

Integrating Land Use and Transportation in Garden City, Adams & 42nd Subarea



Prepared for:

Development Services Department
City of Garden City, Idaho

Prepared by:

Patrick Watson & Riley Youngerman
Department of Community & Regional Planning
Boise State University

December 2012

ACKNOWLEDGMENTS

The authors would like to extend their sincerest thanks to the following individuals who served on their advisory board. Their expertise and insights proved invaluable in the creation of this report:

Jenah Thornborrow & Leon Letson, Garden City
Chris Danley, Vitruvian Planning
Matt Edmond & Justin Lucas, Ada County Highway District (ACHD)
Doug Fowler, LeNir LTD
Todd Bunderson, Capital City Development Corp (CCDC)
Kelli Fairless, Valley Regional Transit (VRT)

The authors would also like to thank the following individuals and organizations for the essential information and perspectives they shared:

Pam Beaumont, Garden City Urban Renewal Agency
Scott Wilson
Boys & Girls Club of Ada County
Fisher's Document Systems
Anser Charter School
Grasmick Produce
The participants of the Garden City Livable Streets Plan public workshop on November 8, 2012

Finally, the authors would like to extend their gratitude to the Boise State University Department of Community & Regional Planning for its indispensable support and guidance:

Dr. Susan Mason, Capstone Instructor and Advisor

Dr. Jaap Vos, Director, Department of Community and Regional Planning
Sheila Weaver, Administrative Assistant, Department of Community and Regional Planning

EXECUTIVE SUMMARY

Garden City is situated in the heart of the Treasure Valley, nestled along the Boise River. Boasting ready access to the greenbelt and major arterial corridors, the city stands poised to become a hub of activity easily accessible from anywhere in the region. Furthermore, with a burgeoning scene of working artists and artisans, Garden City has a unique and appealing character that has the potential to make it a real destination for residents of the Boise-Nampa metropolitan area and beyond.

To take advantage of these assets, Garden City in partnership with Ada County Highway District (ACHD) has enlisted the help of Vitruvian Planning to create a master plan to integrate transportation and land use to foster a livable urban environment throughout the entire community. Working alongside this larger effort, the Boise State University Community and Regional Planning fall 2012 capstone course participants have generated a similar plan, but just for a small neighborhood in the city--referred to in this report as the "Adams & 42nd subarea." This report is a preliminary rough sketch, and it is strongly recommended that more work be conducted to enrich the authenticity of the vision for the neighborhood.

This report proposes:

- A base-level transportation improvements configuration designed to achieve the multi-modality, safety and connectivity goals and objectives for the neighborhood.
- Three alternative land-use development scenarios to engender vitality and a sense of place. The scenarios focus on heavy residential, commercial and mixed-use, respectively.

After weighing the strengths and weakness of the three land-use development scenarios across 18 evaluation criteria, this report finds that:

- For a short-term, easy to implement approach, Scenario 1 - Heavy Residential should be pursued.
- For a long-term strong sense of place, the optimal approach would be to adopt Scenario 3 - Heavy Mixed-Use, despite the expense and other development challenges.

Before any real change can occur in the Adams & 42nd subarea, a number of critical "next steps" must be addressed:

- It is crucial that the public and all stakeholders be further engaged and have a voice in further refining a vision for the neighborhood.
- Alternative funding techniques should be explored, including business improvement districts (BIDs), federal grants and catalyzing development through Garden City buying land and incentivizing construction by leasing the land at a reduced rate for a particular use.
- Financing options should also be explored to expand public transportation in the area.

The City can incorporate small elements from this report in the present day to serve as first steps on the path towards redevelopment:

- Installation of an improved, illuminated pedestrian crossing at Adams and 42nd Streets.
- Construction of an official access point to the greenbelt at the northern extremity of 42nd Street.
- Implementation of signage to begin establishing the subarea as a distinct and distinguishable place that can be easily navigated.

TABLE OF CONTENTS

| SECTION | PAGE |
|--------------------------------------|-------------|
| Introduction | 2 |
| Vision, Goals & Objectives | 8 |
| Project Methodology | 9 |
| Neighborhood Description & Inventory | 10 |
| Market Analysis | 11 |
| Alternative Strategies | |
| Transportation Improvements | 12 |
| Form-Based Codes | 17 |
| Land Use Scenarios | 20 |
| Scenario Evaluation | |
| Matrix | 27 |
| Ratings Analysis | 28 |
| Evaluation & Optimal Approach | 31 |
| Next Steps | 33 |
| Conclusion | 35 |
| References | 38 |
| Bibliography | 40 |
| Appendices | |
| Appendix A - Stakeholder Input | 41 |
| Appendix B - Form-Based Codes | 50 |

INTRODUCTION

Garden City is situated in the heart of the Treasure Valley, nestled along the Boise River. With ready access to the greenbelt and major arterial corridors, the city stands poised to become a hub of activity conveniently accessible from anywhere in the region. Furthermore, with a burgeoning scene of working artists and artisans, Garden City has a unique and appealing character that has the potential to make it a real destination for residents of the Boise-Nampa metropolitan area and beyond.

In order to transform this distinct culture and character into a tangible, spatial reality, however, certain measures must be taken to ensure predictable development and redevelopment that results in a Garden City with a strong sense of place that is accessible and inviting to all modes of transportation. To that end, Garden City in partnership with Ada County Highway District (ACHD) has enlisted the help Vitruvian Planning to create a master plan to integrate transportation and land use to foster a livable urban environment throughout the entire community. Working alongside this larger effort, the Boise State University Community and Regional Planning fall 2012 capstone course participants have generated a similar plan, but just for a small neighborhood in the city —referred to in this report as the “Adams & 42nd subarea.” The following report conveys their charge, process, findings and recommendations.



The Adams & 42nd subarea

This report will begin with an explanation of purpose. This includes a discussion of Garden City’s vision for the area, as well as the goals and objectives therein. The vision, goals and objectives revolve heavily around the idea of promulgating a mixed-use commercial and residential area on the neighborhood scale that is accessible to multiple modes of transportation and possesses a distinct sense of place. After an explanation of purpose, the project methodology will be outlined.

The report will then continue on to the next section with a description of the neighborhood and an inventory of existing infrastructure and land use. The area’s major streets are Adams, 42nd and 43rd Streets, and all the land is either zoned general commercial (C-2) or medium density residential (R-3). The neighborhood also has access to the greenbelt and an abundance of underutilized parcels centered around the Adams and 42nd Street intersection. This section will also contain a description of land area and property value as well as a comparative overview of market data to demonstrate the neighborhood’s regional competitiveness in terms of development potential.

After laying the foundation and context for the Adams & 42nd subarea plan, a proposal for a base-level transportation configuration is prescribed. This transportation base is designed to achieve the multi-modality, safety and connectivity goals and objectives for the neighborhood. The transportation base includes reconfiguring Adams, 42nd and 43rd to contain a total of two traffic lanes each and accommodate on-street parking as well as wider sidewalks with enhanced amenities. Additionally, the transportation base proposes new “skinny street” rights-of-way in the neighborhood, a formal access point to the greenbelt from 42nd Street and improved pedestrian crossings, particularly at the intersection of Adams and 42nd Streets.

The transportation base is incorporated into each of the three scenarios that are then presented in the report. Each scenario is designed to both satisfy the goals and objectives for the neighborhood while also proposing feasible courses of action based on differing land-use development patterns. Each scenario has in common a mixed-use neighborhood-scale commercial node at the intersection of Adams and 42nd. The first scenario proposes developing the remaining developable area with high-density houses reflecting a diversity of types. Scenario Two focuses, instead, on commercial office space with less housing, while Scenario Three suggests a moderate level of housing accompanying a mixed-use corridor extending north up 42nd to expanded public uses near the river.

After describing the scenarios, an evaluation matrix is employed to demonstrate the extent to which each scenario meets a number of criteria required for the goals and objectives to come to fruition. These criteria include walkability/bikeability, safety, connectivity, high-density mixed-use development, compatibility with policy frameworks, feasibility to develop and fairness, among others. Once each scenario has been evaluated and ranked, an analysis will be conducted to demonstrate the comparative strength of each and the optimal approach for development.

The report concludes with recommended next steps, including a rough timeframe to indicate which improvements can be accomplished in the short term and which will require longer term efforts. Other recommendations include a discussion of possible financing sources to explore for redevelopment purposes, as well as emphasizing the need for further public outreach concerning an array of planning concerns, including the implementation of affordable housing. Successful development must be based on visions satisfying the desires and needs of all residents, business owners, organizations and other neighborhood stakeholders.

Adams & 42nd Subarea in context:

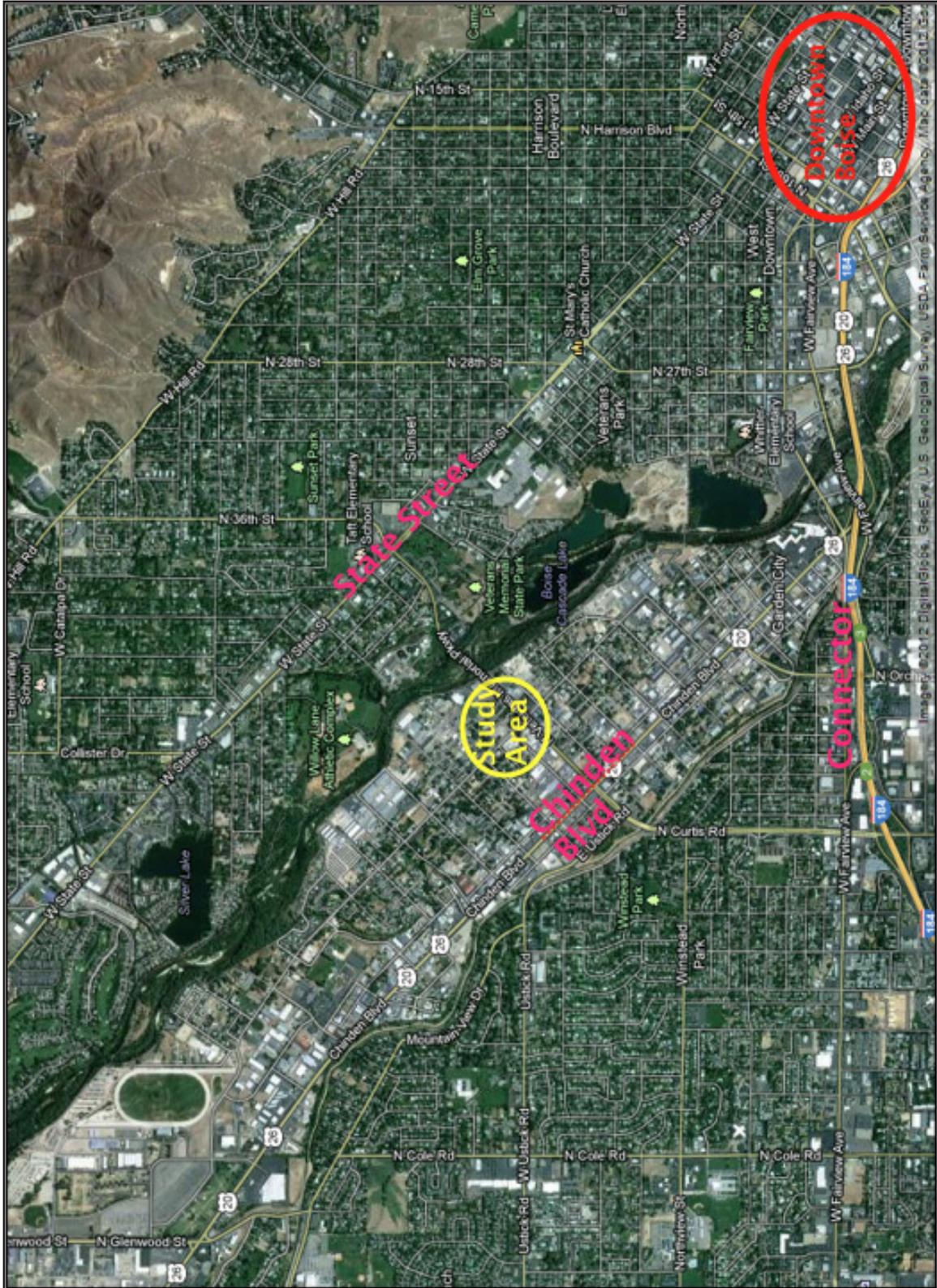


Image courtesy of Google Maps

Adams & 42nd Subarea street views, as of August 2012 :



*Adams Street, looking east towards 42nd Street intersection.
Image by Patrick Watson, 2012*



*Lot at northwest corner of Adams and 42nd Street intersection
Image by Patrick Watson, 2012*



*42nd Street north of Adams, facing towards Boise River.
Image by Patrick Watson, 2012*



*Looking south down 42nd from greenbelt. Note the lack of a formal access
point. Image by Patrick Watson, 2012*



Adams Street, looking east at 43rd Street intersection. Note this area is built out and residential in character. Image by Patrick Watson, 2012



Bills Avenue, a “skinny street” bisecting the block between 42nd and 43rd. Image by Patrick Watson, 2012

VISION, GOALS & OBJECTIVES

Based on Garden City’s Comprehensive Plan, the general vision for the Adams & 42nd subarea is to promote an accessible hub of mixed-use activity with a strong sense of place. This involves building a comfortable neighborhood feeling for residents while also serving as a destination to draw in visitors to the neighborhood. Implicit in this vision are a number of goals and objectives. First, ensuring mobility for all modes of transportation is critical to achieving the vision. In order for a neighborhood to have a sense of place and be somewhere people want to live, visit and spend time, it must be welcoming to those on foot or on bike. Widening sidewalks and adding streetscape elements such as trees as well as implementing “share the road” measures in the right-of-way can greatly enhance the experience and appeal of a neighborhood for both pedestrians and cyclists.

Part and parcel of this accessible environment is the requirement for safety. This can be achieved through a variety of means, including improved lighting and pedestrian street crossings, as well as traffic calming measures such as on-street parking that give the illusion of a narrower right-of-way, encouraging motorists to travel at slower speeds. Another transportation-related measure that will help the Adams & 42nd subarea vision come to fruition is the need for increased connectivity—that is, the construction of new rights of way to better circulate traffic of all kinds in a neighborhood currently characterized by long blocks and dead ends. As demonstrated in Garden City’s Original Town Circulation Network plan, “skinny streets” are a promising strategy to improve connectivity while occupying a minimal amount of developable land.

