commercial mixed-use</li> </ul>
Transit Orientation			
<ul style="list-style-type: none"> <li>Horseshoe Bend has lower transit orientation than the other areas. Current transit performance is much lower (less frequent) than other stations.</li> </ul>	<ul style="list-style-type: none"> <li>Efforts should be made to improve ped/bike, physical form (street connectivity), and places (walk score) in order to increase transit orientation.</li> </ul>	<ul style="list-style-type: none"> <li>Efforts should be made to improve ped/bike, physical form (street connectivity), and places (walk score) in order to increase transit orientation.</li> </ul>	<ul style="list-style-type: none"> <li>Whitewater is better prepared for mixed-use than the other stations, with reasonably good physical form, ped/ bike connections, and places (walk score).</li> </ul>



Neighborhoods connected to Downtown Boise and other local employment hubs via transit reduce congestion for everyone



# 3

## TRANSPORTATION

Changes to State Street are already happening. Planned improvements identified in the TTOP are in design or under construction. Those infrastructure changes also accommodate the transit investments that are planned for the corridor, including BRT, which would bring the first premium transit system to the Boise metropolitan area.

Since the TTOP was adopted nearly a decade ago, Transportation network companies such as Lyft and Uber, along with bike share companies and electric scooters have started reshaping how we get around. On-demand vehicles, bike share and scooters have become the norm in urban areas and are increasingly found in suburban locations. As the State Street corridor develops, accessibility for a number of modes of travel will be critical in supporting how people get to transit and navigate a mixed-use activity area.

### INCREASING TRANSIT SERVICE: BUS RAPID TRANSIT

Valley Regional Transit has already begun increasing transit frequencies in the State Street corridor. While BRT may not be constructed in the near term, establishing a strong foundation of ridership and identifying accessibility, land use and urban design recommendations will begin to establish the foundation for walkable station areas. This provides more opportunities to brand corridor elements such as unique station designs and buses. Over time, traditional transit in the corridor will transition to BRT. While still a bus, BRT includes features similar to light rail such as pre-boarding ticketing, electronic reader boards, level boarding, and stops spaced approximately every half-mile to increase travel speeds. Often, it is much more reliable, convenient and faster than regular bus service.

#### ELEMENTS OF BRT SYSTEMS

BRT is different than typical bus service in several ways. The Institute for Transportation and Development Policy (ITDP), classifies and evaluates the performance of BRT corridors.<sup>1</sup> Generally, these performance elements include:

- **Dedicated Right-of-Way:** Separate roadways or lanes are considered

---

<sup>1</sup> Institute for Transportation and Development Policy. "The BRT Standard: 2016 Edition." Retrieved from <http://www.itdp.org/the-brt-standard/>.

vital to ensuring that buses are not impeded by vehicular congestion. Dedicated lanes can be segregated with painting or color differentiation.

- **Busway Alignment:** BRT is most effective when conflicts between buses and other traffic can be minimized. For the State Street corridor, the planned high occupancy vehicle (HOV) lane would provide a lane dedicated to high occupancy vehicles and limited business access, as recommended in the TTOP. For BRT to operate efficiently, turning movements should be minimized to reduce travel times for transit vehicles.
- **Off-Board Fare Collection:** Off-board fare collection is a major factor in maintaining speed and quality of service. While there are several approaches to fare collection, the most common approaches include:
  - **Proof-of-Payment:** passengers pay at a kiosk and collect paper tickets or a pass with the payment marked, which is occasionally checked by an inspector on-board the vehicle.
  - **Onboard Fare Validation:** passengers purchase tickets/fares before boarding and validate them on the vehicle via electronic readers at all bus doors.
- **Intersection Treatments:** Stopping for traffic can slow transit on busy corridors. For State Street, options include signal priority (i.e. where the bus can activate a signal during



photos (top to bottom)

*Eugene, Oregon's EmX BRT system incorporates dedicated bus lanes to streamline service*

*BRT fare is collected prior to boarding, greatly speeding up the passenger boarding process*

*Typical BRT station which includes ticket kiosks, shade, seating, and other pedestrian amenities. The elevated platform design provides easier and faster access*



approach), and locating stations on the far side of the intersection, where possible. Limiting transit pullouts (as feasible), where transit vehicles must exit the flow of traffic and then reenter after loading/unloading passengers, is also an important consideration.

- **Platform-level Boarding:** Aligning bus station platforms with the bus floor (i.e., eliminating the vertical gap) reduces the time passengers spend entering and exiting the bus. Similarly, reducing the bus-to-platform gap (i.e. the horizontal gap) is a key to improved safety and comfort.

Platform design is an important element of any BRT system. It is the location where all elements of the system come together. What does that look like for State Street? For this corridor, it is a defining feature of the station area, a place to park your bike, pay your fare and access the system. It is a gathering spot that connects to the larger transportation system. Figure 3 illustrates the general station platform layout for a typical State Street BRT station. Each station would be designed to address localized issues such as land availability, street locations, adjacent land uses, and bicycle and pedestrian access.

### STATION DESIGN AND FUNCTION

BRT is a premium type of transit service. Fewer stops, branded stations and priority traffic management are all pieces of a successful system. For State Street,

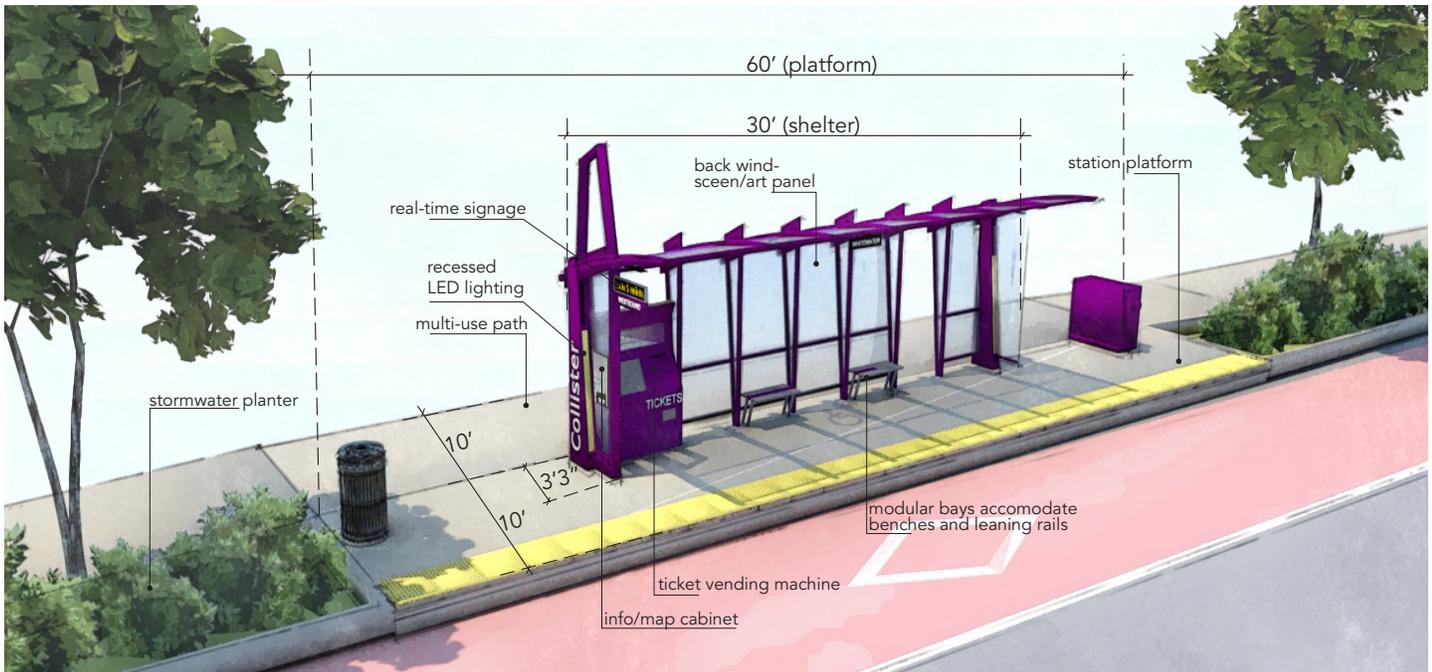
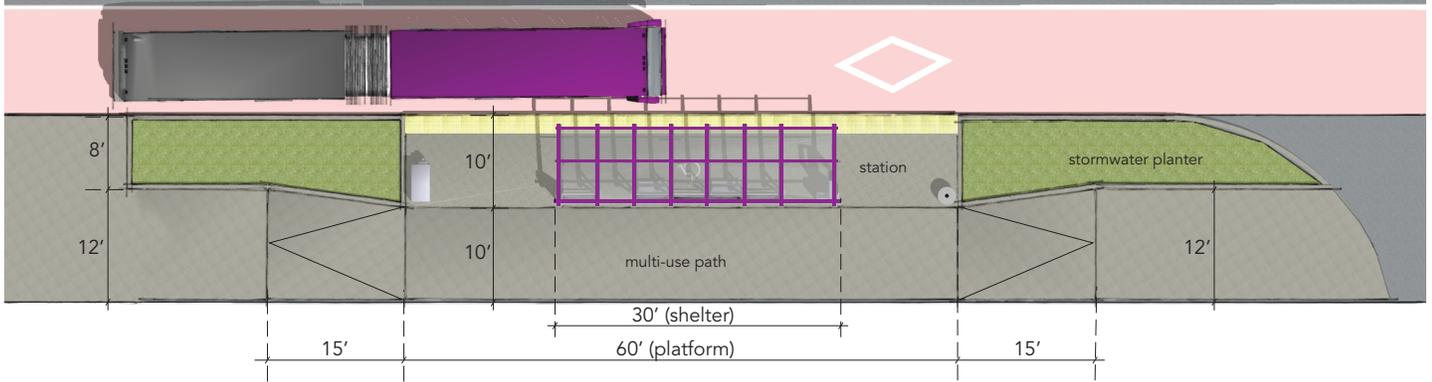
locating stations at sites that provide the highest ridership potential and also support future development opportunities has been part of the discussion since the TTOP planning process.

Station platform location, while functional, can also be catalytic for future development, creating an identifiable brand and adding iconic elements to an area. Prior to developing station platform and shelter concepts, the project partners identified potential criteria to guide the station architecture, desired multimodal connections and connections to adjacent development

### STATION SHELTER ARCHITECTURE CRITERIA

- Station architecture should be inspirational and identifiable as something unique for the corridor.
- Station architecture should create a portal to the rest of the neighborhood.
- Transit riders should feel comfortable at the station, and sheltered from the weather. Shelter interiors should provide transparency to minimize hiding places.
- Bright, durable materials with glass for vertical surfaces should be used.
- Lighting and solar panels should be integrated, with consideration for lighting treatments that draw attention to the station and establish character of the station.

FIGURE 3: TYPICAL STATE STREET BRT STATION



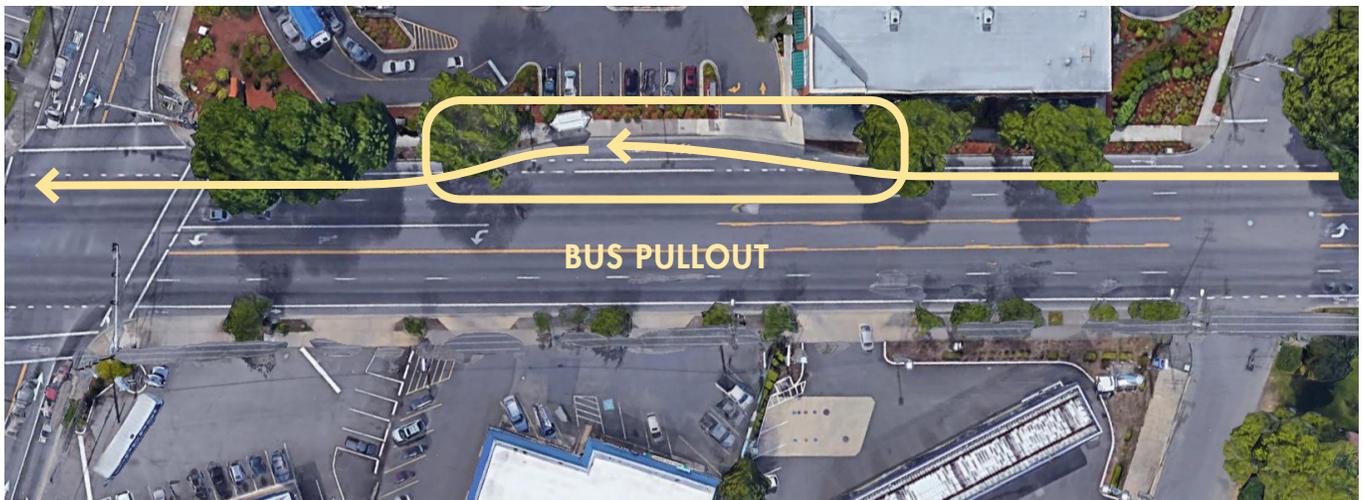
10' (multiuse path at station)\*

10' (station platform)

\*12' (typical multiuse path elsewhere)

# 3 TRANSPORTATION

FIGURE 4: STATION PLATFORM LOCATIONS



#### PLATFORM DESIGN CRITERIA

- Platforms should be compatible with standard 40-foot buses and 60-foot articulated vehicles. For 60-foot buses, all three doors should be accessible with Americans with Disabilities Act compliant boarding at the front and middle doors.
- Stations should accommodate existing bus service and future BRT vehicles.
- Station and platform design should integrate both recent and planned intersection designs along State Street.
- Platform height should be 10-12 inches, dependent on the future BRT vehicle design.
- Bicycle lane should be located behind the station to the greatest degree practicable.

#### STATION AMENITIES CRITERIA

- Security cameras should be integrated for safety.
- Art should be integrated into the station design.
- Benches, leaning rails and trash receptacles should be provided.
- Bike storage should be provided, with consideration of vertical racks to hang bicycles.
- Fare collection options should be provided on the platform to minimize time boarding the bus.

- Wayfinding signage, including the station name, direction of travel, maps and real-time readers should be provided.

#### PLATFORM LOCATION

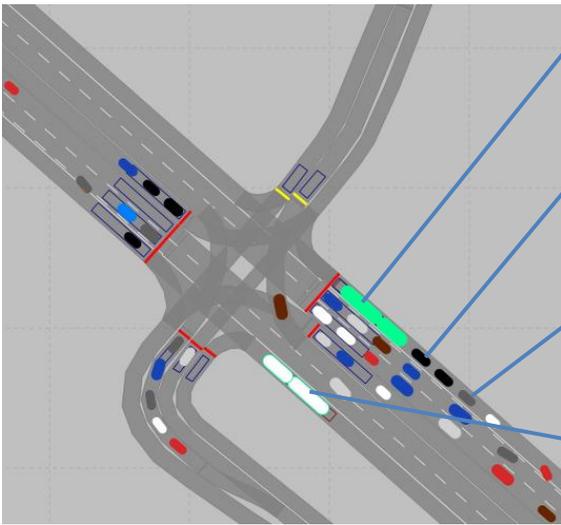
Transit operations are affected by station design and the navigation required for buses to enter and exit the station area. While there are many variations for BRT stations, there are three major types of station locations, illustrated in Figure 4:

- **In-lane stops.** In-lane stops allow buses to stay in the traffic lane while boarding and deboarding passengers. This improves transit service speeds because they do not have to re-enter traffic. For State Street, in-lane stops could also be combined with transit vehicle priority at the traffic signal to improve transit operations. This option minimizes additional right-of-way requirements.
- **Pullouts.** Bus pullouts are locations where a bus leaves the travel lane while boarding and deboarding. While pullouts benefit other vehicles because they do not need to wait for a stopped bus, they can have a significant negative impact on the travel times of those people traveling by bus. Current plans in the TTOP call for bus pullouts at all BRT stations. However, if pullouts are provided at all BRT stations, it will negatively impact transit speeds and the additional right-of-way these pullouts would require would impact

# 3 TRANSPORTATION

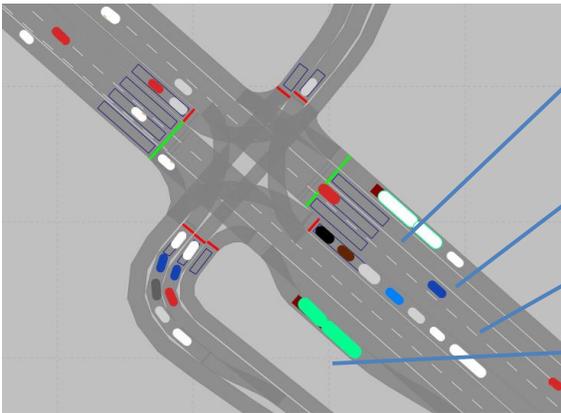
FIGURE 5: OPERATIONAL ANALYSIS BUS STOP CONFIGURATION OPTIONS

Option 1 (Bus Stop Located in HOV Lane)



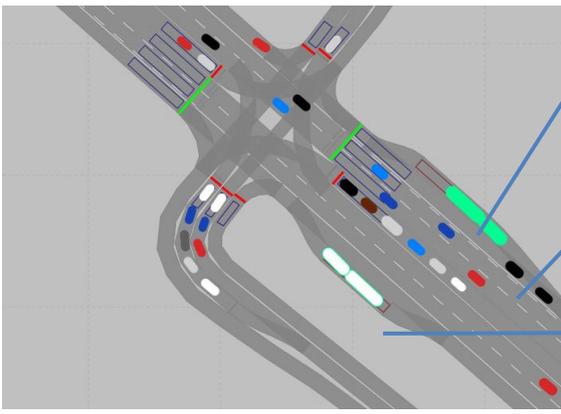
- Near-side bus stop**  
Bus stop within HOV lane
- HOV (auto 2+)  
(Black vehicles)
- Right-turn traffic
- Far-side bus stop**  
Bus stop within HOV lane

Option 2 (Bus Stop Located in Right Turn Lane or Bus Pull Out)



- Near-side bus stop**  
Bus stop within right-turn lane  
(separate from HOV lane)
- Right-turn traffic
- HOV Lane
- Far-side bus stop**  
Bus stop within pull out  
(separate from HOV lane)

Option 3 (Bus Stop Located in Bus Pull Out)



- Near-side bus stop**  
Bus stop within pull-out  
(separate from HOV lane)
- HOV Lane  
includes right-turn traffic
- Far-side bus stop**  
Bus stop within pull-out  
(separate from HOV lane)

business access, development opportunities, station location, and in some cases, the length of crosswalks. Alternatively, placing stations at intersections using the right-turn lane as a pullout, coupled with transit signal priority, are common ways to balance the need to maintain traffic flow through a corridor without requiring additional right-of-way or affecting transit operations. As suggested in the following operational analysis, more work should be done to ensure the station locations support the ultimate vision of a multimodal corridor with BRT and mixed-use development

- **Mid-block stops.** Mid-block stops are located between intersections. Generally, mid-block intersections are not recommended unless there is no other option. Mid-block stops would require pedestrians to walk further distances to an intersection to cross State Street and buses would not be able to take advantage of signal priority to increase the speed of the transit trip.

The station designs reflect the desire to minimize the delay for people traveling in the corridor, maximize the potential for transit to support development, and minimize additional right-of-way requirements. Station locations and design are inherently a balance

between the multiple transportation needs of this major transportation corridor.

## OPERATIONAL ANALYSIS

An operational analysis of various bus stop options was completed to inform how station location (in-lane, pullout, mid-block etc.) might affect transit and traffic operations and any delay for people traveling in the corridor. Future BRT design will require additional analysis for the entire corridor to determine the overall transportation system needs.

There are several variables that need to be considered when determining the appropriate bus stop type on the corridor. These include spacing, available right-of-way, traffic volumes, speeds, transit signal priority, queue jumps, adjacent land uses, posted speed, usage by right turn vehicles, usage by HOV (auto 2+), bicycle facility type and location, corridor performance, number of buses, transit travel time, impacts to schedule, and lane change/erratic maneuvers. This modeling effort was designed to inform the project team about

the operational trade-offs between the three bus stop options and not for use in determining overall corridor performance. The bus stop configuration options that were analyzed include (see Figure 5):

- Option 1: In lane stop. The bus stop is located within the HOV travel lane as an in-lane stop.
- Option 2: Right turn and far side pullout. The bus stop is located in the right turn lanes in the westbound direction (near side stops) and in a pull out in the eastbound direction (far side stops). This option separates the HOV (auto 2+) from the HOV (buses) and non-HOV (right turning traffic) vehicles at the stop locations.
- Option 3: Bus pullouts. The bus stop is separated from the HOV lane by providing a bus pull-out. This option separates the HOV (auto 2+) and non-HOV (right turn traffic) exclusively from the non-HOV (buses) at the stop locations.

TABLE 5: USERS AND BUS STOP CONFIGURATION

VEHICLE TYPES	OPTION 1	OPTION 2	OPTION 3
HOV (auto 2+)	Bus stop within HOV lane Right-turn vehicles enter and turn from HOV lane	HOV vehicles stay in HOV lane	HOV vehicles stay in HOV lane. Right-turn vehicles enter and turn from HOV lane
Non-HOV (Right-Turning Traffic)		Near-side: A right-turn lane is provided, bus stop within right- turn lane	
HOV (buses)		Far-side: A bus pull-out is provided	A bus pull-out is provided



TABLE 6:  
VEHICLE DELAY BY TYPE

	AVERAGE SECONDS OF DELAY PER VEHICLE	
	HOV (AUTO 2+ PASSENGERS)	TRANSIT
In Lane (Option 1)	8-27	0
Pull-Outs (Option 2 – Farside, Option 3)	0-10	21-68
Rt. Turn Lanes (Option 2 Nearside)	0-6	11-48

TABLE 7: PERSON DELAY COMPARING HOV AND TRANSIT

	HOV (AUTO 2+)	PASSENGERS IN HOV (CARS)	TRANSIT VEHICLES	PASSENGERS USING TRANSIT
Movement Per Hour	200 HOV	500 passengers	18 buses	450 passengers
Average Delay	20 sec. per HOV <sup>1</sup>	20 sec. per passenger	60 sec. per bus <sup>2</sup>	60 sec. per passenger
<b>Total Delay (sec)</b>	<b>4,000</b>	<b>10,000</b>	<b>1,080</b>	<b>27,000</b>

<sup>1</sup> 20 seconds is an estimate of delay for HOV under In-Lane (Option 1), which would have the most significant impact to HOV movement of the station options evaluated.

<sup>2</sup> 60 seconds is an estimate of delay for transit under Pull-Outs (Options 2 and 3), which would have the most significant impact to transit movement of the station options evaluated.

Table 5 (previous page) summarizes the users and bus stop configuration associated with each option.

### VEHICLE DELAY

The bus stop operational analysis showed distinct differences in bus and HOV performance between the three bus stop configurations. Table 6 shows the amount of delay for the three bus stop options considered. Overall, bus travel times are slower for pullout options

than in-lane options because they must return into the HOV lane. The operations analysis found that bus bay length does not have an impact on operations, but there are significant differences for transit service by stop location. Key findings of the analysis include:

- In-lane stops perform the best for transit with no transit vehicle delay. In-lane stops would have minor delays of between eight and 27 seconds

for vehicles also using the HOV lane (depending on direction).

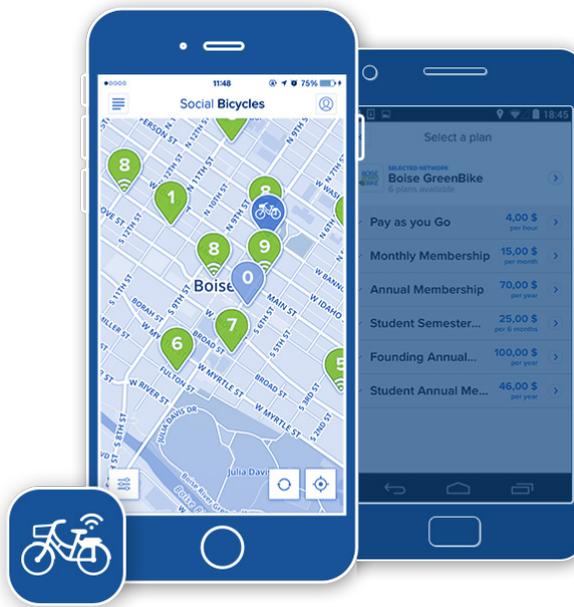
- Pullout stops have a much larger impact on transit, adding between 21 and 68 seconds of delay (depending on direction). Very little impact to vehicles in the HOV lanes is expected.
- Right turn locations function better for both modes of travel because buses are outside of the HOV lane when stopping, but can improve travel times



with signal priority at the intersections. Transit vehicle delay ranges between 11 and 48 seconds, with little to no delay for other vehicles using the HOV lane.

#### PERSON DELAY

On congested corridors it is important to measure not only the delays to vehicles, but also the total delay to people. This is especially important for HOV and transit vehicles because their entire value is that they save time, space and money by carrying more people per vehicle than the typical car (see page 7). If person delay is not measured, than these benefits remain invisible to the analysis. Table 7 illustrates the differences in person delay for HOV and transit vehicles, assuming the results of the operational analysis for the project. The results show that while there would be fewer buses than cars using the HOV lane, person delay is



photos (left to right)

*Longer delays have a greater impact on transit due to the number of passengers compared to standard size vehicles*

*Designated rideshare pick-up zones help increase efficiency and reduce traffic conflicts*

*Boise Greenbike public bike sharing station hub*

*The mobile app for Boise Greenbike helps users find and reserve available bikes*

much higher for transit vehicles because they carry more people.

