

Parkway Neighborhood Garden City, Idaho

A ULI Advisory Services Panel Report

August 21–26, 2022



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Planning for the Future of the Neighborhood—and Garden City

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Urban Land Institute
2001 L Street, NW
Suite 200
Washington, DC 20036-4948
uli.org

About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics.

Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries. The extraordinary impact that ULI makes on land use decision-making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2021 alone, more than 2,700 events, both virtual and in person, were held in cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

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COVER PHOTO: Morning sunrise in Garden City, overlooking the Boise River. (Deborah Myerson)

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day Advisory Services panel (ASP) is tailored to meet a sponsor's needs. ULI members are briefed by the sponsor, engage with stakeholders through in-depth interviews, deliberate on their recommendations, and make a final presentation of those recommendations. A report is prepared as a final deliverable.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's ASP assignments can make accurate assessments of a sponsor's issues and provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials,

academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this ASP report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

Mary Beth Corrigan

Executive Vice President, Global Leadership

Thomas W. Eitler

Senior Vice President, Advisory Services

Lauren McKim Callaghan

Director, Advisory Services

Kelsey Steffen

Director, Advisory Services

Georgia Gempler

Senior Associate, Advisory Services

Brittney Gilardian

Senior Associate, Advisory Services and Global Leadership

David Zehr

Senior Associate, Advisory Services

James A. Mulligan

Senior Editor

Laura Glassman, Publications Professionals LLC

Manuscript Editor

Brandon Weil

Art Director

Kurt Wisthuff, Arc Group Ltd

Graphic Designer

Craig Chapman

Senior Director, Publishing Operations



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About the Panel

ULI Panel and Project Staff

Panel Chair

Christopher Kurz

President and Chief Executive Officer
Linden Associates Inc.
Baltimore, Maryland

Panel Members

Erwin Andres

Senior Principal & Vice President
Gorove/Slade Associates Inc.
Washington, D.C.

Agnès Artemel

President
Artemel & Associates Inc.
Alexandria, Virginia

Alexandra Elias

President and Chief Executive Officer
Renew Moline
Moline, Illinois

Tom Murphy

Senior Resident Fellow
Urban Land Institute
Pittsburgh, Pennsylvania/Washington, D.C.

Emily Rogers

Senior Landscape Architect
MRWM Landscape Architects
Albuquerque, New Mexico

Geeti Silwal

Principal, Urban Design
Perkins&Will
San Francisco, California

ULI Project Staff

Tom Eitler

Senior Vice President, Advisory Services

Barbra Gustis

Director, Advisory Services and Key Leaders

Deborah L. Myerson

Myerson Consulting LLC
Panel Project Manager



Introduction and the Panel's Assignment

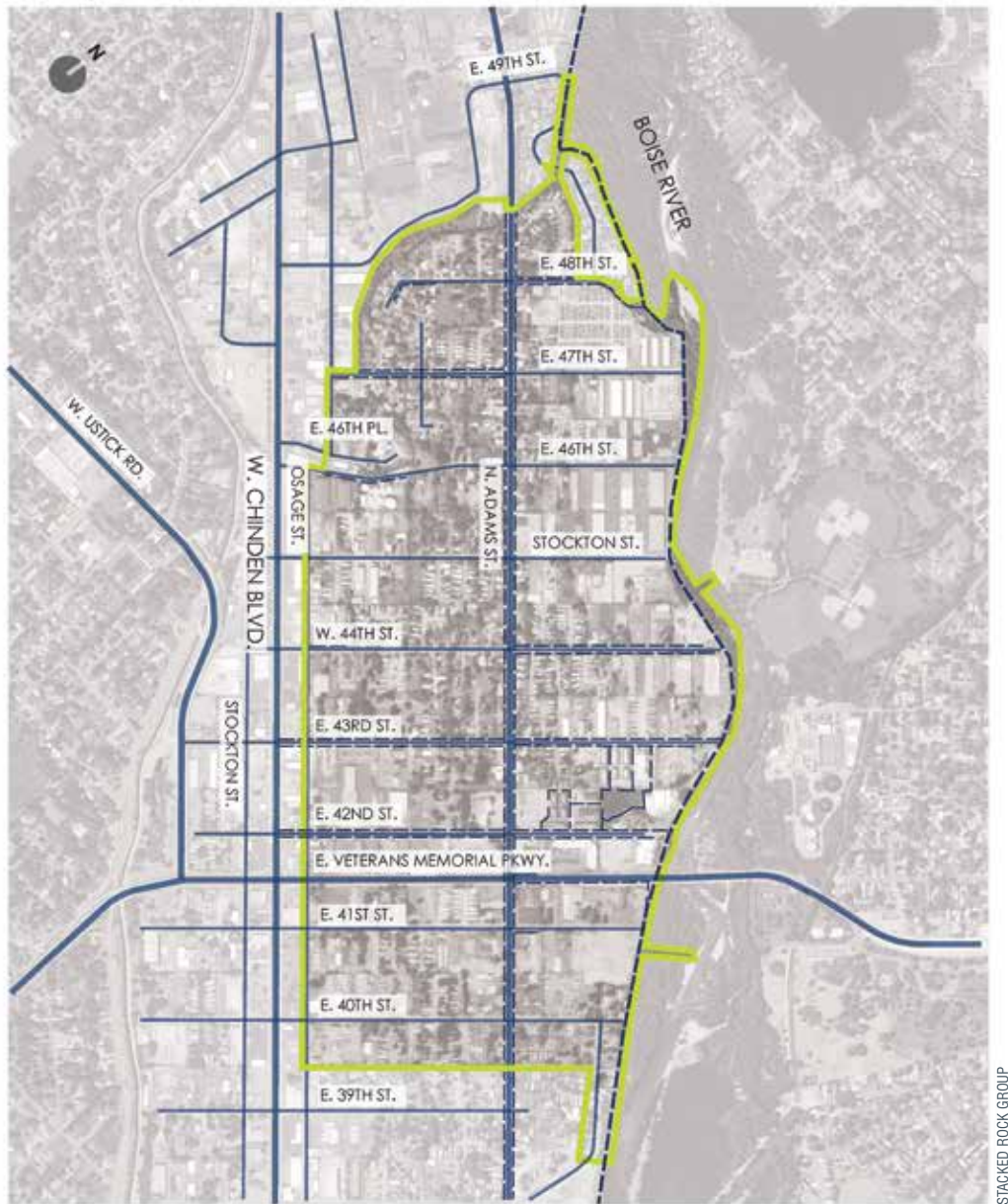
OVERLOOKING THE BOISE RIVER and adjacent to Idaho's capital city of Boise, Garden City has enjoyed particularly promising market forces over the past several years. The strong real estate market, along with factors such as increased remote work options, efforts to create new and improved parks, the popularity of Boise River Greenbelt, and rapid growth in the Treasure Valley region, brings with it the opportunity to reinvent the Parkway neighborhood.

Garden City is essentially built out, but is in the process of infill development and redevelopment throughout the city. The city is becoming increasingly popular, and the east end has some of the highest-valued property in the valley. The city is open to transforming the land use map again to achieve an ideal, flexible zoning pattern.

The Greenbelt is an enviable cultural and natural resource and a significant economic engine for Garden City, with a wide range of users and activities from dawn to dusk. Idaho has a long history of private-sector responsibility for the growth and direction of not only the state, but also its cities and towns. As with a successful company, opportunities for profit, leverage, speed to market, and predictability are key to a flourishing Garden City.



Part of the Boise metropolitan area, Garden City is a city in Ada County, Idaho, with a population of 11,873 in 2020. Garden City was named for gardens raised by Chinese immigrants who lived in the area. At 4.2 square miles along the south banks of the Boise River, Garden City is nearly surrounded by Boise but retains a separate municipal government. The Idaho State Capitol lies 1.6 miles to the east.



The Parkway neighborhood is approximately 387 acres in Garden City. Consisting of a mix of single-family homes, commercial and industrial uses, and new high-density living, the area is rapidly transforming.

The Panel's Assignment

The sponsor asked the panel the following questions:

Circulation

The study area is composed of long blocks with constraints on circulation. As is typical in Ada County, streets in the area are owned by Ada County Highway District (ACHD), not the city. ACHD has budgeted to study Osage Street, at the south boundary edge of the study area, in 2023.

- What would be the best approach to address circulation, with the goal of increasing midblock access to various modes of transportation?
- How do we implement a robust circulation plan with Garden City and ACHD combined?
- Would turning Osage Street into a bikeway aid this goal?
- How are we incorporating biking and bike-share access? How do we connect shared pathways/streets/walkways/canal paths/etc. along our existing streets if we can't achieve midblock access?

Adams Street

Adams Street is the main thoroughfare through this area. How can Adams best be used as a catalyst for engagement with the neighborhood?

- Where are the natural places for nodes or hubs and multimodal circulation (transit, public, cars, etc.)?
- Where would transit go in this area?
- What are the recommended streetscapes in this area?

Parking

What parking code/ratio would be ideally suited to the goals of the neighborhood?

- Would flexibility of parking locations (e.g., within a quarter mile of a site) and promotion of alternative forms of transportation be beneficial?
- How many apartment units and how much retail would 500 parking stalls in a detached garage parking deck support in a catalytic neighborhood like this?
- Are there developments that have no parking minimum that would lend themselves toward vibrant communities?

Land Use

We envision the Parkway neighborhood as an urban mixed-use grid (like downtown Boise) with a target of being internally sustainable/livable for residents, as well as a destination.