Beyond transportation goals and objectives, certain land use conditions must be met to achieve the desired vision for the Adams & 42nd neighborhood. Development patterns that result in neighborhood-scale commercial activities such as a small grocery store, coffeehouse and bike shop must be encouraged. Such commercial development should be mixed-use in character and be oriented toward the sidewalk in a traditional, storefront-style configuration. In order for such neighborhood commercial development to be viable, there must be a critical mass of neighborhood residents to support it. This means that higher density residential development must also be incorporated into the neighborhood. A diversity of housing types reflecting a spectrum of income levels and lifestyles should be included. Finally, other goals and objectives such as green building practices and public uses ought to be explored as strategies to ensure the long term environmental and social sustainability of the Adams & 42nd subarea.

METHODOLOGY

As the culminating project for the Master of Community and Regional Planning at Boise State University, this report has been generated using a variety of planning practices, including research, stakeholder engagement, creating alternative strategies, analyzing and evaluating alternatives and proposing recommendations for implementation steps.

-Research: A number of steps were taken to ascertain the physical and regulatory context of the Adams & 42nd subarea. Research began with looking at several documents related to a similar redevelopment project in Portland, Oregon to identify best practices from the experiences of another city. Next, government documents including Garden City's Comprehensive Plan and development code as well as a number of Ada County Highway District (ACHD) documents were reviewed to get a sense of any existing vision for the area as well as what types of conforming uses are prescribed. The research component of the project also entailed walking the neighborhood and cataloguing the existing transportation facilities, land-use patterns and neighborhood amenities. Research also included pulling data from the U.S. Census Bureau and Ada County Assessor to get a sense of demographic and property characteristics. Finally, the research portion of the project included reviewing market data from area real estate firms as well as online articles about construction and neighborhood development. This information was used to develop evaluation criteria for proposed alternatives.

-Stakeholder engagement: Another essential planning practice employed in this project was reaching out to those who have a stake in the community. Business and property owners, as well as representatives from community organizations and governmental entities were interviewed to gain a sense of their chief concerns and needs and how they envision that any development in the neighborhood ought to take shape. Incorporating stakeholder input is key to devising strategies that both reflect the needs and desires of the community and will be feasible to implement in the cultural context of a particular place. The stakeholder input underpinning this report is limited, however, by the fact that few, if any, residents of the subarea were spoken to. A catalog of input received through stakeholder engagement can be found in Appendix A.

-Creation of alternative strategies: Once data was collected through research and stakeholder input, general needs and desires could be identified for the Adams & 42nd subarea. After that, the project team set out to devise three alternative scenarios to satisfy those needs and desires. The importance of creating alternatives is that the process yields a plan that encourages decision-making based upon time, cost, fairness, long-term impact and other important considerations.

-Analysis and evaluation: In order to assist and streamline the decision-making process so that best courses of action can be taken for future development, each scenario was analyzed and evaluated across 18 criteria. This stage is crucial because it allows the strategy proposals to be ranked in terms of how much they meet ideal conditions for the neighborhood vision to take shape. Each scenario has strengths and weaknesses, but the purpose of the analysis and evaluation is to demonstrate which approaches make the most sense to pursue, perhaps even in spite of their weaknesses.

-Recommendation of implementation steps: A final task was employed to develop this report. A clear vision must be in place for any sort of neighborhood redevelopment to be a success. This vision can only be reached, however, if small, incremental steps are taken in the near-term. This report suggests a number of conditions that must be in place, as well as attainable steps that can be taken in the present to induce development to begin moving towards its desired destination.

DESCRIPTION & INVENTORY

The Adams & 42nd subarea is traversed by one east-west residential collector (Adams Street) and two north-south local streets (42nd and 43rd Streets). The area is also home to two “skinny streets”—Bills Avenue and Ray Street—which are essentially public alleyways. The Adams Street right-of-way, the main thoroughfare of the subarea, has a maximum width of around 65 feet at the intersection of 42nd, where it is comprised of two traffic lanes (one per direction), a turning lane and standard five-to-six foot sidewalks. This segment of Adams Street does not contain on-street parking or dedicated bike lanes, although it does contain “sharrows” to indicate cyclist accessibility. The rights-of-way of 42nd and 43rd Streets also have standard sidewalks and lack on-street parking. Each right-of-way is around 50 feet wide and lacks share-the-road measures for cyclists. As mentioned before, Bills Avenue and Ray Street are essentially public alleys, the former measuring about 25 feet wide and the latter approximately 12 feet. The neighborhood is also adjacent to Veterans Memorial Parkway immediately to the east, a major north-south mobility corridor in the region, and the Boise River Greenbelt immediately north, a major pedestrian and cyclist artery connecting Garden City to Boise and other parts of the Treasure Valley. The only formally defined access point to the greenbelt from the Adams & 42nd subarea is at the extreme north end of 43rd Street.

On the land use side, the Adams & 42nd subarea contains a total of slightly over 38 acres of assessable land (not including Anser Charter School, River Front Park and the Boys & Girls Club). The following table provides the zoning composition and 2012 assessed values of the subarea parcels:

| Zone | Area (acres) | 2012 Assessed Value | Value per sq. ft. |
|----------------------------------|--------------|---------------------|-------------------|
| General Commercial (C-2) | 26.6 | \$7,195,000 | \$6.21 |
| Medium Density Residential (R-3) | 11.6 | \$2,958,900 | \$5.84 |
| Total | 38.2 | \$10,153,900 | \$6.09 |

Source: Ada County Assessor, 2012

Much of the commercially zoned land in the neighborhood is vacant or otherwise underutilized, particularly the large lots around the intersection of Adams and 42nd streets and the lots along 42nd north of Adams. This makes the Adams and 42nd intersection the logical epicenter for development activity in the neighborhood.

The Adams & 42nd subarea is home to a number of businesses (Fisher’s Document Systems, Fund Raisers Ltd., Grasmick Produce), institutions (Anser Charter School, Boys & Girls Club of Ada County) and public amenities (River Front Park).

Demographically, the Adams & 42nd subarea is roughly situated within Census Blocks 2000, 2001, 2002, 2006 and 2007 of Tract 11 in Ada County. The area comprising these blocks is home to 597 of Garden City’s total 2010 population of 10,972 (U.S. Census Bureau, 2010 Census). Housing in the 42nd & Adam census blocks has a majority of rental units, at just under 72%, while Garden City’s residential stock as a whole is only 37.6% renter-occupied (U.S. Census Bureau, 2010 Census). Although further socioeconomic data on the block level is limited, Tract 11’s median household income is estimated at \$28,750 compared to the overall city median of \$41,404, although the tract’s unemployment rate of 7% is notably below the City rate of 10% (U.S. Census Bureau, 2006-2010 American Community Survey). It should be noted that these income and employment numbers are for an area nearly eight times more populated than the Adams & 42nd subarea and thus may not be as fully accurate a representation as the numbers on population and rental rates.

MARKET ANALYSIS

The Adams & 42nd subarea is ripe for redevelopment. According to a developer who owns a parcel in the neighborhood with an approved site plan, the location has perhaps the most development potential of any spot along the Boise River due both to its comparative abundance of vacant land and connection to regional transportation corridors (personal communication, September 12, 2012). There is also data that strengthens this neighborhood as ideal for redevelopment.

The neighborhood's distinct combination of assets and development potential is situated in a larger context viable for certain kinds of development. Although Garden City has a slightly higher than average office vacancy rate for the Treasure Valley, the City's retail occupancy is below the valley average, suggesting demand for that type of commercial development—perhaps in the neighborhood-scale context as suggested for the Adams & 42nd subarea (Colliers International, 2012, p.5). According to a local redevelopment expert, Garden City, particularly the Adams & 42nd subarea, also stands poised to take advantage of the gradually recovering regional housing market, particularly in the area of high density urban-style housing (personal communication, November 9, 2012).

As far as land cost is concerned, the Adams & 42nd subarea is substantially cheaper than similar neighborhoods in the region. This is demonstrated through a comparison with a group of under-developed riverside parcels located at Fairview Avenue and 27th Street in Boise. Both have access to the greenbelt and major transportation links and exhibit similar levels of development potential, however, the Boise group has a 2012 assessed value of \$9.78 per sq. ft. while the Adams & 42nd subarea is roughly 38% less expensive at \$6.09 per sq. ft. (Ada County Assessor). The Adams & 42nd subarea not only has great assets and development potential, it is also has far lower cost than comparable locations in the region.



Adams & 42nd in regional context (map courtesy of Google Earth)

TRANSPORTATION IMPROVEMENTS

All of the scenarios presented in this report share a common theme of street improvements that promote safety, mobility, and connectivity. These street improvements focus on three main areas.

- Providing traffic calming measures at the intersection of Adam's and 42nd.
- Creating a new greenbelt access point at the north end of 42nd street.
- Securing rights of way so that new "skinny" streets can be constructed to help traffic flow and promote connectivity in the area.

The area along Adam's street west of Veterans Memorial Parkway has a unique compilation of land uses which has created some challenges. Both Grasmick Produce and UPS utilize Adam's street in the majority of their delivery routes generating a high amount of large commercial truck traffic. Grasmick alone has approximately 90 deliveries a day; these trucks use 42nd and Admas street in the morning between 7 am and 9 am, and again in the afternoon between 2 pm and 4 pm (personal communication, October 21, 2012). These delivery times coincide with the time of day when children are moving to and from school. Truck traffic does not mesh easily with the surrounding neighborhood with an emphasis placed on its interaction with Anser charter school and the Boys and Girls Club. To mitigate the interaction between commercial trucks and pedestrians, it is recommended that improvements be considered for the intersection of Adam's and 42nd.

A pedestrian crossing signal could be installed on the west side of 42nd. The best system in current practice is Rectangular Rapid Flashing Beacons (RRFBs). According to the FHWA studies show that RRFBs have significant influence on driver behavior, increasing the rate at which cars yield to pedestrians at a cross walk up to 88%. RRFBs are able to be powered with the use of solar panels and are able to communicate wirelessly which eliminates the need for any alterations to the road surface drastically reducing cost. The price for two RRFBs is \$10,000 - \$15,000, this allows for one unit to be placed on each side of the street. Constructing post holes near the crossing is the only installation required making this an easy and cost efficient recommendation.



An RRFB at 8th and River Street in Boise. Image by Patrick Watson, 2012

Traffic calming improvements could include either bulb outs or a refuge on the west side of 42nd. These recommendations narrow the street which has a calming effect on vehicular movement. Bulb outs create a safer environment for pedestrians by shortening the distance between sidewalks at intersections while at the same time causing vehicle traffic to slow. A refuge is essentially a concrete island installed half way between intersections that allow pedestrians to wait, if needed, in the middle of the road for traffic to pass while at the same time causing vehicles to slow. For either of these recommendations to be utilized the middle lane along Adam's street would need to be eliminated. A pedestrian refuge installation could occur only on the west side of 42nd so that truck traffic is not impeded. Bulb outs cost around \$50,000 per bulb out (streetwiki.com); they are expensive because they require restructuring of street drainage systems. The bigger the drainage issue, the more expensive bulb out installation becomes. Pedestrian refuge or crossing islands cost \$4,000 - \$30,000 (walkinginfo.org), with the price increasing with the presence of landscaping.

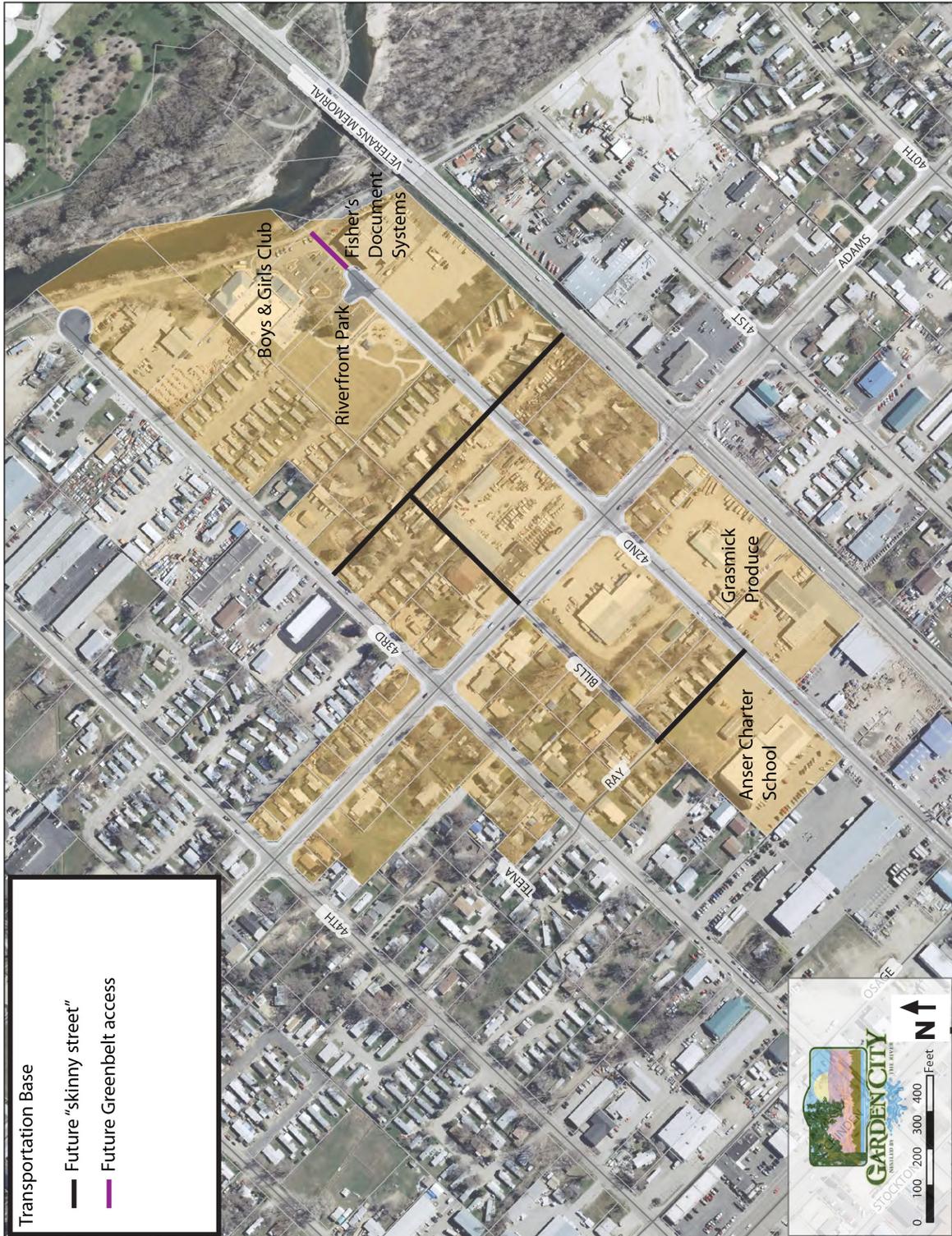


A "bulb out" on 13th Street, Hyde Park, Boise. Image by Patrick Watson, 2012

To increase connectivity with the surrounding area it is recommended that a new connection to the greenbelt be constructed at the north end of 42nd street. The Boys and Girls Club as well as Fishers have agreed to allow cyclist and pedestrian access onto the greenbelt through their parking lots. Currently cyclists and pedestrians use small gaps in the parking lot curb to access 42nd street. Any new development, commercial or residential, is expected to increase the amount of traffic around 42nd and Adam's street. An additional access point to the greenbelt will encourage consumers and residents to commute by bike via the greenbelt, which could reduce the amount of vehicular traffic and in turn help to create a pedestrian-friendly environment.