State Street's success as a transportation corridor and a community facility depend on moving more people in a constrained space. The multimodal and transit vision of moving more people per vehicle is important for all people traveling down State Street. Based on TTOP projections and triggers, almost half of the people in the HOV lane will be on buses, yet those buses will be less than 10 percent of the vehicles in the HOV lane. For State Street to function in the future, there is a need to minimize person delay and prioritize the vehicles with the greatest number of people in them.

#### RIDESHARING, AUTONOMOUS VEHICLES AND STATION ACCESS

Although BRT is the focus of this plan, new innovations and reimagined current services can coexist with this effort to efficiently move more people to

and along State Street, supporting a wide range of employment, retail, entertainment, dining and leisure destinations.

#### RIDESHARING SERVICES

Ridesharing refers to any transportation that can be shared by users or riders, sometimes individually and sometimes collectively. It is usually facilitated by phone applications to hail, find and/or reserve a ride. Although often associated with privately-owned, owner-driven vehicles, it can also refer to other modes of transit such as bicycles, scooters and shared vehicles. In some places, ridesharing competes with public transit services, but in Ada County, existing partnerships create jointly beneficial opportunities. Building off these collaborations can help increase ridership on State Street's proposed BRT lines and facilitate targeted developments.

Boise GreenBike, for example, is a bike sharing platform centralized in downtown Boise. Bikes can



be found and reserved using a mobile app. The bikes and station hubs for this service were funded with a federal grant, with operational funding coming from a combination of other sources. The system is scalable, allowing it to grow as demand dictates. Similarly, electric scooters are growing in popularity in Boise, with three private companies operating in the city and City Council recently voting to permit increased numbers available for rental.

With both services poised for growth, opportunities on State Street are numerous. For example, bike station hubs at sites targeted for development can link residential neighborhoods to State Street's emerging destinations. This can facilitate a lively streetscape with robust foot traffic, while reducing demands for vehicle usage and parking. Electric scooters can serve a similar function. These connections between residential neighborhoods and State Street can also help meet "last mile" needs, providing access from BRT stations or transit stops to destinations off of State Street or outside the downtown Boise core. The existing downtown rideshare infrastructure, with its connections to State Street, can also connect people to other major destinations such as Boise State University.

An existing rideshare program already models the possibilities for this effort. VRT Transit Connections, a partnership with Lyft, was initiated in January 2019 to provide low-cost connections between outlying areas and ValleyRide bus stops.



This program offers six stops on State Street's #9 bus route. For commuters, a premium monthly pass provides both a 31-day ValleyRide bus pass and 31 days of connecting service from Lyft. Another Lyft partnership, VRT Late Night, offers low-cost rides for low-income workers commuting outside of bus operating hours. Both programs illustrate the potential for innovative transit solutions that could provide social and economic benefits if extended more fully on State Street.

### COMMUTER AND SHUTTLE SERVICES

A more traditional type of ridesharing includes the various commuter and shuttle services offered in Ada County. The Ada County Highway District (ACHD), for example, operates Commuteride, a vanpool service in Treasure Valley's six counties. ACHD provides vans, connections to other riders or drivers and emergency rides for members, while advocating for area residents to explore options for busing, walking, and biking. Other transit providers include Treasure Valley Transit, which serves primarily rural communities outside Ada County, and a variety of public



photos (left to right)

*Electric scooter charging hub*

*VRT Transit Connections offers low-cost rideshare trips to and from designated bus stops, closing the last-mile connection which can be a barrier to using transit for some riders*

*Autonomous electric shuttles are already being used in some cities to transport small groups of people through metro areas, airports and campuses*

*Bike station hubs create opportunities to rent public bicycles. The Cycle Hub seen here is a city run membership program for secure private bike parking and amenities to support cycling commuters*

or non-profit shuttle services that connect people to social services and locations in adjacent communities. The existing commuter and shuttle programs could provide a variety of opportunities. For example, a service like Commuteride could be well-served by HOV lanes on State Street. Alternatively, a system with dedicated BRT lanes could facilitate a partnership where shared use with commuter shuttles is appropriate in some instances.

**AUTONOMOUS VEHICLES**

As the alternatives to privately-owned automobiles evolve, personal vehicles themselves are also undergoing changes. Perhaps the most anticipated innovation on the horizon is the development of autonomous vehicles, such as self-driving or robotic vehicles. Despite the current enthusiasm for this emerging technology, individually owned autonomous vehicles are likely years from widespread availability. Adoption as a mode of public transportation, however, could occur in the nearer term with the right blend of conditions.



The current planning effort on State Street could position the region for early adoption of autonomous vehicle transit. For example, dedicated BRT or HOV lanes could later be repurposed as priority lanes for autonomous public transit. BRT Stations and other bus stop infrastructure clustered around key development zones on State Street could retain its function and importance within the autonomous paradigm. Bikeshare and scooter opportunities can continue to provide last-mile connections, facilitating a forward looking, multimodal system.

### 3 TRANSPORTATION

FIGURE 6: TTOP STATE STREET SECTION

*State Street widened to seven lanes with curbside HOV lanes (23rd Street to Glenwood Street)*

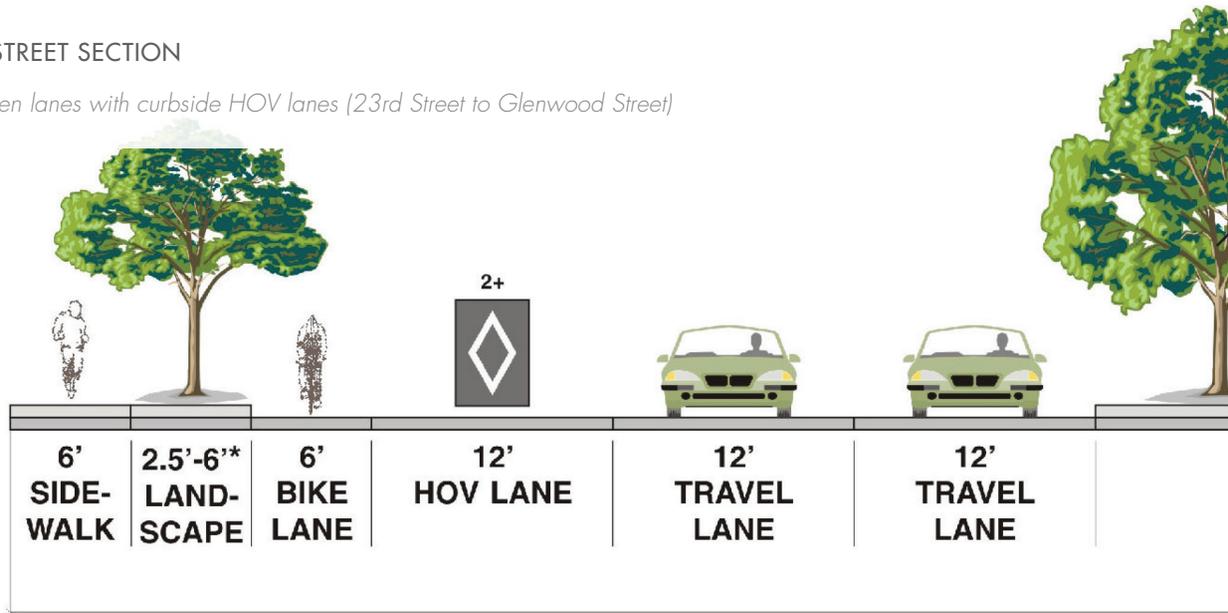
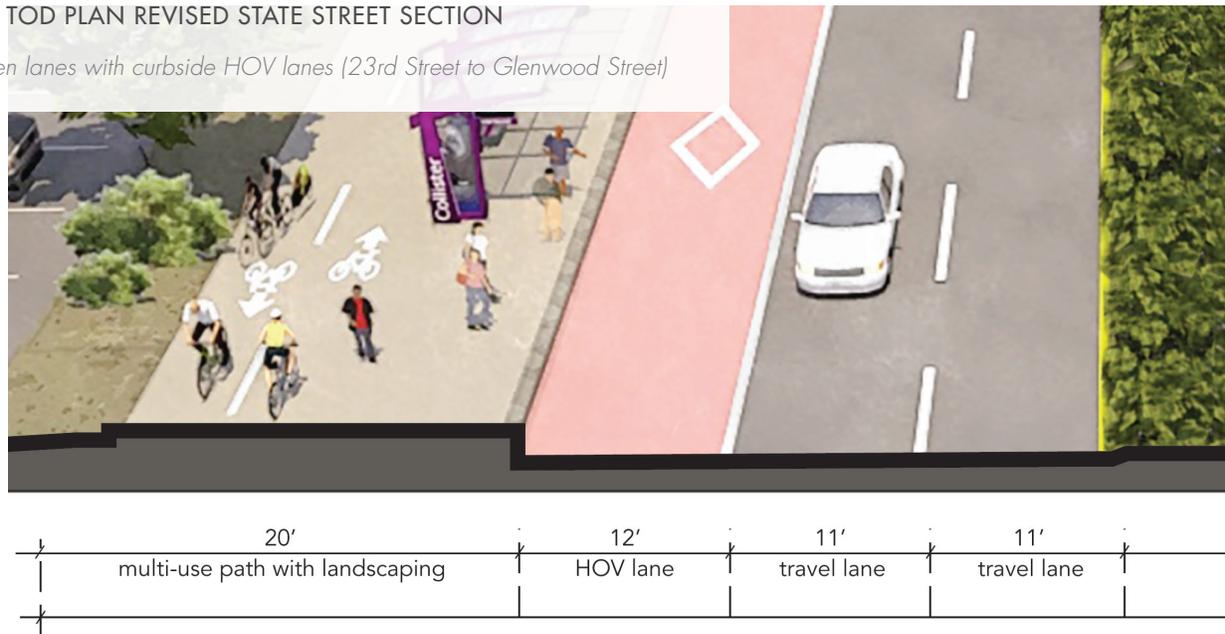


FIGURE 7: STATE STREET TOD PLAN REVISED STATE STREET SECTION

*State Street widened to seven lanes with curbside HOV lanes (23rd Street to Glenwood Street)*

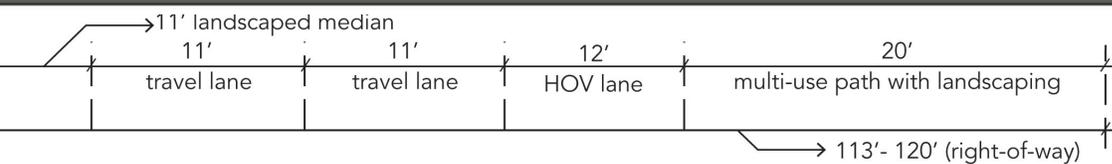
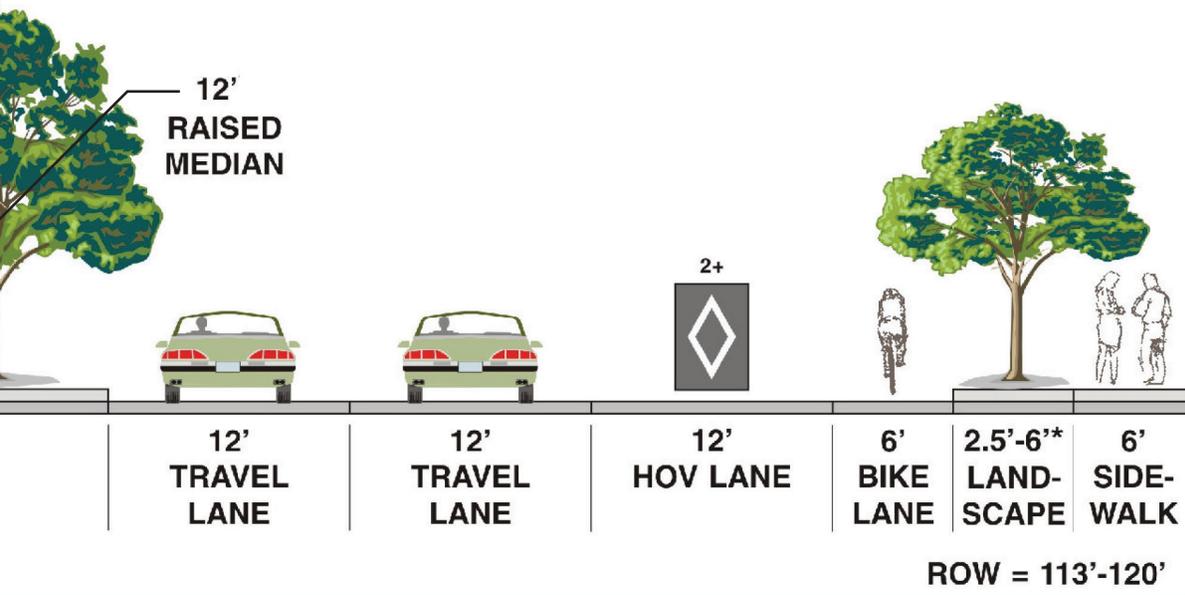


### CORRIDOR-WIDE RECOMMENDATIONS

The TTOP laid the groundwork for many of the changes already happening in the corridor. Focused station design, evaluation of the potential for mixed-use development, and creating places where pedestrians and bicyclists feel safe outside of a car is essential for the corridor. While some improvements have already occurred along the corridor,

such as at Collister and Veterans Memorial Parkway, future improvements should consider reorganizing available right-of-way to be more pedestrian and bike friendly (see Figures 6 and 7), other locations should consider the following during design and construction:

- Use 11-foot travel lanes rather than 12-foot travel lanes. This reduces the crossing distance for pedestrians and vehicles at



the intersections and reduces intersection footprint and potential right-of-way needs.

- Reduce vehicle speeds to 35 miles per hour. For locations near denser urban areas, consider reducing the speed to 30 miles per hour. Slower speeds enhance the environment for pedestrians and bicyclists, improves safety performance of the roadway, reduce

noise pollution, and better align with the land use, street and environmental context.

- Incorporate BRT station platform design at all stations along the corridor. BRT should not be an afterthought.
- Combine the proposed sidewalk and bicycle lane into a single multi-use pathway separated by a planting strip. No additional right-of-way is assumed to be needed.





# 4

## TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

Land use and urban design principles provide the direction to guide all future development and design within the BRT station areas and throughout the corridor. These principles address the challenges and opportunities identified in Chapter 2, and provide comprehensive guidance to support the vision for transit-supportive neighborhoods along State Street.

Land uses adjacent to the BRT stations should provide a mixture of development types, including a variety of commercial, residential, and employment uses. Development along State Street will likely be incremental, so providing flexibility in how it occurs is critical, particularly for infill development where existing uses stay or transition over time. Development intensity should support both mixed-use development and residential uses. Commercial uses, particularly large format retail, can be part of a district-wide development strategy, but should be designed or retrofitted to increase pedestrian accessibility and reduce the distances a pedestrian must walk through a parking lot.



scale modifications to existing underlying zoning. The following sections provide recommendations for a Transit Station Overlay with the goal of achieving safe, walkable, pedestrian-scale mixed-use development. Many of the elements are illustrated in the Tier 1 Station Area illustrations contained in Chapter 5.

## CREATE OPPORTUNITIES TO CONNECT TO NATURE



The following design recommendations can be implemented as a Transit Station overlay within  $\frac{1}{4}$  mile of BRT stations. While Transit Station Overlay Zones can often extend up to  $\frac{1}{2}$  mile from a station, their applicability is highly dependent on the existing development present in an area. Most development not immediately adjacent to State Street is single-family residential and would not likely redevelop given generally smaller lot size and the need to acquire and consolidate parcels. Implementing a Transit Station Overlay provides flexibility for each jurisdiction to apply the overlay without making large

The State Street corridor is adjacent to natural areas along the Boise River, although connecting to that amenity and designing with nature as part of the landscape is not a part of the current State Street urban design and landscape pattern. Future development along State Street should integrate trees and native landscaping along streets as well as in plaza and other gathering spaces. These areas should also be connected to the local and regional pedestrian and bicycle network to provide an interconnected network of local streets and trails into adjacent neighborhoods. Linkages, landscaping and public





photos (clockwise from bottom left)

*The open spaces, canals, lakes and Boise River running along the BRT corridor create opportunities to connect with Boise's natural beauty*

*This BRT station design incorporates iconic native plants as a theme of public art (photo by Pivot Architecture)*

*A mix of low-maintenance native and ornamental landscaping creates an attractive streetscape*

*A public pedestrian plaza next to BRT stations invites customers in to adjacent businesses by providing attractive seating, bike parking and amenities (photo by Google)*

*This BRT station art enhances the station design, while maintaining transparency for safety and reinforcing the district's identity (photo by Pivot Architecture)*

*An example of public art as a gateway element to reflect the identity of a neighborhood and create a sense of arrival to a new district (photo by Pivot Architecture)*

*Pedestrian scale wayfinding which reflects the branding of the city and helps direct pedestrians and cyclist towards amenities*

spaces will help create a sense of identity, while serving as centers of activity and social interaction.

## GATEWAYS AND WAYFINDING

New development projects and station design should encourage a strong sense of arrival. This can be accomplished by reinforcing primary entrances into the station areas, which can be done several ways:

- Construct entry gateways that frame views and create visual cues and sense of arrival.
- Use public art to establish gateway features that strengthen the character and identity of the State Street corridor and surrounding neighborhoods. Use landscaping, signs, structures or other features that identify the neighborhood.
- Create a corner landmark consisting of a combination of open space and architectural building design features that can also be incorporated as part of the gateway features.

There are limited north/south connections along State Street that connect the Boise River to the foothills. Wayfinding signage can help bicyclists and pedestrians connect to BRT from the foothills and the larger trail system. Within the internal street system for station areas, wayfinding can incorporate business locations.

## BRANDING AND IDENTITY

Common branding and identity elements can enhance the corridor and adjacent neighborhoods. Branding will also help workers, shoppers, residents and students orient themselves, navigate and better understand the area's identity, layout, landmarks, transportation options and major destinations. A high degree of community involvement must be met for any branding and identity effort to "stick" and be adopted by a diverse community of business owners, workers, shoppers, students and residents. Character-defining aspects to investigate along the corridor include the Boise River and Greenbelt, the foothills,

## 4 TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

connectivity to outdoor recreation opportunities, the canal system and the area's agricultural history. BRT, as part of a larger branding strategy, can be incorporated into station area branding.

Branding and Identity can also incorporate sustainable design elements at neighborhood and station gateways where they will contribute to the identity of State Street and celebrate



the corridor's unique sense of place in the region, including:

- Integrate solar panels into transit station amenities for station power. Depending on the design of the panel, they can also provide shade.
- Control solar heat gain and glare using shade trees.
- Consider designing green infrastructure projects as interactive or educational spaces that provide additional social functions on site, particularly when used within public spaces.
- Utilize low-maintenance and native plants to improve natural function and reduce resource usage.

BRT stations can play a particularly large role in the identity of the

corridor. As the stations are designed, incorporation of identity elements can set them apart from local transit stops located elsewhere on the VRT system.

### MANAGE PARKING

There are many ways to encourage pedestrian-oriented development near station areas while still providing parking options for those accessing nearby businesses. Parking should be placed in convenient, accessible locations but screened from view by either buildings or landscaping. Pedestrians should be able to access adjacent businesses and residences without walking through parking lots.

Landscaping, plazas or structures rather than parking should be the primary visual element of a mixed-use area.





- **Restrict off-street parking or driveway access within 100 feet of the station.**

Land uses adjacent to the stations should be pedestrian-focused, with buildings, plazas or pedestrian oriented streets with wide separated sidewalks and street trees. Off-street parking should be established as shared parking between adjacent uses, where possible, and integrated into the station area to not impede pedestrian access to transit service or nearby amenities.

- **Revise parking standards to reduce the amount of parking required adjacent to stations.** This could include a number of strategies such as:

- Develop a parking management plan. This would include parking usage analyses followed by parking management strategies that optimize the amount of land used for parking.
- Permit parking reductions or in-lieu parking fees. This allows new development to pay a fee for a certain number

of spaces to encourage catalytic projects that may be borderline financially feasible. There are a number of parking reductions possible that could be used for development within a quarter-mile of transit stops. These could include senior housing, affordable housing projects and group housing, development that provides space(s) for car sharing programs, and projects with a site-specific trip reduction plan (such as employer-provided transit passes, telecommuting, ridesharing, carpooling, car sharing, bicycling, and flexible work schedules). In some instances, a transportation management association (TMA) can also be established to help coordinate district-wide efforts in reducing parking demand.

- Unbundle Parking. Allow a portion of the off-street parking to be leased through a permit process where a resident or employee can pay for the use of off-street

photos opposite (clockwise from bottom right)

*Parking should not be the primary visual element of a mixed-use area, particularly near transit stations. Here parking is set back and screened with vegetation. (Photo by Pivot Architecture)*

*These solar panels create shade for transit riders while taking advantage of the sunny, open character of the streetscape for energy production*

*The Block is a mixed-use building with a parking garage on the upper floors, businesses on the lower floors and rock climbing walls on the facade, creating a unique attraction with views of the city. (Photo by River Street Architecture)*

photos above (left to right)

*In this Boise development parking is a combination of on street parking and parking lots sited behind buildings to create a more attractive, accessible streetscape that accommodates all modes of transportation (City of Boise)*

*Electric charging stations along street parking spaces.*

## 4 TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

### photo right

*This parking structure incorporates commercial uses on the ground floor and architectural elements to screen the upper stories of parked cars (photo by Flickr user La Citta Vita)*



spaces. This incentivizes developers and tenants to consider travel options, and encourages reducing vehicle use. For those that have one or more vehicles, this option also provides parking for them, albeit at a higher cost than for tenants with fewer vehicles. This reduces the possibility of oversupplying parking as technology, transit and commuting habits change over time. For this management option, some parking spaces would still be provided on-site with development, but additional spaces above the minimum number of spaces required by the Development Code could be located on-site or off-site. Those spaces would be leased or sold separately from the rental or purchase fees for dwelling units for the life of the dwelling units.

This provides renters or buyers the option of renting or buying a residential unit at a lower price point.

- **Strategically locate structured parking and park and rides.** The market analysis showed that new mixed-use development will be challenging to construct profitably for the foreseeable future. Structured parking, while space saving, can cost many times more than a surface parking lot. If a parking structure were constructed for a park and ride, the investment might also catalyze other development. Public/private partnerships are one possibility where a larger redevelopment goal can be met, for example, with a parking garage wrapped with housing and/or retail. Regardless, parking structures should be designed and constructed to the same

## TRANSITION OR PERIMETER DISTRICTS

building standards as adjacent buildings, with ground floor uses and architectural elements that reduce the visual impact of upper story parked vehicles. Parking structures should also be designed to transition to other uses if parking demand changes in the future. Ground floors of parking garages should be a minimum 30 feet deep with a minimum 12-foot vertical clearance to provide opportunities for commercial uses.

- **Provide areas for drop-off and electric charging.** Technology is rapidly changing the types of vehicles people use and how they get to transit. Electric charging stations and drop-off/loading areas should be provided adjacent to stations, either in a dedicated parking area or on street. This is particularly important for commuters who want to use transit, but must first get to a station through other means of travel.

### IMPROVE STREET BUILDING AND ORIENTATION

Building location and orientation is an essential element of creating a mixed-use center. Pedestrian-scaled development can be encouraged by requiring buildings oriented towards the street with parking behind or to the side of the building. Development should engage pedestrians, provide weather coverage and encourage development that is closer to the street through reduced setbacks, or zero lot line development.

The City of Bellevue, Washington adopted a Transition Area Design District that provides a buffer between residential uses in a residential land use district and a land use district that permits development of a higher intensity. The primary function of the district is to incentivize improvements that would serve to provide a transition with established uses, such as underground parking, pitched roofs, upper floor step-backs, and others. The standards also prescribe minimum landscaping and setbacks for uses that are adjacent to higher-intensity development. In Davis, California, the City has adopted multiple transition zones. The Residential Transitional District provides areas for separating intense commercial development from residential development. The Interim Residential Conversion Zone provides a transition between older, established or historic neighborhoods, while allowing for the conversion for residences as dwelling or commercial uses, or a combination of the two. The zones control for parking design, fencing, landscaping and signage to ensure that new development blends with the existing residential character of surrounding neighborhoods.



## ESSENTIAL STREETSCAPE ELEMENTS

Regardless of classification, streets in pedestrian-oriented areas of the corridor should provide spaces where people feel safe and welcome. Pedestrian and bicycle-friendly streets are characterized by several elements, including:

- Shorter block lengths;
- Wide and/or detached concrete sidewalks;
- Well-marked crosswalks;
- Curb extensions;
- Frequent intersections;
- Access management to minimize the number of curb cuts;
- Landscaping; and
- Appropriately-scaled signage and lighting.



Streets that are more auto-oriented will also benefit from many of these elements, encouraging slower speeds and attention to other road users. Modern street design often includes sustainable design elements that manage stormwater and water quality, while providing opportunities for trees and landscaping, urban wildlife habitat and neighborhood beautification.



Stormwater treatment should be designed to provide the following benefits:

- Handle stormwater onsite;
- Enhance the streetscape environment with attractive, functional and sustainable infrastructure that creates memorable and unique places for pedestrians;
- Provide water quality benefits and replenishment of groundwater;
- Provide new locations for pedestrian access, public art and gathering spots; and
- Reduce impact on existing stormwater management facilities.