- Is this an appropriate treatment for the neighborhood? What are the current market economics that are facing Garden City?
- What other types of industries would be good to add as focuses to incorporate (tech, medical, public amenities, schools, child care, elder care, etc.)?
- Are there catalytic projects that would spur more development in the area?

Mixed Density

- What ratio of public to private development is recommended for this based on other cities with similar density?

- How do we push development to include smaller spaces in the plan (hubs of high density surrounded by less dense areas with incubators, small commercial, or single family)?
- What does that land use look like?
- Is more shopping retail important?
- What types of retail (grocery, bodega, etc.) and what scale is supported?

Affordability

- What can we do to push affordability into the neighborhood?
- What incentives drive affordability?
- How do parking code ratios help to maintain affordability (structured vs. surface)?

Park Space

- How do we effectively add the most open and park space into various areas within the neighborhood?
- What sizes are appropriate and how many to maintain a quarter-mile walkable area?
- Are there specific recreation options or smaller public active uses that we should look to include?

Sustainability

- How do we sustainably use the natural resources of the area? What can we do to enhance the neighborhood environment?
- What steps help strengthen economic prosperity for residents and businesses?
- How do we promote social and cultural inclusion in this neighborhood?

Summary of the Panel's Recommendations

The panel noted that economic conditions can change quickly, so the time to capitalize on Garden City's unique opportunity is now. Many factors are currently aligned to help Garden City achieve a transformation that will improve the life of its residents for many years to come.

The panel's recommendations offer a vision and a road map to seize the moment. To shape the future of the Parkway neighborhood and Garden City, the panel recommended the following:

- **Empower people to be entrepreneurial and build strong partnerships.** Establish a strategic vision for a community that reflects the changing nature of Garden City's housing market, employment market, and the opportunities these changes provide to transform local land uses while at the same time protecting those existing uses which create the eclectic fabric that makes this area so attractive.
- **Create a positive image for Garden City.** Pursue specific placemaking and branding efforts for Garden City and the study area.
- **Invest for growth.** Maximize the city's revenues by growing the taxable real estate base as quickly as possible. Leverage financial resources available to the city to maximize investments and the financial return on such investments. Expand relationships with partners and stakeholders, especially to pursue sources of additional potential financing.
- **Engage specific areas of expertise.** Bring in consultants, add staff to the planning department, and partner with neighboring jurisdictions.
- **Encourage a mix of housing types.** Townhouses and stacked units can be achieved through redevelopment and infill. Support housing affordability for a range of income levels. Improve or preserve mobile homes in the community to maintain a supply of housing for lower-income families. Create a housing commission, as envisioned in the 2021 Garden City Comprehensive Plan.
- **Support a mix of uses.** Encourage hyperlocal retail, such as local artisans and artists, neighborhood proprietors, and boutiques. Explore the potential to redevelop industrial sites for businesses that can use a large open warehouse space, as space for a business incubator, or as "maker space" for local artisans and fabricators.
- **Improve walkability, especially for pedestrian safety.** Identify activity focus areas on Osage Street and potential activation nodes along the Greenbelt. Seek opportunities to create pedestrian walkways through long blocks.
- **Connect resources.** In partnership with the city of Boise, build a bridge from Garden City to the Willow Lane Athletic Complex. Treat the Greenbelt like a regional park rather than just a trail, and establish better connectivity among parcels and to both sides of the waterfront.
- **Improve flood control measures.** Establish a holistic ecological approach for districtwide stormwater treatment and floodplain mitigation to help improve resiliency and protect private-sector investment.
- **Implement an east–west protected facility on Adams Street** and make Adams Street the primary, multimodal artery in the study area. This can be accomplished in coordination with the planned sewer project. Partner with Ada County Highway District, Valley Regional Transit, and Compass Metropolitan Planning Organization.
- **Adopt a multifamily parking ratio of 1:1 per unit.** Investigate shared parking and public parking feasibility studies.



Growing Garden City

AN UNUSUAL CONFLUENCE OF EVENTS has brought with it the opportunity to reinvent the Parkway neighborhood in Garden City. Market forces have been favorable in the past three years and encourage efforts to capitalize on these opportunities. In addition, locally based efforts to create an arts district and improve waterfront parks and promenades to Garden City have been instrumental in attracting new businesses, such as wineries and breweries, and in drawing people to the banks of the Boise River to stroll or bicycle.

Assets and recent developments in or near the study area include the following:

- Esther Simplot Park;
- Boise Whitewater Park and Surf Wave;
- Bernadine Quinn Park;
- Surel's Place, an artists' collaborative;
- Boise River Greenbelt;
- Wineries and breweries;
- Proximity to airport and I-84;
- Proximity to downtown Boise;
- Rapid growth: the Boise metro area is the eighth-fastest-growing of the 100 largest metro areas in the United States;
- Increasing population: from 2019 to 2020, the Boise metro area added 21,151 persons, providing an increasing base of support for new land uses;
- New construction of townhouses and rental apartments in the study area; and
- Pending development approvals and construction of 2,000–3,000 dwelling units.

Other factors influencing Garden City's future land use include:

- Demand for new housing;
- Developer interest;
- Availability of redevelopable parcels;
- COVID-era change in working patterns;
- Changing demographics, with a younger population moving in;
- Upcoming change in use of large, publicly owned parcels of land (e.g., Ada County Highway District, Idaho Department of Transportation, Expo Idaho, Les Bois Park, and Fairgrounds);
- Pending changes to the federal floodplain maps;
- The speed at which development can achieve approval; and
- Consistency and predictability of the development process.

Prospects for the Study Area

The panel examined likely market factors affecting housing, retail, office, and industrial space in the near future.

Housing

The study neighborhood's housing will be of types suited to redevelopment and infill. They tend to be smaller than single-family homes, and in more dense styles, including townhouses and stacked units. People who are being attracted to the Boise area are often employees of tech companies who can work from home or retired people moving from other parts of the country.

Missing from the new housing construction is workforce and affordable housing for employment categories such as nurses and medical assistants, police officers and firefighters, hospitality industry employees, entry-level jobs, and other jobs with wages below the median. Given rising land prices, it becomes difficult for developers to provide these units. However, demand for such units is unlikely to decrease. Although some mobile home units are in disrepair, others can be improved or preserved to maintain a supply of housing for lower-income families.

Retail

Retail has been a difficult category in recent years. With the growth of online sales, closure of many stores including those of major brands, and declining interest by younger generations in acquiring things, brick-and-mortar retail has suffered. The retail that can be and has been successful includes hyperlocal retail—things made by local artisans and artists; proprietors who come from the neighborhood; items that recall Idaho or support the recreational activities that are available. It also includes trendy coffee shops and restaurants, winery tasting rooms, and breweries co-located with food truck hubs.

Office

Office space has suffered from extensive vacancy in the past few years. Garden City is unlikely to be a class A location because that type of space is more suited to downtown, serving law firms, accounting firms, and other types of white-collar businesses. What can be supported in Garden City is smaller boutique space serving the creative professions and featuring a unique experience.

Industrial

Industrial space has become a premium use in many areas lately. Garden City's industrial space offers many opportunities: as a redevelopment site, as a site for businesses that can use a large open warehouse space, as space for a business incubator, or as "maker space" for local artisans and fabricators. It can also house some tech, light industrial, and storage businesses that do not require using large trucks with frequent arrivals and departures.

The Vision for Garden City

GARDEN CITY: a thriving, safe, and diverse community nestled by the river in the heart of the Treasure Valley. A city that nurtures its natural and built environments, serves its residents, visitors and businesses with quality public facilities and services.

—Garden City 2021 Comprehensive Plan

Garden City can realize this vision for the Parkway neighborhood with a mix of uses and a mix of housing types that are affordable for a range of income levels. Also important will be walkability and improved pedestrian safety, including better connectivity among parcels and to the waterfront. Improved flood control and better maintenance of the Greenbelt's shores and vegetation are vital.

All of these elements will create a strong foundation to contribute to a beautiful, safe, and healthy community in which to live, work, play, and experience the good things life has to offer.



Floodplain Management and Land Use

BUILDING UPON THE CITY'S LOCATION, natural setting, and social and economic resources, the adopted Comprehensive Plan for Garden City provides a valuable framework for the following:

- Maintaining community assets;
- Improving the city's appearance; and
- Providing more community amenities and development potential.

Floodplain/Stormwater Management

The study area is in a historic 100-year floodplain. Garden City has engaged with the U.S. Army Corps of Engineers to conduct an Integrated Feasibility Study and Environmental Assessment to examine how to reduce the city's risk from floodwaters from the Boise River. This effort is a great step toward long-term environmental resiliency and acknowledges the responsibility to protect both the community and the watershed of the Boise River.

Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps that were adopted in June 2020 show Garden City in "seclusion," which means that FEMA has temporarily exempted Garden City from the changes to the floodplain in the updated maps. The seclusion designation is intended to provide Garden City with additional time to explore ways to reduce the footprint of the anticipated floodplain.

The panel recommends a holistic ecological approach for districtwide stormwater treatment and floodplain mitigation to help improve interim resiliency of the district.

Existing Conditions

Garden City must consider numerous challenges to managing stormwater and reducing floodwater risk.