To promote connectivity within the neighborhood it is recommended that rights of way be secured to build skinny streets providing more east/west mobility patterns (See map on p. 14). Note that even though the map shows that the northern most skinny street is near Veterans Memorial Parkway it does not connect to it. Ewing (2007) cites road widths as small as 20' in use throughout the country. Bills Avenue is measured as approximately 25'. Bills Avenue is an example for how this recommendation would work. Skinny streets could meet a variety of demands; pedestrian and cyclists could more freely from 42nd to 43rd without having to travel around large blocks of land, residential development would be able to place parking structures away from main streets, and both businesses and dwelling units could utilize skinny streets for the collection of garbage and recycling and pick up of waste management services.

In addition to the street improvements that focus on pedestrian safety, mobility, and connectivity it is recommended that other design features be considered when implementing new development. Setbacks of



10' from the current sidewalk are recommended so that the provision of pedestrian space between store and restaurant fronts and the streets can be developed. Businesses, such as restaurants and retail shops, can utilize this space to attract customers. With all new development along Adam's street required to be at least 10' from the sidewalk the process of providing congruent pedestrian routes will be easier. Currently many structures along Adam's street are located so close to the road that any expansion for pedestrian traffic is infeasible.

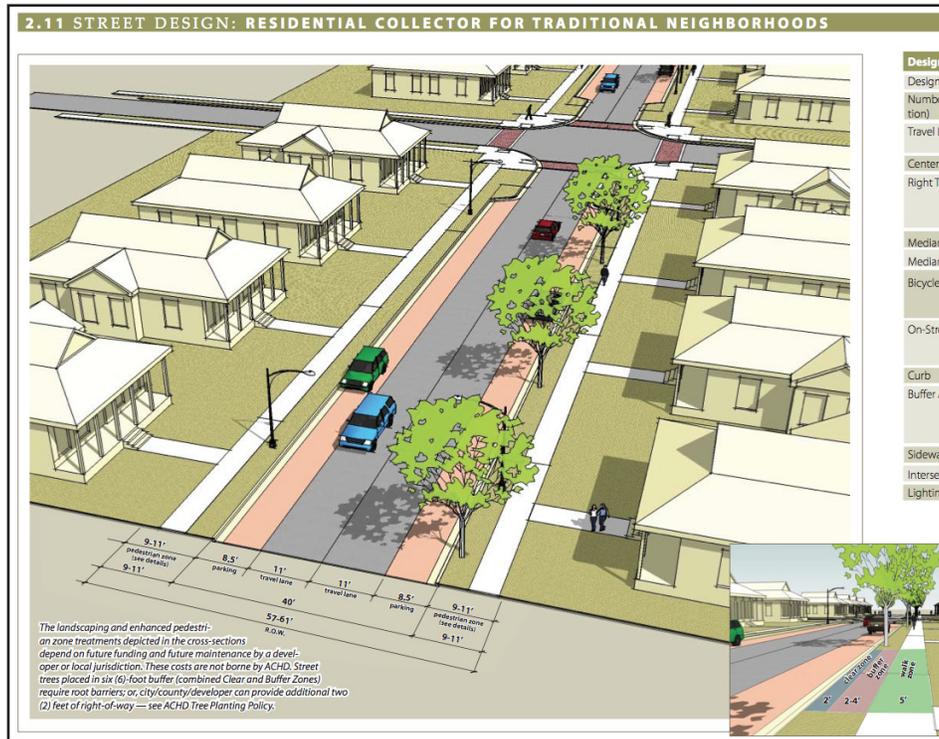
The street designs recommended for the Adam's street neighborhood are derived from the Ada County Highway District's (ACHD) Transportation Land Use Integration Plan (TLIP). The designs presented in this recommendation can be altered to fit existing right of way constraints. The most appropriate designs are town center local and residential collector numbered 2.7 and 2.11 respectively in TLIP. These two designs are chosen because they can be implemented within the existing right of way for Adam's street and 42nd. The town center local design requires a right of way 61' in width, 37' designated for automotive traffic. This design consists of two lanes of traffic 11' wide with an addition 7.5' of space for on-street parking. On-street parking can be used as a buffer between vehicular traffic and pedestrians. 12' of pedestrian zone is designated on each side of the road with 6' for sidewalks and 6' for landscaping as a buffer.

TLIP design 2.11: residential collector requires a right of way 57'-61'. A residential collector requires 40' for vehicular traffic split into two lanes with on-street parking. Each lane utilizes 11' plus 8.5' for on-street parking. The residential collector design provides 18'-22' for pedestrian use. This pedestrian zone, as with the pedestrian zone in design 2.7, can be used by Garden City to help the design fit existing right of way.

Design 2.7 and 2.11 share the characteristic of on-street parking. According to Garrick (2008), the University of Connecticut conducted two studies on the effects on-street has on an urban environment, they found several benefits. The study's conclusion is that on-street parking promotes a higher turnover rate in parking spots and better land use because less space needs to be designated for parking lots. On street parking increases safety by decreasing the speed of automotive travel as well as providing a buffer for pedestrian zones. Results show that on-street parking in combination with other compatible characteristics—such as generous sidewalks, mixed land uses, and higher densities—recorded more than five times the number of pedestrians walking in comparison to areas lacking these traits (Garrick 2008). For the reasons mentioned above it is recommended



Source: Ada County Highway District (ACHD), 2009



Source: Ada County Highway District (ACHD), 2009

that on-street parking be pursued for future development and any additional parking surfaces be located behind built structures away from street frontage. For on street parking to occur Garden City will have to work with their URA and ACHD to ensure that parking designs can work with right-of-way.

The TLIP street designs 2.7 and 2.11 do not include bike lanes for cyclists; however bicycle access is important for this community. Therefore shared lane markings, also known as sharrows, could be used to facilitate safe interaction between vehicles and cyclists. Sharrows signify that cyclists have an equal right to use street surfaces so long as they abide by traffic laws. It is recommended that sharrow signs be placed between traffic lanes and on-street parking. The Federal Highway Association cites a study stating that sharrows produced an overall safety effect when placed 10' from the curb. Most importantly on average there is a 14" increase in spacing between motor vehicles in the travel lane and parked vehicles, which increases operating space for cyclists (FHWA 2010).

In addition to providing safer streets for motorists and cyclists, pedestrian zones could benefit from increased lighting at a pedestrian scale. In a study conducted by the Institute of Criminology at the University of Cambridge, increased street lighting affected the target community by decreasing crime and increasing community pride and cohesion (Painter 1999). Improved street lighting at a pedestrian scale is recommended because it will help establish a sense of place in the area.

The final part of our base scenario is the inclusion of a corner market at Adams and 42nd. Currently residents of this neighborhood have to cross either Chinden or State St. in order to buy nutritious food. A neighborhood market provides an opportunity for current and future residents to have access to food without having to drive an automobile.

FORM-BASED CODES

Form-Based Code

In conducting this report the City of Garden City asked that form based code be analyzed for use in the 42nd and Adams Street neighborhood. The best practices used for this report to determine quality form based design were found using the Form-Based Codes Institute website: www.formbasedcodes.org. Examples were taken from Driehaus award winners, recipients of which are selected for excellence in the writing and implementation of form-based codes.

Several plans (Brandenton 2011) (Ventura 2007) (Miami 2010) classify land use description similar to what is allowed with current Garden City zoning ordinance. Classifications have a range from T-1 (Natural) to T-6 (Urban Core). For this report T-4 (General Urban) and T-5 (Urban Center) will be used due to the land-use configuration along Adam's street west of Veteran's Memorial Parkway.

T-4 General Urban Zone consists primarily of residential dwellings with some mixed use. Houses can range from single family units, townhouses, and small apartment buildings. Frontages include porches, fences and dooryards. Typical building heights range from 2-3 stories with a few taller mixed use buildings. Minimum and maximum stories are the same for Adams street, 42nd, and 43rd. For residential space floor height is set at 14', if floor space is for commercial use than 25' is allowed. Setbacks for structures located in T-4 zones will be set at a minimum of 10' and a maximum of 20'.

T-5 Urban Center Zone consist of mixed use buildings such as retail, office, rowhouses and apartments. Street network consists of wide sidewalks, foliage, and buildings set close to the sidewalks. Frontages include stoops, shopfronts, and galleries. Typical building heights range from 3-5 stories. Building height requirements are the same for Adams Street, 42nd and 43rd. For residential space, floor height is set at 14', if floor space is for commercial use than 25' is allowed. Setbacks for structures located in T-4 zones will be set at a minimum of 10' and a maximum of 20'.

T-4 and T-5 share many of the same private frontage characteristics. A terrace of lightwell buffers residential use from urban sidewalks and removes the private yard from public space. Terraces can be used for outdoor cafes. Forecourts where a portion of the façade is close to the frontage line and the central portion is set back. Forecourts can be suitable for vehicular drop-offs or can be closed off using trees. A shopfront aligns the building façade close to the frontage line with the building entrance at sidewalk grade with an awning that should overlap the sidewalk. A gallery aligns the building façade with the frontage line with an attached cantilevered shed or a light weight colonnade overlapping the sidewalk. The gallery should be no less than 10' wide and within 2' from pedestrian zone. A porch and fence is only appropriate for T-4, this type of frontage is set back from the frontage line and is able to encroach upon the designated setback space. An arcade, appropriate only for T-5, is a colonnade supporting habitable space that overlaps the sidewalk. The arcade shall be no less than 12' wide and within 2' pedestrian zone. Complete descriptions can be seen in Appendix B.



Form based codes promote building height, setbacks and architectural details that complement a neighborhood's streetscape design. Image by Patrick Watson, 2012

Lighting

Street lighting at a pedestrian level promotes an active environment in the evening and at night. Architectural standards from Arlington (2003) suggest locating lighting 16' above street grade with spacing no more than 60' located near the curb traditionally aligned with street tree alignment. Light should be directed down onto the pedestrian zone and away from residential units In order to minimize light pollution.



Pedestrian-scale lighting promotes safety and activity. Image by Patrick Watson, 2012

Parking

For the 42nd and Adams Street sub area parking should be accessed from 42nd or 43rd when possible. Access can also come from skinny streets. If access to parking facilities must come from Adams street only one access point is allowed and must be clearly marked for safety. The type of parking is dependent upon the type of land use occupying each parcel. For residential development with 1-2 units per structure, a two-car garage is permitted per unit. For apartment buildings with 3 or more units 1 covered space is provided for 1 bedroom units, 1 covered plus 1 uncovered space for units with 2 or more bedrooms, and an additional ¼ uncovered guest parking space for each unit. For non-residential space in 1 parking space per 300 square feet of commercial space is permitted.



Off-street parking should be positioned behind structures, to facilitate pedestrian-oriented storefront-style development. Image by Patrick Watson, 2012

LAND USE SCENARIOS

About the Scenarios

In evaluating the area around 42nd and Adams street several scenarios have been considered. The neighborhood offers many amenities that are beneficial to both residential and commercial development. Therefore, multiple scenarios have been developed for recommendation. The first scenario focuses on residential development and acknowledges that proximity to the green belt provides current and future residents with access to attraction in Garden City and the surrounding area. The second scenario focuses on commercial development because Veterans Memorial Parkway can provide any business with excellent access to anywhere in the Treasure Valley. The third scenario is a combination of the first two, blending commercial and residential space. When reading the following section, note that all scenarios utilize both commercial and residential space, it is simply the intensity of land use type that changes. These land use scenarios do not address the west end of the subarea centered around Adams and 43rd, as it already demonstrates a built-out, residential character.