## STREET TREES

Street trees provide a range of benefits, notably the opportunity to green the street and provide beauty, shade and a more pleasant experience for street users. Given the need to provide room to a multitude of street functions – travel lanes, sharrow or dedicated bike lanes, on-street parking, and bulbout crossing – the space leftover for street trees can be compromised, resulting in narrow tree wells bound by hardscape and utilities. As a result, manufacturers of structural soil systems have responded with products that allow for compact, highly utilized street space with healthy, established street trees. These systems require maintenance that may be City or privately managed, but should be encouraged to create a more



### photos opposite (top to bottom)

*Curb extensions increase pedestrian safety, improve visibility and reduce the distance of a street crossing*

*Center median pedestrian islands improve safety at crosswalks on busy streets*

*Stormwater planting and pervious paving*

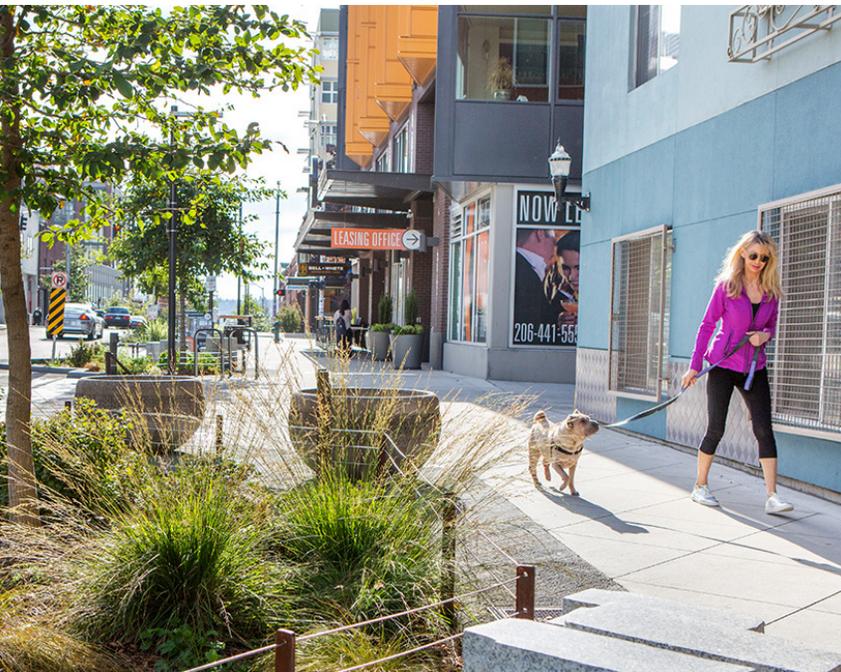
*photos above (top to bottom)*

*Pedestrian plazas create attractive public spaces surrounding transportation developments*

*This view of Boise's downtown area reflects the City's motto, "City of Trees"*



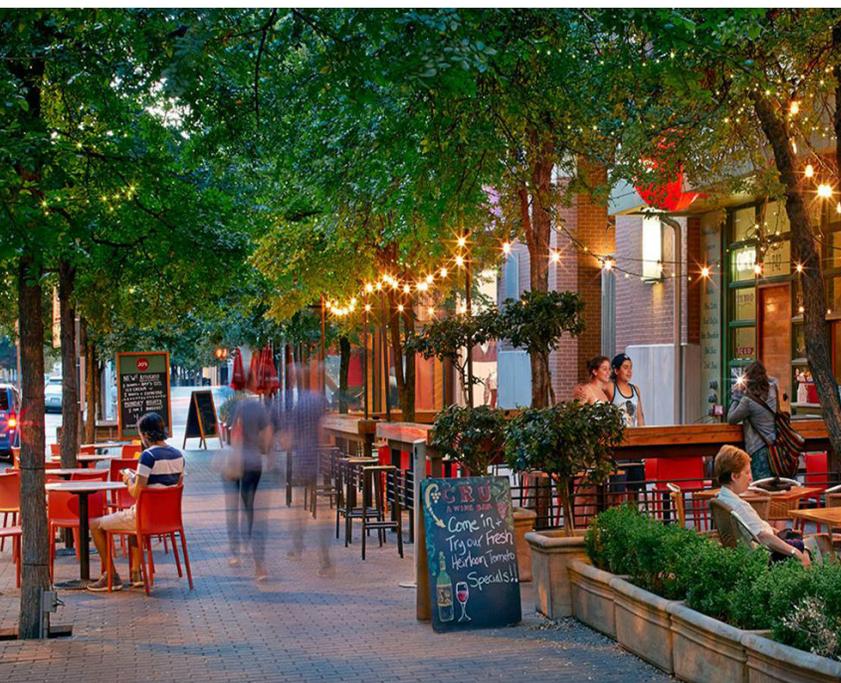
walkable street. For street trees along State Street, a minimum eight-foot wide planter is recommended, if possible. Structural soil systems limit soil compaction and are installed underneath pavement to provide room for needed lateral tree root growth. As a result, trees are healthier and have better protection from a range of urban disturbances (parked cars, nearby utility boxes or lines, foot traffic).



## STREETFRONT

The street front provides opportunities for human interaction and promotes safe and efficient pedestrian travel. Along the street front, elements such as sidewalks, curb ramps, parking, street crossings, landscaping elements, resting places and public art must be designed to meet minimum Americans with Disabilities Act (ADA) standards, while striving to reduce barriers and create accessible environments for everyone. In addition, sidewalks should be defined based on the following sidewalk zones:

- **Amenity Zone:** The Amenity Zone can contain landscaping, seating, lighting, bicycle parking and other urban furniture. The Amenity Zone design must incorporate accessibility and cannot block access to transit stops, intersections and crossings.
- **Pedestrian Zone:** The Pedestrian Zone is a clear pathway allowing pedestrian movement and full accessibility along the sidewalk.



- **Activity Zone:** The Activity Zone provides space for outdoor dining in front of commercial uses and a buffer zone at residential uses. The Activity Zone must be designed to incorporate accessibility requirements for main entrances and opening doors.



## BICYCLES AND PEDESTRIANS

Cul-de-sacs near State Street limit connectivity for low stress bicycles routes using neighborhood and local streets. Implementing the adopted Ada County Highway District low stress bike network to connect to the BRT stations is an essential element of connecting people to services and transit. This could include narrow easements to provide multi-use trails through cul-de-sacs.



## ACCESS MANAGEMENT

Street design should minimize conflicts between pedestrians and automobiles through management of curb cuts and access points along State Street. Vehicular access to each commercial or business site should be consolidated to the extent practicable, prioritizing safe and direct access for pedestrians, cyclists and transit users. Each development should consider the layout of on-site parking and loading areas, vehicular, bike and pedestrian circulation patterns with the adjacent street in mind. Effective access management guidelines will address unregulated curb cuts from commercial development along State Street by providing guidelines for traffic signal

### photos opposite (top to bottom)

*This streetside amenity zone offers seating, landscaping and other pedestrian amenities which buffer the street edge*

*A clear pedestrian zone pathway weaves around streetscape improvements*

*Restaurants and businesses along the street take advantage of the activity zone*

### photos above (top to bottom)

*Low stress bike networks benefit everyone through improved safety and access for less experienced riders*

*Frequent curb cuts to access each business increase traffic conflicts for both cars and pedestrians*

FIGURE 8: PEDESTRIAN STREET



spacing, location of driveways, median openings and multimodal options.

### PEDESTRIAN, ACCESS AND THROUGH STREETS

Streets can serve different purposes near stations. While some streets provide access to parking or back-of-business services (e.g. garbage collection, deliveries, etc.), other streets can be designed as main streets, providing access to essential services, and direct access to stations. Streets like State Street must provide pedestrian amenities, but are more tailored to providing regional connections. Table 8 describes conceptual street types.

Future development should be welcoming to pedestrians and create a strong

relationship between the building and the street, with enjoyable spaces for people to occupy. Street design guidelines can vary by street type, but mostly relate to the percentage of building frontage required, speed and number of travel lanes. Chapter 5 illustrates conceptually how pedestrian streets and access streets can function. As each station area redevelops, the local jurisdiction and landowner should focus on how pedestrian flow should occur within the development and BRT station.

Pedestrian Streets should provide major linkages between adjacent neighborhoods and the station and where feasible, can use some elements of the existing internal circulation system for larger development. Pedestrian streets can also be designed as “main streets,” with walkable retail

TABLE 8: URBAN DESIGN ORIENTATION AND FRONTAGE CONSIDERATIONS

	STREET TYPE		
	PEDESTRIAN	ACCESS	THROUGH
Objective	High pedestrian quality and strong building frontage.	Moderate pedestrian quality and building services.	Moderate pedestrian quality; auto/transit emphasis.
Sidewalks	Required. Separated from curb by planting strip, tree wells, or rain gardens.	Required. Planting strip recommended but not required.	Required. Separated from curb by planting strip, tree wells, or rain gardens.
On-street parking	Parallel or diagonal parking required. Head-in prohibited.	Parking required. Parallel, diagonal or head-in.	Prohibited.
Number of lanes	Two	Two	Five or more
Minimum % of building along street frontage	Minimum 50%	Minimum 50%.	Minimum 50%
% of off-street vehicle parking along street frontage	Maximum 50 %	Maximum 50%. Prohibited at corners.	Maximum 50%
Block length	Maximum 250 ft. to mid-block lane crossing. Lane width up to 30 ft.	Maximum 250 ft. to mid-block lane crossing. Lane width up to 30 ft.	N/A
Typical vehicle speed	15-25 mph	15-25 mph	35-45 mph

and residential streets, even for one or two blocks. Pedestrian streets should have the following characteristics:

- Wide sidewalks, minimum 10 feet wide
- Landscaping, pedestrian-scale lighting, street trees and seating
- On-street parking and/or drop-off locations for transit riders
- Bicycle parking

- Narrow 10-foot travel lanes. If transit will operate on the street, then 11-foot travel lanes.
- Unique street design, such as sharrows, for low traffic streets where small-scale retail or residential is adjacent to the roadway.
- Buildings oriented to the street, with parking located behind or to the side. Along pedestrian streets, the building should occupy at least 50 percent (preferably more than 70 percent) of the

# 4 TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

street frontage, with primary access at the corner/intersection. For main streets, buildings should occupy a minimum of 70 percent of the building frontage.

- Restrict drive-throughs within a transit station and on pedestrian and main streets. Building location and entrance should be located at the street, with drive through windows location to the side and rear of the building.

Access Streets (Figure 10) should have all of the same street design features, but building frontage requirements are more

flexible. This provides space for parking and other services for buildings fronting pedestrian streets. Access streets are often used in combination with pedestrian/main streets to provide parking access.

Through Streets (Figure 9), such as State Street, are categorized by the vehicle speed and width of roadway. However, the street can provide access and visibility to a parallel or perpendicular connection where more intimate public spaces are possible.

FIGURE 9: THROUGH STREET



FIGURE 10: ACCESS STREET



sidewalk separated from curb by landscaping



travel lanes	HOV lane	multi-use path	private property
--------------	----------	----------------	------------------

## 4 TRANSIT-SUPPORTIVE LAND USE AND URBAN DESIGN PRINCIPLES

### BUILDING ORIENTATION

Building orientation and design should engage pedestrians and provide visual interest. Transparency of buildings improves safety of an area and creates opportunities to create small, main street-style development within larger developments. Building form is essential for creating those intimate spaces. Suggested design guidelines for building orientation include:

- The first-floor facade of all buildings, including structured parking facilities, should be designed to encourage and complement pedestrian-scale interest and activity using elements such as windows, awnings and other similar features.
- Buildings should be placed at the corner of intersections. For larger developments, pedestrian through-access should be provided every 250 feet. For larger blocks, these pedestrian paths help reduce the distance to services or transit.
- Building transparency on the ground floor of mixed-use buildings should be no less than 60-70 percent glass. Glass doors can contribute to meeting this standard. For second stories and higher, no less than 30 percent of the facade should be glass. Frosted, mirrored or tinted glass should not be permitted, particularly on the ground floor.
- Building entrances should be clearly marked, provide weather covering and incorporate architectural features on the building. Primary building entrances should face the street, not a parking lot.
- Architectural features and treatments should not be limited to a single facade. All visible sides of a building from the street, whether viewed from public or private property, should display a similar level of quality and architectural interest, with elements such as windows, awnings,





photos (left to right)

*Mixed-use development featuring a corner business at the intersection*

*A transparent ground floor design serves a dual purpose of attracting customers and keeping eyes on the street*

murals, a variety of exterior materials, reveals and other similar features.

- Local code should encourage green building techniques, which could include solar, gray water and water harvesting and/or LEED certification of buildings.
- Building floor plate maximums should be considered. While some areas can accommodate large-format retail, a mix of building scales can provide opportunities for small business and incubator spaces.

## CONSIDERATIONS FOR LARGE FORMAT RETAIL

Development opportunities along State Street are predominantly located at future BRT stations where existing large format retail development currently exists. While the transition to a more pedestrian-oriented development pattern is feasible over time, large format retail will likely be a component of the station area form for some time. The intent of these guidelines is to provide possibilities for permitting a deeper street setback for very large retail stores locating along State Street, if combined with a pedestrian-friendly main street type of development. These large

retail sites can still be transit-supportive and pedestrian-friendly by placing smaller buildings close to the main street and by creating an internal circulation system to separate parking areas into blocks. The intent is to encourage development that will, over time, form a pedestrian-friendly main street along the perimeter of the parking blocks and provide connectivity within the site and to adjacent streets and uses. Potential guidelines include:

- Large format retail buildings (larger than 50,000 square feet of floor area) are permitted if development is also constructed with adjacent buildings developed along a central pedestrian/main street.
- Adjacent buildings must be constructed at the street, with parking located in a centralized parking area. These buildings must be constructed before or at the same time as the large retail store.
- The development must include an internal circulation system that is similar to streets and must divide the site into parking areas that are no greater than 55,000 square feet.
- Accessways should connect to the pedestrian/main street at least every



250 feet and include parking between both sidewalks and the auto travel lanes, except within 75 feet of the intersection with State Street.

The goal of these design guidelines is to reduce the visual impact of parking, while also providing corridors for pedestrians that are designed as mixed-use activity areas. Large format retail is part of the State Street corridor, and should be developed in a manner that improves pedestrian accessibility and creates a stronger urban form than what currently exists today.

## ENCOURAGE A DIVERSITY OF LAND USES

Areas near BRT stations should encourage a mix of land uses, including retail, multifamily, office and institutional uses. While there are some areas with a large amount of open space, such as the ITD site (see Chapter 5), most development will occur over time on underutilized areas that may already have older development. Rehabilitation of existing buildings, supported by infill development in parking areas, will likely be the predominant changes along the State Street corridor for the foreseeable future. Achieving the desired transformation

takes time and a one size fits all approach is not likely to be successful given the current diversity of the corridor.

From a land use perspective, providing a mix of housing types is essential to support nearby businesses and increase transit usage. Housing diversity, including affordable and market rate units, combined with other uses in one building or adjacent to another, creates a true mixed-use community. However, requiring that all buildings include ground floor retail may create an oversupply of retail square footage that is difficult to lease. Vertical mixed-use (ground floor retail with housing or office above) buildings should be located in key areas. Horizontal mixed-use (single use building adjacent to mixed-use or services) should be a large part of the land use mix. Both should also meet building orientation recommendations described above. Land use recommendations within a quarter-mile of a station (unless otherwise noted) include:

- Restrict drive-throughs and gas stations within the BRT station area.
- Require vertical mixed-use on important corners, with building access fronting the primary street (see pedestrian/main street discussion).



- Apartments at a minimum of 30 units per acre (approximately three-story buildings with surface parking) should be required for residential/mixed-use development within a quarter-mile of a station.
- Restrict outside sales and exterior storage.
- Restrict self-storage, including within a building, unless combined with other more active retail or employment-focused use
- Consider restricting large format retail unless it can meet the standards described above.

Encouraging compact development will be essential in creating transit-supportive neighborhoods. Permitting higher-density projects near station areas is a primary tool to create a compact development that is transit supportive.

- Provide flexibility in lot dimension requirements to support infill development on irregularly shaped lots.



photos (clockwise from top left)

*A transition of building uses and sizes into a residential zone*

*Contemporary townhouse development*

*Mixed use building with office space on the ground floor*

*Institutional campus with access along the main street and open spaces towards the back*

*Indoor plaza and central space for retail and restaurants*

### PROVIDE DIVERSE HOUSING OPTIONS

Transit neighborhoods will require a range of housing options, with higher density housing such as townhomes, apartments and condominiums located near transit (quarter-to-half-mile). The existing zoning generally prescribes standards for single-family and multifamily housing, with minimal emphasis on housing types that provide a transition between lower-density detached housing and denser multistory multifamily housing. Building massing can often fit the surrounding context of nearby lower-density housing (single-family detached) or even stand-alone two-story apartment buildings. Providing opportunities to develop missing middle housing, such as duplex, triplex, and apartments, allows a developer to take advantage of economies of scale and requires less initial investment or access to capital, while providing more housing diversity in the transition area between the station and existing single family neighborhoods.

### INTEGRATE PUBLIC SPACES

Station area designs should integrate public areas, green spaces and landscaping within developments that connect to streets and trails, create a sense of identity, and serve as centers of activity and social interaction. Designs range from places for families to play, to smaller-scale seating areas, to landscaping and natural areas. Public spaces, including parks, plazas and

greenspaces, deliver a range of community benefits and are central to welcoming and inclusive transit stations and mixed-use neighborhoods. There are several design elements that should be used to guide new public spaces near transit stations and along the State Street corridor.

- Locate plazas in high visibility areas such as intersections, commercial areas and community nodes.
- Encourage the design of adjacent buildings to orient windows, openings and entrances towards the public space.
- Minimize shade from the adjoining buildings and do not locate public spaces on the north facing edge of a building.
- Design public spaces for community gathering and play.
- Include amenities such as benches, trees and landscaping, pedestrian-scale lighting and shade structures.
- Include special paving in plazas to increase visibility and identity, and to define entrances and transitions between the sidewalk and plaza.
- Work with partners to program spaces such as higher education institutions, chambers of commerce and local agencies.
- Interpret local history and culture through signage, art and architecture and use of local artists and craftspeople.



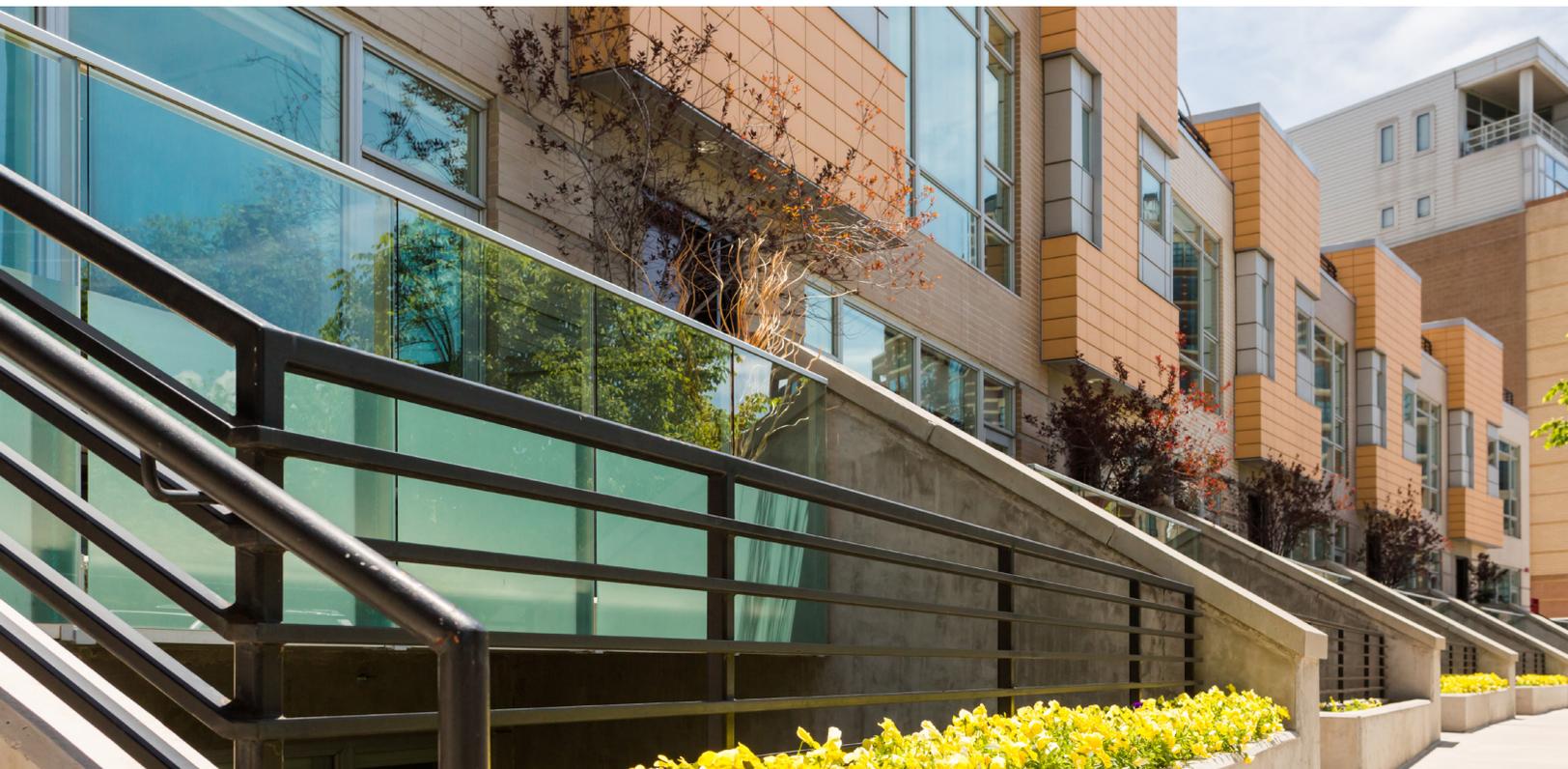
photos (top to bottom, left to right)

*Public spaces can incorporate temporary uses and events such as farmers markets which provide services and entertainment for both visitors and nearby residents*

*This public plaza at Union Station in Denver, Colorado incorporates an in-ground fountain*

*An example of a public plaza between developments*

*A mix of townhomes and condominiums with external access*







# 5

## TIER 1 STATION AREAS

This chapter provides recommendations for the four Tier 1 station areas along the State Street Corridor. The TTOP identified the following locations for Tier 1 station areas:

- Whitewater Park Boulevard (ITD site);
- Collister Drive/Collister Center;
- Gary Lane/Glenwood intersection area; and
- Horseshoe Bend Road.

Figure 2 shows the locations of the four Tier 1 station areas. The methodology that was used to select these locations is described in Chapter 1.

The analysis conducted as part of the TTOP emphasizes that Tier 1 nodes offer distinct market-based opportunities compared to other station areas along the corridor. While each node is anticipated to include a mix of uses, characteristics of the four station areas differ.

*Bell Street in Seattle, after undergoing streetscape improvements, has enhanced pedestrian amenities, stormwater features and supports frequent street festival events*



Each mixed-use station concept extends approximately ¼ to ½ miles from the transit stop, the typical walking distance most people are willing to take to access transit. Tier 1 station areas provide the highest potential to develop as mixed-use activity areas that support future BRT service. As described in Chapter 4, using a regulatory approach such as a Transit Station Overlay can increase the diversity of development (e.g. mixed-use, apartments etc.) in the vicinity of a station and minimize more auto-focused land uses (e.g. gas stations and drive-throughs) without requiring specific changes to the base zone that may be applied in other parts of a city. The overlay can also require specific pedestrian amenities between the station and adjacent development.

Development along the State Street corridor will occur over time. The following concepts illustrate the potential long-term vision of each of the four Tier 1 station areas. The concepts incorporate design features from zoning codes and guidelines of each local jurisdiction; existing and future regional multimodal planning and transit service network plans; stakeholder input, and technical analysis by the project team as part of this project.

# WHITEWATER STATION AREA

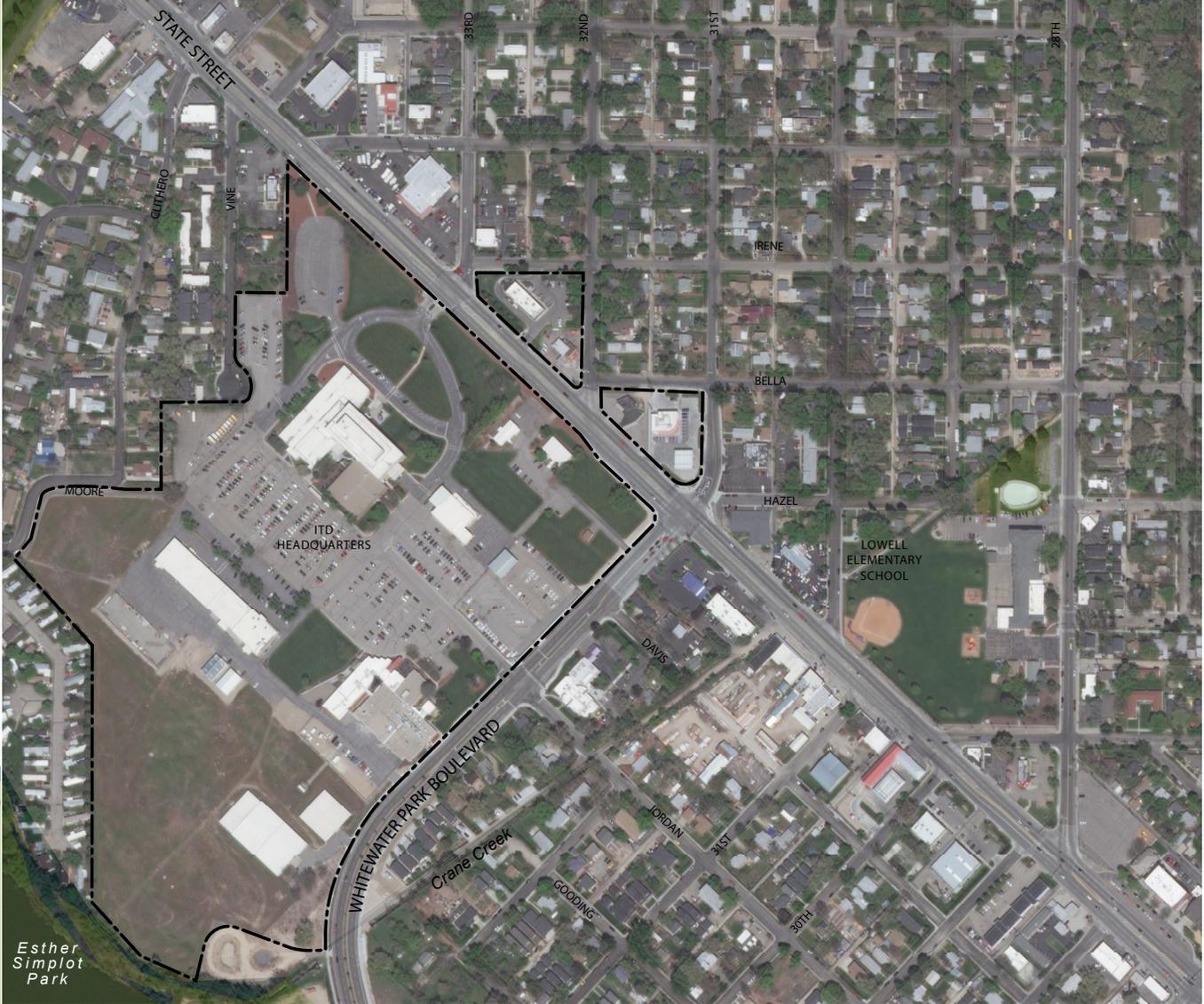
The Whitewater station area, the easternmost Tier 1 station, is located approximately two miles from Downtown Boise. The station is adjacent to the Idaho Transportation Department (ITD) headquarters and near Esther Simplot Park, a major recreation destination on the Boise River. Of the four Tier 1 stations, this station is the most well-connected to adjacent neighborhoods. The south side of State Street is developed in a grid pattern with short, generally consistent block lengths. North of State Street, there is also an established grid pattern but many of the streets are missing sidewalks. However, crossing State Street can be a challenge because of travel speeds and the width of the roadway.