- Need for improved stormwater drainage system design, treatment facilities, maintenance, and operation.
- Lack of a cohesive stormwater plan across the district. Individual private developments are responsible for on-site stormwater management and infiltration. However, these efforts could be detrimental to the groundwater quality, given the industrial activities and potential resulting pollutants in the ground.
- Lack of clarity on how to navigate water rights regulations and infrastructure.
- Piecemeal efforts to upgrade/replace either ditches or piped infrastructure leading to and from the river.
- High cost of needed infrastructure (i.e., a pressurized piping system) to make existing individual water rights available for landscape irrigation on respective parcels.
- Need for a comprehensive approach to address floodplain issues in the immediate future during the period of seclusion.
- After the seclusion period concludes and the new FEMA Flood Insurance Rate Maps become effective, property owners will see a significant impact on flood insurance coverage.

Panel Recommendations for Floodplain Management

Identify potential zone/parcels that could host a multipurpose stormwater collection, treatment, and infiltration area while acting as a neighborhood park and an open-space amenity. Developers would share the cost. Tanner Springs Park in the Pearl District of Portland, Oregon, is a good example of a one-acre stormwater treatment park that is also a neighborhood park.

Bring clarity for private developers on existing water rights allocation infrastructure. Should the water allocation infrastructure be preserved and improved, or if it is no longer relevant to the use and growth of this area, should it be abandoned? This will remove ambiguity and the unreasonable cost burden on smaller-scale developments in the study area in particular.

Integrate open-space design and develop strategies that enhance the south edge of the Boise River to improve the district's interim capacity to mitigate floods. Strategies to consider include the following:

- Protect and increase the riparian edge of the river through increased setbacks.
- Encourage tree canopy and biodiversity throughout the district to create a network of connected green paths and open spaces that bring nature into the city and improve its environmental resilience.
- Raise the Greenbelt to serve as a levee. Low, stepped, flood protection walls could also serve as seating elements or terraces along the Greenbelt.



Raising the Greenbelt to serve as a levee would create low, stepped flood protection walls. This would require comprehensive study and community-wide implementation to be effective. However, it has the potential to protect significant private and public assets.

Implementation

In addition to the work already underway in collaboration with the U.S. Army Corps of Engineers, Garden City should undertake the following efforts for interim stormwater and flood management:

- Formulate a comprehensive, districtwide stormwater management plan in partnership with private stakeholders and the Stormwater Management District.
- Develop a Vision Plan Framework for the study area to identify an integrated open space and flood mitigation landscape design strategies, in partnership with the community and stakeholders.
- Apply for FEMA's Building Resilient Infrastructure and Communities (BRIC) program for cost-sharing flood management strategies.

Seek a Mix of Land Uses and Density

Industrial uses in Garden City are intertwined with existing and new mixed-use housing developments. Although unplanned and fragmented, this context provides a unique and authentic experience that is an opportunity to capitalize on. Retail and neighborhood services are currently clustered on Chinden Boulevard, leaving pockets of underserved areas—especially as new development continues to spread across the neighborhood. A large supply of trailer homes in the study area provides naturally occurring affordable housing.

Panel Recommendations

The panel recommends allowing an eclectic mix of uses and intensity that will help create diverse experiences in the district and enable a unique, vibrant, inclusive 10-minute live/work/play neighborhood.

A detailed neighborhood plan offers an effective way to implement a holistic vision for the study area and provide consistency and reliability for future development. A good precedent is the recently adopted [East Side San Carlos Innovation District Vision Plan](#) by the city of San Carlos, California, in a similar transformation of its industrial fabric.

Other panel recommendations for land uses in the Parkway neighborhood follow:

- Support a mix of incomes and housing typologies, such as senior housing, tiny homes, affordable housing, and workforce housing.
- Establish a central commercial hub in the neighborhood, with varying heights, open space, building types, and walkable connections, and make it accessible to transit routes.
- Create a new “main street” environment of higher density on the segment of Adams Street between 42nd and 44th streets.
- Intentionally identify pockets of industrial fabric to preserve and adapt. Retain and refurbish some industrial fabric for makers' spaces, incubators, startups, and creative offices to maintain eclectic density of commercial spaces and job opportunities for a true live/work/play district.
- Identify activity focus areas on Osage Street (potentially 43rd to 45th streets) and potential activation nodes along the Greenbelt.
- Look for opportunities to create pedestrian walkways/paths through the long blocks that use the existing 15-foot ditch easements. These could be moments of serendipitous discovery throughout the neighborhood.
- Determine height zones in the C2 zone to enable predictability of future developments and to consider tradeoffs that enable community benefits as new private developments come online.

SAN DIEGO FAR BONUS PROGRAM

A structured program can help a city plan for growth, rather than negotiating for amenities as projects are proposed. In 2006, the city of San Diego created a floor/area ratio (FAR) bonus program—Chapter 15 (sandiego.gov) (see Section 156.0309)—for its Centre City (downtown) neighborhood. The program was one tool to achieve the City Council’s goal to double its downtown population while creating a livable, walkable environment.

Although San Diego is a much larger city, it is like Garden City in that it is dealing with high growth, has difficulty providing amenities such as parks and open space, and has a significant affordable housing challenge.

The city’s bonus program created a menu of options to provide desirable project features such as the following:

- Affordable housing;
- Three-bedroom units for families;
- Urban open space;
- Eco-roofs (e.g., green or solar roofs);
- Green building standards (e.g., LEED Silver or LEED Gold);
- Employment uses;
- Public parking; and
- Direct payment for bonus density (purchase of development rights).

Program outcomes: Overall, almost 40 percent of eligible new projects (either built or approved and in development) used at least one development bonus. Twenty-four percent of projects used more than one bonus.

FAR Bonus Program options include the following:

FAR Payment Bonus: For completed projects, the most popular program has been the FAR Payment Bonus program, which permits applicants to purchase the right to build additional units. In exchange for those funds, 478 “bonus” development units were allotted to developers. The program has generated over \$10 million of income for public parks and enhanced rights-of-way since 2006.

Urban Open Space Bonus: Developers who dedicate 10 percent of their project site for public open space receive a bonus of .5 FAR, and those that use 20 percent receive an FAR bonus of 1. The on-site public open space must be available to the public between 10:00 a.m. and 6:00 p.m. daily. The approach does require more active management by the property owner, but it could be an attractive incentive for parcels in Garden City near the Greenbelt.

Affordable Housing Bonus: Collectively, developers that opted to participate in the Affordable Housing Bonus program provided a total of 377 affordable units in exchange for the right to develop 849 market-rate units above what would have been allowed under the zoning.

Development incentive programs can be successful, but they require existing limits in the zoning ordinance and the establishment of city goals for the program. A bonus or incentive program tied directly to the zoning ordinance works best in an environment where the zoning ordinance has constraints that the market is pushing developers to exceed. Constraints could be standards such as FAR, allowed density (in units/acre), or building height. Establishing those goals begins with a conversation with the community about the values and attributes of the community that are important to them.

This example recognizes that Garden City’s zoning ordinance is generally accommodating of a high level of growth, but encourages the city to seek a program that would standardize negotiations and potential bonuses that could benefit the community.



Parks and Public Space

GARDEN CITY is blessed with proximity to the Boise River Greenbelt. The river trail is well used and beloved in the community. The south side of the Greenbelt is accessible from most of the north–south streets in the study area but is not necessarily visible except in areas immediately adjacent to it. The corridor is not conducive to parking.

Heavy use of the Greenbelt has created some user conflicts (e.g., dog walkers and speeding bikes). A few remaining pockets of natural habitat provide shade and a riparian buffer.

The Greenbelt's existence in the Parkway neighborhood of Garden City has contributed to the current development interest. The east end of Garden City has served as an incubator for direction of how the city is growing in the right direction through hospitality, live/work, and retail, but most important the gathering places facing onto the Greenbelt, adding life and activity to this community asset. Also, new residential development faces onto the Greenbelt, largely in the form of townhouses.

Other parks in and near the study area include

- Beaumont Riverfront Park;
- Mystic Cove Park;
- Heron Park; and

- Veterans Memorial Park and Willow Lane Athletic Complex, just across the river in Boise.

The city's adopted *Garden City Master Parks and Waterways Plan* contains goals for improving current parks, the Greenbelt, and access points from the neighborhood. The Master Parks Plan also recognizes that parks and open space can serve multiple purposes, such as supporting stormwater management and flood mitigation goals.

However, although the master plan and the city's Comprehensive Plan acknowledge the high growth that is likely, they do not seem to make a targeted attempt to provide enough park space to ensure that high-density neighborhoods are livable. The Trust for Public Land recommends a park space within a 10-minute walk of every home. High-density development in the Parkway neighborhood would benefit from nearby amenities such as dog parks, community gardens, and picnic areas.

Improvements to the Greenbelt in the Parkway Neighborhood

Rather than a trail, think of the Greenbelt as a linear park. Add more bump-outs and seating along the Greenbelt, as well as connections to amenities across the river. The addition of a pedestrian bridge across the Boise River between 44th and 45th streets could provide improved access to larger regional parks.

Garden City should continue to build access and add amenities that enhance the Greenbelt as a great asset. In certain areas, the width of the Greenbelt may be enlarged through development projects. Similarly, the city should continue to pursue beautification and the addition of trees on sidewalks in the study area and in the public realm. An opportunity also exists to create new connections to the Greenbelt from dead-end streets.

Create a Central Public Gathering Space

The study area currently lacks a central public gathering space. Given the rapidly growing population, the study area would benefit from the addition of a centrally located public space serving the new residential development.