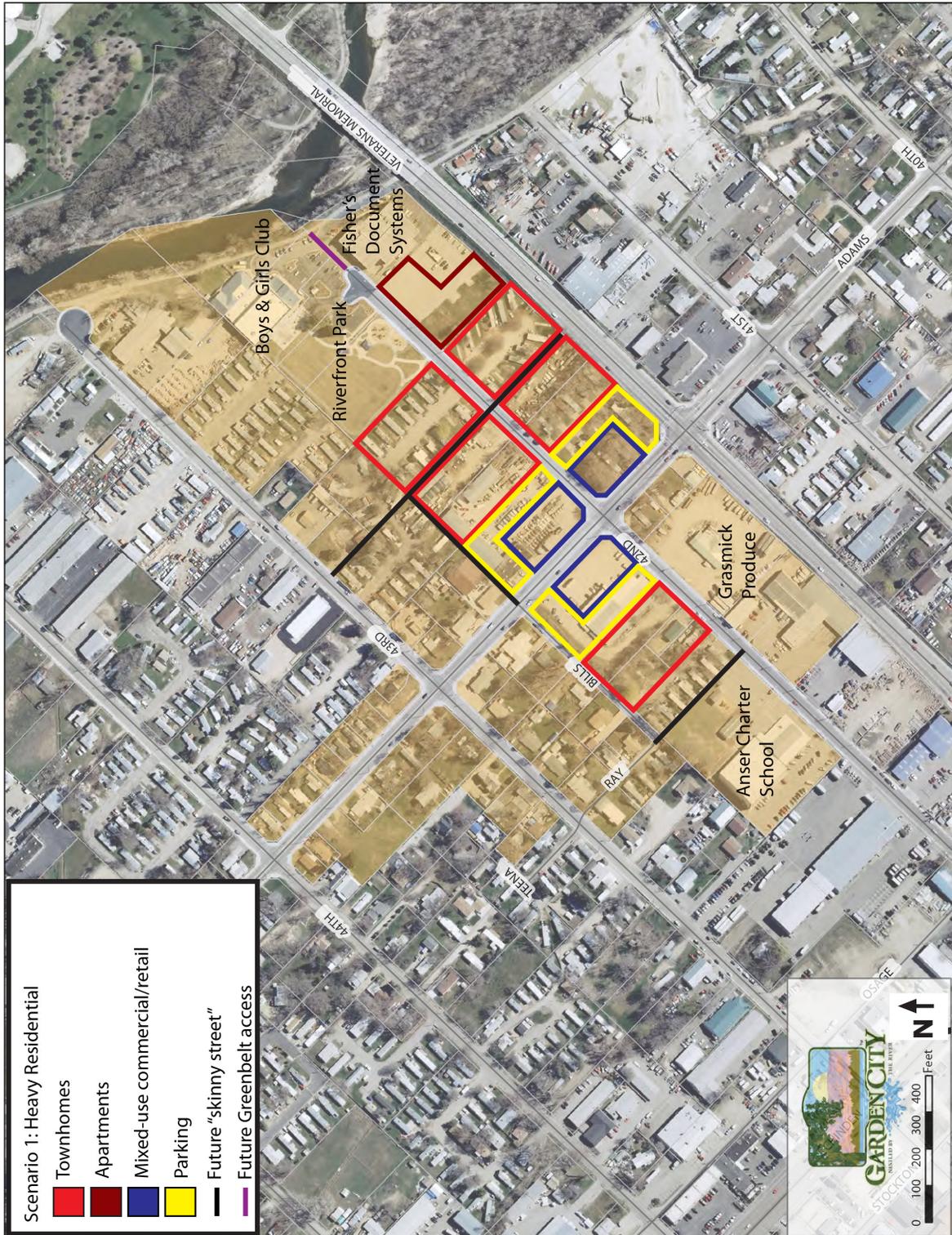
Scenario 1: Heavy Residential Development

This scenario augments the base scenario by planning for a variety in residential development throughout the neighborhood. Residential development located west of 42nd street should resemble Bradenton T-4 model referenced in form based code section, development east of 42nd should resemble T-5 residential development. The proximity to the greenbelt and downtown provide an excellent opportunity for residential demand. Property at the intersection of 42nd and Adams would allow some retail and commercial development, but with the vision of residential apartments and condos being located on any second or third floors with commercial use located on the first floor. The structures located at the intersection would have to provide parking either behind the building or directly on the street. Parking lots that face the street will not promote the neighborhood sense of place sought after in the vision of this plan.

Due to current zoning, it is recommended that residential development that occurs to the east of 42nd consist of multi-family housing at relatively dense levels. This encourages apartment style dwellings that should be moderately priced. On the west side of 42nd it is recommended that condos and townhouse are an appropriate use of land. Residential parking should be provided behind structures away from both 42nd and Adams.



*An example of dense, urban-style multifamily housing, Grand Ave, Boise.
Image by Patrick Watson, 2012*

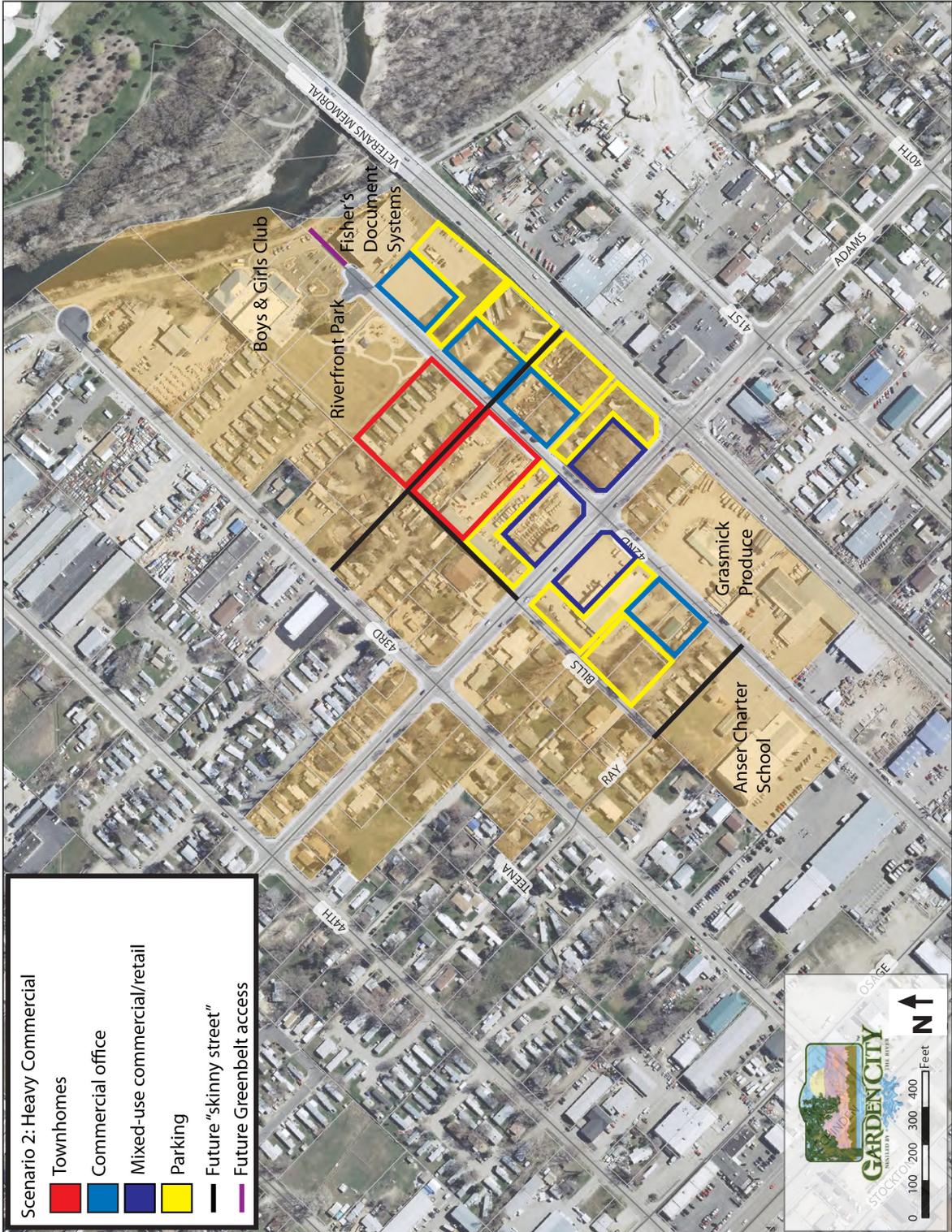


Scenario 2: Heavy Commercial Development

Veterans Memorial Park Way provides great access to Chinden, State Street, and the connector which makes this area attractive to many businesses. This scenario recommends that both office parks and retail space be allowed in this neighborhood. The lots north of Adams and east of 42nd would be a great place for an office park and businesses much like T-5 development described in the form based code section. Again parking should be located behind structures away from the street. A mix of uses can be promoted with retail on the first floor and office space on the second and third. This scenario recommends that residential uses can be located west of 42nd and that there can be some mix of residential and commercial use resembling Bradenton T-4 or T-5.



*An example of low-rise, riverside office building with pleasing design features, Shoreline Dr., Boise.
Image by Patrick Watson, 2012*



Scenario 3: Heavy Mixed-Use

The Adams street neighborhood's proximity to Veterans Memorial Park Way, specifically its crossing of the Boise River, as well as the greenbelt make a variety of development possible. Mixed use development is a viable option for the area. A mixed use scenario would consist of office and retail space present just off of the street with residential dwellings either located above commercial development or constructed in the rear of each parcel. Parking could be accommodated between commercial and residential structures.

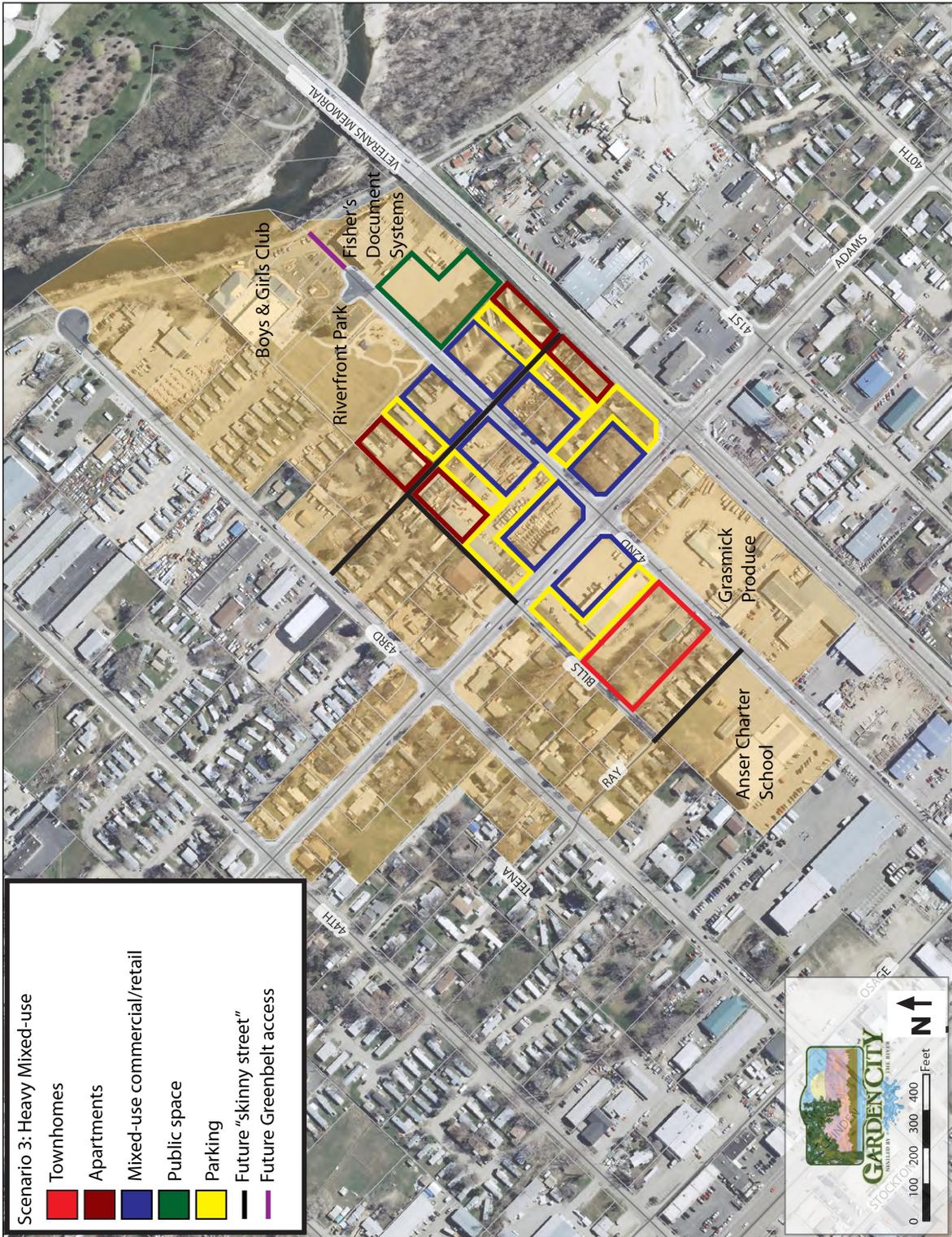
With a maximum of three stories allowed the level of mixed use could vary. When retail is present it should be on the lower levels of the building to promote the coming and going of customers. Residential units should be located on the top floors so that residents are not disturbed by commercial activity. Office space should be placed below residential and above retail. Parking is allowed on the street and behind structures. Parking lots should not have direct access to streets.

A mixed-use scenario should promote a place where people can live, work and play. Restaurants and pubs should be allowed in this area and should have a complementary relationship with retail and office businesses. To keep the neighborhood family oriented restaurants and pubs should keep liquor sales to a small percentage of total sales, or only allow the sale of beer and wine.

In addition to promoting a fun environment a public facility could be constructed in the area. Such a facility could be constructed adjacent to the park. Some recommendations include a public arts space, a multi-purpose facility, and/or tennis courts. The construction of a public library branch might also have a positive effect on the neighborhood.



*An example of traditional neighborhood mixed-use development on the pedestrian scale, Hyde Park, Boise.
Image by Patrick Watson, 2012*



SCENARIO EVALUATION

Evaluation Matrix

In order to evaluate the three land use scenarios, a matrix technique was implemented to score each alternative approach across 18 criteria. The criteria are used to measure the extent to which each scenario satisfies the goals, objectives and vision for the neighborhood as well as how feasible each is within the political, social and economic realities of the neighborhood, city and region. The matrix below is followed by a section which delves into more detail explaining why each score was given and how each compares to the performance of the other scenarios.

| Scenario | Mobility for all Modes | Safety | Connectivity | Housing Variety | High Density Development | Sustainable | Neighborhood-scale Commercial | Public Uses | Sense of Place | Compatible with Garden City Codes & Plans | Compatible with ACHD Codes & Plans | Feasible to Develop | Easy to Finance | Easy to Implement | Reasonable Cost | Politically Viable | Socially Fair |
|-----------------------|------------------------|--------|--------------|-----------------|--------------------------|-------------|-------------------------------|-------------|----------------|---|------------------------------------|---------------------|-----------------|-------------------|-----------------|--------------------|---------------|
| 1 - Heavy Residential | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● |
| 2 - Heavy Commercial | ● | ● | ● | ○ | ● | ● | ○ | ● | ● | ● | ● | ● | ● | ● | ● | ○ | ○ |
| 3 - Heavy Mixed-Use | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● | ● |

Key: ● = Satisfies criteria, ◐ = Partially satisfies criteria, ○ = Does not satisfy criteria

Criteria Ratings Analysis

Mobility for all Modes, Safety and Connectivity: In each of the scenarios, these critical criteria are satisfied. This is because each scenario contains the base transportation setup, which contains safety provisions including traffic calming measures (bulb-outs, on-street parking), improved crossings and improved street lighting. Additionally, each scenario proposes wider sidewalks to adequately accommodate foot traffic and share-the-road measures to foster a cyclist friendly neighborhood. Finally, the transportation base common to each scenario proposes new “skinny street” rights-of-way as well as a formal access point to the greenbelt from 42nd Street to enhance circulation and connectivity in the area.