## CONTEXT

The Whitewater station area provides the greatest potential for future mixed-use development of the four Tier 1 stations. Large scale redevelopment at the Whitewater station area would require the sale of ITD property to the City of Boise or a developer and is estimated to be a long-term process. The ITD site is a state-owned parcel that is generally underdeveloped with several buildings spread out across the 45-acre campus. The site borders a portion of Boise River and nearby ponds that provide recreation amenities. A portion of the property is located within the 100-year floodplain.

The ITD site has a limited internal roadway network that could provide a framework for future connectivity. Other Tier 1 stations have minimal internal or external circulation systems. Several streets within the ITD site intersect with State Street within a half mile of the Whitewater station area, notably ITD Drive, 32nd Street, 31st Street, Whitewater Park Boulevard, 30th Street, Lemp Street and 29th and 28th Streets. The street network is severed by State Street and there is limited access across Whitewater Park Boulevard. Whitewater Park Boulevard provides access to the Boise River, Boise River Park, and the Greenbelt to the south, and eventually connects to Fairview Avenue on the south side of the Boise River. These connections and nearby amenities are important to the design of future development. Lowell Elementary School and St. Mary's School and Catholic Church are also in the vicinity of the station area.

Redevelopment opportunities on adjacent properties are limited by small lot sizes and the large number of property owners. Numerous curb cuts on State Street, a lack of station identity, and fast moving traffic on Whitewater Park Boulevard and State Street are impediments to mixed-use development and pedestrian circulation at the station.



## ZONING AND DESIGN

The Whitewater station area is located entirely within the Boise city limits. Zoning along State Street in the vicinity of the Whitewater station area is generally C-2 (General Commercial), which permits retail and travel-related services. Multifamily uses are permitted as a conditional use, but mixed-use is not identified specifically as a permitted use in the C-2 Zone. The mix of single and multifamily zoning in the surrounding area adjacent to the C-2 Zone provides a greater diversity of housing choices than in the other Tier 1 station areas. R-3 zoning permits multifamily uses.

For the Whitewater station area, consider implementing a Transit Station Overlay for parcels within ¼ mile of this station area. A

Transit Station Overlay could incorporate the following elements (at minimum):

- Permit more diverse housing types within the overlay by permitting micro-units and townhomes within residential areas (in addition to the residential types currently permitted), provided the development meets design standards. This would only apply to areas where these types of uses are not currently permitted;
- Remove the minimum lot requirements for residential units, which is currently required within the C-2 zone;
- Permit mixed-use and/or multifamily uses as permitted uses within the C-2 zone;



- Reduce parking requirements for residential, commercial and/or mixed-use development. Requirements in the existing P-3 zone may be applicable.
- Increase building heights to 55 feet (four- to five-story buildings) with a required ground floor ceiling height minimum of 12 to 15 feet;
- Restrict gas stations and drive-throughs in the TOD station area; and
- Require setbacks of taller buildings adjacent to existing residential areas to provide a transition to adjacent neighborhoods.

The majority of the ITD site is zoned A-1 (Open Land). Although most of this site would be located within a Transit Station Overlay, existing zoning should be modified to permit redevelopment. This site should accommodate a diversity of uses and building scales. Buildings should be oriented along a series of pedestrian and access streets (see Chapter 4). The City of Boise has already completed much of this development framework in the 30th Street Area Master Plan (2012), allowing taller buildings and a greater variety of uses.

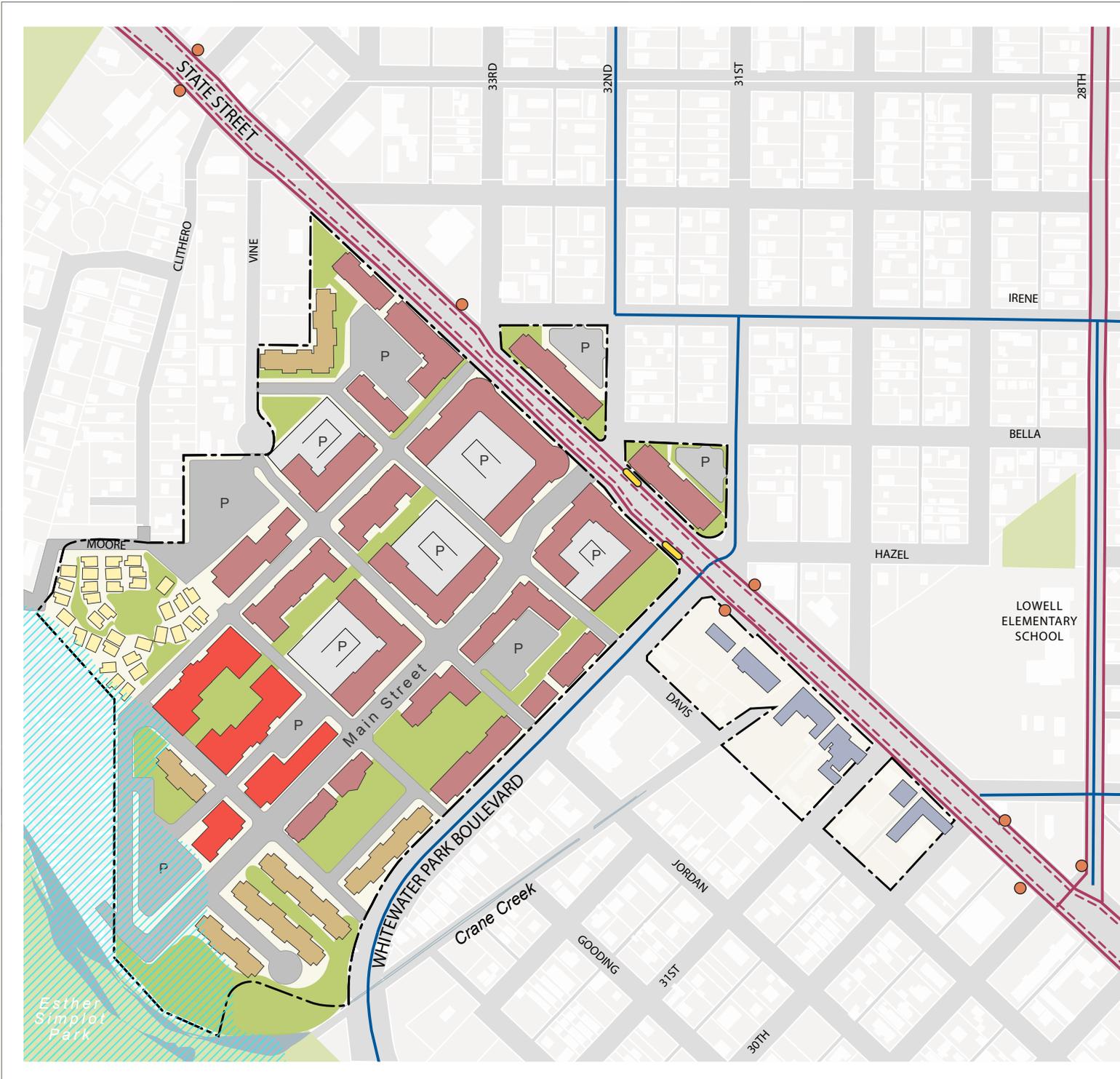
photos (clockwise from top left)

*Compact housing on Latah Street in Boise*

*Mixed-use development in the Queen Anne neighborhood of Seattle*

*New multi-family housing development adjacent to The Round in Beaverton, Oregon*

# 5 TIER 1 STATION AREAS





## URBAN DESIGN CONCEPT CONCEPTUAL BUILDING LAYOUT

### WHITewater PARK BLVD. STATION AREA

#### EXISTING CONDITIONS

- Opportunity Areas
- Flood Plain
- Lake/ Canal/ Waterbody
- Bicycle Routes
- Transit Routes
- Transit Stops

#### PROPOSED CORRIDOR UPGRADES

- BRT Station Locations
- BRT Alignment
- Multi-use Path

#### LAND USE VISION

- Mixed Use (Office/ Residential)
- Multi-Family Residential (Apartment)
- Multi-Family Residential (Townhouse)
- Single-Family Residential (Cluster Housing)
- Retrofit
- Community/Open Space



### STATION LOCATION RECOMMENDATIONS:

- **Eastbound:** The station is shown in the existing right turn lane on the nearside of the Whitewater Park Boulevard/State Street intersection, which would function as a bus pullout without requiring additional right-of-way and could be designed to help buses move more quickly through the intersection.
- **Westbound:** The station is shown in-lane at approximately 32nd Street. The existing traffic signal at Whitewater Park Boulevard will assist in crossing State Street.

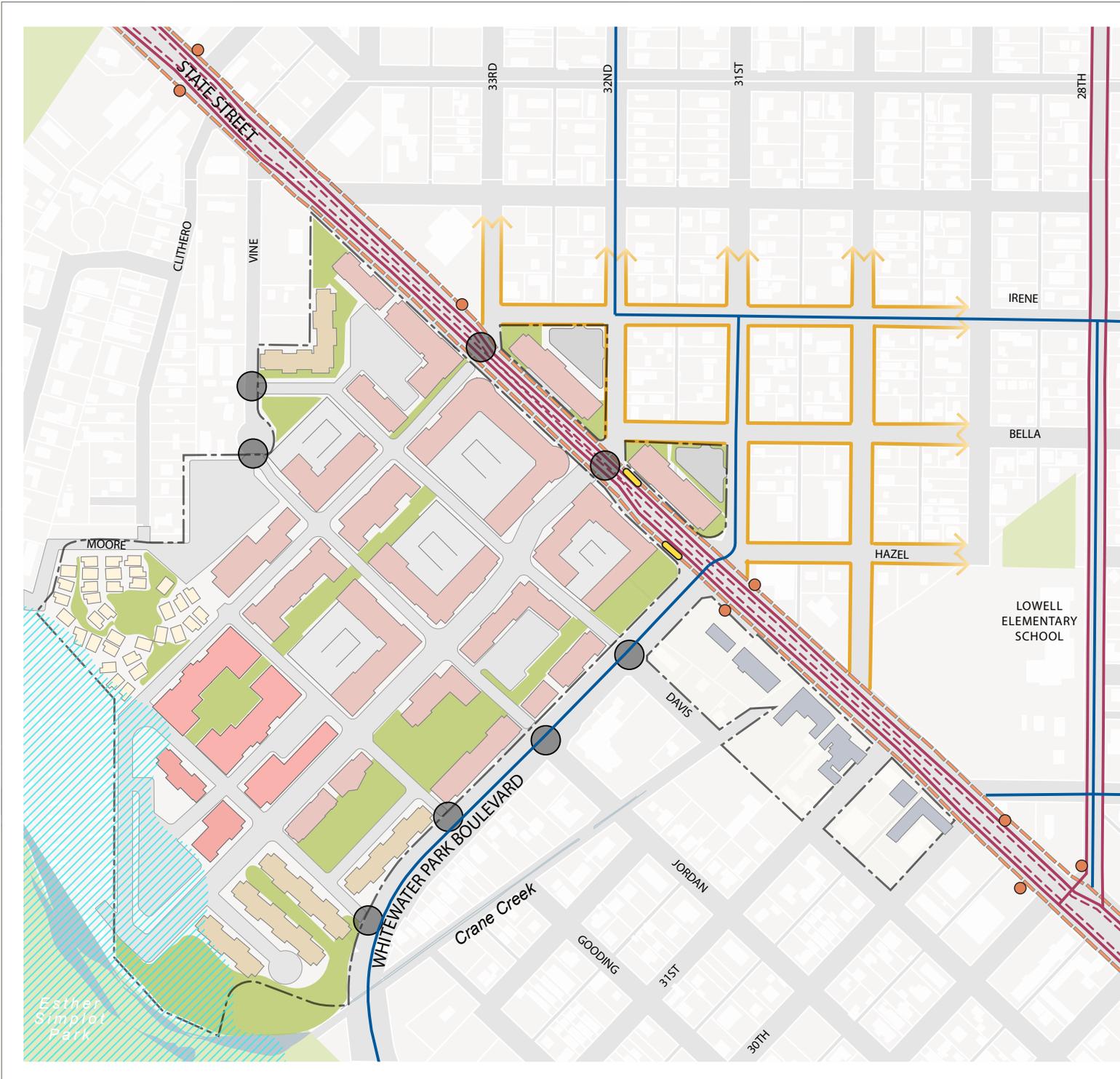
### FUTURE LAND USES AND URBAN FORM

The Whitewater station area is developed as a new activity center, primarily through the development of the spacious and underdeveloped ITD site. Given the scale, the area will likely develop over time in phases. Early phases should be designed to enhance the immediate station vicinity. There is enough available land on the site to develop a road network and still accommodate the existing ITD Headquarters building.

The station concept includes a series of mixed-use buildings and multifamily housing, with structured parking behind or above ground floors, and greenspaces that double as promenades between blocks. Near the center of the site, a tree-lined main street is a focal point, connecting State Street to the parks and greenspace to the south. Along the western edge of existing residential neighborhoods, smaller-scale, clustered housing will increase the number of housing choices while serving as a transition between taller and denser development within the core.

Several existing buildings along both sides of State Street, east and west of the station, could be rehabilitated and reused. New paint, awnings, new windows, and other improvements can transform these areas into a more pedestrian-oriented street frontage without major redevelopment.

# 5 TIER 1 STATION AREAS





## URBAN DESIGN CONCEPT CONNECTIVITY & AMENITIES

### WHITewater PARK BLVD. STATION AREA

#### EXISTING CONDITIONS

- Opportunity Areas
- Flood Plain
- Lake/ Canal/ Waterbody
- Bicycle Routes
- Transit Routes
- Transit Stops

#### PROPOSED CORRIDOR UPGRADES

- BRT Station Locations
- BRT Alignment
- Multi-use Path
- Sidewalk Improvements
- Improved / Signalized Intersection

#### LAND USE VISION

- Mixed Use (Office/ Residential)
- Multi-Family Residential (Apartment)
- Multi-Family Residential (Townhouse)
- Single-Family Residential (Cluster Housing)
- Retrofit
- Community/Open Space



## MULTIMODAL CONNECTIONS

Bicycle and pedestrian access along State Street should be provided via a multi-use path, with a new signalized intersection at 32nd Street. The existing signal at Whitewater Park Boulevard will serve pedestrians and cyclists along with vehicles. These connections provide access to and from the internal circulation network within the future mixed-use activity center. New detached sidewalks on State Street and a complete sidewalk network on local streets will allow pedestrians to connect to transit from adjacent neighborhoods. The internal circulation system should also connect to the local street network intersecting Whitewater Park Boulevard to the south. Pedestrian walkways and green promenades will provide additional choices to connect to destinations within and surrounding this location. Bicycle routes will also connect to north/south routes across State Street.

# 5 TIER 1 STATION AREAS

## STATION CONCEPT

The Whitewater station area benefits from its proximity to Downtown Boise and offers convenient urban living with a unique natural setting and quiet residential character. If the former ITD headquarters site is available through sale in the future, this station area could be transformed into a walkable and well-connected mixed-use neighborhood. The new development would blend with surrounding homes through a gradual transition of building heights and scales and connected by internal green pathways, bicycle routes, and pedestrian streets.



Incorporate natural elements to provide habitat and shade

Consider creating small plazas near stations or pedestrian areas that support community gathering

Streets and buildings should incorporate universal design standards

Upper floors of buildings should be varied, using stepbacks or patios to reduce the scale of the building

Building articulation reduces the likelihood of monolithic structures

Mixed-use buildings adjacent to the BRT station to provide "eyes on the street" for security and comfort

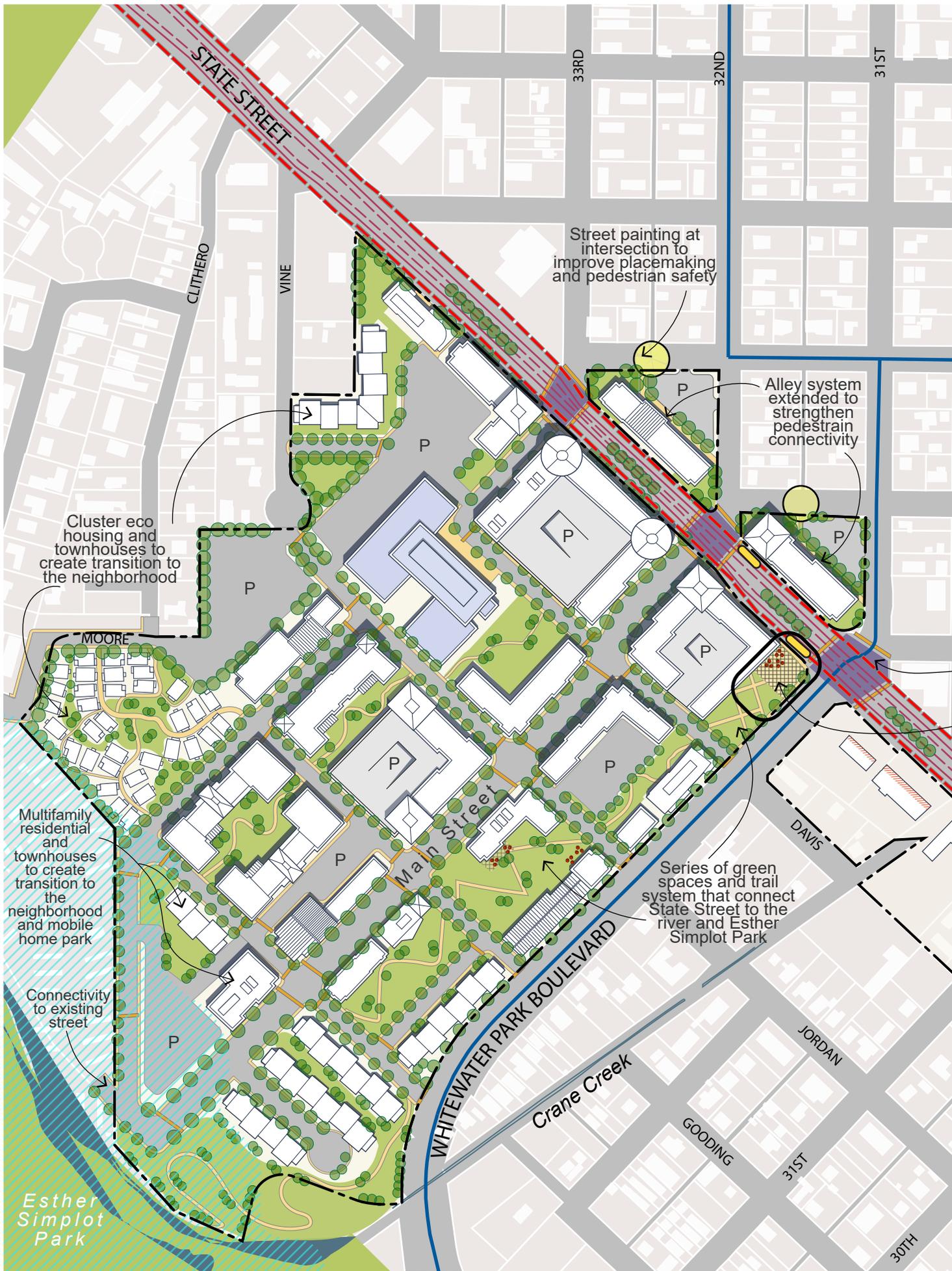
Dedicate a high percentage of glass on the ground floor to increase visibility

Place the station as close as possible to active areas

AFTER



FIGURE 11 WHITEWATER STATION CONCEPT



STATE STREET

33RD

32ND

31ST

CLITHERO

VINE

Street painting at intersection to improve placemaking and pedestrian safety

Alley system extended to strengthen pedestrian connectivity

Cluster eco housing and townhouses to create transition to the neighborhood

MOORE

Multifamily residential and townhouses to create transition to the neighborhood and mobile home park

Connectivity to existing street

Esther Simplot Park

Main Street

Series of green spaces and trail system that connect State Street to the river and Esther Simplot Park

DAVIS

WHITEWATER PARK BOULEVARD

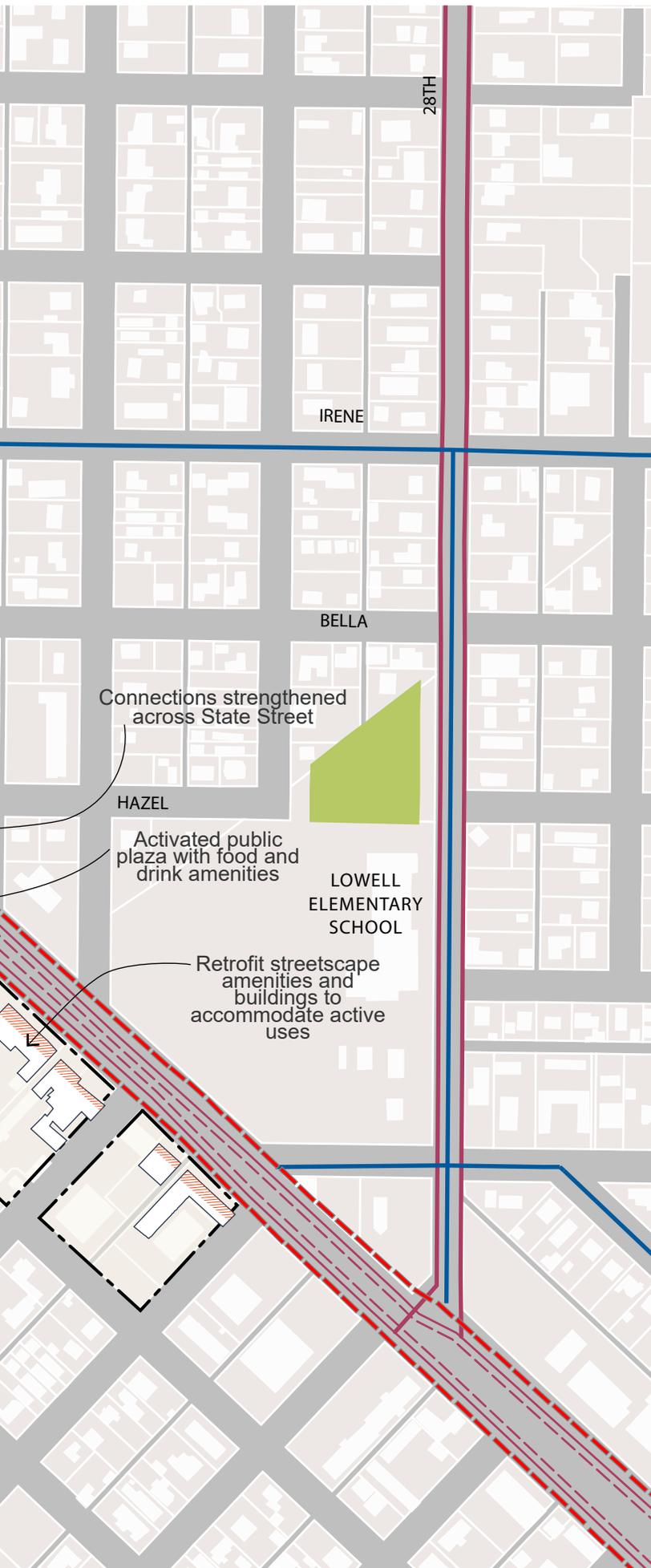
Crane Creek

JORDAN

GOODING

31ST

30TH



URBAN DESIGN CONCEPT  
STATION CONCEPT (phase 1)