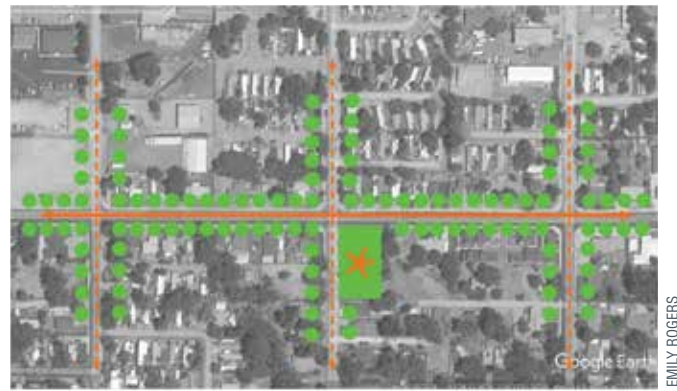
Acquiring a parcel along Adams Street could provide community space along a potential new neighborhood spine. Rather than being an extension of the Greenbelt, the look and feel of the park would be related to the neighborhood and the activities that take place there. This facility could be a location for special events and spontaneous public gatherings.

This space could serve a dual purpose as a central stormwater facility and ease requirements on individual developers to address stormwater on site. Acquisition and construction could be repaid on a pro rata share basis as development comes forward. Garden City should evaluate the location and size of this amenity based on the need to create a space that serves as both a shared stormwater facility and a public park.

Tools to Enhance Public Spaces

The panel recommends that Garden City enhance new and existing public spaces and accomplish the goals identified in the Master Parks Plan. Pocket parks that encourage people to linger and add life to neighborhood streets have particularly strong potential. Some of the following prospective tools could be used:

- Require a dedication by private development to increase the width of and improve the Greenbelt trail in locations where land becomes available for sale.



The study area currently lacks a central public gathering space. As envisioned in this illustration, acquiring a parcel along Adams Street could provide community space along a potential new neighborhood spine.

- Offer incentives to willing developers to provide pocket parks on private development sites.
- Provide more seating on the Greenbelt to encourage use and enjoyment of the river and “eddy moments” where users can pull off the main travel lanes.
- Consider a park impact fee or voluntary contribution (perhaps incentive based) through the development process to encourage the development community to directly support community parks. In addition to some larger cities, Rexburg and Idaho Falls are examples of cities with impact fees.

Several funding sources should be considered for implementation of public space improvements. Some of these follow:

- General obligation funds issued by the city;
- Park impact fees;
- Grants:
 - National Park Service—Rivers, Trails and Conservation Assistance Program;
 - Outdoor Recreation Legacy Partnership—Urban Parks Grant Program;
 - The Land and Water Conservation Fund through the U.S. Department of the Interior;
 - City Parks Alliance;
 - Trust for Public Land; and
 - Other, new federal sources for trails.

Consider creative uses for irrigation facilities, canals, and ditches where public access may be permitted.



Housing and Affordability

THE DEMOGRAPHICS OF GARDEN CITY—like much of the Treasure Valley—are changing. Garden City's development patterns reflect an increase in the number of higher-income people with no children and a decrease in the number of low-income people. The city has had a high share of the region's historic supply of affordable housing, particularly in the form of trailer homes. These naturally affordable units have for many years provided a home for individuals and families of modest means. The displacement of the residents of trailer park homes is a repercussion of new development projects. Currently, upon displacement, residents have no options for alternative housing.

Garden City is also facing a challenge faced by many other communities: the high cost of housing. The city's Comprehensive Plan recognizes that more needs to be done to address affordable housing needs in Garden City—but lacks the tools to preserve current affordable housing or to stimulate the production of new affordable units.

Housing in the study area is a mix of new projects under construction and housing stock in various conditions. Some new housing, such as Galena Equity Partners' Low-Income Housing Tax Credit (LIHTC) project and units built by the nonprofit developer NeighborWorks, is designed to be affordable and provides a much-needed lower rent option for qualifying residents.

The Future of Housing Affordability in Garden City

Garden City is proud of its efforts to eliminate substandard housing. However, eliminating it without other affordable alternatives is likely to be problematic in the future for everyone. Affordable housing is often one of the casualties of rapid regional growth. The current approach to housing affordability is not keeping up with demand, and the problem does not seem to be fully scoped or quantified.

The city should be proactive in creating a toolbox of options to encourage the development of housing units affordable to low- and middle-income households. The region is fortunate

to have a handful of nonprofit mission-based developers as well as for-profit developers that recognize the need and are willing to entertain a discussion about affordable housing.

Providing housing affordable to moderate-income households could attract younger professionals to the area. Preserving some of the industrial building stock through incentives or acquisition could provide housing and work spaces for artists, makers, and other creatives.

The central location of Garden City to access regionwide sites was cited as a benefit to workers in the trades, such as electricians and HVAC. This advantage may also provide a reason for workers to remain in the area if workforce housing were available. Health care workers and child care providers are other professions that could benefit from more below-market housing options.

Garden City has a unique opportunity to create a balance of housing types for residents of a variety of ages, income levels, and physical abilities, thus creating a vibrant and dynamic environment for all, as described in the city's planning documents.

Revive the Garden City Housing Commission

An "Action Step" in Garden City's Comprehensive Plan is the creation of a housing commission, designated to identify future needs for affordable housing, research and explore best practices from around the country, recommend policy direction to the City Council, and represent Garden City in regional affordable housing initiatives. Activities for the commission could include the following:

- Work with affordable housing advocates and providers to quantify the total impact of new development on affordable housing in the study area to assess the need for affordable housing.
- Investigate the potential to offer development incentives for affordable housing, either as a component of new development or through impact fees, relocation fees for residents displaced by redevelopment, or other allowable options.
- Encourage a mix of unit types to satisfy a wide range of housing needs from young households to seniors.
- Consider ordinance amendments, if necessary to allow ADUs or "tiny homes" and other affordable options.

- Create new relationships with the Boise Housing Authority, St. Alphonsus Regional Medical Center, St. Luke's Health Community Health, and other organizations to assist developers willing to preserve and/or develop affordable housing units.
- Identify potential sources of funding for affordable housing. For example, the Idaho Workforce Housing Development Fund provides grants to housing developers to help build units that could be rented at a more affordable rate for working-class residents. The fund is designed to supplement and fill gaps in financing for housing that is associated with the lowered rents, income, and investments stemming from targeting households qualified as "workforce" based on household income.
- Leverage expertise of the Boise City/Ada County Housing Authority and state agencies in implementing affordable housing programs and look to other cities in the region for best practices. The city of Boise provides access to information and resources related to affordable housing and has programs designed specifically to create new units and ease regulatory burdens on developers willing to provide affordable housing.
- Create incentive-based programs to encourage the production of housing types suitable for low- and moderate-income households. This could include density (or height) bonuses, streamlined permitting, or reductions in parking requirements associated with affordable housing. Boise's bonus program varies by zone category, but other implementation options are possible.
- Identify and serve housing needs for ADA-accessible and senior housing.

Increase Housing Stability for Current Mobile Home Residents

As increasing land values create conditions that could displace mobile home residents by making the land mobile homes occupy more valuable for development, Garden City should identify ways to assist these residents. In fact, providing assistance to individuals displaced by redevelopment has a precedent in Garden City. In 2006, local officials in Garden City provided \$90,000 in relocation assistance funds to residents displaced from the Coffey manufactured-home park.

TRANSFORMING A MOBILE HOME PARK INTO A NEW NEIGHBORHOOD

Red Oak Park is a significant affordable urban infill development in Boulder, Colorado, and winner of a [2012 ULI Global Award for Excellence](#). Located on the site of a midcentury mobile home park, 59 permanently affordable single-family, duplex, and triplex units replaced many deteriorated mobile homes. The design mimics the feel of the mobile home park, blends into the density of the surrounding neighborhoods (about 20 units per acre), meets Boulder's high design and energy efficiency standards, and is affordable to families earning 30 to 50 percent of the area median income. The project was

completed in summer 2011 using low-income housing and solar tax credits, as well as grants from the city and a private foundation.

Homes were leased to former site residents and qualifying families. The homes maximize energy efficiency with a multitude of green building strategies, and the homes generate energy with rooftop solar panels. Red Oak Park includes a community center with after-school and community-wide education opportunities.

Other options available to assist displaced residents are as follows:

- Adopt a comprehensive relocation ordinance to support mobile home residents in securing alternative housing and avoiding homelessness.
- Require advance notice, a relocation plan, and relocation assistance that covers the true cost of moving when a mobile home park closes.
- Assist residents to locate stable replacement housing.
- Find land or another park in good condition where residents could move together as a community.
- Increase opportunities for resident-owned communities, where mobile home residents can purchase the land.
- Build replacement housing using LIHTCs, and offer a right of return to mobile home residents.



Transportation and Parking

TRANSPORTATION AND PARKING ARE CRITICAL ELEMENTS serving the Parkway neighborhood in Garden City. With the potential for increased development opportunities, it will be important for the transportation and parking systems to address existing constraints within the neighborhood while developing a framework to serve future demands.

The Greenbelt is highly used as the mode of choice for many Garden City residents, as shown by the peak weekly bicycle volume on the Greenbelt of over 5,000 cyclists per week and over 10,000 pedestrians per week during the peak months between March and July. Improving options for multimodal transportation is critical. One ample resource for ideas: the Dutch Cycling Embassy, at <https://dutchcycling.nl>.

Garden City has taken advantage of active use of the Greenbelt and the local parks system to reinforce a local culture of biking and walking. The city should consider other significant bicycle and pedestrian facilities, amenities, and services. Entitlement and zoning changes for infill development can also facilitate access to the Greenbelt.

Roadway Network

The Parkway neighborhood is primarily served by Chinden Boulevard (principal arterial), Veterans Memorial Parkway (minor arterial), Adams Street (collector), and local roadways. Adams Street is an east–west collector that serves as the major spine through the neighborhood that allows for local circulation and access to businesses and residences.