Housing Variety: A mix of housing types and configurations can foster a neighborhood that is home to a diverse range of demographics, representing different socioeconomic backgrounds and lifestyles. Diversity can greatly contribute to a vital and vibrant social and cultural life in a community. Scenario 1 adequately provides for this diversity, given its comparatively high number of units, both owner-occupied single-family and multi-family rental apartments of which a portion could be reserved for affordable housing. With its primary focus on commercial office space, Scenario 2 only provides for one housing type and therefore little variety. Although Scenario 3 presents a variety of housing types, its comparatively low number of units means it has less flexibility to appeal to as wide a range of demographics as Scenario 1.

High density Development: While each scenario has the mixed-use commercial node at the intersection of Adams and 42nd Streets in common, their densities vary with their differing residential development patterns. In Garden City’s Comprehensive Plan, the focus neighborhood of this report is identified as a potential transit oriented development node. Such a mobility-oriented node should contain 60 to 80 residential units to support increased and improved public transportation (Garden City, 2006, p. 36). With over 100 units, Scenario 1 provides more than sufficient density to support the development associated with a mobility node. With 36 units and no fewer than 60 units, respectively, Scenarios 2 and 3 do not provide the same high levels of density.

Sustainable: Each scenario provides similar measures to increase environmental sustainability in the neighborhood. These measures include reusing land, promoting non-motorized transportation, preserving trees where possible and incorporating native plants which require low maintenance and can handle drainage needs naturally.

Neighborhood-scale Commercial: With the Adams and 42nd Street node, each scenario accommodates adequate space to provide desired commercial amenities for the neighborhood, including but not limited to a small grocery store, coffee shop, bike shop and other retail. Each scenarios proposes development located at and oriented toward the sidewalk, which will promulgate an inviting and easily navigated environment on the pedestrian scale.

Public Uses: Public facilities are central to neighborhood life. Beyond the open space and other amenities required for apartment complexes in Garden City code (Title 8 Ch. 2-C), Scenario 1 does not plan for new public space in the neighborhood. Scenario 2 also does not clearly delineate additional space for expanded public uses. Scenario 3, however, sets aside a relatively large parcel that could be developed for a variety of public functions, including a community center, public plaza or recreational facilities.

Sense of Place: Any of the development proposed in the three scenarios will contribute to the objective of creating a sense of place, by encouraging activity and serving as a location for distinctive street character, buildings matching desired design guidelines, businesses, residents and visitors. This will be supported by the inclusion in each scenario of signage for both way-finding and place-making/branding purposes. Scenario 3, however, goes above and beyond with its allocation of space for public facilities. Such public space can be used as a place for community members to congregate, local artists to display their work and other activities that contribute to a unique identity and sense of community.

Compatible with Garden City Codes & Plans: All of the proposed development areas in the three scenarios are on parcels zoned C-2 (general commercial). In this zone, there is no minimum density and permitted uses include dwelling units (single- and multi-family), bicycle sales/repair/storage/rental shops, eating establishments (full and limited service), food stores and retail stores (Garden City code, Title 8 Ch. 2-B). Public uses are also permitted pending approval, as they are conditional. Residential designs in each scenario also have the capacity to fit in both with the City's apartment development guidelines and density templates. Furthermore, the proposed new "skinny street" rights of way for the area mirror the grid pattern established in the Original Town Circulation Network Plan. Finally, each scenario fulfills the Comprehensive Plan's vision neighborhood-scale mixed-use development presented in both the Mixed Use Residential and Transit Oriented Development land-use categories (p. 35-36).

There are, however, several areas in which the scenarios depart from adopted Garden City policies, specifically the development code. In Title 8 Chapter 2 Article B, the front setbacks for C-2 zoned properties are 20 feet. To foster commercial development on a pedestrian scale, however, the scenarios propose that setbacks should not exceed five feet, with the understanding that this setback has the express purpose of conserving space to accommodate the future widening of rights of way to accomplish mobility goals. A second departure from the code regards food stores, which are not permitted to exceed 2,000 square feet (Garden City code, Title 8 Ch. 2-C). One study indicates that small of a space may not necessarily be adequate to satisfy community needs for healthy, affordable food (Takemoto, 2011, n.p.).

Compatible with ACHD Codes & Plans: Although the right-of-way improvements proposed in the scenario fit within the parameters of ACHD's 2009 Livable Street Design Guide, the nature of the District's capital improvements schedule makes these improvements low on the priority list into the near future. This is because the rights-of-way in the Adams and 42nd Street neighborhood have very recently been overhauled, though not to the standards proposed in this report.

Feasible to Develop: Although average listing prices have decreased in recent months in Garden City suggesting lowered demand for housing, Boise has experienced an upsurge (Trulia.com). Given its proximity to this market, the Adams and 42nd Street area stands poised to capitalize, particularly in the sector of dense urban-style housing. As far as commercial office space is concerned, however, there appears to be less demand. According to Colliers International, the submarket in which Garden City is located has a vacancy rate of 18.5%, two percentage points above the metropolitan average. Garden City's vacancy rate for retail, however, is over four percentage points below the average at 7.7%, suggesting perhaps comparatively more demand for retail space (Colliers International, 2012, p.5). This general market data suggests that a scenario favoring a higher proportion of housing seems the most financially feasible. A focus on retail seems the second-most feasible and, lastly, an emphasis on commercial office space.

Feasible to Finance: As the under-developed parcels in the neighborhood located on 42nd Street will remain in an urban renewal district for the next several decades (personal communication, October 1, 2012), public facility improvements such as streetscape and right of way upgrades will be able to take advantage of financing tools such as tax increment financing (TIF). The magnitude, however, of each scenario will likely require a more robust funding effort to catalyze development. Possible tools that could be explored and implemented include tax-exempt municipal bonds, the establishment of a local improvement district (LID), public-private partnerships or application for federal economic development grants, to name a few.

Easy to Implement: Given that commercial office buildings, townhouses and apartments are conventional forms of development, Scenarios 1 and 2 would likely be straightforward in the areas peripheral to the mixed-use node. Scenario 3, however, would require a much more elaborate assemblage of parcels and juxtaposition of uses.

Reasonable Cost: While each scenario is equal in cost due to the shared transportation base and commercial node at Adams and 42nd Streets, the cost estimates vary depending on the scenario's predominant peripheral use. According to national averages, 1-3 story apartment buildings are around \$30 cheaper per square foot to construct than 2-4 story office buildings (www.reedconstructiondata.com). This suggests that a scenario emphasizing residential volume would likely be less costly than one with a high proportion of commercial office space. In the case of mixed-use development, complications arise that are often more elaborate and costly than single-use development, making a scenario that focuses heavily on mixed-use development likely the most expensive (Heller & Halpern, 2005, p.2).

Reasonable Timeframe: According to insights from a local developer, a project on the scale presented in any of the three scenarios would take approximately ten years, or several fewer given favorable economic conditions (personal communication, October 30, 2012).

Politically Viable: Each scenario sufficiently, to varying degrees, satisfies the goals and objectives Garden City has for the neighborhood concentrated around Adams and 42nd Streets. Also, ACHD is open to facilitating however it can to improvements in developments where there is a clear vision and regional economic impact (personal communication, September 19, 2012). The challenge will be finding and committing to creative new funding approaches outside the status quo, selling the neighborhood vision as a place that really is worthwhile to redevelop and attracting interested investors.

Socially Fair: In any discussion of redevelopment, it is critical that the needs of current residents and stakeholders be addressed. First and foremost, this means minimizing the removal of current housing and ensuring that it is replaced in cases where removal does occur, as in a few instances in the scenarios. New housing should be inclusionary so as not to exclude any one demographic. By providing numerous units that could span the spectrum of income levels and lifestyles, Scenario 1 does the most to mitigate the exclusion of lower income families and individuals. Scenario 2, however, provides comparatively few units, none of which are rentals. Scenario 3, although providing a diverse range of housing, would conceivably have higher property costs due to value added by its higher proportion of mixed-use commercial uses and public facilities.

Scenario Evaluation

Upon ranking each of the three scenarios across the 18 criteria, an evaluation can now be conducted to reveal an optimal approach. In terms of the mobility, safety, connectivity, sustainability, neighborhood-scale commercial, compatibility with Garden City and ACHD policies, feasibility of financing, timeframe and political viability criteria, the scenarios are equal in their rating. The analysis will therefore focus on the criteria where there is variation between the scenarios. This section will go over the strengths and weaknesses of each scenario and then describe the most optimal course of action.

Scenario 1: This is the strongest of the scenarios in terms of both housing variety and density. Given the high volume of housing it accommodates, Scenario 1 does more than the others to provide a dense urban population spanning differing socioeconomic classes and lifestyles, as it contains both multi-family rental and single-family owner-occupied housing. Scenario 1's strengths also include that it conforms to regional market demand for dense urban housing, is comparatively cheap and easy to implement and is socially fair and just due to its inclusionary nature. This scenario's weakness, however, is that it provides little in the way of public uses beyond those inherent in the streetscape improvements and therefore would likely not have a particularly outstanding sense of place if implemented.

Scenario 2: This scenario's advantage is its ease of implementation and relatively reasonable cost, given the conventional nature of commercial office construction and the precedent for such development in the Adams & 42nd subarea. This scenario, however, fails to provide a high volume and diversity of housing and also does not provide additional public uses. Although the neighborhood is an ideal and appealing place for commercial office from a regional perspective, on the local level such development would be exclusionary to certain demographics and would not contribute to a distinct, unique sense of place.

Scenario 3: Though not to the extent of Scenario 1, this scenario is reasonably successful at providing numerous and diverse housing units. Scenario 3 is superior in its inclusion of public space beyond the base-level right-of-way improvements and a mixed use corridor up 42nd Street to emphasize the assets of the neighborhood and allow for a distinct, vibrant character and culture to flourish. This scenario is very likely to be more expensive and more difficult to implement than the others, however.

Optimal approach: Upon weighing the strengths and weakness of the three land-use development scenarios, it becomes clear that Scenario 2 is not optimal due to its meager level of both inclusionary housing and sense of place. Although Scenario 1 provides a lot of fair housing and is easy to implement, Scenario 3 does the most to instill a vibrant sense of place and foster the neighborhood as an appealing place to both live and visit. Therefore, it is the recommendation of this report that for a short-term, easy to implement approach Scenario 1 should be pursued. For a long-term strong sense of place, however, the optimal approach would be to adopt Scenario 3, despite the expense and other development challenges.

It is important to note that if Scenario 1 were to be built out, it would preclude Scenario 3 from taking shape. To successfully pursue Scenario 3, the necessary land would need to be conserved. In any case, however, the commercial node at 42nd and Adams as well as the proposed skinny streets and other transportation improvements could be incorporated no matter the scenario pursued.

NEXT STEPS

Although this report provides some semblance of a vision for the Adams & 42nd subarea, it is important to keep in mind that this vision is preliminary. Despite the breadth of this report, it is a preliminary rough sketch of a vision rather than a finely detailed portrait. Although the authors of this report were able to interact with neighborhood businesses and institutions, the voices of subarea residents went largely unheard. In order to develop a clearer vision that more genuinely reflects the needs and wants of the neighborhood, Garden City must pursue a robust public outreach effort to gain further insight and perspective from those who live in the neighborhood and will be affected by any development that occurs. It will also be critical for the City to keep in mind the issue of affordable housing. As demonstrated earlier in the report, the Adams & 42nd subarea is home to a predominantly renting population who will be at risk of displacement when development occurs. It should be the utmost priority to ensure that the needs and rights of these individuals and families are protected.

Another recommendation involves the important consideration of development finance. The developable area identified in the scenarios will indeed have access to urban renewal financing tools into the near future, but it is the position of this report that supplement financing tools must be employed to spur large-scale change. Garden City should explore the possibility of implementing in the neighborhood a business improvement district (BID), local improvement district (LID) or community infrastructure district (CID) as well as applying for federal Economic Development Administration (EDA) and Housing and Urban Development (HUD) grant dollars. Grants and other funding sources should also be explored to subsidize increased public transportation frequency and operating hours. According to Valley Regional Transit (VRT), the Adams & 42nd subarea meets bus route criteria but the lack of additional funding from Garden City is the only obstacle to improving service (personal communication, November 20, 2012).

Garden City should also look into the possibility of working with local nonprofit development corporations such as Mercy Housing and Northwest Real Estate Capital Corporation, who have a reputation for building successful affordable housing developments and being in a unique position to overcome development hurdles that generally stymie for-profit builders. Finally, the likelihood of successful development could be increased if Garden City demonstrated a high-level of commitment to the Adams & 42nd subarea by purchasing a parcel of land and leasing it out for a specific use at a reduced rate to catalyze development. This specific use could be one that compliments the mobility and development goals of the neighborhood, such as a community bicycle center or public plaza.

A third recommendation contains a series of relatively inexpensive steps that can be taken in the present or short-term to get started on the incremental path towards redeveloping the Adams & 42nd subarea. First of all, to begin satisfying the goals of mobility and place-making at least in some modest way, signage should be incorporated for both way-finding and neighborhood branding purposes. Second, mobility and safety goals can start taking shape with the installation of Rectangular Rapid Flashing Beacons (RRFBs) at the Adams and 42nd Street pedestrian crossing, which, as mentioned early, are inexpensive and easy to install. Finally, a formal access point from the greenbelt to 42nd Street could be installed. The following are possible funding sources for each of these near-term capital improvement suggestions:

-Signage: Establishing a Business Improvement District (BID) could be a viable option to implement signage in the subarea, whether it be way-finding signs at greenbelt entrances or lamp post banners used to brand the neighborhood. According to Idaho Statutes Title 50, Chapter 26, BIDs have authority to incorporate decorative features in public space within their jurisdictional area.

-Rectangular Rapid Flashing Beacons (RRFBs): Seeking Safe Routes to School funding through the Idaho Transportation Department (ITD) is a potential means to improve the pedestrian crossing at Adams and 42nd Streets. As stakeholder input demonstrates, school children often utilize this crossing. Among Safe Routes to School's stated goals is the improvement of safety for kids going to school on foot or bike (Idaho Transportation Department, 2011, n.p.).