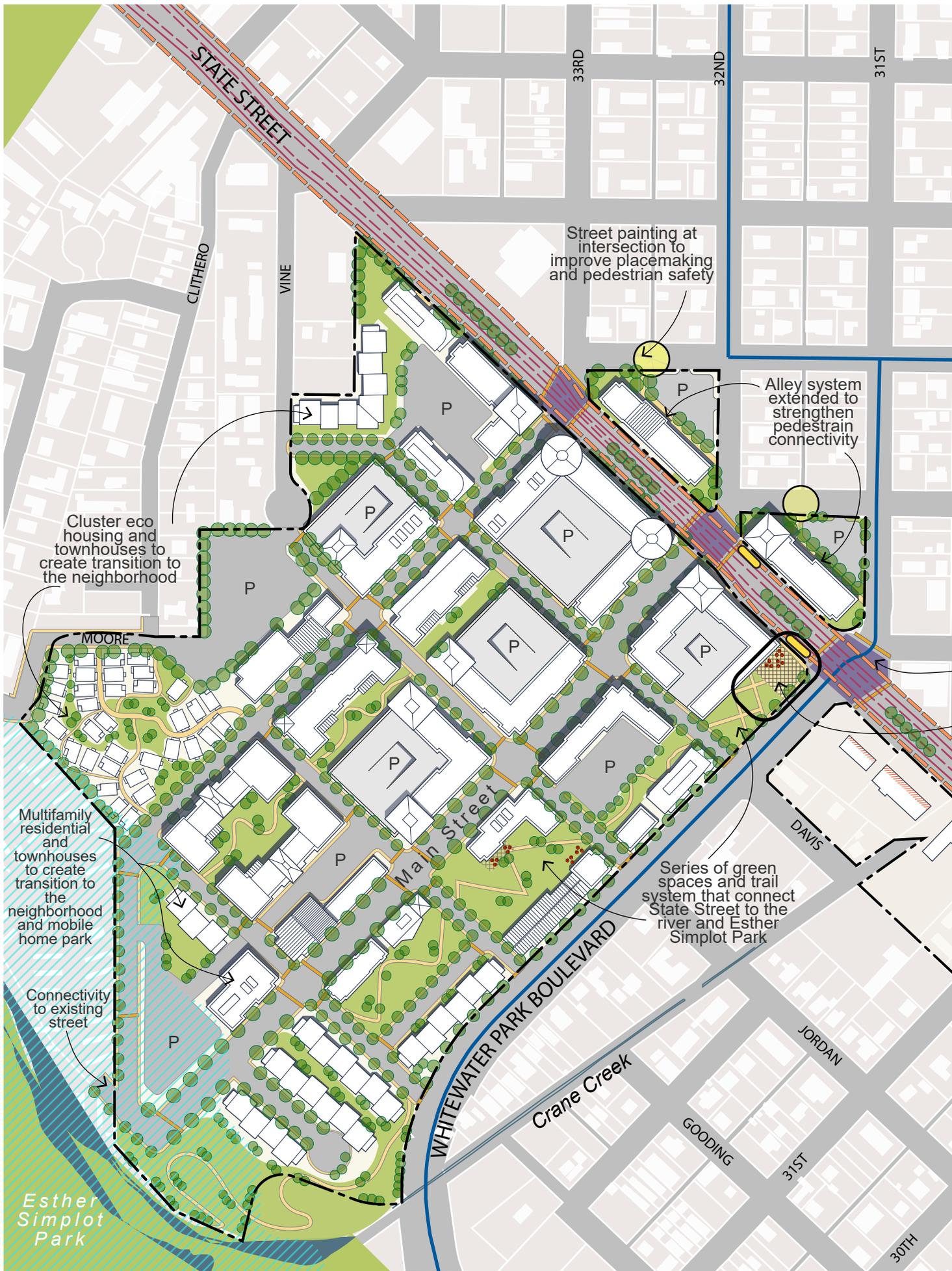
WHITEWATER PARK BLVD. STATION AREA

**EXISTING CONDITIONS**

-  Opportunity Sites
-  Flood Plain
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops
-  Existing ITD Headquarters

**PROPOSED CORRIDOR UPGRADES**

-  BRT Station Locations
-  BRT Alignment
-  Intersection Improvements
-  Multi-use Path
-  New Development



STATE STREET

33RD

32ND

31ST

CLITHERO

VINE

Street painting at intersection to improve placemaking and pedestrian safety

Alley system extended to strengthen pedestrian connectivity

Cluster eco housing and townhouses to create transition to the neighborhood

MOORE

Multifamily residential and townhouses to create transition to the neighborhood and mobile home park

Connectivity to existing street

Esther Simplot Park

Main Street

Series of green spaces and trail system that connect State Street to the river and Esther Simplot Park

WHITEWATER PARK BOULEVARD

Crane Creek

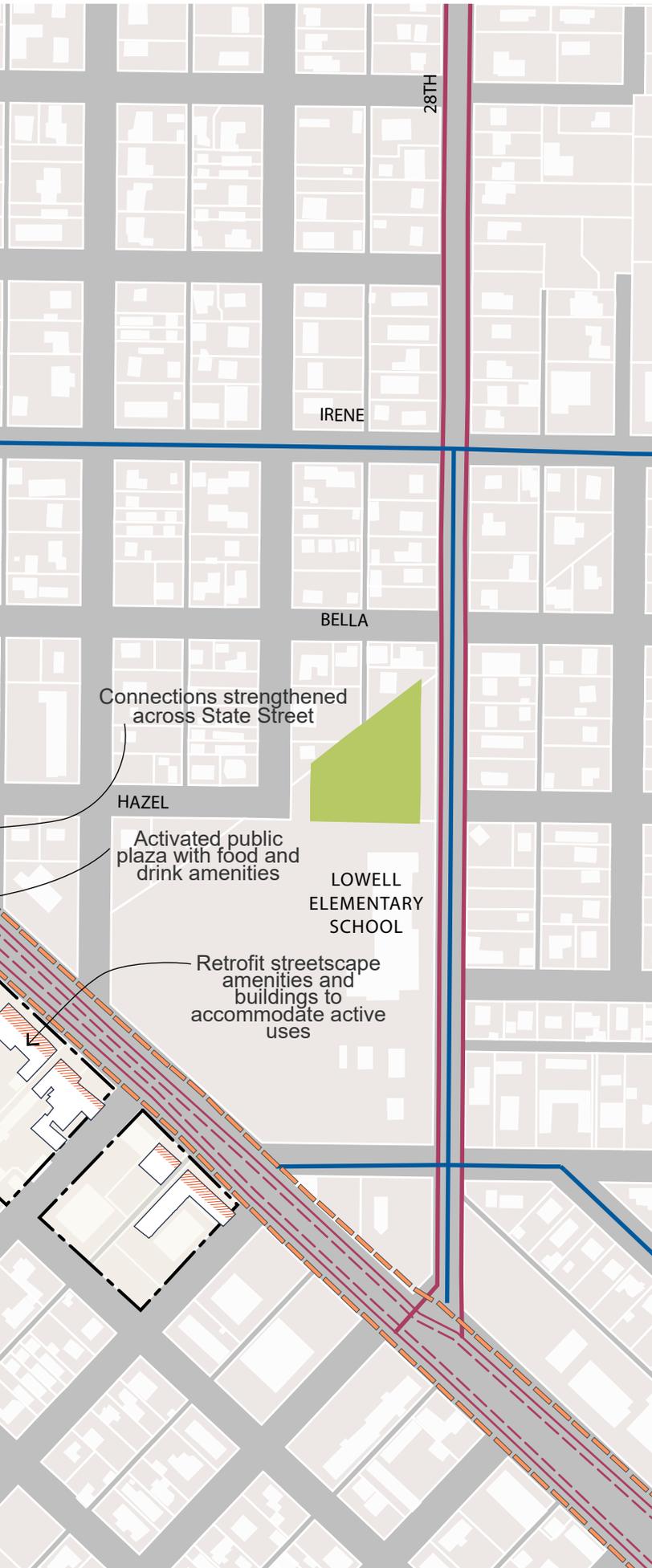
JORDAN

GOODING

31ST

30TH

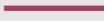
DAVIS



URBAN DESIGN CONCEPT  
STATION CONCEPT (phase 2)

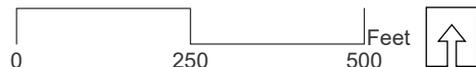
WHITEWATER PARK BLVD. STATION AREA

EXISTING CONDITIONS

-  Opportunity Sites
-  Flood Plain
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops

PROPOSED CORRIDOR UPGRADES

-  BRT Station Locations
-  BRT Alignment
-  Intersection Improvements
-  Multi-use Path
-  New Development



# COLLISTER DRIVE STATION AREA

The Collister Drive station area incorporates the redesigned and recently reconstructed three-way intersection (Collister Drive and State Street) that spans an irrigation canal. Collister connects with Hill Road to the north, curving through several neighborhoods and eventually ending at the Polecat Gulch Trailhead.

## CONTEXT

One of the unique qualities of the Collister station area is the irrigation canal that intersects with Collister Drive and State Street, then parallels State Street along the south side of the roadway. Multifamily homes and assisted living facilities intermingle with single family homes. The increasingly vibrant Collister Commercial Center is anchored by several neighborhood services including the City Library! at Collister, Collister Post Office, a popular coffee shop, restaurant, laundry and consignment businesses, and a Dollar Store. During stakeholder interviews, participants noted a high number of people walking to access services. A church and Thriftway Lumber on the south side of State Street are neighborhood-serving amenities.

South of State Street, re-using or rehabilitating existing buildings, integrating open space and plaza areas, and taking advantage of the canal as a placemaking amenity are important opportunities to consider as part of future development. Residents and visitors will need open space for relaxation and recreation.

Additionally, there is potential to increase east/west connections between existing development and housing and services. To the south, the Willow Lane Athletic Complex is a large public park that connects with the Boise River Greenbelt, but there is no direct connection with the Collister Drive station area.

The Collister Drive station area is currently auto-oriented with numerous curb-cuts and drive aisles. Several business entrances have direct access onto State Street. Even with the recent changes to Collister Drive, pedestrian connections are limited. Connectivity across State Street is challenging because of the limited number of signalized crossings. On the south side of the road, inconsistent sidewalks impede pedestrian and bicycle access to existing services and the future stations.







## ZONING AND DESIGN

The Collister Drive station area (both station pairs) at Marketplace Lane/State Street and Wylie Lane/Sycamore Drive/State Street is entirely within the City of Boise. Zoning in the vicinity of the Collister station area is similar to the Whitewater Station, except for the open space zoning on the ITD site. For this station area, implementing the Transit Station Overlay, as described for the Whitewater station area, could accommodate the potential development opportunities while still providing transition to adjacent areas. Additional design guidelines for this station could include incorporating the canal system into adjacent development to create a visual amenity. Design guidelines could encourage viewing and adjacent uses, such as seating or open space, to better integrate the canal system.

Also, permitting “maker space” amenities such as woodworking, brewery, light manufacturing that could be located within rehabilitated commercial spaces may be desirable. These uses would still need to meet site design guidelines described in Chapter 4.

Overall, the Collister station area is a very active location and one of the only Tier 1 station areas along the corridor where stakeholders said they walk between their homes and services. Improving the built environment at this location would continue to encourage services and activities that are easily accessible by pedestrians.

## STATION LOCATION RECOMMENDATIONS:

The station area includes two pairs of BRT stations, one pair located near Marketplace Lane and another located at Wylie Lane/Sycamore Drive. The stations



provide access to both existing and future development at these two distinct locations.

- **Eastbound:** Marketplace - The station is shown as an in-lane station located on the far side of the intersection. The existing free right turn pocket and pedestrian island from NB Marketplace Lane to State Street would be removed. Wylie Lane - the station is shown in-lane and nearside of the intersection. This location will require covering the irrigation canal or integrating it into the overall station design.
- **Westbound:** Sycamore Drive - The station at Sycamore Drive is shown as an in-lane station located on the far side of the reconfigured Sycamore Drive intersection. Marketplace - The station is shown as an in-lane station located on the far side of the intersection.

photos (left to right, top to bottom)

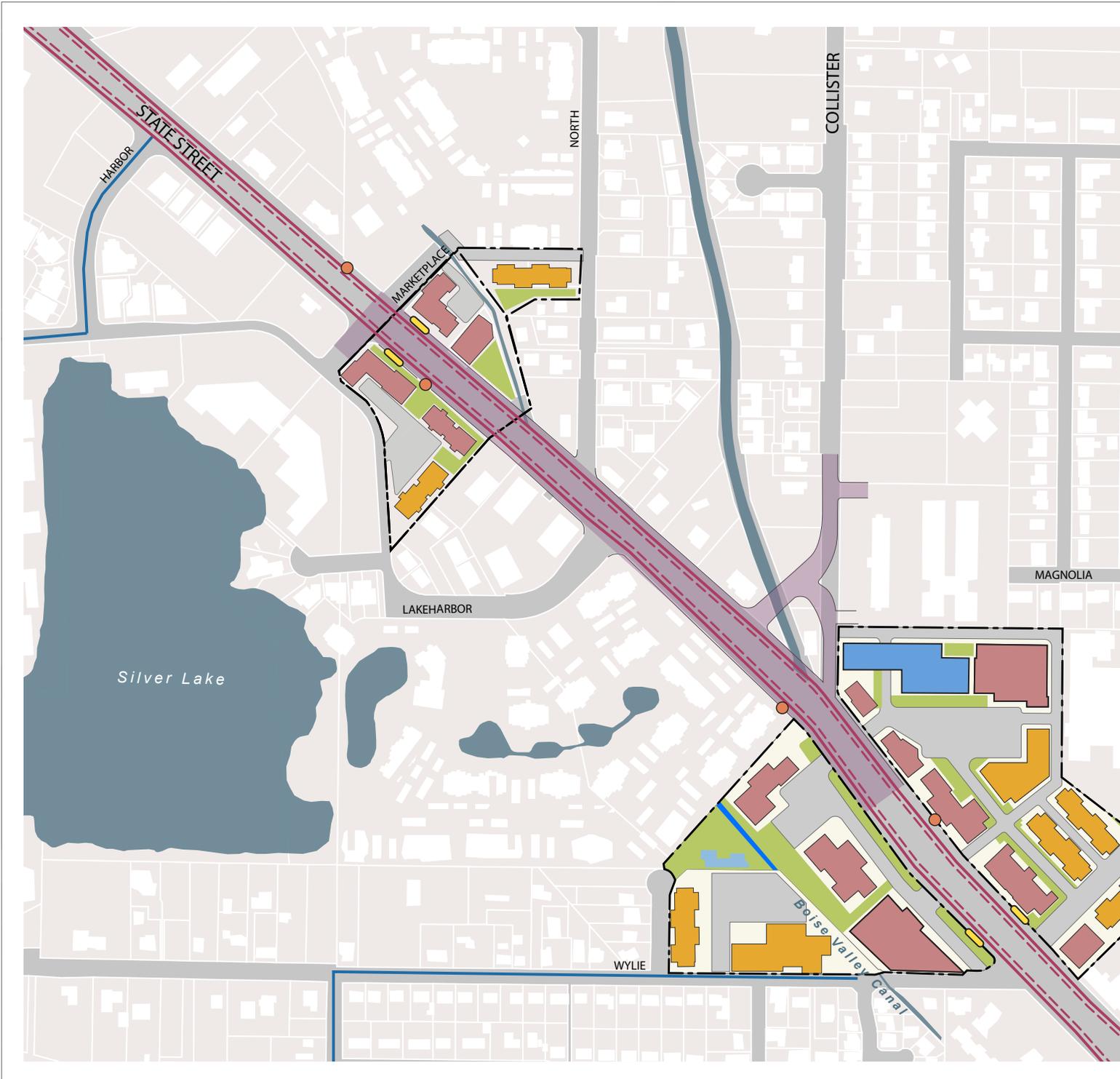
*Incorporate the canal system with adjacent trails and complementary development*

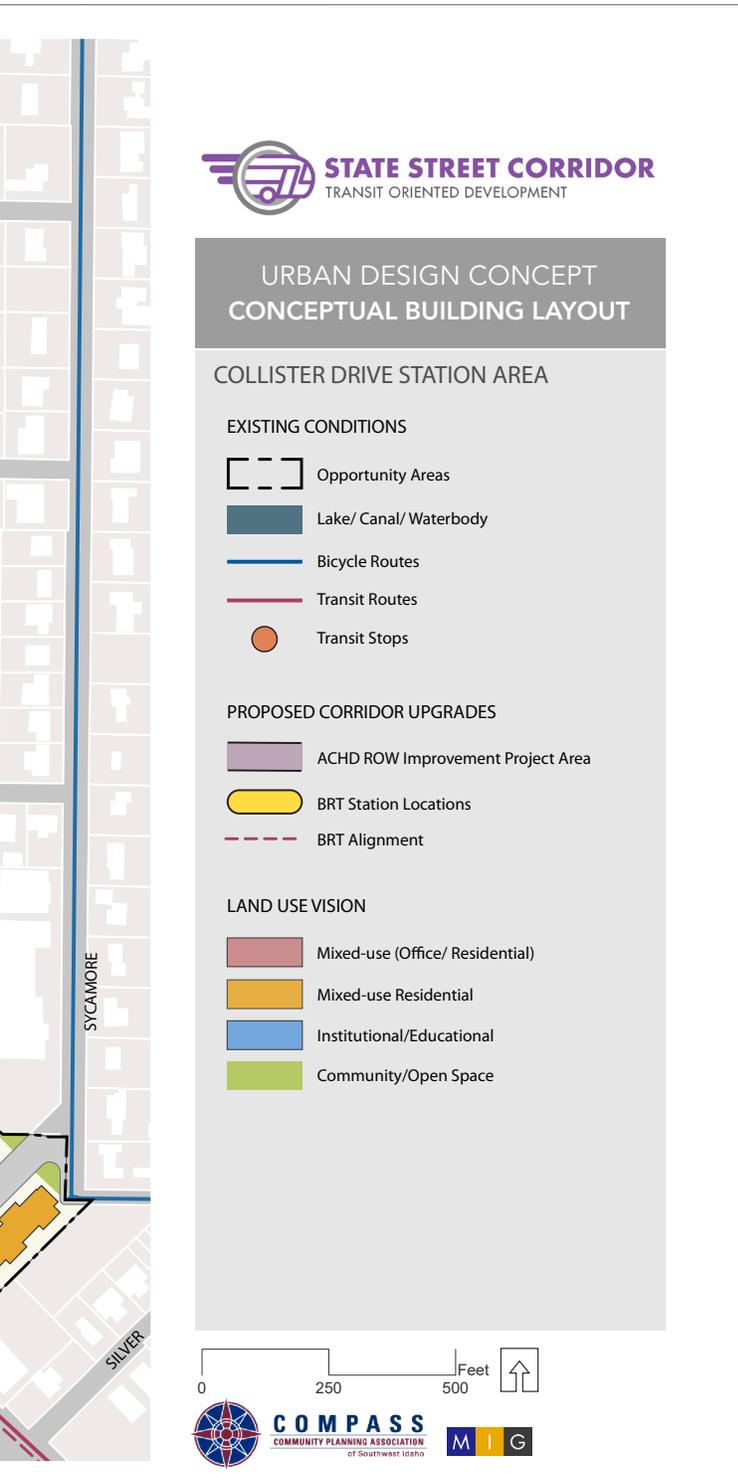
*Makerspaces offer opportunities for residents to create social connections and develop new skills*

*Young adults using a makerspace to experiment with materials and learn skills in technology and building*

*Collister is well suited for walkability between homes and adjacent services*

# 5 TIER 1 STATION AREAS





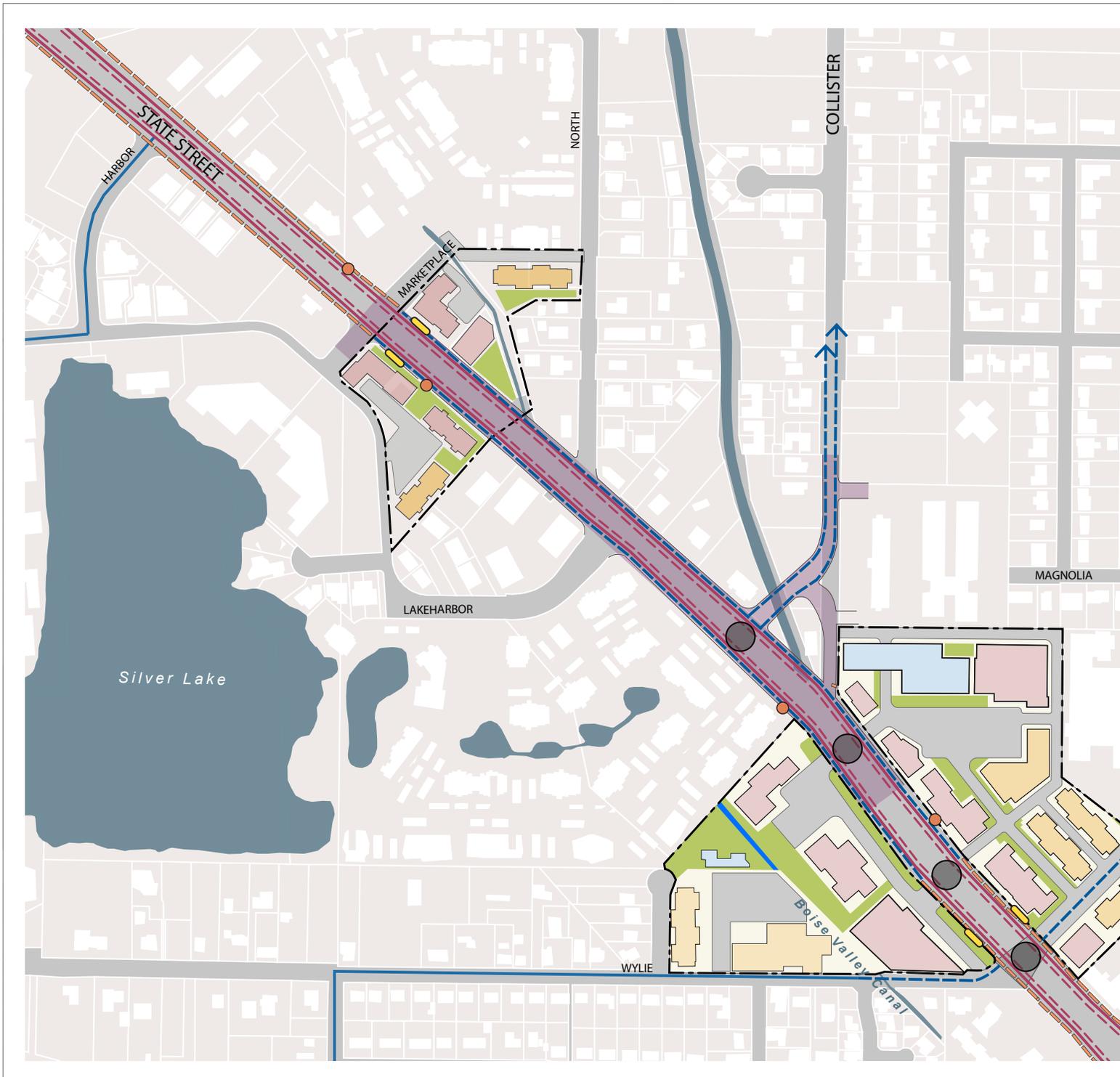
## LAND USES AND URBAN FORM

At the Marketplace Lane station area, new multi-story mixed-use buildings will function as an anchor for the station areas, building upon the nearby office park, residential uses, and access to the Boise River. Focused infill with multifamily or mixed-use development will help anchor this area. Improved access to adjacent land uses and utilizing the nearby irrigation canal as a placemaking element will enhance future development.

At the Wylie Lane/Sycamore Drive station area, multifamily development, townhomes and mixed-use infill development form the gateway from the station to the existing neighborhoods north of State Street. The station includes infill development on parking lots and vacant parcels as well as redeveloping land immediately adjacent to the station. New housing will support local retail, employment and transit, and provide a transition between shopping and employment-oriented uses and surrounding residential areas. As part of this concept, Sycamore Drive will be reoriented to connect at a four-way intersection with State Street and Wylie Lane, which improves pedestrian accessibility and vehicular mobility.

South of State Street near Wylie Lane, re-purposing existing buildings to incorporate "maker spaces" will provide a flexible location for work and contribute to the local culture and identity of the existing neighborhood. Adjacent to the maker spaces, a food court and open plaza will serve as a station focal point to gather and hold events and programs. The siting and design of future development could embrace the canal system with views of water and greenspace, and new plazas and courtyards that open to the canal.

# 5 TIER 1 STATION AREAS





## URBAN DESIGN CONCEPT CONNECTIVITY & AMENITIES

### COLLISTER DRIVE STATION AREA

#### EXISTING CONDITIONS

- Opportunity Areas
- Lake/ Canal/ Waterbody
- Bicycle Routes
- Transit Routes
- Transit Stops

#### PROPOSED CORRIDOR UPGRADES

- ACHD ROW Improvement Project Area
- BRT Station Locations
- BRT Alignment
- Bicycle Lane Improvements
- Multi-use Path
- Improved / Signalized Intersection

#### LAND USE VISION

- Mixed-use (Office/ Residential)
- Mixed-use Residential
- Institutional/Educational
- Community/Open Space



## MULTIMODAL CONNECTIONS

The Collister Station concept incorporates the recent Collister Road/State Street intersection modifications, which include a sidewalk and bicycle lane. The shared use path connecting to the Glenwood stations to the west and the Whitewater station to the east would transition to sidewalks and bicycle lanes that connect to a redesigned Collister intersection. The on-street bicycle lane would transition back to a multi-use path behind the stations to minimize bus/bicycle conflicts at the station area.