Chinden Boulevard serves as the principal arterial roadway through the neighborhood; it is an ITD (Idaho Transportation Department) roadway serving about 38,000 vehicles per day. Veterans Memorial Parkway serves about 21,000 vehicles per day and provides a significant vehicular link between the study area and the city of Boise, with the Veterans Memorial

Bridge providing two lanes in each direction with a sidewalk on the east side of the roadway. Adams Street serves about 3,800 vehicles per day east of Veterans Memorial Parkway and 6,100 vehicles per day west of Veterans Memorial Parkway.

Adams Street west of Veterans Memorial Boulevard provides one travel lane in each direction with a center left-turn lane and sidewalks on both sides of the street. For most of Adams Street east of Veterans Memorial Boulevard, the cross section consists of one travel lane in each direction with one parking lane in each direction.

Osage Street, which is the only east–west street other than Adams Street that extends through most of the study area, is only about 18 to 20 feet wide and provides two-way circulation through the study area. It lacks sidewalks or bicycle facilities but gives direct access to properties along both of its sides.

Based on the existing layout of the street network, east–west vehicular connectivity and circulation routes are limited. The north–south blocks between Osage Street and Adams Street are typically 1,400 feet in length, which is not conducive to efficient around-the-block circulation, nor does it provide a pedestrian-friendly walking environment. General planning principles recommend typical block lengths in the range of 300 feet. A similar condition exists for the north–south blocks north of Adams Street where the block lengths range from 800 to 1,500 feet in length.

The north–south blocks that terminate at the Greenbelt provide connections to the trail. At a few locations, that treatment consists of a cul-de-sac for vehicles heading north

to the Greenbelt that allows them to turn around and head south. There are a few locations where this turn-around condition does not exist and vehicles heading north are required to perform three-point maneuvers to turn around.

Other existing vehicular traffic issues identified within the study area based on discussions with stakeholders include school district congestion, cut-through traffic along Adams Street, and congestion at the critical intersection of Veterans Memorial Parkway/Adams Street.

With future redevelopment of available parcels in the Parkway neighborhood, opportunities to address existing challenges in the study area and improve the roadway network are as follows:

Challenge: The lack of east–west connectivity through the north–south blocks in the study area.

Opportunity: As specific parcels in the study area are redeveloped, Garden City can strategically implement through-block east–west access easements. These access easements will improve the walkability for area residents and visitors. Where these are developed as shared streets, around-the-block vehicular circulation becomes vastly improved.

If east–west connections are located along east–west property lines, when a specific development is adjacent to one of the Street Master Plan connections, that development would be requested to voluntarily provide an easement (five-foot easement to provide only a pedestrian connection or a 10-foot easement to provide a vehicular connection). This request is comparable to the current practice of requesting developers to build new sidewalk in front of new redevelopments. The objective is to build out a network of east–west connections incrementally as more parcels in the neighborhood are redeveloped.

Challenge: A lack of a transportation framework to complement future redevelopment considerations.

Opportunity: Garden City should look to develop a Street Master Plan that identifies potential new east–west street and/or pedestrian easement sections to be considered when specific parcels in the study area are redeveloped. Easements would be applied to the property on the other side of the Street Master Plan connection when that parcel gets redeveloped.



There is a widespread lack of east–west connectivity through the north–south blocks in the study area.



Garden City could strategically acquire east–west access easements to create midblock alleys that would improve walkability and circulation in the study area.

Challenge: Locations near the Greenbelt where vehicles turn around is difficult because of a lack of space.

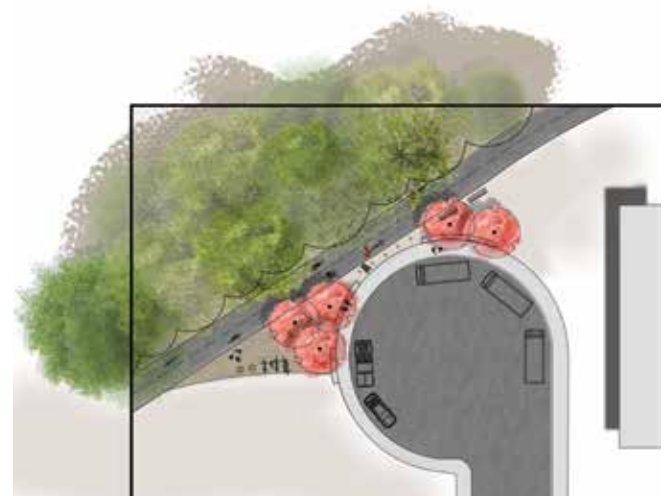
Opportunity: Create culs-de-sac or hammerhead-type areas to allow vehicles to turn around efficiently, in conjunction with the redevelopment of those specific parcels.

Challenge: Vehicular traffic issues around K–12 schools in the study area.

Opportunity: Prepare a Transportation Management Plan (TMP) for schools to identify best management practices with limited areas to accommodate school pickups and dropoffs. TMPs are effective tools that have been implemented in urban conditions with limited space.

Examples of elements in TMPs are carpooling, staff management, pickup technology tools, and schedule staggering. The TMP should be geared to address the specific population and school program, as well as specific site constraints. In addition to the preparation of a TMP, the city should implement applicable pedestrian improvements, such as crosswalks and slower speeds within the school zones.

TMPs are typically coordinated with nearby Safe Routes to Schools (SRTS) programs. SRTS programs encourage students to walk and bike to school to promote a healthy lifestyle and reduce traffic congestion. These programs also incorporate education, engineering, and enforcement strategies to facilitate children in walking and biking to school safely. Typical physical measures to be coordinated with the



Creating culs-de-sac at the end of streets that terminate at the Greenbelt would allow vehicles to turn around efficiently and could also offer public space to be shared among different users.

SRTS program for this approach include the installation of curb extensions and bulb-outs, high-visibility crosswalks, flashing school beacons, and raised crosswalks and raised intersections.

Pedestrian and Bicycle Network

The pedestrian and bicycle network serving the neighborhood is not consistent throughout the study area. For example, significant sections of sidewalk do not exist for most of the north-south numbered streets through the study area.

The primary bicycle circulation within the study area includes the Greenbelt, a bicycle and pedestrian path that runs parallel to the Boise River and consists of a paved multimodal pathway that provides access to the river while providing a terminus for several north-south local streets in the study area. The width of the Greenbelt through the study area ranges between 12 and 18 feet. In addition, the west side of Veterans Memorial Boulevard has shared bicycle facilities along it. There are two existing Boise River pedestrian and bicycle crossings, with the Veterans Memorial Bridge and the pedestrian and bicycle bridge near the eastern terminus of Adams Street.

The Greenbelt is highly used on a daily basis, with a mix of cyclists and pedestrians using the trail in both directions. As development in the study area draws more activity to the trail, both recreational and commuter users will cause overcrowding on the trail. It will be imperative to create alternative pathways for nonpedestrian traffic.

With increased activity in the Parkway neighborhood, it will be critical to maximize the existing biking and walking culture within Garden City and along the Greenbelt.



The Greenbelt is highly used on a daily basis, with a mix of cyclists and pedestrians on the trail traveling in both directions.



The panel does not recommend converting Osage Street to an exclusive east-west bicycle/pedestrian facility, given its narrow width, limited sight lines, and the presence of businesses that rely on the street for access.

Garden City has been effective in gradually building out the sidewalk network in the study area by requesting that developers build sidewalk sections in front of their redeveloped properties that currently do not exist. It is important for the city to continue this practice with continued infill developments to ensure that the sidewalk network becomes more connected and continuous.

Further opportunities to improve the Parkway neighborhood's pedestrian and bike network follow:

Challenge: Explore alternative routes to relieve the potential for overcrowding on the Greenbelt with recreational and commuting users of the trail. Osage Street is only about 18 to 20 feet wide and provides direct access to properties along both of its sides. The panel does not recommend converting Osage Street to an exclusive east-west bicycle/pedestrian facility, given its narrow width, limited sight lines because of buildings built to the edge of the street, and the presence of businesses that rely on access to Osage Street. Rather, the panel recommends Osage Street serve as a shared street.

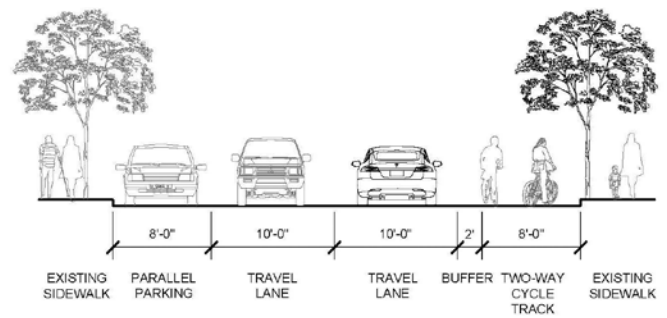
Opportunity: Adams Street has been identified as a potential east–west alternative through the Parkway neighborhood. This route can provide a separated parallel cycling route to the Greenbelt. In keeping with the guidelines established in the *Ada County Highway District Livable Streets Performance Measures*, several alternative cross sections have been developed for Adams Street that promote comfortable environments for bicyclists and pedestrians to use by redistributing the current cross section of Adams Street from primarily vehicular use to a mix of vehicular and bicyclist uses.

The proposed reconstruction of Adams Street to accommodate a planned sewer project provides an excellent opportunity to incorporate elements of one of these options to facilitate east–west bicycle circulation, especially for commuting bikers, given the more direct east–west path along Adams Street.