-Greenbelt access at 42nd Street: Implementing a formal access point to the greenbelt from 42nd Street could potentially be financed through the Recreational Trails Program (RTP) administered by the Idaho Parks & Recreation Department. Acceptable uses of these funds include the development of trailhead and trail linkage facilities (Idaho Parks & Recreation, n.d., n.p.). Further research should be conducted to discover if a trail such as the greenbelt in Garden City qualifies for such funds.

All three of these steps are relatively inexpensive and easy to implement and would send a powerful, tangible message that a revitalized Adams & 42nd subarea is on its way.

CONCLUSION

Garden City is truly in an advantageous position to become a dynamic hub of cultural, social and economic activity on a neighborhood scale. In the Adams & 42nd subarea particularly, the assets are in place to greatly enhance the urban environment making it an accessible, inviting and appealing place to live and a desirable destination for any visitors, no matter their preferred mode of transportation. Transportation is indeed the most fundamental consideration, and any development or redevelopment process must contain widened and improved sidewalks, on-street parking, improved crossings and new skinny street rights-of-way to satisfy the goals of walkability/bikeability, safety and connectivity.

Hand-in-hand with the transportation necessities are land-use choices that can foster the desired mixed-use commercial and vibrant dense urban residential outcomes. The essential land-use decision will be to reserve the land directly adjacent to the Adams and 42nd Street intersection for a neighborhood commercial area, including small scale uses like a community grocery store, coffeehouse and bike shop, to name a few. Commercial uses should reflect the needs of the neighborhood but also highlight the neighborhoods assets, natural amenities and character.

Apart from the transportation base and commercial activity at Adams and 42nd, this report has offered three alternate scenarios to satisfy the City's goals of promoting neighborhoods with dense, high-quality development that lends a strong sense of place. Scenarios One, Two and Three focus on developing the remaining area predominantly as residential, commercial office and mixed-used, respectively. As the analysis and evaluation demonstrate, Scenario One would provide the most housing with the highest level of inclusion of any of the alternatives but falls short when it comes to public space. Scenario Two does the least to satisfy the goals and objectives for the area with its comparative shortage of diverse housing and public uses that contribute to a sense of place. Although Scenario Three does not have the housing volume of One, it certainly has more than Two, and, although it may be comparatively more difficult and long-term to develop than the others, it's inclusion of a commercial corridor to the river and expanded public uses does the most of any alternative to foster a unique cultural identity for the neighborhood and a strong sense of place.

Before any real change can occur in the Adams & 42nd subarea, a number of critical "next steps" must be addressed. First and foremost, it is crucial to recognize the limitations of this report. Given the time and staff constraints, an adequate level of stakeholder input was not able to be ascertained. Although this document is informed in large part by insights gathered from a number of prominent organizations, businesses and private individuals as well as some feedback from a public workshop, it is strongly encouraged that the public be further engaged and have a voice in further refining a vision for the neighborhood. Beyond every stakeholder having the right to contribute to change occurring around them, public outreach also serves to address and mitigate the effects of possible social justice issues including housing displacement. As the demographic data indicates, the Adams & 42nd subarea is located in a tract where the renter-occupied rate is higher and average median income lower than the city as a whole. In the ongoing process of creating and implementing a vision for this neighborhood, it will be critical to ensure that that vision is inclusive of persons of all socioeconomic and housing status.

Other recommended next steps include the importance of exploring alternative strategies. In order to catalyze development in the Adams & 42nd subarea funding techniques supplementing the status quo will be required. Possible avenues to explore include business improvement districts (BIDs), local improvement districts (LIDs), federal Economic Development Administration (EDA) grants and Housing and Urban Development (HUD) grants. Another strategy to spur the initial development needed for any the scenarios to take shape could be for Garden City, perhaps in partnership with other entities, to buy a parcel of land and incentivize construction by leasing the land at a reduced rate for a particular use. Financing options should also be explored to expand public transportation in the area, as, currently, a lack of funding is all that is standing in the way of increased hours and headways for the Valley Regional Transit (VRT) ValleyRide bus route in Garden City.

Apart from targeted financial strategies to kick-start development, the City can incorporate small elements from this report in the present day such as installing the improved, illuminated pedestrian crossing at Adams and 42nd Streets, installing an official access point to the greenbelt at the northern extremity of 42nd Street and installing signage to begin establishing the subarea as a distinct and distinguishable place that can be easily navigated. Planning is an incremental process and it will take years for any development scenario to fully take shape, but any elements that can be incorporated in the present will be worthy steps towards a safe, accessible, vibrant and unique urban riverside neighborhood.

REFERENCES

- Ada County Assessor. (2012). Land Records/GIS. Retrieved from <http://www.adacountyassessor.org/propsys/>
- Ada County Highway District (ACHD). (2009). *Livable Street Design Guide*. Garden City, ID.
- Arlington County, Virginia. (2003). Columbia Pike Plan and Code.
- Bradenton. (2011). The City of Bradenton Form Based Code Land Use and Development Regulations. City of Bradenton, FL.
- City of Garden City. (2006). *Garden City Comprehensive Plan*. Garden City, ID.
- City of Garden City. (2012). *Title 8 Development Code*. Garden City, ID.
- Colliers International. (2012). *Colliers Idaho: First Quarter Market Review*. Boise, ID.
- Ewing, R., Stevens, T. & Brown, S.J. (August, 2007). Skinny streets and fire trucks. *Urban Land*.
- Federal Highway Administration (FHWA). 2010. Evaluation of Shared Lane Markings. Research, Development, and Technology Turner-Fairbank Highway Research Center. Publication No. FHWA-HRT-10-041. McLean, VA.
- Garrick, Norman W. Marshall, Wesley. (2008). What Street Parking Can do for Downtowns. *Hartford Courant News*. http://www.hartfordinfo.org/issues/documents/transportation/htfd_courant_051808.asp
- Heller, S.P. & Halpern, S.A. (2005). Special considerations for phased and mixed-use development. Retrieved from www.gilchristutter.com.
- Idaho Parks & Recreation. (n.d.). The Recreational Trails Program (RTP). Retrieved from <http://parksandrecreation.idaho.gov/recreational-trails-program-rtp>
- Idaho Transportation Department. (2011). About SR2S. Retrieved from <http://www.itd.idaho.gov/SR2S/about.htm>
- Miami, Florida. (2010). MIAMI 21.
- n.a. (2008). Apartment (1-3 Story) Construction Cost Estimate (US National Average). Retrieved from <http://www.reedconstructiondata.com/rsmeans/models/apartment/>.
- n.a. (2012). Boise average and median listing prices - Trulia.com: Boise Market Trends. Retrieved from http://www.trulia.com/real_estate/Boise-Idaho/market-trends/.
- n.a. (2012). Garden City average and median listing prices - Trulia.com: Garden City Market Trends. Retrieved from http://www.trulia.com/real_estate/Garden_City-Idaho/market-trends/.
- n.a. (2008). Office (2-4 Story) Construction Cost Estimate (US National Average). Retrieved from <http://www.reedconstructiondata.com/rsmeans/models/offices2/>.

Painter, Kate. Farrington, David P. (1999). Street Lighting and Crime: Diffusion of Benefits in the Stoke-On-Trent Project. Institute of Criminology. Crime Prevention Studies, Vol. 10. Cambridge, UK.

State of Idaho. *Idaho Statutes*. Title 50, Chapter 26. Retrieved from <http://www.legislature.idaho.gov/idstat/Title50/T50CH26SECT50-2601.htm>

Streetwiki: <http://streetswiki.wikispaces.com/Curb+Extensions>

Takemote, N. (2011, April 12). Sizing down the next generation of urban grocery stores. Retrieved from <http://sustainablecitiescollective.com/cooltownstudios/23691/sizing-down-next-gen-urban-grocery-stores-2011>.

U.S. Census Bureau. Profile of General Population and Housing Characteristics: 2010. 2010 Census Summary File 1.

U.S. Census Bureau. Selected Economic Characteristics. 2006-2010 American Community Survey 5-Year Estimates.

Ventura, California. (2007). Midtown Corridors Development Code.

Walkinginfo.org: <http://www.walkinginfo.org/>

BIBLIOGRAPHY

Cervero, R. & Guerra, E. (2011). Urban densities and transit: a multi-dimensional perspective. Working paper UCB-ITS-VWP-2011-6. Berkeley, CA: Institute of Transportation Studies, University of California, Berkeley.

City of Austin. (2012). *Special Use Infill Options and Design Tools Available Through the Neighborhood Plan Combining District (NPCD)*. Austin, TX.

Fixr. (2012). Cost to build a townhouse property. Retrieved from <http://www.fixr.com/costs/build-townhouse>.

Portland Development Commission (PDC). (2001). *Adopted Gateway Regional Center Urban Renewal Plan*. Portland, OR.

Mayer/Reed. (2011). *Gateway Redevelopment, Urban Plaza, and Neighborhood Park*. Portland, OR.

McConnell, V. & Wiley, K. (2010). *Infill development: perspectives and evidence from economics and planning*. Washington, D.C.: Resources for the Future.

Minicozzi, J. (2012, January 23). The smart math of mixed-use development. Retrieved from <http://www.planetizen.com/node/53922>.

n.a. (2008). Community Center Construction Cost Estimate (US National Average). Retrieved from <http://www.reedconstructiondata.com/rsmeans/models/community-center/>.

n.a. (2008). Restaurant Construction Cost Estimate (US National Average). Retrieved from <http://www.reedconstructiondata.com/rsmeans/models/restaurant/>.

n.a. (2008). Retail Store Construction Cost Estimate (US National Average). Retrieved from <http://www.reedconstructiondata.com/rsmeans/models/retail-store/>.

n.a. (2012). Boise, ID real estate overview - Trulia.com: Boise Real Estate Overview. Retrieved from http://www.trulia.com/real_estate/Boise-Idaho/.

n.a. (2012). *Gateway Urban Design & Market Study*. Portland, OR.

n.a. (2012). Garden City, ID real estate overview - Trulia.com: Garden City Real Estate Overview. Retrieved from http://www.trulia.com/real_estate/Garden_City-Idaho/.

Rabianski, J.S., Gibler, K.M., Clements, J.S. & Tidwell, O.A. (2009). Mixed-use development and financial feasibility: part I - economic and financial factors. *Real Estate Issues*, 34(1), 11-17.

Taylor, H. (n.d.). New construction cost breakdown. Retrieved from HousingEconomics.com.

Walters, D. (2011). Smart cities, smart places, smart democracy: Form-based codes, electronic governance and the role of place in making smart cities. *Intelligent Buildings International*, 3(3), 198-218.

APPENDIX A: STAKEHOLDER INPUT

The following information was collected via interviews conducted with government entities, businesses, neighborhood organizations and property owners in Adams & 42nd Street neighborhood:

Ada County Highway District (ACHD) - Sept. 19, 2012

- “Sharrows” are already slated to be implemented on Adams Street.
- Signage projects are comparatively inexpensive and reasonably attainable within the District’s current budget and practices.
- ACHD has difficulty promoting or supporting new rights-of-way through developed land due to jurisdictional and private property constraints.
- ACHD will not irrigate vegetation streetscape improvements in their rights of way.
- ACHD is hesitant to promote or incorporate drainage schemes in their rights of way that present a high maintenance liability.
- ACHD retains sole responsibility for maintenance in rights-of-way.
- On-site drainage—a perceived disincentive for private development in Garden City—is easier on larger parcels, which an authority such as a URA would ostensibly be able to assemble.
- ACHD will facilitate and conduct improvements on small local roads only to support a developer’s vision with a perceivable positive economic impact and improvement of underutilized parcels.
- ACHD is unlikely to pursue any large scale streetscape or other capital improvement projects in the capstone project focus neighborhood, suggesting that catalyst for development in the area ought to be land-use-based.
- Adams Street is classified as a “Residential Collector” and Veterans Memorial Parkway (VMP) is classified as a “Mobility Arterial.” All remaining local streets in capstone project focus area are unclassified in ACHD’s master streets map.
- Recent traffic counts for capstone project focus neighborhood have recorded a decrease in number of trips for Adams, 42nd and 43rd.

Neighborhood Land Owner/Prospective Developer - Sept. 28, 2012

- Residential redevelopment templates that accommodate different lot sizes and help with approval process.
- 8 acres in the area for redevelopment.
- Might be collaboration with other property owners.
- Approved to do a project in 2007, stopped project due to 2008 economy.

-What/who are you looking for as buyers?

-People willing to pay \$250,000 for a town home

-Area is unique in its position. Last area from Lucky Peak to Eagle that has a crossing and is underutilized.

-Possibility of brown field, ask DEQ.

-Lack of buyers is the set back to development.

-Might be able to do a public/private partnership.

-Require business along VMP to build a fence, wall or some landscaping that would act as a barrier to make location more attractive.

Garden City Urban Renewal Agency (URA) - Oct. 1, 2012

-Current urban renewal district—the “River Front District”—has been in place for 16 years is scheduled to dissolve, with exception of the parcels in the immediate vicinity of 42nd & Adams intersection. This area and the neighborhood east of Veterans Memorial Parkway will, upon approval, be the “River Front East” district for 20 years.

-URA can fund any facility, so long as it is PUBLIC. URA CANNOT fund private construction.

-URA is a “pay-as-you-go” outfit, meaning highly stringent restrictions are placed on issuing debt to finance projects.

-URA’s project priorities are based on CITY’s ranking of importance. The City generally decides which projects are worthwhile, then requests help from URA.

-Critical infrastructure needs receive highest priority.

-URA employs tax increment financing (TIF) to fund for public infrastructure and facilities.

-URA has installed curbs, gutters and sidewalks through partnerships with ACHD. Facilities put in place adhere to ACHD design standards and building conventions.

-Reestablishing the current River Front District after it sunsets is unlikely.

-According to Idaho law, only 10% of a city’s total assessed value can be within an urban renewal district (URD).

-Current assessed value of new River Front East district is \$51 million

-Development of new rights-of-way can only be achieved through development agreement in which developer deeds right-of-way land to agency, thus making it a PUBLIC FACILITY.

-The focus neighborhood of the capstone project is a “neglected area” and change is a “long time coming”.

-Possible vision for neighborhood = commercial on east side of 42nd, high density residential on west side of 42nd and commercial node/crossing at 42nd and Adams.

-ACHD's current neighborhood enhancement program will be difficult to take advantage of since it requires 100% of property owners to surrender right of way for improvements. This is because "absentee landlords" (out-of-state property owners) are comparatively numerous in the area and have little stake in the community life of Garden City. They are only likely to participate if their property values exceed revenue. Until then, they are content with the status quo of low costs and high revenue.