The concept suggests improved crossings on State Street to allow for safer and more convenient crossings for pedestrians, including transit users making a connection. The Wylie/ Sycamore intersection is particularly important because it is adjacent to the future stations and it would be the only signalized intersection within approximately a quarter mile of the station. The station concept includes:

- Creating a shared street between future commercial development and multifamily residential housing north of State Street and west of a realigned Sycamore Street to provide access to businesses and residential uses;
- Landscaping and street trees to provide a noise buffer and sense of enclosure along the sidewalk, while creating a green border for cyclists and motorists;
- Improved bicycle connectivity to increase options for cyclists to access or travel through this station area along multiple routes.

# 5 TIER 1 STATION AREAS

## STATION CONCEPT

The Collister Drive station area concept integrates two station pairs with interconnected land uses and adjacent green spaces creates, live, work, and recreate. The Collister station area is a neighborhood activity center. Continuing investment, rehabilitation of key buildings, additional housing and retail, and maintaining the viability of existing community services such as the library will differentiate this station from the other three Tier 1 stations along the corridor.



Sustainable building systems, such as green roofs and solar power, reduce environmental impacts

Consolidating access to businesses reduces the number of curb cuts, which is safer for all modes of travel

Setbacks with landscaping for buildings along State Street provide separation from fast moving traffic and noise

Street trees (median and along the sidewalks) provide shade, soften the street environment, and slow traffic



Infill mixed-use buildings help frame the road and hide parking lots

Infill development can be located on existing parking lots

Creating perpendicular or parallel pedestrian streets on larger lots encourages walking and active ground floor land uses like restaurants and local retail

Connecting existing neighborhoods with sidewalks and low stress bicycle routes increases access to services and transit

A multi-use path provides curb separation from vehicular traffic, providing a safer environment for pedestrians and cyclists

Parking is shared for all uses to maximize utilization

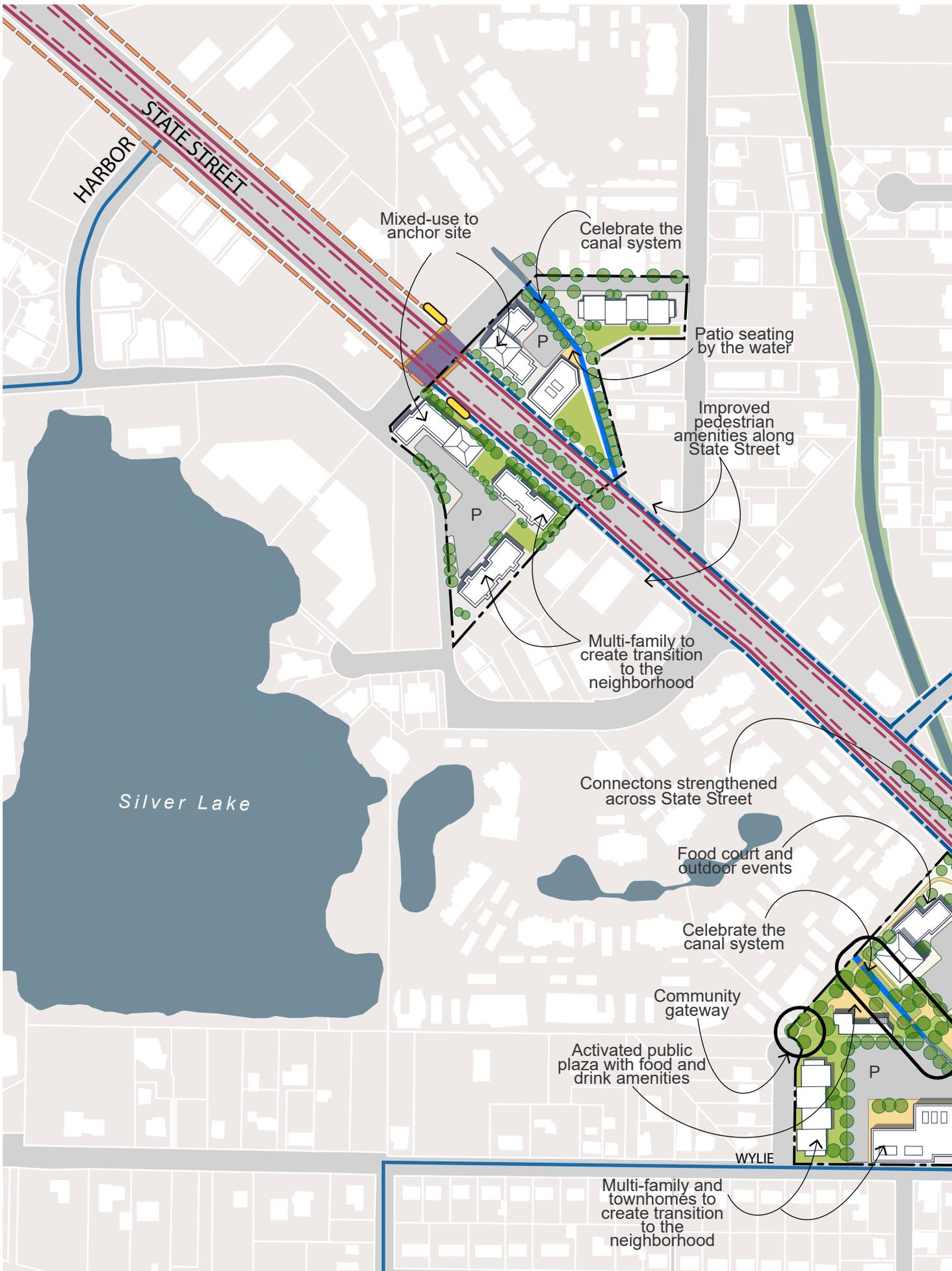
Existing bicycle lanes and sidewalks transition to a multi-use path at the future intersection

Multifamily housing, townhomes, and other types of residential uses near the station increase housing options

Stations are placed at intersections to ease pedestrian access across State Street



FIGURE 12 COLLISTER STATION CONCEPT



COLLISTER



**STATE STREET CORRIDOR**  
TRANSIT ORIENTED DEVELOPMENT

# URBAN DESIGN CONCEPT STATION CONCEPT

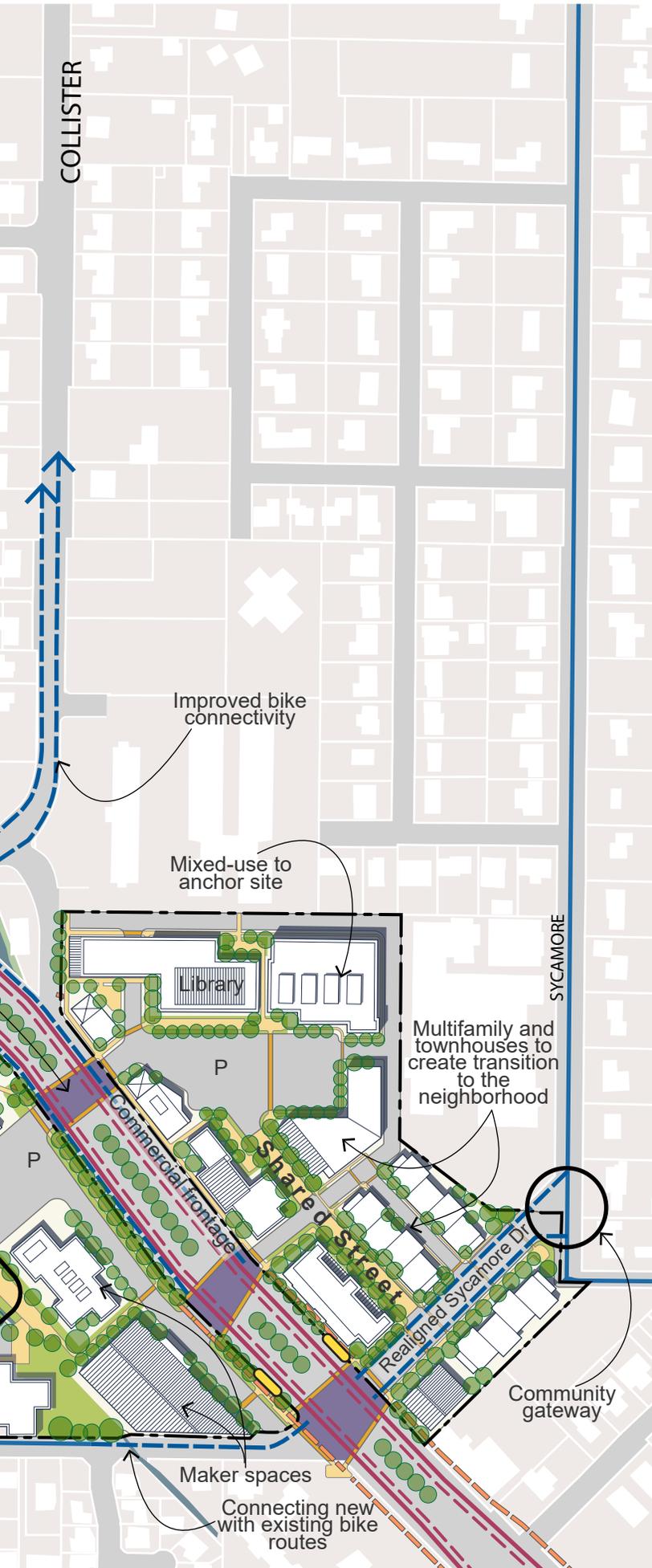
## COLLISTER DRIVE STATION AREA

### EXISTING CONDITIONS

- Opportunity Areas
- Lake/ Canal/ Waterbody
- Bicycle Routes
- Transit Routes

### PROPOSED CORRIDOR UPGRADES

- BRT Station Locations
- BRT Alignment
- Intersection Improvements
- Bicycle Lane Improvements
- Multi-use Path



**COMPASS**  
COMMUNITY PLANNING ASSOCIATION  
of Southwest Idaho





BEFORE



AFTER



FIGURE 13 COLLISTER STATION CONCEPT



# GLENWOOD STATION AREA

Glenwood Street/Gary Lane is a major crossroads that connects State Street with destinations across the Boise River to the south and foothills to the north. The north side of State Street is within the city of Boise, while the south side is within the city of Garden City. Currently Glenwood is the terminus of VRT Routes 9 and 12 with stops at Saxton Street and State Street.

## CONTEXT

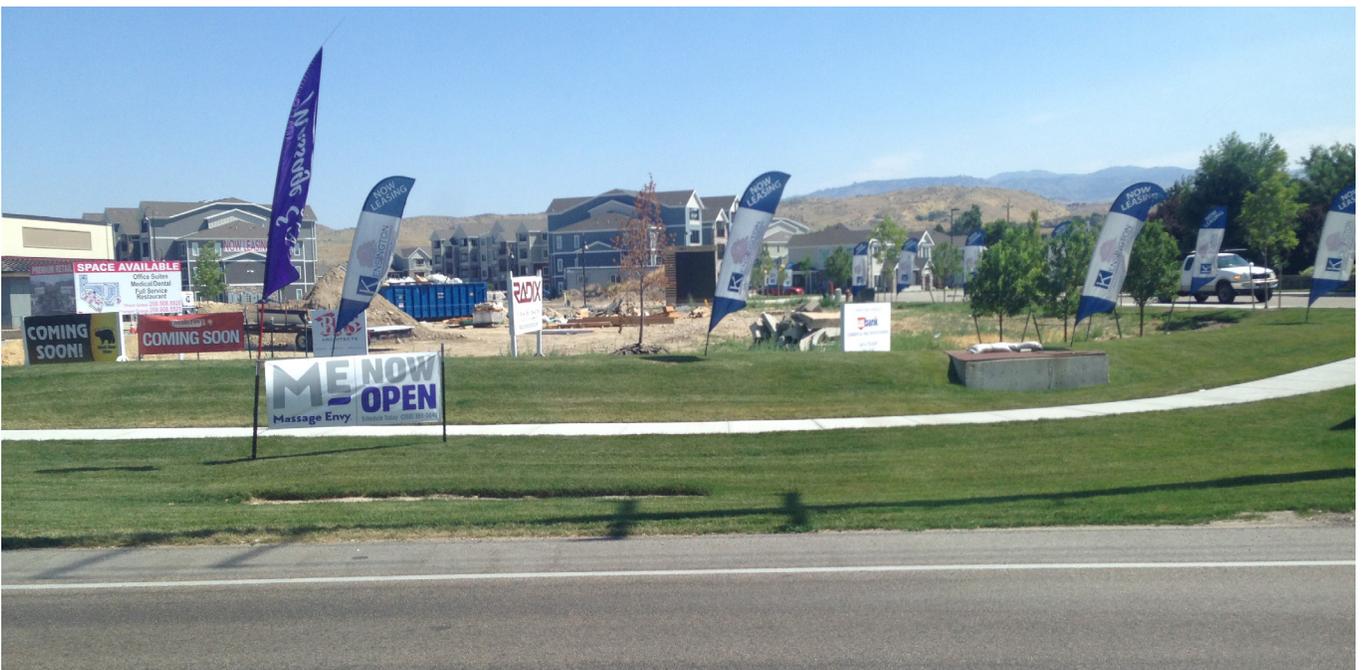
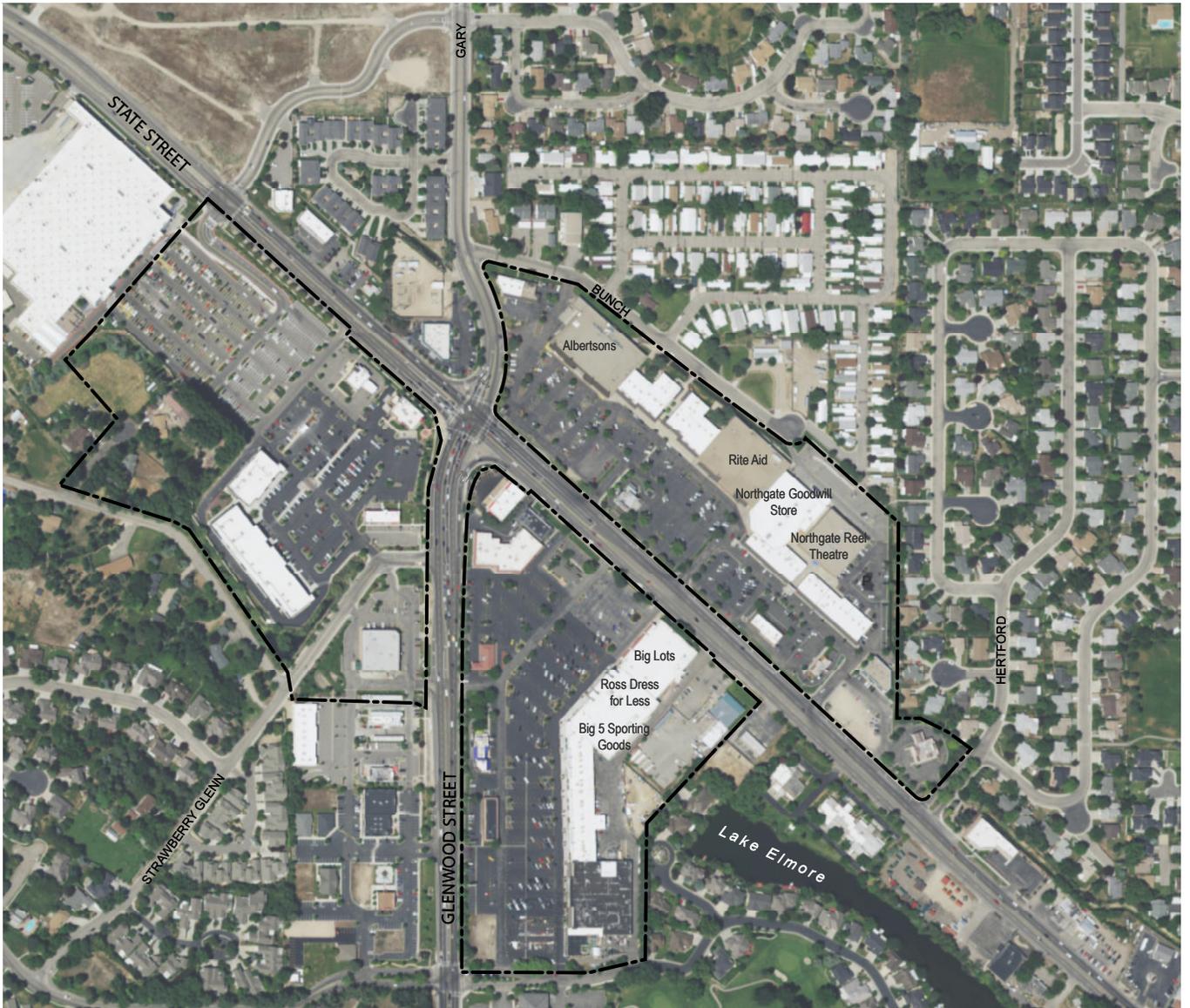
The Glenwood station area is a mix of older large format retail and newer apartments with locally serving retail, a grocery store, movie theatre, several restaurants, and a several “big-box” retail stores. This area has the largest number of existing residents who might take advantage of transit in the short term. Since 2013, significant residential growth has occurred outside of the immediate station area. Three- to four-story residential buildings were constructed between 2014 and 2017 west of Gary Lane and north of State Street. This recent development makes this station well positioned to transition into a mixed-use hub.

The Glenwood station area provides unique entertainment and services, including the grocery store and theater, both of which are draws for the community well beyond the neighborhood. The majority of the commercial buildings in the northeast quadrant have recently undergone facade renovations, improving the appearance of the older buildings. Building off of these

amenities is an important consideration as part of a larger station area concept. Well-known local and ethnic restaurants attract Boise residents from considerable distances, although several vacant store fronts are interspersed with successful businesses.

Glenwood Street provides excellent connectivity to the larger region. Glenwood Street is one of three streets that crosses the Boise River between Downtown Boise and the city of Eagle. Glenwood Street connects Garden City and Boise to the Boise River Greenbelt, River Pointe Park, Western Idaho Fairgrounds and Memorial Stadium, eventually connecting to Chinden Boulevard (US-20/26) and Capital High School. This major roadway provides opportunities to connect to the future BRT line, whether by foot, bicycle, or other transit lines.

Surface parking and impervious surfaces dominate the station area. Drive aisles with direct access to State Street and deep building set-backs create unpleasant and unsafe walking conditions. Surrounding residential development is largely cut-off from State Street and existing commercial services. Strip commercial and large format retail uses at three of the four corners result in long block lengths that require pedestrians and cyclists to navigate large parking lots or walk or ride on narrow sidewalks immediately adjacent to fast moving traffic. The number of driveways and curb cuts creates an intimidating environment for people walking and biking and is generally dangerous for non-motorized users.





## ZONING AND DESIGN

The Glenwood station area (both station pairs) are located within Boise north of State Street and Garden City south of State Street. While two jurisdictions regulate land uses in this station area, zoning is similar in both jurisdictions in this location. Implementing the Transit Station Overlay, as described for the Whitewater station area, should be considered by both cities. In addition to implementing a Transit Station Overlay, consider the following:

- Review parking requirements to right-size parking in these areas. As applicable, consider implementing parking management programs to manage parking across the diverse number of uses (see Chapter 4 for possible parking management options). Managing parking will be an essential element of future redevelopment;
- Require plaza or other public gathering locations as part of future redevelopment. The area lacks open space and without

specific plaza requirements, there will be little open space in the vicinity of new development;

- Require a street network to be developed as part of future development, including increasing connections to existing neighborhoods. Parcels, particularly south of State Street, are large enough to accommodate a street network that includes both pedestrian and access streets to provide better multimodal connectivity. Chapter 4 provides block length recommendations to consider for the future street network.
- Consider implementing a maximum floorplate for commercial uses to reduce the prevalence of large format retail immediately adjacent to stations.

Like the Whitewater station area, the Glenwood station area is large enough to accommodate a number of land uses. The location is also a highly visible area and could be developed into a mixed-use activity area. Zoning and site



design guidelines can encourage a more pedestrian-friendly development pattern.

### STATION LOCATION RECOMMENDATIONS

The station area includes two pairs of BRT stations, one pair located near a new north/south Main Street (located at the existing Northgate Mall entrance) at a new signalized intersection east of Glenwood and part of the Median U-Turn option. Another pair of stations would be located near the State Street/Saxton Street intersection where the Median U-Turn option would reorganize access at the existing signalized T-intersection.

- **Eastbound:** Saxton intersection – This station would be located in a future right turn lane that could be jointly developed with the existing Walmart superstore or as part of the larger intersection project ITD and ACHD may be undertaking in the future. The new “Main Street” intersection station is shown as in-lane station far side of the intersection.

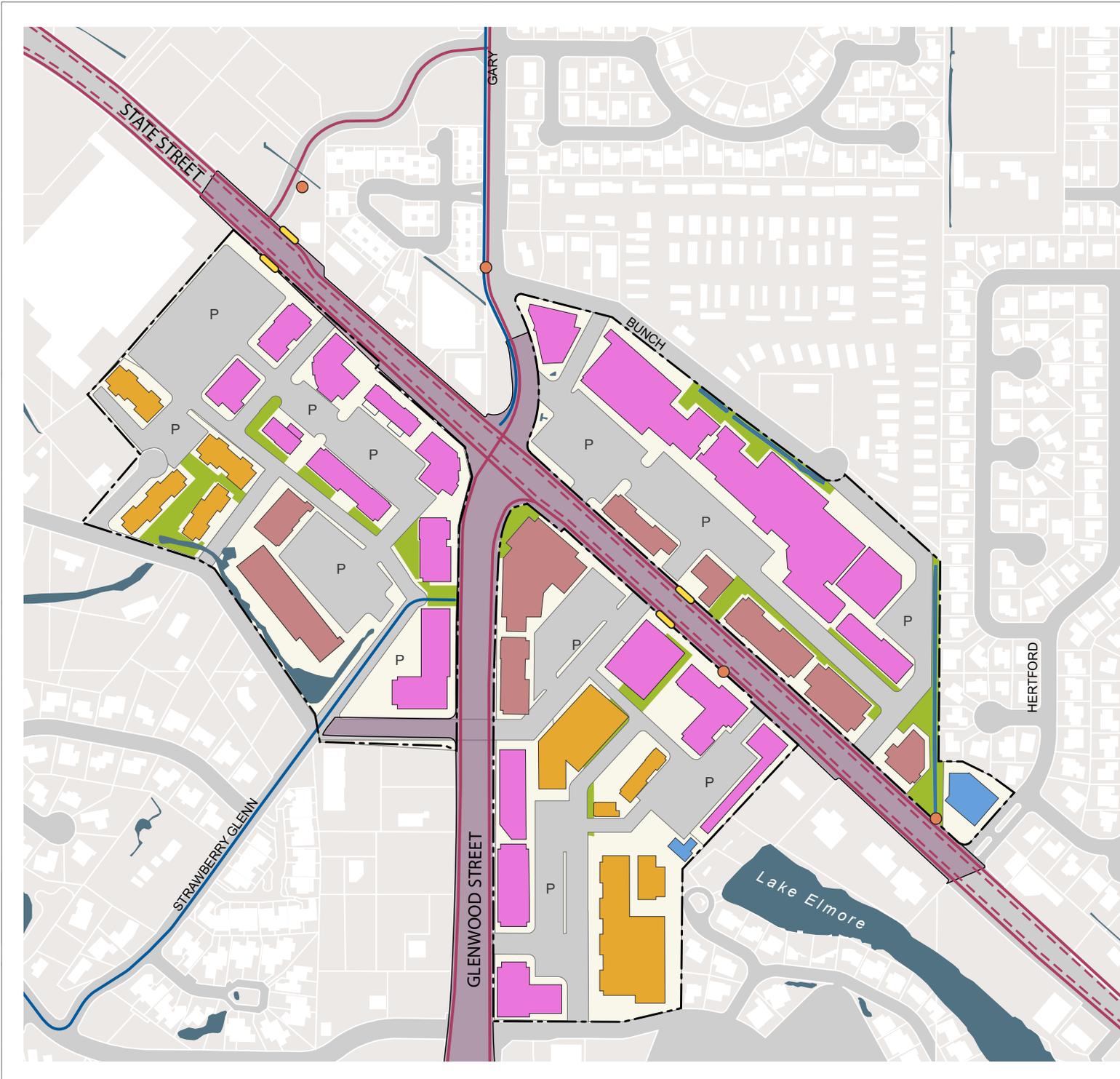
### photos (left to right)

*A public plaza between new developments creates an attractive pedestrian space*

*Considerations should be made to reduce the prevalence of large format retail with parking lots in front of buildings immediately adjacent to stations*

*A pedestrian street closed for a festival*

# 5 TIER 1 STATION AREAS



URBAN DESIGN CONCEPT  
CONCEPTUAL BUILDING LAYOUT

GLENWOOD STREET STATION AREA

EXISTING CONDITIONS

-  Opportunity Areas
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops

PROPOSED CORRIDOR UPGRADES

-  ACHD ROW Improvement Project Area
-  BRT Station Locations
-  BRT Alignment

LAND USE VISION

-  Mixed-use (Office/ Residential)
-  Mixed-use Residential
-  Commercial
-  Institutional/Educational
-  Community/Open Space



- **Westbound:** New “Main Street” intersection - the station is shown as in-lane station nearside of the intersection. The Saxton Street station is shown nearside of the intersection in a potential future right-turn lane that could be accommodated in the existing or acquired right-of-way, which would function as a bus pullout without requiring additional right-of-way and could be designed to help buses move more quickly through the intersection.