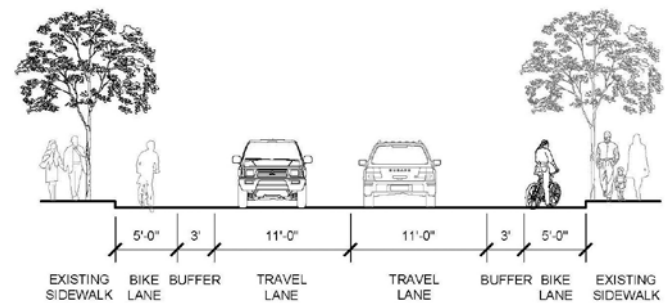
The cross section of Adams Street west of Veterans Memorial Boulevard consists of one travel lane in each direction and one reversible center turn lane, with an overall width of about 38 feet, curb to curb. The cross section of Adams Street east of 40th Street consists of one travel lane in each direction and one parking lane in each direction, with an overall width of approximately 38 feet, curb to curb. Using the existing street width as a baseline, several design options have been developed to incorporate a protected bicycle facility that provides flexibility to accommodate the specific needs of the neighborhood while maintaining the ability to accommodate future bus service in the event that it returns to Adams Street.

Challenge: Limited cross-river connections to the north and south of the Boise River.

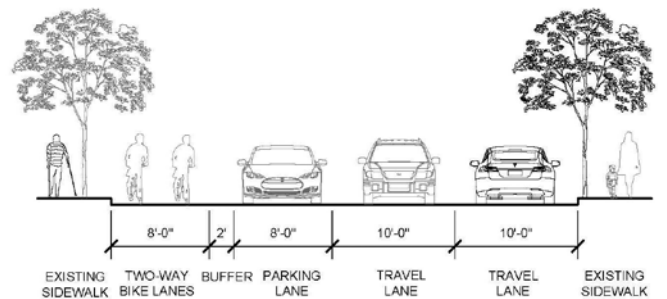
Opportunity: Create a new pedestrian/bicyclist crossing over the Boise River that connects the Greenbelt to Willow Lane Park in the city of Boise. This potential crossing would provide great investment and redevelopment opportunities for Garden City by aligning an active use on the north side of the river in Willow Lane Park with the industrial parcels in Garden City. Garden City should continue discussions with the city of Boise to develop this crossing that would benefit users on both sides of the Boise River.



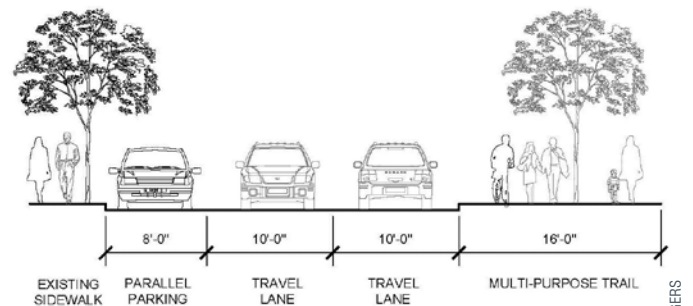
ADAMS STREET - OPTION ONE



ADAMS STREET - OPTION TWO



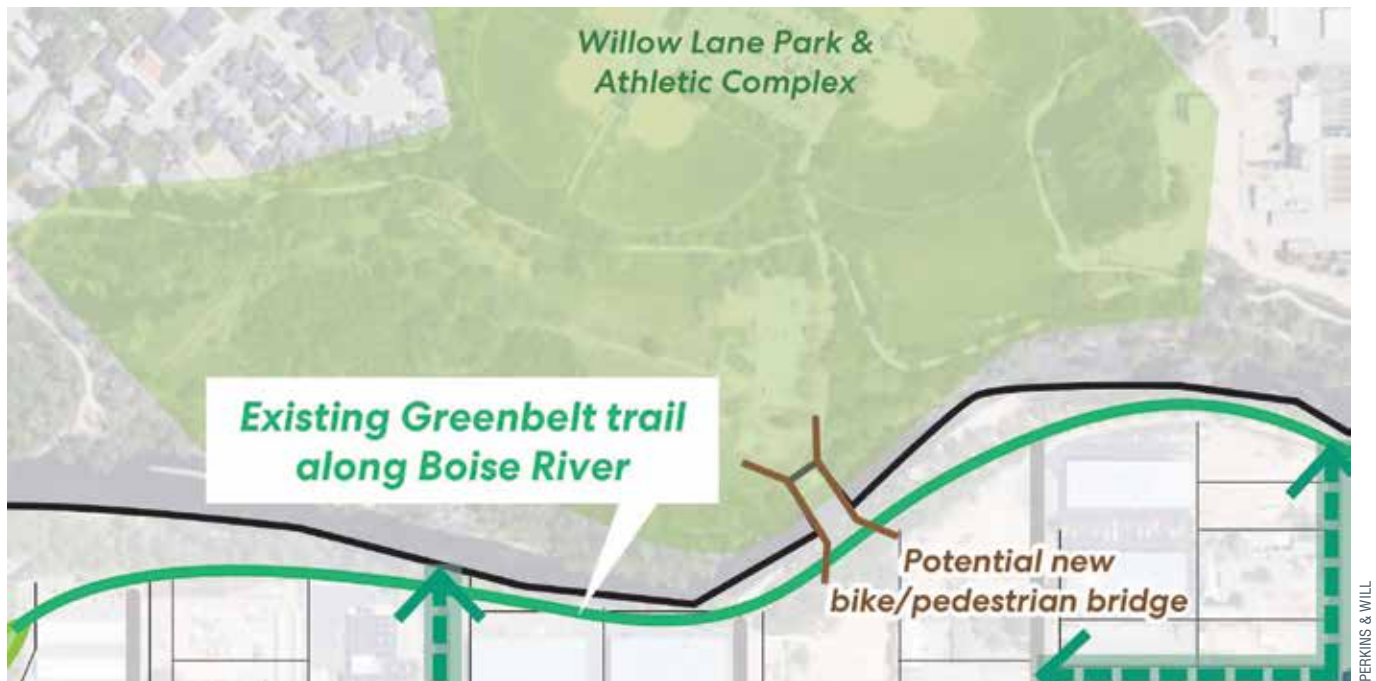
ADAMS STREET - OPTION THREE



ADAMS STREET - OPTION FOUR

EMILY ROGERS

Alternatives for the reconfiguration of Adams Street to be a more complete street serving multiple modes.



A crossing that connects the Greenbelt to Willow Lane Park would add capacity to cross the Boise River about one-third of a mile west of Veterans Memorial Boulevard.

Transit Network

The transportation demand generated by more businesses and residents in Garden City will require the city to consider increasing its ability to make its neighborhoods more walkable and bikeable and to introduce transit as an additional mode to meet this demand. The opportunity to fund transit represents an opportunity to accommodate additional growth in the residential and commercial tax base of the city.

Existing transit serving the study area is provided by Valley Regional Transit (VRT), with bus service currently available on only Chinden Boulevard. Adams Street transit service was discontinued for lack of funding matching contributions by Garden City.

Challenge: Transit options in the study are limited to the busy traffic on Chinden Boulevard.

Opportunity: Revive bus service on Adams Street, with collaboration between Garden City and Valley Regional Transit. The current *ValleyConnect 2.0 Plan* prepared by VRT identifies Adams Street as a potential future bus corridor. As part of this plan, VRT is exploring the potential of microtransit options to make it easier for travelers to plan trips across all VRT services.

One option could be a public/private partnership to create a micro-circulator “arts and culture” bus. Microtransit is technology-enabled shared transportation such as scooters and bicycles that can support routes that are nimble and based on rider demand. Microtransit can fill the gap between traditional fixed-route transit and ride-hailing technology.

Partners to grow transportation choices may include Ada County Highway District, VRT, and other transportation agencies. These organizations can also assist Garden City in applying for grants for transportation improvements from sources such as COMPASS Metropolitan Planning Organization, the city of Boise, and Boise State University.

Parking

Similar to many jurisdictions throughout the country, the discussion of appropriate parking supply starts with the context surrounding a prospective development site. It is reasonable to expect different parking demands in different parts of Garden City.

Challenge: The lack of consistent regular transit service within the Parkway neighborhood demonstrates that transit-oriented development within Garden City is not currently feasible. Parking for motor vehicles is a critical element in developing new projects, requiring balancing potential

demand from residents, workers, and customers with an appropriate supply that makes financial sense.

The current Garden City zoning regulations require that one-bedroom multifamily units provide one space per unit plus 0.5 spaces for visitor parking for that unit. For smaller developments, the requirement can more easily be accommodated.

However, for larger developments, the requirement becomes onerous for the developer to provide additional parking for visitor parking demands that may not be regularly realized. This issue will create a barrier for the development community that may be difficult to address, given the financial and spatial constraints associated with providing more on-site parking.

Opportunity: For multifamily developments located within a quarter-mile of the Greenbelt, Garden City should consider modifying parking requirements to one space per multifamily unit and removing the requirement for an additional 0.5 parking spaces per visitor. All the parcels located between the Greenbelt and Adams Street within Garden City could qualify for this multifamily parking reduction.

A reduced parking requirement in Garden City's zoning would incentivize developers to focus on redeveloping Greenbelt-adjacent areas. This zoning change could be accomplished through an amendment to the code, or possibly more quickly by establishing a special Greenbelt overlay zone. As more residents are attracted to this area, essential services and retail opportunities that are bikeable and walkable are likely to follow, creating a successful environment of live/work/play neighborhoods.