-More vision = "We want to see more" senior housing such as the Mystic Cove project which used CDBG dollars.

-Rule of thumb: facility improvement = more property value = more development

-River Front Park fence was designed with removable panel to be INTERCONNECTED with adjacent property once it is developed.

-Light industrial users such as Grasmick Produce are CONTENT with their location.

-ACHD is UNLIKELY to punch new right-of-way through to VMP.

-Facility improvements meet critical needs, but also ESTABLISH VISION for community—as demonstrated through 43rd St pump house (with native plant landscaping and visually appealing brick architecture)

-43rd St pump house = "We want it to look like what we want the AREA to look like in 20 years (same rationale with River Front Park with state-of-the-art equipment).

-Since adoption of River Front URD in 1995, assessed property value has risen from \$21 million to \$75 million.

Boys & Girls Club of Ada County - Oct. 5, 2012

-Club serves 300 kids (age 6 to 18) a day during the summer and 200 per day during the school year, with 8 to 10 buses arriving daily.

-Pedestrian safety in neighborhood, particularly for children is a major concern. At 3 pm, UPS trucks are beginning returning to the distribution center and Anser parents are picking up their children. This causes congestion at 42nd and Adams. Improved, safer crossing at 42nd and Adams is recommended.

-Signage on Adams would be a good way to let people know that the Club as well as the park and greenbelt are there.

-More can be done to draw people up 42nd towards the club and the river, and from the greenbelt into the neighborhood.

-More lighting could be installed on the greenbelt.

-
- Big parking lot/small structure design is not appealing.
 - Vision = "Give neighborhood something to be proud of"
 - Club serves local kids, many of whom use the Chevron at Chinden and VMP for groceries. Something should be done to bring food up into the immediate neighborhood. Example = encourage taco truck on Chinden to move further up 42nd St into the neighborhood.
 - Neighborhood should be more bike friendly.
 - There ought to be an OFFICIAL access onto the greenbelt from 42nd.
 - Any development should not result in the removal of "cool, old trees," (in order to maintain character of area)
 - Garden City should do more to give the neighborhood a SENSE OF PLACE to fix reputation. This could be done in part through signage.
 - Boys and Girls Club has no real traffic conflict with Fishers.
 - LINES OF SIGHT should be established from Adams to the river.
 - Neighborhood should take advantage of its proximity to VMP, a major transportation corridor.

Fisher's Document Systems - Oct. 16, 2012

- Development should take advantage of proximity to river.
- If possible, vegetation should be thinned to increase visibility of the river.
- Vision for neighborhood: commercial office district a la River Street in Boise.
- Problem: odors from wastewater treatment plant are a negative impact on the neighborhood.
- More vision: the east side of 42nd Street north of Adams would be ideal for commercial office building. Buildings could be positioned up against Veterans Memorial Parkway so as to have high visibility from the road. In this scenario parking lots would be street-side, in front of the buildings.
- Fisher's recently purchased the building it is in. Nice, visible facade was among the reasons to buy.
- More vision: entire neighborhood area would be ideal for light industrial/commercial office business park.
- Subsidies may exist to incentivize bank branches to locate in low-income/ disinvested areas (example: Farmers & Merchants Bank at Adams and VMP).
- Several lots in neighborhood have been cleared.
- Fisher's was at present site from 1990 to 1995, then moved back in 2007 and then purchased

the property in 2012.

- Company has no plans for excess land adjacent to building, but would be willing to sell the land or otherwise integrate it into larger redevelopment scheme.
- Truck traffic to and from Fisher's is limited to delivery vans and one larger vehicle, with the exception of one large semi-truck per day that makes deliveries before 7 am.
- Concern: people used to use Fisher's parking lot to go fishing on the Boise River, but this isn't a problem so much any more.
- Fisher's has good relationship with Boys and Girls Club.
- One-third of Fisher's building is occupied by Allied Envelope company.
- Plenty of space exists between Fisher's and Boys and Girls Club to accommodate an official greenbelt connection from 42nd Street, although parking spaces for the access point probably wouldn't be feasible.
- Increased activity on 42nd Street likely wouldn't interfere with Fisher's business operations, but increased "quality" of the neighborhood would have a positive impact on the company.
- More vision: vertical mixed use would be a desirable option, if feasible.
- Development in the area ought to take advantage of high level of visibility from Veterans Memorial Parkway.
- Fisher's intends to remain at its present location in Garden City long term.

Anser Charter School - Oct. 18, 2012

- Transportation in neighborhood a challenge, due to lack of grid street pattern. Trips are often "in-and-out" along the same routes. 3:20 pm is a time of high congestion, due to parents picking up their kids from school.
- Lots of traffic comes into the area from Veterans Memorial Parkway.
- Veterans Memorial Parkway would be an ideal alignment for a new bus route.
- Many children who attend the school ride their bikes on 42nd Street to get to and from school.
- Parents come and go but do not seem to stay in neighborhood. Uses such as a coffee shop or bank that appeal to parents could encourage them to spend more time in neighborhood.
- Garden City is limited in terms of recreation for young people. Perhaps a skate park would be a good amenity for the neighborhood.
- Amenities for older kids would be good to have.
- A community center would be a good addition to the neighborhood.

-
- Better sidewalks and marked bike lanes are needed.
 - Schools generate a lot of activity in neighborhoods.
 - The streets in the neighborhood are small for large trucks.
 - A lighted crosswalk similar to the one near Foothills School in Boise would be a great addition to the neighborhood.
 - After-school safety for children is a consideration.
 - Some children who attend Anser also attend the Boys and Girls Club.
 - 40-50 children per day (when it's nice out) bike to and from school, most of them use the greenbelt.
 - Anser utilizes the Boise River for educational purposes, with as many as 60-70 kids walking to and from the River.
 - More business on 42nd Street means more in-and-out traffic.
 - Anser moved to present location believing it would undergo redevelopment.
 - Anser owns its building and intends to remain in present location.
 - Anser is not served by a school bus.
 - Anser conducted its own traffic study.
 - Carpooling is encouraged.
 - Anser does not have enough parking for events.
 - Ideally, would like to buy parcel adjacent to the east to create new right of way to improve circulation and provide additional parking, but does not want to displace current residents.
 - Anser is fine with neighborhood children using school's field.
 - Additional uses that could keep families and children in neighborhood include a bookshop or art center.
 - A community center in the style of Fort Boise's center would be another appealing amenity.
 - Anser already engages in arts activities.
 - Uses reflecting water/river location would be nice. Perhaps a bike shop.
 - A better identified access point from the greenbelt is needed.
 - Access to the river is difficult in neighborhood—perhaps steps down to the water could be installed.

-
- Garden City is centrally located in region, making it an ideal location for community outreach.
 - Anser uses a lottery system to admit students, does not have a lot of children from the immediate community but is start to get some.
 - Anser tries to reach out to community to get more families involved in lottery to attend school. A long period of time is needed for school to become more rooted in community.
 - Given the difficulty of turning left on Chinden Blvd. from 42nd, most people driving in the neighborhood use Adams Street to get out.
 - Anser had to “fight” to get a crosswalk across 42nd Street.
 - The activity Anser generates causes some frustration for adjacent businesses.
 - Lighting needs to be improved for safety at night and at pedestrian crossings (a child got hit by a car at Adams and 42nd).

Grasmick Produce - Oct. 21, 2012

- The location of Anser School is problematic.
- Urban renewal is undesirable
- The area should not include schools and playgrounds.
- Land use should be either commercial or residential but not both.
- The area should attract more industrial uses.
- Effort needs to be made to keep pedestrians out of the street.
- Grasmick Produce uses 42nd, Veterans Memorial Parkway, and all of Adams St.
- Signage should be used to influence pedestrian traffic.
- It would take \$1 million to allow a road to be constructed through Grasmick’s property plus compensation for relocating existing structures.
- The implementation of speed bumps is undesirable.
- Service trucks were able to access Adams St. directly through adjacent property.
- Grasmick Produce utilizes 20 trucks each morning for deliveries with 11:00 am being the morning delivery cut off time. Most trucks return between 2 and 3 in the afternoon making proximity to Anser difficult.

Public Workshop - Nov. 8, 2012

On November 8th 2012 Vitruvian planning hosted a public workshop at ACHD in order to gain understanding of the wants and needs of local stakeholders, both private and public, in Garden City. Participating in this public workshop provides this report with valuable insight for what residents want for future land use and how they can best be connected to current and future development.

Part of the workshop's discussion focused on "hot spots" of attraction in Garden City. Repeated themes include:

- The Fair Grounds/ Idaho Expo
- Local Wineries/Breweries
- Churches
- The public Library
- City Hall
- The White Water Park
- Boise Hawks Stadium
- Wal-Mart
- Fred Meyer
- Veterans Memorial Park
- River Side Hotel
- The Art District

The aforementioned list demonstrates that there are several destinations accessible from Garden City. After discussing destinations in and around Garden City workshop participants were asked what the barriers to accessing these destinations are. Participants expressed that pedestrian and non-motorized transportation is a concern, especially the safety of children who use school buses. Pedestrian crossings on Chinden and Glenwood are perceived as difficult and dangerous. Improvements such as more and better sidewalks, an increase in transit services, and more north-south connections were cited as ideas for improving pedestrian mobility.

For the purpose of this report many workshop participants were asked about the future of the Adam's street and Veteran's Memorial Parkway area. Participant thoughts include:

- The construction of dense, high-rise residential structures.
- The creation of a corner market with a Trader Joe's atmosphere.
- Using land for a community garden or creating space for a farmer's market.
- Construction of commercial space both offices and retail.
- Hyde Park style development with restaurants and pubs.
- Construction of berms and barriers to block the view of local industry.
- Increasing the amount of signage in the area to promote mobility.
- Implementation of more attractive and safe landscaping.
- Construction of a bus stop shelter.
- Uniform signage for businesses.

The ideas gathered from workshop participants can be used to develop several different development scenarios for the Adam's street area. Many of these ideas can be used in combination with each other. The enthusiasm demonstrated by local residents and stakeholders for new ideas in Garden City is encouraging. The city could use public support as a catalyst for new development.

APPENDIX B: FORM-BASED CODES



TABLE 4.3. PRIVATE FRONTAGES

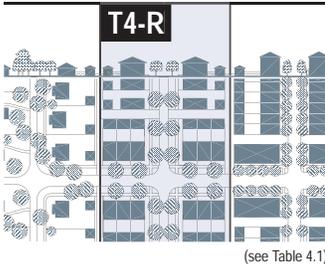
TABLE 4.3: Private Frontages. The Private Frontage is the area between the building Facades and the Lot lines.

| | SECTION | | PLAN | | |
|---|----------------------|------------------------|----------------------|------------------------|--------------------------|
| | LOT PRIVATE FRONTAGE | R.O.W. PUBLIC FRONTAGE | LOT PRIVATE FRONTAGE | R.O.W. PUBLIC FRONTAGE | |
| <p>a. Common Yard: a planted Frontage wherein the Facade is set back substantially from the Frontage Line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape. The deep Setback provides a buffer from the higher speed Thoroughfares.</p> | | | | | T2 T3 |
| <p>b. Porch & Fence: a planted Frontage wherein the Facade is set back from the Frontage Line with an attached porch permitted to Encroach. A fence at the Frontage Line maintains street spatial definition. Porches shall be no less than 8 feet deep.</p> | | | | | T3 T4-R |
| <p>c. Terrace or Lightwell: a Frontage wherein the Facade is set back from the Frontage line by an elevated terrace or a sunken Lightwell. This type buffers Residential use from urban Sidewalks and removes the private yard from public Encroachment. Terraces are suitable for conversion to outdoor cafes. Syn: Dooryard.</p> | | | | | T4-R T4-O T5 |
| <p>d. Forecourt: a Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back. The Forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other Frontage types. Large trees within the Forecourts may overhang the Sidewalks.</p> | | | | | T4-R T4-O T5 T6 |
| <p>e. Stoop: a Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor Residential use.</p> | | | | | T4-R T4-O T5 T6 |
| <p>f. Shopfront: a Frontage wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade. This type is conventional for Retail use. It has a substantial glazing on the Sidewalk level and an awning that should overlap the Sidewalk to within 2 feet of the Curb. Syn: Retail Frontage.</p> | | | | | T4-O T5 T6 |
| <p>g. Gallery: a Frontage wherein the Facade is aligned close to the Frontage line with an attached cantilevered shed or a lightweight colonnade overlapping the Sidewalk. This type is conventional for Retail use. The Gallery shall be no less than 10 feet wide and should overlap the Sidewalk to within 2 feet of the Curb.</p> | | | | | T4-O T5 T6 |
| <p>h. Arcade: a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at or behind the Frontage Line. This type is conventional for Retail use. The Arcade shall be no less than 12 feet wide and should overlap the Sidewalk to within 2 feet of the Curb. See Table 8.</p> | | | | | T5 T6 |

Source: Bradenton. (2011). The City of Bradenton Form Based Code Land Use and Development Regulations. City of Bradenton, FL.



TABLE 4.12. FORM-BASED CODE GRAPHICS - T4-R



(see Table 4.1)

i. BUILDING FUNCTION (see Table 4.7)

k. BUILDING HEIGHT (see Table 4.4, 4.5)

| | |
|--------------------|------------------|
| Principal Building | 2.5 stories max |
| Outbuilding | 2.5 stories max. |

f. LOT OCCUPATION (see Table 4.11f)

| | |
|--------------|-----------|
| Lot Width | 18 ft min |
| Lot Coverage | 70% max |

i. BUILDING DISPOSITION (see Table 4.6)

| | |
|-----------|-----------|
| Edgeyard | permitted |
| Sideyard | permitted |
| Rearyard | permitted |
| Courtyard | permitted |

g. SETBACKS - PRINCIPAL BUILDING (Table 4.11g)

| | |
|-------------------------------|--------------------------|
| (g.1) Front Setback Principal | 8 ft. min. 22 ft. max.** |
| (g.2) Front Setback Secondary | 8 ft. min. 22 ft. max |
| (g.3) Side Setback | 0 ft. min./5 ft. min. |
| (g.4) Rear Setback | 5 ft. min.* |
| Frontage Buildout | 60% min at setback |

h. SETBACKS - OUTBUILDING (see Table 4.11h)

| | |
|---------------------|-----------------------------|
| (h.1) Front Setback | 20 ft. min. + bldg. setback |
| (h.2) Side Setback | 0 ft. min./5 ft. min. |
| (h.3) Rear Setback | 5 ft. min. |

j. PRIVATE FRONTAGES (see Table 4.3)

| | |
|---------------------|---------------|
| Common Yard | not permitted |
| Porch & Fence | permitted |
| Terrace or Dooryard | permitted |
| Forecourt | permitted |
| Stoop | permitted |
| Shopfront & Awning | not permitted |
| Gallery | not permitted |
| Arcade | not permitted |

Refer to Summary Table 4.11

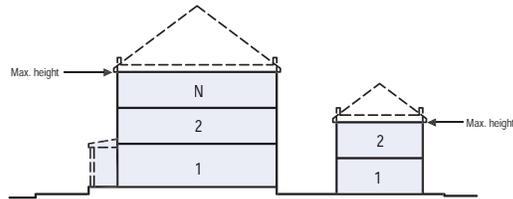
PARKING PROVISIONS

See Table 4.8 & Table 4.9

*or 15 ft. from center line of alley
 ** waivers may be permitted to build back at the existing setback if the setback is less than 8'.
 'N' stands for any Stories above those shown, up to the maximum. Refer to metrics for exact minimums and maximums.