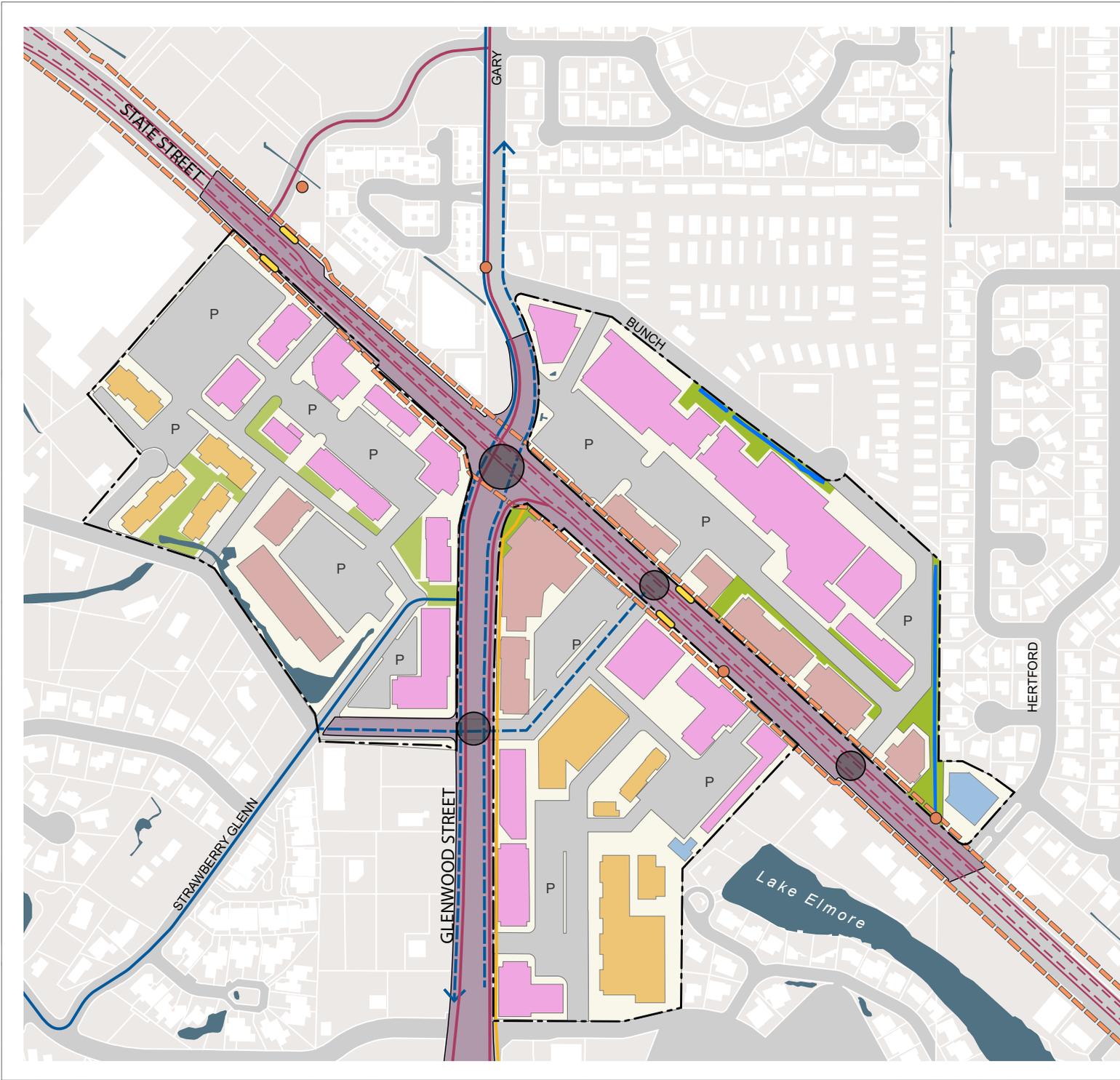
These connections provide access to residences and businesses on both sides of State Street by taking advantage of the two signalized intersections in the immediate vicinity of the station.

LAND USES AND URBAN FORM

The Glenwood Station concept takes advantage of existing community amenities and services, reducing the scale of large parking lots, providing a more walkable urban environment, and creating new development opportunities. North of State Street, surface parking lots are reorganized to create a street environment that encourages new retail and mixed-use development; townhomes and apartments increase housing options, foot traffic, and the demand for transit.

The amount of impervious surface in the Glenwood station area provides opportunities for infill commercial, office, and housing. Creating a semi-gridded street network integrates smaller development pads into the existing large lot development pattern. The new street grid includes landscaping along streets and provides walkways (in addition to vehicle mobility) that will create a more walkable and inviting station area.

# 5 TIER 1 STATION AREAS



URBAN DESIGN CONCEPT  
**CONNECTIVITY & AMENITIES**

**GLENWOOD STREET STATION AREA**

EXISTING CONDITIONS

-  Opportunity Areas
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops

PROPOSED CORRIDOR UPGRADES

-  ACHD ROW Improvement Project Area
-  BRT Station Locations
-  BRT Alignment
-  Bicycle Lane Improvements
-  New Multi-use Path
-  Improved / Signalized Intersection

LAND USE VISION

-  Mixed-use (Office/ Residential)
-  Mixed-use Residential
-  Commercial
-  Institutional/Educational
-  Community/Open Space



MULTIMODAL CONNECTIONS

An important aspect of the Glenwood station area concept is providing safe bicycle and pedestrian connectivity to the stations from existing residential uses while maintaining access to existing businesses. ACHD's future mobility improvements to the State Street Corridor will increase the number of signalized intersections along the corridor, a critical factor in reducing barriers for cyclists and pedestrians. Key elements of the multimodal system include:

- Continue the multi-use path concept from the Horseshoe Bend station area through the Glenwood station area. This will require access management measures along State Street, much of which is already incorporated into the Median U-Turn concept;
- Reorganize parking areas to provide focused access points and internal circulation networks to reduce the need for additional curb cuts and drive isles;
- Interconnect bicycle routes to enhance connectivity for cyclists, especially with a direct linkage along Glenwood Street to the Boise River Greenbelt and destinations to the south;
- Place "branded" corner buildings at major street intersections near the stations along State Street, with dedicated greenspace and street trees to create the sense of arrival at a gateway and visual cues for the transit neighborhood.

# 5 TIER 1 STATION AREAS

## STATION CONCEPT

The Glenwood Street Station serves as a crossroads and gateway to the Boise River and foothills, offering convenient shopping, employment, entertainment and housing, all within an interconnected, green, transit-oriented neighborhood. This station concept builds off of the recent improvements to the business facades on the north side of State Street, while reimagining what the south side of State Street might look like if a smaller block pattern and “Main Street” design replaced the existing large format retail in the area.

This concept incorporates the Median U-Turn intersection option, the preferred option identified through a joint ACHD and ITD intersection study project. Final approval of the preferred option is still required by ACHD Board of Commissioners.



Utilize flat rooftops for solar energy production

Strengthen corners with buildings that frame entry points

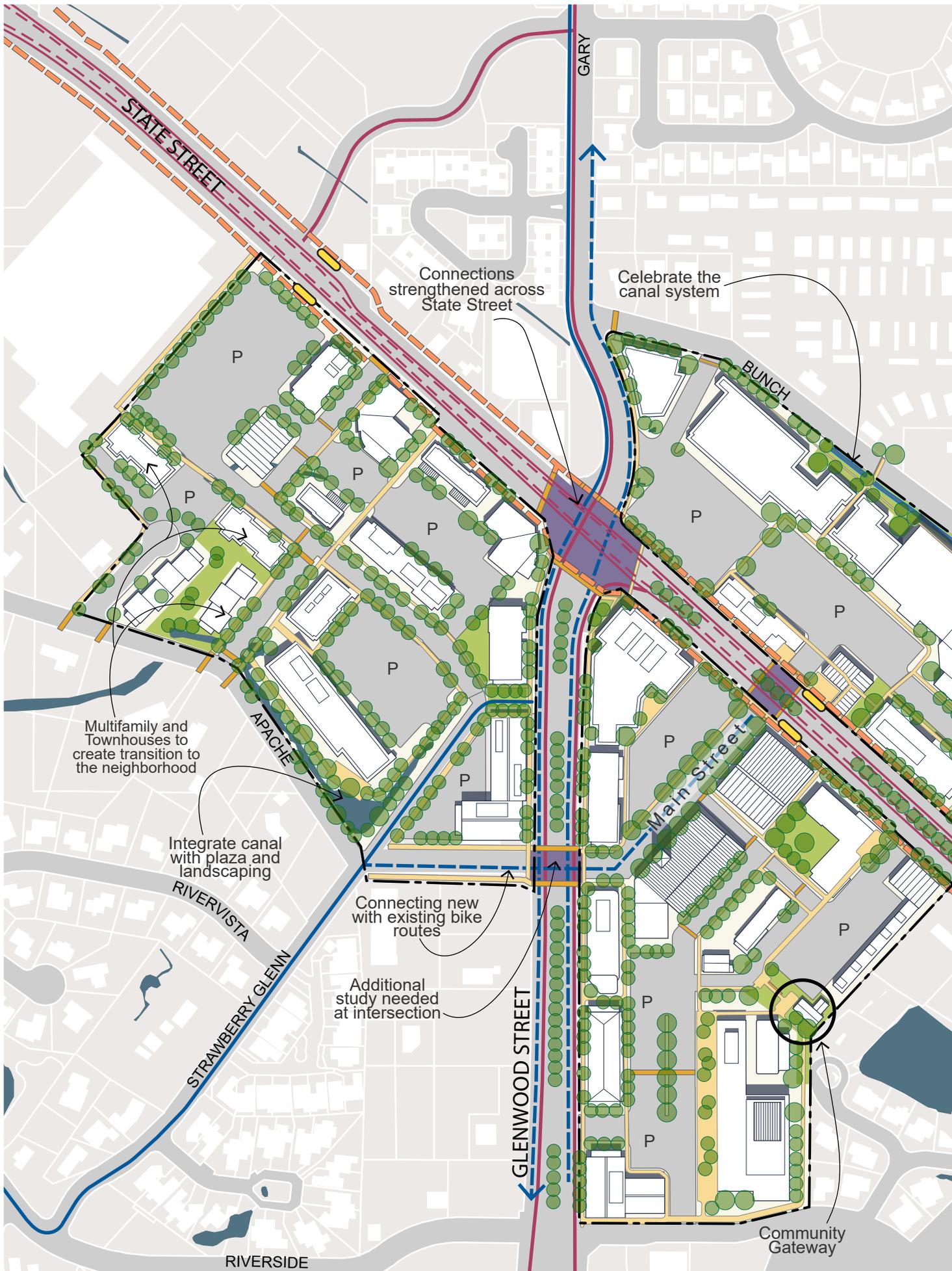
Use street trees to provide shade and soften the street edge

Provide multi-use paths along State Street





FIGURE 14 GLENWOOD STATION CONCEPT



STATE STREET

GARY

Connections strengthened across State Street

Celebrate the canal system

BUNCH

Multifamily and Townhouses to create transition to the neighborhood

APACHE

Integrate canal with plaza and landscaping

RIVERVISTA

Connecting new with existing bike routes

Additional study needed at intersection

STRAWBERRY GLENN

Main Street

GLENWOOD STREET

RIVERSIDE

Community Gateway

# URBAN DESIGN CONCEPT STATION CONCEPT

## GLENWOOD STREET STATION AREA

### EXISTING CONDITIONS

-  Opportunity Areas
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes

### PROPOSED CORRIDOR UPGRADES

-  BRT Station Locations
-  BRT Alignment
-  Intersection Improvements
-  Bicycle Lane Improvements
-  Multi-use Path

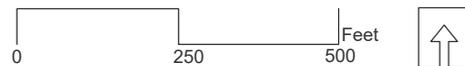
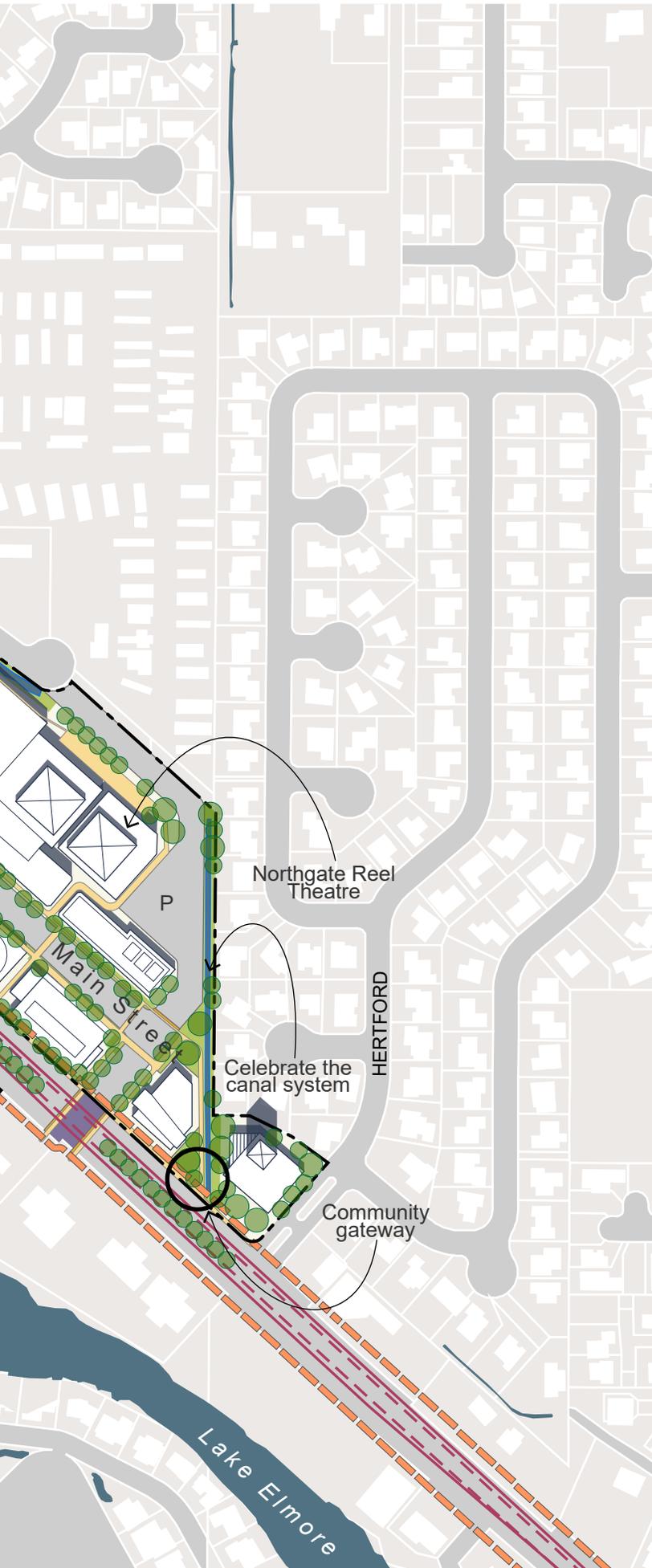




FIGURE 15 GLENWOOD STATION CONCEPT



# HORSESHOE BEND STATION AREA

Horseshoe Bend Station is located at the western extent of the corridor, the only Tier 1 station in the city of Eagle. North Horseshoe Bend Road is just east of the State Highway 55/State Street intersection that serves as a major linkage to outdoor recreation destinations north of the Treasure Valley, including the Payette River and McCall, Idaho. The cities of Eagle, Boise, and Garden City each have land use jurisdiction in the station area.

## CONTEXT

To the south of State Street, North Horseshoe Bend Road provides access to St Luke's Eagle Medical Plaza and connects to existing and future commercial development and residential neighborhoods to the south. The roadway transitions to a much smaller

neighborhood street where homes have direct driveway access to the street. While there are sidewalks in the immediate vicinity of the intersection with State Street, there are opportunities to better connect adjacent neighborhoods to the south by adding sidewalks and wayfinding signage to connect to the Boise River Greenbelt trail system.

In addition to the medical facilities, there are major retailers such as WinCo Foods and Home Depot on the north side of State Street that create a regional draw as well as smaller commercial uses adjacent to State Street. On the hospital site, there are opportunities for additional infill development to support hospital or health-related businesses adjacent to State Street and the BRT station. Surface parking lots and underdeveloped parcels on the northern side of State Street offer opportunities to create a more defined gateway to Eagle with the addition of mixed-use development.

East/west connectivity in the area is limited, due to very large lots, cul-de-sacs, dead-end streets, and former aggregate mining pits that are now ponds. Future development will need to consider smaller block lengths and pedestrian and/or bicycle mid-block crossings to improve non-automobile access and circulation.







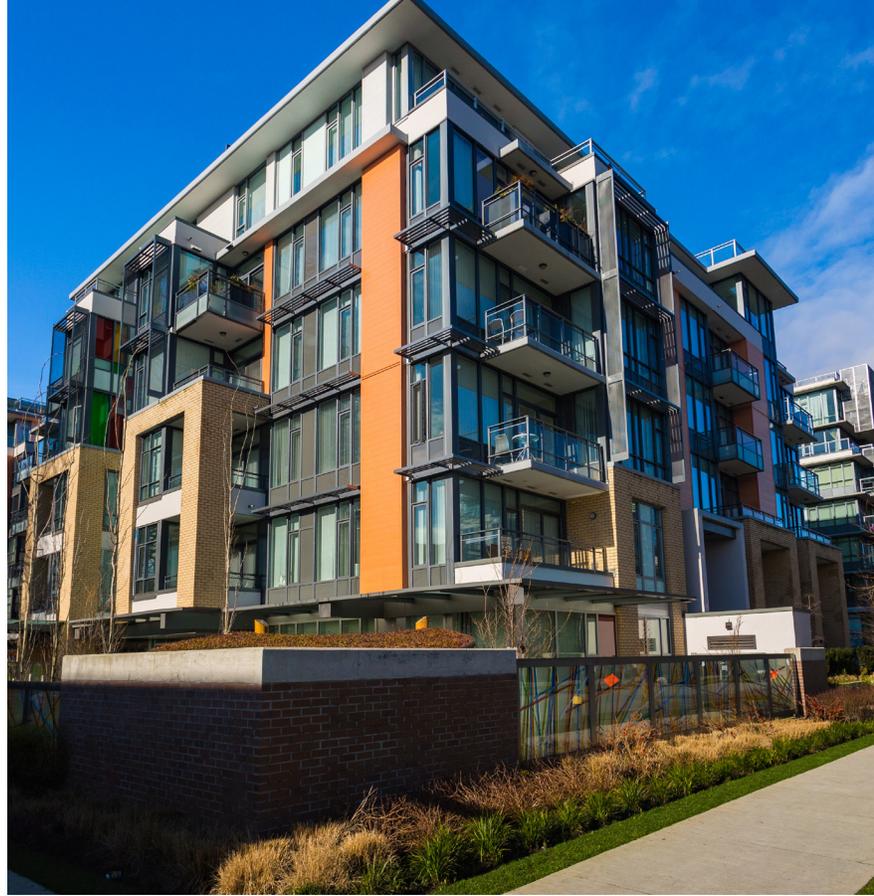
## ZONING AND DESIGN

Three jurisdictions regulate land use within the Horseshoe Bend Road station area, making it challenging to create a cohesive station area from urban form and zoning perspectives. Ideally the municipal standards would be complimentary with one another with the goal of encouraging mixed-use development. Implementing the Transit Station Overlay by all jurisdictions would provide some consistency in permitted uses and design. The following are recommendations for each jurisdiction:

- Within the city of Eagle, implement a Transit Station Overlay to permit mixed-use and limitations on locating drive-throughs and gas stations within the station vicinity. Permitting mixed-use at the station is not assumed to compete with uses permitted in the Central Business District, but would provide some flexibility in how infill development occurs adjacent to the station. On the south side of State Street, these uses

are already permitted within the Mixed-Use District (MU), which implements many of the recommendations described in Chapter 4.

- Within Garden City, implementing the Transit Station Overlay supports many of the zoning and development requirements that are already part of the City's development code. Garden City allows a mixture of uses, including multifamily, with taller maximum height allowances (up to 72 feet).
- Within the city of Boise, implement the Transit Station Overlay to permit additional development types. Much of the land with the City of Boise's jurisdiction is zoned for residential uses (R-1C), which require a minimum 5,000 square foot lots. Given the size of existing parcels, rezoning areas adjacent to State Street in the vicinity of the station to allow more diverse housing options such as townhomes and cluster housing would provide



more housing options in the vicinity of the station without significant impacts to the existing single-family residence development pattern.

## STATION LOCATION RECOMMENDATIONS

The Horseshoe Bend station includes one pair of stations:

- **Eastbound:** Located on the western side of North Horseshoe Bend Road and adjacent to St. Luke's Medical Plaza, this station is shown in the right-turn lane on State Street, which would function as a bus pullout without requiring additional right-of-way and could be designed to help buses move more quickly through the intersection. The station will provide an easy connection to those visiting Saint Luke's and supporting offices.
- **Westbound:** Shown just west of Horseshoe Bend Road in a pullout. The station is predicated on the removal of the free right turn lane

photos (left to right)

*An example of a mixed-use development*

*Contemporary townhomes*

*An example of multifamily housing*

# 5 TIER 1 STATION AREAS





URBAN DESIGN CONCEPT  
CONCEPTUAL BUILDING LAYOUT

HORSESHOE BEND RD STATION AREA

EXISTING CONDITIONS

- Opportunity Sites
- Lake/ Canal/ Waterbody
- Bicycle Routes
- Transit Routes
- Transit Stops

PROPOSED CORRIDOR UPGRADES

- BRT Station Locations
- BRT Alignment
- Bicycle Lane Improvements

LAND USE VISION

- Mixed-use (Office/Residential)
- Mixed-use Residential
- Institutional/Educational
- Community/Open Space



from North Horseshoe Bend Road to State Street. The roadway change would provide development opportunities at the corner of the intersection and improve the potential for gateway signage for the city of Eagle.

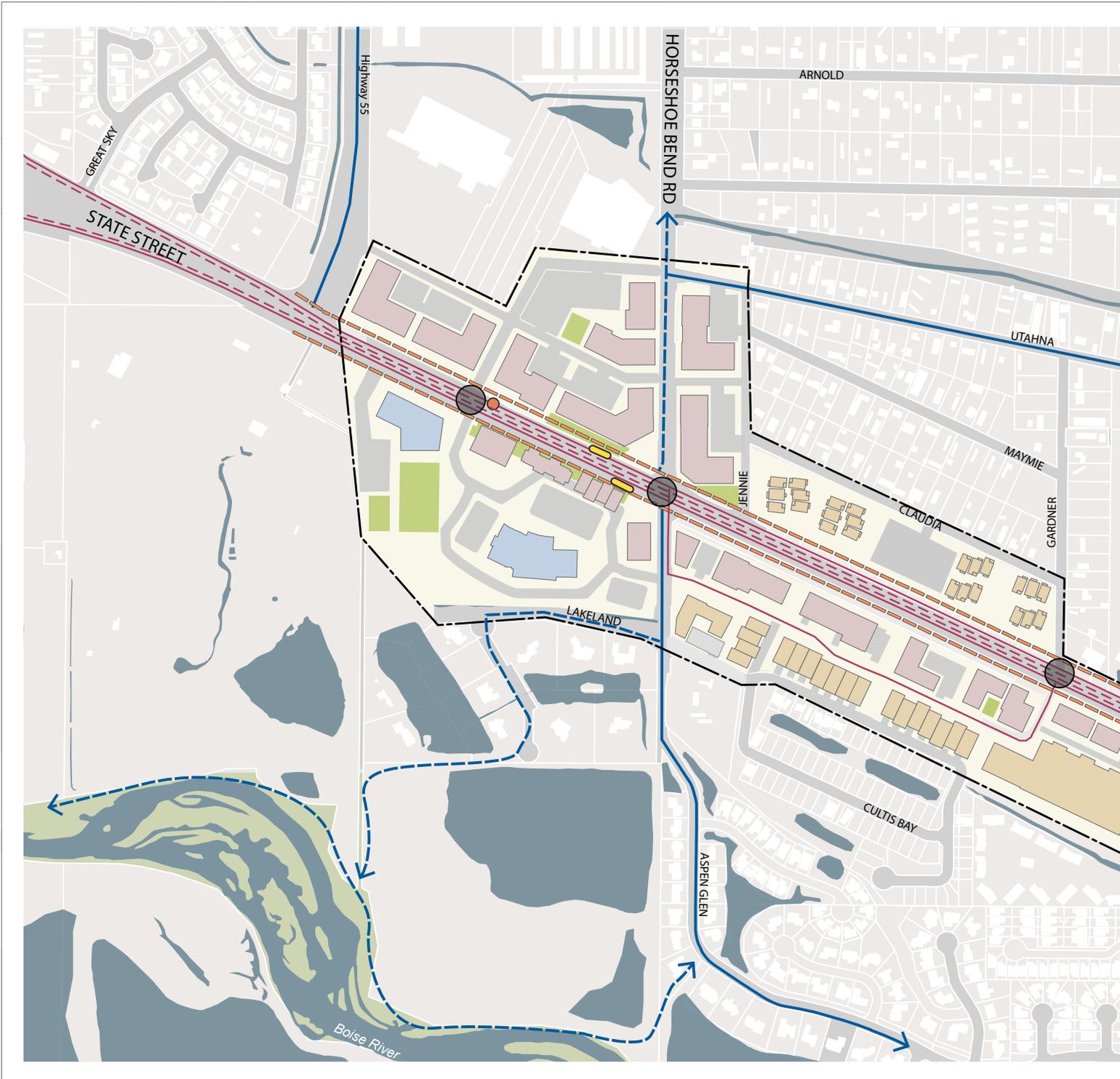
LAND USES AND URBAN FORM

Multistory buildings in proximity to but not immediately on State Street, create a more defined station area and sense of enclosure from the street. New landscaping softens State Street and provides shade to support a more walkable, green, and inviting setting at this gateway to Eagle. Buildings are set back slightly from State Street to allow for additional vegetation to buffer noise from the vehicular traffic on the corridor. Off-street parking is located behind buildings and away from State Street to reinforce the presence of businesses and increase visibility.