To accompany this parking strategy, Garden City should consider preparing shared parking and public parking feasibility studies for the area around the Greenbelt. These studies can help with determining whether existing off-street parking facilities can help support parking demand and help evaluate the cost/benefits of a municipal parking facility.

Although transit-oriented development is not practical, *trail-oriented development* is very apt—and can prompt a similar potential for reduced motor vehicle parking. The city should consider reducing motor vehicle parking standards accordingly. Given that the current Garden City zoning code identifies requirements for bicycle parking, it is reasonable for the city to consider that motor vehicle parking requirements be based on proximity to the Greenbelt.



Placemaking

PLACEMAKING IS A COLLABORATIVE PROCESS to shape the public realm, focusing on the physical, cultural, and social identities of a community. It strengthens the connection between people and the places they share. As various large-scale elements planned for the study area fall into place—such as new housing, parks, and connectivity—it becomes important to develop details such as branding, themes, and activation that contribute to the livability of the whole.

Branding and Identity

Garden City would benefit from a new and improved image, particularly for the growing Parkway neighborhood. The panel heard of derogatory terms that have historically been applied to Garden City, fostering negative images in the minds of observers and potential supporters.

The Garden City Visitors Bureau has used the identity “Selfie City.” Other ideas might include such names as River’s Edge, Whitewater, Winery Row, or Waterview. There is no limit, except the limit imposed by the imagination!

Developers could help fund a professional branding/identity package for the neighborhood. This work should include stakeholders giving feedback on potential ideas to see what resonates.

Components of a new identity include a new keyword name for the area or district, signage, and use of the new name in marketing materials. Wayfinding signage throughout the district can reflect the new identity, as well as in specific materials such as building facades, sidewalks, lighting, and street furniture.

Themes

Activities to enhance the neighborhood's reputation should center on one or two themes that can function as focal points for people's memory of the area. Businesses and individuals can magnify support around one or two of these aspects of the neighborhood. Some potential themes may include the following:

- **Wineries/breweries:** Highlight businesses in the neighborhood and nearby, as well as events with food trucks and breweries.
- **Arts and culture:** The presence of arts groups gives a positive image for Garden City. The "Taste, Create, Play" initiative has several sites within the study area and colorful signage indicating these locations. While not immediately in the study area, several organizations are creating an arts focus for Garden City that could be encouraged to grow westward.
- **Riverfront recreation:** Whitewater, fly fishing, kayaking, walking, and biking could all be available.
- **Entertainment:** Pursue music, performances, and movie nights along the riverfront corridor.
- **Health and walkability:** Exploit bicycle and pedestrian trails.
- **Gardens:** Embrace the region's landscape history—from natural riparian ecology to Chinese gardeners—that helped give the city its name.

Activation

This new and exciting district will need to be able to support retail and restaurants and provide entertainment in specific nodes. Activation is a component of placemaking that provides activities for visitors, residents, and employees. These activities range from relatively small-scale events such as a farmers market for local products, to a larger festival with food, beverages, and music.

Other activities could include an arts tour that highlights the area's galleries, studios, public art, sculptures, and murals. Surel's Place has a well-defined identity and serves as a tourist attraction. The nearby Visual Arts Collective, Audio Lab, and artists' studios are all positive factors in creating a distinct node of arts-related activities.

Building on the Riverside Hotel's regular musical offerings, entertainment is another popular activity that can grow in Garden City through music at local eateries and public concerts. This supports local musicians and helps attract tourism.

Additional activation ideas for Garden City could include the following:

- Run a history tour.
- Provide children's games and splashpads.
- Encourage waterfront sports.
- Install piers/viewing platforms from Greenbelt to river.
- Program happy hours, festivals, yoga in the park, etc.
- Support pop-up food and retail operations.
- Build parklets with benches, outdoor games, flowers.
- Fund public art. The Garden City Placemaking Fund can also assist in matching artists with needs for murals or other works of art in the public realm.



Implementation

IF ONE BEGINS THE CONVERSATION with “How do we pay for improvements?,” the conversation stops. Instead, if one begins the conversation about the vision for Garden City’s future—and empowers people to be entrepreneurial and build great partnerships—dreams become reality.

Implementation of the panel’s recommendations requires two things: people and partnerships. Expanding the capacity of Garden City’s Planning Department is an important first step. Next, develop partnerships and relationships with like-minded allies in the community who share the vision for Garden City’s future.

Strengthen the Planning Department and Add Staff

In addition to elected officials, the Planning Department should be the “Keepers of the Future.” The day-to-day zoning and permitting happens in this department. It is also where the vision for the community is realized.

With the recent federal Infrastructure Bill and Inflation Reduction Act, significant dollars are available to support

Garden City’s aspirations. However, the Planning Department is not staffed to capacity for current activities. It is even less well staffed to position Garden City to take advantage of the growing investment interest.

The panel recommends the following:

- Add two positions to the Planning Department as staff and/or as contractors. These two positions are an investment in the city’s future, critical to its ability to grow in an exciting way.
- One of these staff members will work on the question: What does Garden City want to be? They will help articulate an exciting vision of the community and create it by engaging with the citizens, developers, and many others who care about the future of Garden City.

- The second position will focus on funding, grant writing, and partnerships with other agencies to finance the future.
- Review the permitting process to reduce time and paperwork and make it more efficient.
- Establish the use of impact fees—and the capacity to waive them to incentivize public benefits.

Recruit Partners

Garden City is not alone in its efforts to implement these recommendations. Numerous potential partner organizations exist in the region. Establishing a new stakeholder alliance, composed of volunteers, sponsors, and enthusiasts also offers an important opportunity to work for the future of Garden City.

Collaborate with Regional Organizations

Health care partners: Two nonprofit hospital corporations active in the Boise area have ongoing programs to support youth, promote healthy living, and support housing stability.

St. Luke's Health System, the largest private employer in Idaho, is locally based and has a particular focus on pediatric care. It is especially interested in supporting a more walkable and bikeable community to improve health outcomes for residents. Another area of interest is better sidewalks and streetlighting.

St. Luke's offers its annual Community Health Improvement Fund Grants in the region. Priority funding categories include housing stability, services for families experiencing adversity, and accessible modes of transportation. In Garden City, St. Luke's has assisted the Genesis Clinic. Other grant recipients have included the Boys and Girls Clubs of Ada County, the Boise Trail System, the Valley Regional Transit system, and Safe Routes to School. For larger projects outside the grant program, St. Luke's has supported connectivity in a multi-use trail and the Boise Housing First initiative. It has also used the strength of its balance sheet to provide low-interest loans.

St. Alphonsus Regional Medical Center, part of the Trinity Health network, conducts a Community Health Needs Assessment every three years. Recent significant health needs identified include affordable and mixed-income housing development and availability, homelessness prevention and mitigation, and costs of living for residents—such as housing, transportation, food, and child care.

St. Alphonsus advocates for walkable/bikeable communities and has partnered with the Boys and Girls Clubs, Future School, and Vineyard Boise church. In the case of affordable housing, St. Alphonsus works with mission-focused developers and can help fund the housing project, particularly if something besides housing is included, such as a child care center or telehealth capability. St. Alphonsus has expressed interest in helping create mixed-income neighborhoods and seeks partnerships with developers.

River's edge: The Greenbelt and improvements to the Boise River have led to several organizations seeking involvement in continued improvements in parks, shoreline treatments, and other activities.

- One group is working to set up a nonprofit for the maintenance of the Greenbelt.
- Volunteers have been removing invasive species from the river's edge.
- Developers are proposing wooden piers or decks to help pedestrians walk from the Greenbelt to the water's edge in areas where the two are not adjacent.
- Bicycle organizations, such as Boise Bicycle Project, will help set up new bicycle trails or connections to existing trails.
- Artists can create new public art for areas adjacent to the river's edge or paint murals on warehouse walls until these areas redevelop.
- Adjacent property owners can adopt a section of riverbank, as the Riverfront Hotel has done.

Economic development: The Boise River's edge can also be a significant asset that can be promoted by Boise Valley Economic Partnership (BVEP), Garden City Chamber of Commerce, and the Garden City Visitors Bureau to attract companies, employees, and tourists to the area. Larger employers can be helpful by sponsoring events or placemaking elements, working as part of coalitions to improve specific parts of town, and encouraging their employees to live in Garden City.