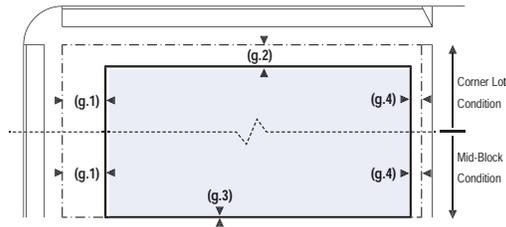
BUILDING CONFIGURATION

1. Building height shall be measured in number of Stories, excluding Attics and raised basements.
2. Stories may not exceed 14 feet in height from finished floor to finished ceiling, except for a first floor Commercial function which must be a minimum of 11 ft with a maximum of 25 ft.
3. Height shall be measured to the eave or roof deck as specified on Table 4.5.
4. Height shall be consistent with principal building or subject to approval by PCD Director.



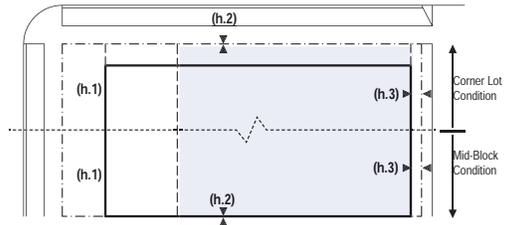
SETBACKS - PRINCIPAL BLDG

1. The Facades and Elevations of Principal Buildings shall be distanced from the Lot lines as shown.
2. Facades shall be built along the Principal Frontage to the minimum specified width in the table.
3. Side Setback(g.3) is 0' min. for townhouses. End units of townhouses abutting another lot have a side setback of 5' min. See Section 4.64 b,c. Detached building types such as houses have a 5' min. side setback.



SETBACKS - OUTBUILDING

1. The Elevations of the Outbuilding shall be distanced from the Lot lines as shown.
2. Side Setback (h.2) is 0' min. for accessory dwelling units of attached building types such as townhouses, if abutting other attached building types such as townhouses or their accessory dwelling units. Side setback is 5 ft. min for outbuildings of detached building types or for outbuildings of townhouses abutting detached building types.



PARKING PLACEMENT

1. Uncovered parking spaces may be provided within the third Layer as shown in the diagram (see Table 4.14d).
2. Covered parking shall be provided within the third Layer as shown in the diagram (see Table 4.14d).
3. Trash containers shall be stored within the third Layer.
4. Parking for townhouses, if provided on-site, must be accessed by a rear alley or easement that serves as a rear alley.

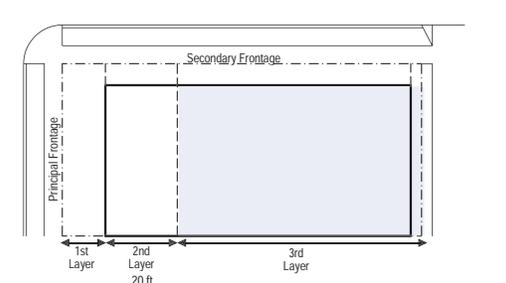
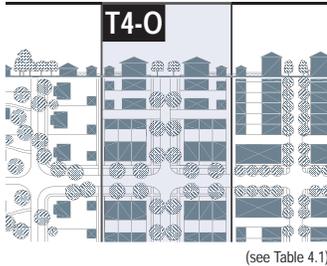




TABLE 4.12. FORM-BASED CODE GRAPHICS - T4-O



(see Table 4.1)

I. BUILDING FUNCTION (see Table 4.7)

k. BUILDING HEIGHT (see Table 4.4,4.5)

| | |
|--------------------|----------------------|
| Principal Building | 3 stories max, 1 min |
| Outbuilding | 2 stories max. |

f. LOT OCCUPATION (see Table 4.11f)

| | |
|--------------|-----------|
| Lot Width | 16 ft min |
| Lot Coverage | 70% max |

i. BUILDING DISPOSITION (see Table 4.6)

| | |
|-----------|-----------|
| Edgeyard | permitted |
| Sidyard | permitted |
| Rearyard | permitted |
| Courtyard | permitted |

g. SETBACKS - PRINCIPAL BUILDING (Table 4.11g)

| | |
|-------------------------------|------------------------|
| (g.1) Front Setback Principal | 4 ft. min. 12 ft. max. |
| (g.2) Front Setback Secondary | 4 ft. min. 12 ft. max |
| (g.3) Side Setback | 0 ft. min. |
| (g.4) Rear Setback | 3 ft. min.* |
| Frontage Buildout | 60% min at setback |

h. SETBACKS - OUTBUILDING (see Table 4.11h)

| | |
|---------------------|-----------------------------|
| (h.1) Front Setback | 20 ft. min. + bldg. setback |
| (h.2) Side Setback | 0 ft. min |
| (h.3) Rear Setback | 0 ft. min |

j. PRIVATE FRONTAGES (see Table 4.3)

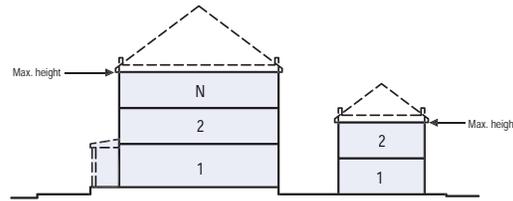
| | |
|---------------------|---------------|
| Common Yard | not permitted |
| Porch & Fence | permitted |
| Terrace or Dooryard | permitted |
| Forecourt | permitted |
| Stoop | permitted |
| Shopfront & Awning | permitted |
| Gallery | permitted |
| Arcade | not permitted |

Refer to Summary Table 4.11

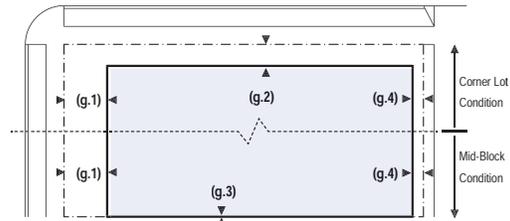
PARKING PROVISIONS
See Table 4.8 & Table 4.9

*or 15 ft. from center line of alley
 'N' stands for any Stories above those shown, up to the maximum. Refer to metrics for exact minimums and maximums

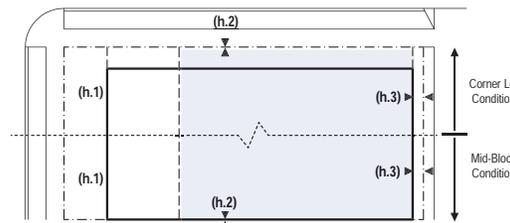
- BUILDING CONFIGURATION**
1. Building height shall be measured in number of Stories, excluding Attics and raised basements.
 2. Stories may not exceed 14 feet in height from finished floor to finished ceiling, except for a first floor Commercial function which must be a minimum of 11 ft with a maximum of 25 ft.
 3. Height shall be measured to the eave or roof deck as specified on Table 4.5.
 4. Height shall be consistent with principal building or subject to approval by PCD Director.



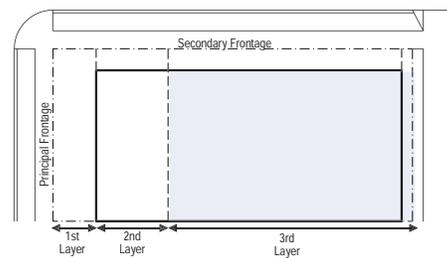
- SETBACKS - PRINCIPAL BLDG**
1. The Facades and Elevations of Principal Buildings shall be distanced from the Lot lines as shown.
 2. Facades shall be built along the Principal Frontage to the minimum specified width in the table.



- SETBACKS - OUTBUILDING**
1. The Elevations of the Outbuilding shall be distanced from the Lot lines as shown.



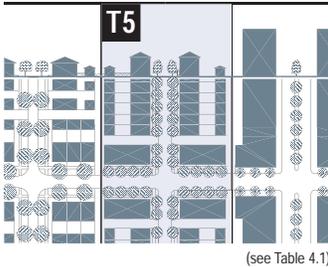
- PARKING PLACEMENT**
1. Uncovered parking spaces may be provided within the third Layer as shown in the diagram (see Table 4.14d).
 2. Covered parking shall be provided within the third Layer as shown in the diagram (see Table 4.14d) and shall not be visible from the street.
 3. Trash containers shall be stored within the third Layer.
 4. Parking for townhouses, if provided on-site, must be accessed by a rear alley or easement that serves as a rear alley.



Source: Bradenton. (2011). The City of Bradenton Form Based Code Land Use and Development Regulations. City of Bradenton, FL.



TABLE 4.12. FORM-BASED CODE GRAPHICS - T5



(see Table 4.1)

I. BUILDING FUNCTION (see Table 4.7)

k. BUILDING HEIGHT (see Table 4.4,4.5)

| | |
|--------------------|-----------------------|
| Principal Building | 5 stories max. 2 min. |
| Outbuilding | 2 stories max. |

f. LOT OCCUPATION (see Table 4.11f)

| | |
|--------------|-----------|
| Lot Width | 18 ft min |
| Lot Coverage | 80% max |

i. BUILDING DISPOSITION (see Table 4.6)

| | |
|-----------|-----------|
| Edgeyard | permitted |
| Sideyard | permitted |
| Rearyard | permitted |
| Courtyard | permitted |

g. SETBACKS - PRINCIPAL BUILDING (Table 4.11g)

| | |
|-------------------------------|------------------------|
| (g.1) Front Setback Principal | 0 ft. min. 8 ft. max. |
| (g.2) Front Setback Secondary | 0 ft. min. 8 ft. max. |
| (g.3) Side Setback | 0 ft. min. 24 ft. max. |
| (g.4) Rear Setback | 3 ft. min.* |
| Frontage Buildout | 80% min at setback |

h. SETBACKS - OUTBUILDING (see Table 4.11h)

| | |
|---------------------|-----------------------------|
| (h.1) Front Setback | 40 ft. max. from rear prop. |
| (h.2) Side Setback | 0 ft. min. |
| (h.3) Rear Setback | 0 ft. min. |

j. PRIVATE FRONTAGES (see Table 4.3)

| | |
|---------------------|---------------|
| Common Yard | not permitted |
| Porch & Fence | permitted |
| Terrace or Dooryard | permitted |
| Forecourt | permitted |
| Stoop | permitted |
| Shopfront & Awning | permitted |
| Gallery | permitted |
| Arcade | permitted |

Refer to Summary Table 4.11

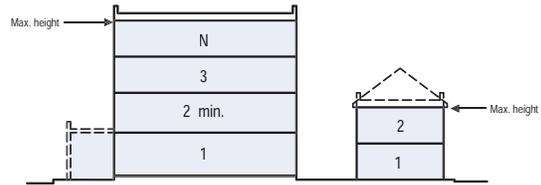
PARKING PROVISIONS

See Table 4.8 & Table 4.9

*or 15 ft. from center line of alley
 'N' stands for any Stories above those shown, up to the maximum. Refer to metrics for exact minimums and maximums

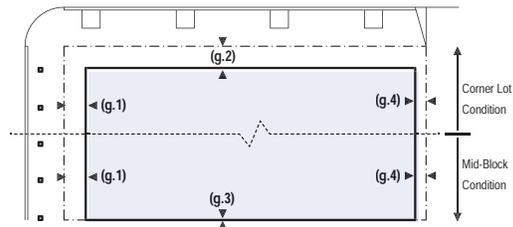
BUILDING CONFIGURATION

1. Building height shall be measured in number of Stories, excluding Attics and raised basements.
2. Stories may not exceed 14 feet in height from finished floor to finished ceiling, except for a first floor Commercial function which must be a minimum of 11 ft with a maximum of 25 ft.
3. Height shall be measured to the eave or roof deck as specified on Table 4.5.
4. Expression Lines shall be as shown on Table 4.5.
5. Height shall be consistent with principal building or subject to approval by PCD Director.



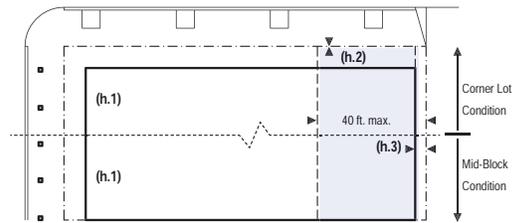
SETBACKS - PRINCIPAL BLDG

1. The Facades and Elevations of Principal Buildings shall be distanced from the Lot lines as shown.
2. Facades shall be built along the Principal Frontage to the minimum specified width in the table.



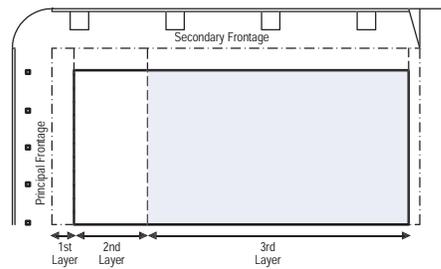
SETBACKS - OUTBUILDING

1. The Elevations of the Outbuilding shall be distanced from the Lot lines as shown.



PARKING PLACEMENT

1. Uncovered parking spaces may be provided within the third Layer as shown in the diagram (see Table 4.14d).
2. Covered parking shall be provided within the third Layer as shown in the diagram (see Table 4.14d).
3. Trash containers shall be stored within the third Layer and shall not be visible from the street.



Source: Bradenton. (2011). The City of Bradenton Form Based Code Land Use and Development Regulations. City of Bradenton, FL.