In the northeast quadrant, auto dependent uses transition into mixed-use development. Existing single-family residential development along State Street incorporates cluster housing or town homes to provide more housing options. Housing and additional retail create a station area that is designed for living and working, with nearby medical services and close access to transit.

South of State Street, St Luke’s Medical Plaza becomes a community hub with sports facilities to the west of the existing building, providing amenities to serve future development to the west. This area is well connected and will provide a fun and easy to reach destination for kids and families, with convenient connections for biking and walking. Increased housing options such as new townhomes and live/work spaces off of State Street will generate more foot traffic and transit demand.

# 5 TIER 1 STATION AREAS



URBAN DESIGN CONCEPT  
**CONNECTIVITY & AMENITIES**

HORSESHOE BEND RD STATION AREA

EXISTING CONDITIONS

-  Opportunity Sites
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops

PROPOSED CORRIDOR UPGRADES

-  BRT Station Locations
-  BRT Alignment
-  Bicycle Lane Improvements
-  Multi-use Path
-  Improved / Signalized Intersection

LAND USE VISION

-  Mixed-use (Office/Residential)
-  Mixed-use Residential
-  Institutional/Educational
-  Community/Open Space



MULTIMODAL CONNECTIONS

The future station area concept improves connectivity for all modes of travel, especially for pedestrians and transit users. Interconnected walkways will allow for a safe and direct connection between uses and destinations. While the existing land uses are maintained, the station concept creates a stronger block pattern in the northwest quadrant. The smaller grid consolidates routes for motorists and adds sidewalks, street trees and other amenities to make the area pedestrian friendly.

As with other Tier 1 station locations, State Street includes median plantings, provided the plantings can meet visibility (e.g. clear zone) requirements. The landscaping and vertical clues calm traffic and soften the visual impact of the corridor. Safer connections for pedestrians are essential for transit accessibility. The Horseshoe Bend station is connected to other stations and the larger network via a continuous landscaped multi-use path along State Street that continues to Glenwood Street. This path should also connect with existing proposed bicycle lanes along North Horseshoe Bend Road to link with the Boise River Greenbelt to the south and the sports complex and foothills to the north of State Street. New bicycle lane improvements will enhance connectivity to the west and south to the Greenbelt.

# 5 TIER 1 STATION AREAS

## STATION CONCEPT

The Horseshoe Bend Road station area will evolve as a compact and mixed-use transit neighborhood and gateway to Eagle, with walkable tree-lined streets and convenient connections to transit, the foothills, the Boise River Greenbelt, and adjacent shopping and residential neighborhoods.



Keep parking internal to a site rather than at the front of the street

Position buildings at corners to frame the edge of the intersection





FIGURE 16 HORSESHOE BEND RD STATION CONCEPT



ARNOLD



**STATE STREET CORRIDOR**  
TRANSIT ORIENTED DEVELOPMENT

## URBAN DESIGN CONCEPT STATION CONCEPT

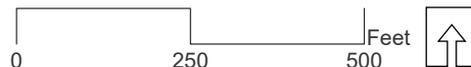
### HORSESHOE BEND RD STATION AREA

#### EXISTING CONDITIONS

-  Opportunity Areas
-  Lake/ Canal/ Waterbody
-  Bicycle Routes
-  Transit Routes
-  Transit Stops

#### PROPOSED CORRIDOR UPGRADES

-  BRT Station Locations
-  BRT Alignment
-  Intersection Improvements
-  Bicycle Lane Improvements
-  Multi-use Path



**COMPASS**  
COMMUNITY PLANNING ASSOCIATION  
of Southwest Idaho







# IMPLEMENTATION

## CONTEXT

State Street is a key corridor linking thriving downtown Boise with fast-growing neighborhoods and communities to the west. The corridor provides a regional and local linkage between a stretch of properties that stand to benefit from the addition of well-designed public transit investments. Transit benefits are likely to occur regardless of intensive changes to land uses along its length; however, improvements to safety, pedestrian environment, to air-quality and transit travel time as well as increased frequency will encourage new patrons to try VRT services.

## TRANSIT AND DEVELOPMENT

To realize the full positive potential of transit investment, those transportation upgrades need to be integrated with a development landscape that is consciously geared towards taking advantage of transit. When new development and redevelopment can be oriented to transit, even by degree, it encourages a virtuous cycle - funneling value into existing properties while putting new potential riders (workers and residents) in better position to make use of that same transit.

### SETTING EXPECTATIONS

The State Street corridor faces a number of imposing challenges for development. The roadway is a diagonal arterial laid upon a largely horizontal grid, carving a relatively narrow urbanized swath bounded by steep foothills to the north and Boise River to the south. Three municipal jurisdictions border or encompass the street, while two other jurisdictions, ACHD and ITD, own rights-of-way and control the roadway infrastructure for various stretches of the corridor. Much of the historical development along State Street has been piecemeal, with new and different approaches to the various constraints over time, resulting in often-unrelated development patterns. Aside from the major redevelopment potential of the Idaho Transportation Department (ITD) should they relocate their 45-acre operation to another site, and several large undeveloped parcels south of State Street in Garden City, ownership patterns are diverse with redevelopment opportunities relatively scattered and at a smaller scale.

In spite of these challenges, the proposed transit investment on State Street has the potential to help refocus future development around a vital spine with a fresh approach to how corridor land uses can interrelate. An upside for the corridor would be an ambitious redevelopment of the ITD parcels as already contemplated in the *30th Street Area Master Plan*. Mixed-use activity center design and uses would set an inspirational example for how the corridor's smaller opportunity sites could leverage

the placemaking potential of enhanced transit service with a well-executed web of supportive streetscape, trails, station facilities and wayfinding. The possibility of "bookending" ITD redevelopment with development in the western sections of the corridor and a new orientation to diverse, compact, walkable places would go a long way towards ensuring a gradual positive transformation of the corridor.

### DESIRED OUTCOMES

A more complete description of general desired outcomes for the corridor's transportation system and supporting urban design elements can be found in the preceding chapters of this report. The discussion below recaps many of those descriptions, focusing on elements related most closely to TOD.

#### CORRIDOR-WIDE

- Safe, comfortable and user-friendly movement to and from the primary transit elements and across corridor destination points via improved trails, connections and crossings.
- Development and redevelopment that respects corridor-wide transportation and landscaping elements to create an attractive and approachable development pattern. This includes focusing on building and window orientation, lighting, safety measures, art and architecture.



- Improved coherence of State Street as a recognizable, distinct and desirable place through consistent facility design elements (i.e. look and feel of paths, trails, and wayfinding/signage).

#### AT STATION AREAS

- New development and redevelopment oriented to State Street itself and the transit facilities. This should entail not only physical orientation - alignment of entrances, windows and signage - but also transit-supportive characteristics like compactness, diversity of uses ("complete neighborhoods)," and intuitive physical transitions

from private uses to public transit and supporting connections.

- Innovative and inspiring new developments that are both successful in and of themselves and are capable of catalyzing and shaping other development, in part by setting the tone for how to leverage the value of transit.
- Parking near stations should not interfere with transit operations or pedestrian or bicycle facilities. Parking should not separate the transit station from adjacent development but should be designed to make it easy for transit, pedestrian and cyclists to access the development.

## HOUSING TERMS & CONCEPTS

**Housing affordability** refers generally to the ability of area residents (or prospective residents) to pay rent or mortgage payments on available housing in a given market – often measured as a ratio of median household incomes to median home prices (or rents).

**Affordable housing** is a policy term used to describe a suite of approaches to lowering rents and/or home prices through subsidies and finance mechanisms to make them more affordable to would-be residents. Most of these programs are intended to reach households at or below 80% of area median income as defined by HUD and housing costs should be no more than 30% of gross income. Over the past few years HUD has conducted studies that have defined housing affordability criteria to include transportation costs as well as income.

**Mixed-income housing** simply blends market-rate (unrestricted rent/price) units with units that are affordable (rent/price restricted) within a single project or area.

**Mixed income development** is an intentional strategy that includes multiple sources of financing to provide a range of price points while still delivering a quality product to the target markets (market rate and affordable).

### MIXED-INCOME HOUSING OPPORTUNITIES

Expanding the range of price and rent offerings for homes and apartments is critical to TOD success, directly supporting increased ridership and helping to fuel retail demand with increased rooftop density. Housing that is affordable to workers at prevailing local wages is a desirable outcome up and down the corridor, but key station area redevelopments (like the ITD site) may be the most likely locations for making a meaningful dent in the growing demand for affordable housing.

None of the studied station areas are good candidates for a development strategy focused exclusively or even predominantly on affordable housing. Instead, the most desired outcome, strategically, is successful mixed-income development integrated into TOD environments that also feature non-residential development components.

When the market alone is not ready to respond to development opportunities, affordable housing tools along with a combination of other public incentives are often called upon to help attract a broader market that includes diverse income levels (more below market and affordable rental or homeownership options). Because many of these tools and incentives overlap with the types of policies and general funding approaches likely to be called upon for promoting development in general, the implementation steps below do not include a separate housing-focused action item.

## CORRIDOR-WIDE TOD IMPLEMENTATION ACTIONS

The “levers” available to public sector partners are generally limited to 1) allocating (limited) local public spending, 2) marshaling non-local funding sources (typically State or Federal) through grants and related programs, and 3) making changes to the local regulatory and policy environment. To best encourage desired private sector development activities, any spending-related actions should either reduce certain private-sector costs or increase potential development revenues. Regulatory changes can increase potential revenues (i.e. by allowing higher densities or greater development flexibility) or may provide guidance by prohibiting certain land uses and development forms that are incompatible with the overall plan.

To that end, the following appear to be the most potentially helpful public sector actions for furthering the aforementioned desired outcomes:

**Incorporate design and density guidelines at station areas that encourage compact, human-scale development with a mix of land uses.** Recommended urban design guidelines are included in Chapter 4.

**Create one or more Urban Renewal Districts to allow Tax Increment Financing (TIF).** TIF generates a source of funds that can be used by a municipality’s urban renewal authority within a designated district. While many of the other tools and approaches in this list are actions

that can be taken by drawing on public funds, TIF is itself a funding source and is one of the most common sources of funding for local redevelopment and TOD projects in the country.

TIF funds can be used by the implementing agency to help fund infrastructure and public realm improvements; site acquisition, assembly, and disposition; targeted grant and loan programs; parking; staffing; and other efforts that spur private investment. In cases where planned projects are expected to generate reliable increases in taxable property value, that expected future incremental revenue stream may be used as a basis for issuing bonds to fund infrastructure investments.

CCDC, Boise’s urban renewal agency is studying whether to form an urban renewal district along State Street; the agency has largely completed the first step of documenting the eligibility conditions for such a district in the corridor. The availability of TIF funding would have a significant impact on the ability of CCDC to take the type of actions included in this list. The actions remaining to initiate this priority item are:

- Complete current eligibility study (anticipated to be in May 2019)
- Complete an Economic Feasibility Study to determine anticipated revenue
- Complete an Urban Renewal Plan that will synthesize and format the completed State Street planning

work into a Redevelopment/  
Capital Improvement Plan

- Formally create the urban renewal district

Note that while Boise’s CCDC is currently the furthest along in exploring an urban renewal district along State Street, the potential remains for urban renewal authorities in Eagle and Garden City to create complementary districts in portions of the corridor falling in those municipalities.

**Create a staff team that is focused on State Street.** It will be critical to create a team that is responsible for the coordination of all development plans and funding to include public agencies (Cities, ACHD, CCDC, COMPASS, VRT, ITD) and private development activities along the State Street corridor. Action items include:

- Formally designate a coordinating body
- Assign a team lead
- Assign support staff
- Assign one or more staff to be the quarterback or point person for transit-oriented development in the State Street Corridor.

**Allocate staff time and resources to assist nonprofit and for-profit developers.** In development, time is money. If the time and complexity required for project approvals can be streamlined, the desired transit oriented development can become more

attractive. Streamlining can be achieved through zoning and other codes that are clear and predictable (covered above), and through assistance by public-sector officials to ensure that entitlements (design review approvals, building permits, certificates of occupancy, and other required approvals) are awarded efficiently. An action item could be:

- Prioritize (through training and/or assignment of time) the entitlement and process assistance functions of existing City staff(s)

**Prioritize and redirect existing general fund and Capital Improvement Plan resources.** Capital Improvement Plans (CIPs) defined by cities, counties, service districts (such as special parks or utility districts), transit agencies, and others, are often the first place to look for the resources to support infrastructure investments. Non-capital repair and maintenance of the full complement of infrastructure items necessary to support successful transit and TOD is often largely funded through existing general funds.

Public partners, including the cities of Boise, Garden City, and Eagle, along with Ada County, ACHD and ITD may be able to direct available resources through general funds and Capital Improvement Plans. These can help defray the costs associated with constructing and maintaining complementary facilities and spaces like street crossings, sidewalk improvements, landscaping, parks, bicycle lanes, etc.

**Pursue grants and low-interest loan programs for State Street.** Improvements and repairs to interior and exterior building elements and facades can significantly increase TOD and curb appeal of projects near transit. Grants and loans could be provided to incentivize the addition of new, pedestrian-oriented features such as awnings, small plazas, landscaping, signage, etc. There are significant limitations on the types of grants and loans that can be made by public sector agencies to private property owners in the State of Idaho. Some agencies have used CDBG (federal block grant) and TIF funds; CCDC has used a “facade easement” agreement when utilizing TIF funds and may focus on designated historic buildings.

**Assemble sites and implement land “write downs” as warranted to spur development.** Cities, redevelopment agencies, and other public agencies may acquire and “assemble” multiple contiguous sites to bring to market a site that is larger or more logically shaped for development. Such acquisition and transfer can be a valuable tool to help bridge financial gaps for prospective developers in cases where residual land values for desired uses do not support assembly costs without subsidy.

**Prepare sites for development; conduct demolitions, utility improvements, etc.** Agencies may conduct related activities such as the demolition of underutilized buildings on site; lot line adjustments or subdivisions; “site preparation” due diligence such as site-specific geotechnical

or environmental reports, etc. The purpose of these actions is to prepare sites for development and eliminate as many obstacles or questions about development feasibility as possible.

Public agencies may use their dedicated funds (such as TIF or, in more limited cases, certain general funds or capital improvement plan funds ), and/or seek grants or low-cost loans from higher levels of government to absorb costs, such as demolition, environmental remediation, and geotechnical/structural issues linked to site conditions such as soil bearing, engineered caps, flood protection, and wetlands.

Secure funds from grant programs and local levels, including the Community Development Block Grant Program (CDBG) and HOME at the federal level and the Neighborhood Improvement Fund (NIP). The City of Boise uses federal CDBG funds to stimulate economic development, typically through low interest business/housing loans. CDBG funding targets communities that are predominately moderate to low-income. HOME Investment Partnership (HOME) funding serves housing projects that are 80% of Area Median Income or below.

The Neighborhood Investment Program (NIP - formerly Neighborhood Reinvestment Grants) is a partnership between the City of Boise and City registered neighborhood associations. The program funds neighborhood plans and small capital construction projects

## IMPROVEMENT DISTRICTS

Local improvement districts (LID) and business improvement districts (BID) are among a growing list of arrangements for structuring the financing of local spending projects. They differ in the types of projects they are allowed to fund (capital, operations, long- versus short-term) and governance structures. The common thread, typically, is a negotiated means of self-assessment across property or business owners in a bounded district to fund projects and activities that are mutually beneficial to the payors.

While there may be future opportunities for one or more self-assessed improvement districts on State Street, the environment is not yet ripe. Successful district formation is very political and depends heavily on an existing sense of shared needs and potential shared benefits from distinct spending items. Properties currently arrayed along the corridor are not, as yet, organized into distinct logical districts. Development of transit and related placemaking efforts should help ready the ground for such tools.

to help enrich the lives of Boise citizens, enhance the identity and quality of life in neighborhoods and encourage a strong sense of community. The program also funds mini-grants to support neighborhood communication and community-building.

### **Connect developers with New Market Tax Credits, Low Income Housing Tax Credits and other related programs.**

Established in 2000, the New Markets Tax Credit (NMTC) Program offers tax credits to attract private investment into low income communities, with the goal of spurring economic growth and job creation. Borrowers make equity investments through a specialized financial intermediary called Community Development Entities (CDEs). The NMTC Program allows borrowers to benefit from below-market interest rates, higher loan-to-value ratios, and longer loan maturities. Applying for NMTC is a competitive process where funds are allocated by the Community Development Financial Institutions Fund (the CDFI Fund) under the U.S. Department of the Treasury.

Qualifying Entities receive a tax credit against their federal income tax for a total of 39% of the original investment amount and is claimed over a seven-year period. Unless renewed by Congress, New Market Tax Credits are set to expire on December 31, 2019. As it pertains to housing, CDEs can develop or rehabilitate for-sale housing units (no income limitations), as rental residential if 20% of developed units are affordable based on 80% area median income (AMI), or as mixed-use

development with 20% or more from commercial revenue (thusly not depreciable as a residential rental property).

Between 2003-2018, Idaho has received \$160.2 million in NMTC allocation and leveraged an additional \$45.8 million from other sources to support economic revitalization projects.

## BROAD IMPLEMENTATION GUIDELINES

The following action items are less discrete than the previous steps, but instead apply as overarching elements:

### CREATE A DEVELOPMENT OPPORTUNITY FUND

There may be an array of different potential funding sources and mechanisms available for a TOD project. If public sector team members and staff identified above can wrangle and organize those various sources, to the extent possible, into a single private sector-facing "Development Opportunity Fund," the resulting simplification would be a major cost-saver for prospective development partners.

### FOCUS ON SPECIAL CATALYST SITES

Whether directing local spending, organizing outside funding or tailoring regulatory changes, public partners can help ensure efficiency and maximum effect by focusing on those sites with the best potential for TOD "early wins". These include properties owned by

public agencies (ACHD and ITD), institutions (St. Luke's), property owners with both financial and non-financial goals (e.g., churches), subdivided land that is "development-ready," and under-performing commercial properties.

### TAKE ACTION, INCREMENTALLY

A great TOD district doesn't happen overnight but can be built in steps over a reasonable longer-term time line. The Orenco Station in the Portland suburb of Hillsboro was featured in the project Market Analysis as an example of how incremental steps, implemented over a 20-year span, can result in a very successful station-area TOD district.

## STATION SPECIFIC IMPLEMENTATION ACTIONS

Each Station area is different and faces different development challenges and opportunities. To stimulate TOD and attract appropriate mixed-use/mixed income catalyst development, each station area would benefit from the following coordinated planning process:

- Engage with the surrounding community in the development planning process, particularly for proposed multi-family housing recommendations
- Offer an opportunity for the community to re-imagine itself without unconscious displacement and gentrification

- Educate owners to evaluate the value and potential of their property
- Engage with developers to understand a city-led RFP process

### WHITEWATER STATION

Whitewater should be the first priority for master planning and issuing development RFPs within the next year. This site has the greatest potential to initially serve the most diverse population (market rate, moderate, low income) by including a broad range of housing types (single family, townhomes, multifamily over commercial).

### POTENTIAL PROCESS

Idaho Statute 58-335A describes how a potential disposal of ITD property would occur if the site is determined to be a surplus property. The statute states that “ in no case shall a property be sold or exchanged for a value less than that established through the appraisal process...” Further, if property is sold or exchanged for less than the appraised value, it must be used for a public purpose.” As this relates to the ITD site, the site must be sold (or exchanged for a property) at or higher than the appraised value to be available for redevelopment.

Section 67-5709A further refines the requirements for disposition of public property. If no other state agency is interested in the property, “...the department shall obtain an appraisal

and commence procedures to sell the property for the highest price possible...” This does not apply to local cities, who may purchase the property at the appraised value, but would apply if a developer were to purchase the site.

### POTENTIAL DEAL STRUCTURES

Due to the value of the current site, we expect that developers would be willing to either a) purchase and renovate an existing office at another location in exchange for development rights of the ITD Headquarters site; b) build ITD a new headquarters at the current location, in exchange for development rights at the remaining half or two-thirds of the current ITD site; c) build ITD a new headquarters location on another site, in exchange for the development rights of the current property; or d) retrofit and integrate the existing ITD Headquarters building into new development in exchange for development rights. Depending on the quality of building and facilities desired by ITD, the department may need to invest some funds into new facilities. ITD may trade the site value for a new capital asset (likely via a partial or complete land sale), or maintain ownership of the site and realize value through a ground lease and associated ongoing revenue stream. This revenue stream may be applied to a building lease or other.

### POTENTIAL CITY ROLES

Boise has a number of potential roles in this process, including: assistance with developer RFQ/RFP/etc.; rezoning that will increase the value and TOD potential of the site; expansion and/or extension of existing 30th Street urban renewal district (URD) to fund improvements; establishment of a new URD; staff assistance on a number of issues; building community support and a shared vision for the property; capital/utility improvements; riverfront improvements; transit/BRT (via VRT and ACHD); and completion of station-area planning and improvements per State Street plans. Making urban renewal funding available (either via modifications to the existing URDs, or creation of a new URD) for various site improvements could set the stage for dramatic change and placemaking at the site.

Developer Solicitation and Selection Process. Once the goals, site concept design, financial proposition, roles and responsibilities of key public partners (ITD, City, other) are defined, ITD and the City would ideally enter into an intergovernmental agreement or other agreement outlining a mutually beneficial developer solicitation and selection process. If thoughtfully structured, such a process (potentially, RFQ > Short list of developers > RFP > Preferred developer > MOU > Development and Disposition Agreement > Development) has a track record of maximizing private sector competition and

achieving the best possible outcomes for both public sector parties.

While ITD and the City may put forth the potential deal structures described above, the agencies would also encourage private sector development teams to propose new and creative solutions that meet the agencies' goals.

#### COLLISTER STATION

Next priority area for targeted planning and development should be Collister for the following reasons:

- Station is located near the mid-point of the State Street Corridor and could be a catalyst for other development to the west toward Glenwood.
- The Church site on the south side of State Street is about 2+ acres and when combined with the adjacent lumber yard site would be a sizable tract of land for development.
- Community planning with the Church and lumber yard at this station area could be a prime development opportunity.
- This area will likely need more development funding support than Whitewater given that the housing appears to be more moderate to low income residents; the income mix may be predominately 100% AMI and below.

In the Collister station area property values are generally lower than other locations along the corridor. This may make property acquisitions easier; however, the market here is also somewhat weaker than at Whitewater. There are a number of sizable, lower-value commercial sites near the assumed station locations that could be adaptively reused or redeveloped. These are adjacent to higher-value multifamily, including affordable senior housing. Silver Lake, about 1,000 feet west of Collister Drive, is a unique amenity. However, this water body is privately owned and not accessible to the general public.

ACHD's realignment of Collister Drive as part of the intersection redesign created publicly owned properties that could become TOD. The Farmers Union Canal, running north to south at Collister, could be a placemaking amenity. There is a circuitous, poorly marked path/trail to the Boise River, which could be improved to make the Ridge to Rivers connection.

### GLENWOOD STATION

Glenwood may encounter the most resistance to new development and planning. The 100-unit mobile home park just north of Albertson's adjacent to the Northgate Shopping Center, which is a large parcel and an attractive development option on the surface, is the affordable housing anchor in the area. Removing or redeveloping will be hugely expensive with relocation requirements if public

funding is used. The other large parcels are primarily commercial and would likely be cost prohibitive unless the commercial can remain as part of a mixed-use development.

The station area is dominated by major commercial developments on three corners, which represent both a TOD opportunity and obstacle. Because they are large in size, well-located, and may experience economic challenges as more retail moves online, they are major potential sites for adaptive reuse and/or redevelopment. On the other hand, they are not particularly pedestrian- or transit-friendly today and may remain in place for some time.

### POTENTIAL CITY ROLES

Representation from both Boise and Garden City will play important roles in ongoing planning and implementation for this station. Given the lack of major funding pools outside of urban renewal/TIF, however, Garden City's ability to proactively influence the nature of infrastructure investments and property assemblage may be overshadowed by Boise's unless Garden City creates a complementary urban renewal district to cover the southern portion of this station area (falling within Garden City limits). As such, this should be a primary implementation focus for Garden City.

## HORSESHOE BEND ROAD STATION

As mentioned in the market analysis summary, two potential opportunity areas for future TOD in this station area are near the Carlton Bay master planned subdivision and the St Luke's medical center. St. Luke's could build both new healthcare and related uses (medical office, senior housing, temporary patient housing, workforce housing) on its property, enhancing ridership-generation possibilities. The station area could benefit in general from the growing population in Eagle and be seen as an affordable suburb. As an emerging community, Horseshoe Bend station area would likely be amenable to planning for the future and would stand to gain from integrating transit-orientation into those plans.

This station area involves three municipal jurisdictions, Boise, Garden City and Eagle. As with the Glenwood Station area, the primary action item towards furthering transit-supporting development goals is for the cities of Garden City and Eagle to join Boise/CCDC in creating complementary urban renewal districts to cover portions of those non-Boise jurisdiction areas. Both Garden City and Eagle should play an important role in any station-area planning, but participation in the urban renewal/TIF aspects of readying potential TOD sites will ensure those cities have a fully co-equal role in the process.

## CONCLUSIONS

State Street will not change overnight, and as described and illustrated throughout this plan, implementing a series of actions will take the work of many agencies, cities, landowners and the community at large. Specific steps, such as identifying station design, implementing design guidelines at those locations, and constructing public improvements that improve walkability and supports mixed-use design are all parts of the corridor's evolution. For area residents and businesses, this type of change can be dramatic, and sometimes difficult. Focusing on working locally with area stakeholders while creating an environment that attracts new ideas and development types are what makes State Street an exciting place to be in the future. State Street is the place where a truly mixed-use, neighborhood focused corridor is possible. It takes the right investments to bring the vision to reality.



# **BUILDING CONNECTIONS**