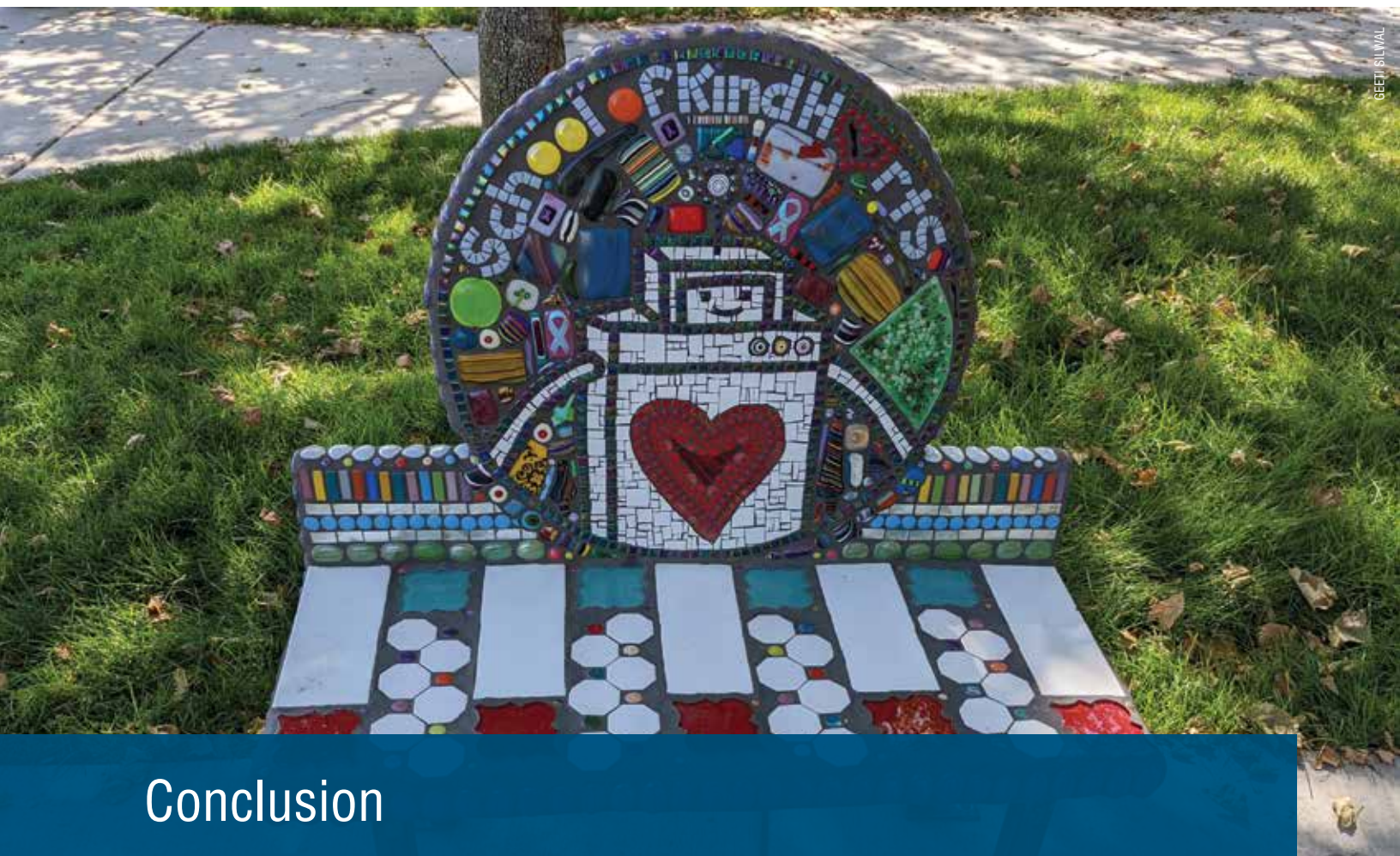
- BVEP seeks to attract employers and promotes the region to companies to either relocate or open a branch office. It knows the regional employment trends and what attracts employers and can advise Garden City on specific economic development initiatives.

- The Chamber of Commerce can advocate for legislative changes that help local businesses remain and prosper.
- The Visitors Bureau attracts visitors who will spend money in the community and thus provide customers for Garden City wineries, breweries, recreation providers, hotels, and restaurants.

Create a Stakeholder Alliance

Many communities have opted to create business improvement districts to focus on safety, placemaking, connectivity, the arts, and redevelopment. Often these districts require taxing property owners, which may not be a good approach in Garden City.

Instead, Garden City should consider and encourage the formation of a volunteer organization specifically for the Parkway neighborhood composed of member companies and individuals, who would carry out a range of activities. Operational funding can be raised from membership dues and sponsorships. Members can include developers and large businesses in the area, both of which are important to support the organization; and smaller but enthusiastic players such as restaurants, hotels, artists, nonprofits, and individuals.



Conclusion

THE FUTURE STARTS WITH A STRATEGIC VISION for Garden City. This is not zoning, or even a comprehensive plan: those are tools to shape the future. This vision must be intentional, aspirational, and market driven, as well as speak to all residents and demand quality.

The vision needs to reflect the changing nature of Garden City's housing market, its employment market, and the opportunities these changes provide to transform local land uses—such as parks, schools, and housing. A strategic vision is what *you* want for *your* community.

Every place is changing, some more than others. Technology, demographics, lifestyle choices, globalization, and weather are relentless forces redefining our lives. The impact on communities, big and small, is equally relentless. How communities decide to respond to the changes will determine their future.

The challenge for communities is to govern for today—to provide the day-to-day services that maintain the livability of community. Services such as public safety, public works, parks and playgrounds, the permitting processes, and so on,

need to be delivered consistently, efficiently, and in a cost-effective manner.

But that is not enough: communities also need to govern for tomorrow, to invest in the community's future growth and livability. Balancing those choices is the challenge. Before your eyes, you are watching a new Garden City emerge. Particularly, Garden City's history of industrial warehouses provide an opportunity to attract a new generation of makers in the tech-driven economy of Greater Boise and accelerate the growing population of artists locating in the community. It is a tremendous opportunity to build on these successes.

Whether you are the chief executive officer of Micron or the owner of a local pizza shop, without a business plan—without a strategic vision to set a road map to the future—you will likely fail. A city is no different.

The panel heard about big dreams from stakeholders during a day full of interviews. The panel has offered recommendations on how to improve the mobility, the housing, the employment opportunities, and the public space in Garden City. But without a plan for implementation and funding, these will remain just dreams.

Garden City needs to invest in its future. It is essential to discard the tendency for inertia and dysfunction in policy direction. Local leaders must change from reactive to

proactive behaviors to truly take advantage of the city's momentum.

- First, know what you want: Create your strategic vision!
- Second, form partnerships with public agencies, private companies, nonprofits, and anyone else who shares your dreams and vision.

Garden City is at a moment in time. You have a choice, but it is not about money or development. It is about whether you want to define your future. To continue what you are doing—or to reach for the future: that is Garden City's choice.

About the Panel

Christopher Kurz

Panel Chair
Baltimore, Maryland

Linden Associates Inc. is a Mid-Atlantic-based real estate company that specializes in the development, acquisition, management, and financing of commercial properties from Philadelphia, Pennsylvania, to Raleigh, North Carolina. Kurz, president of Linden Associates, has over 50 years of commercial real estate experience. After graduating from the Wharton School MBA program in 1971, Kurz worked for the Rouse Company. Since 1986, he has been on his own and has developed over 1.3 million square feet of office, retail, and industrial property in the Washington/Baltimore market. During his career, he has developed or acquired over 3 million square feet of commercial real estate and has arranged financing of about \$750 million, of which \$150 million involved properties in which he held a significant equity position.

Between his tenure at Rouse and starting his development company in 1986, Kurz worked for a bank, mortgage banker, and investment banking firm specializing in real estate. As a principal in the real estate affiliate of Alex. Brown & Sons (now Deutsche Banc), he represented public pension fund clients in the financing and acquisition of commercial real estate throughout the United States. He was also responsible for the firm's marketing program to pension funds. As the Baltimore regional manager for H.G. Smithy Co., Kurz represented the real estate departments of Travelers, Manulife, and other insurance companies in the Baltimore and Washington markets. He was hired from Rouse by a regional bank in the mid-1970s to work out a portfolio of troubled assets.

In 1989 Kurz started and was the founding chairman of the board of Columbia Bancorp and the Columbia Bank. During his tenure the bank became profitable and went public.

Erwin N. Andres

Washington, D.C.

Andres's diverse experience bridges the disciplines of civil engineering design, urban transportation planning, traffic

engineering, land development, environmental analysis, and transportation systems design. He has directed transportation impact studies, traffic circulation and transit studies, parking studies, and multimodal studies for master plans, business districts, and new real estate development projects of all types and sizes.

Andres has evaluated alternative public transportation modal options and has performed traffic impact assessments for residential, office, shopping and convention centers, and institutional complexes. He has been responsible for the transportation and parking components for academic, government, and corporate campuses. He has advocated on behalf of his clients to implement the best access and circulation systems that meet the requirements of the local jurisdictions.

Andres is a board member and past president of the local chapter of Lambda Alpha International, a land economics honor society. He has taught transportation planning seminars for the Master's Program in Real Estate at both Georgetown University and the University of Maryland and has been involved in mentoring undergraduates at the George Mason University School of Business. He has participated in several ULI panels that include the Advisory Services panel in Irvington, Indiana, and technical assistance panels for North Capitol Main Street and for the Reimagining of Friendship Heights in Washington, D.C.

Agnès Artemel

Alexandria, Virginia

Artemel is president of Artemel & Associates Inc., a woman-owned firm founded in 1995 and SWaM (Small, Women and Minority business) certified in Virginia. The firm's projects encompass market and feasibility studies for land development projects, public outreach and education regarding the interrelationships of transportation and land use, placemaking strategies, and management of economic development and nonprofit organizations. She has led project analysis and development in the housing, office, hotel, retail, museum, and industrial sectors at locations throughout the United States. Revitalization of aging commercial corridors is one of her special areas of interest.

For the private sector, Artemel has analyzed land carrying capacity, the zoning and regulatory environment, community attitudes, and market potential of proposed new projects; and assisted with processing real estate development projects through municipal approvals. She has extensive experience in community relations and with building grassroots support for new projects. For the public sector, Artemel creates economic development strategies and assesses market support for alternative comprehensive plan proposals.

She was the founding executive director of the Eisenhower Avenue Public Private Partnership and is currently president of the Old Town North Alliance. She was a member of Alexandria's Board of Zoning Appeals. Artemel was also a director of the Alexandria Industrial Development Authority and currently serves on Alexandria's Waterfront Commission. She was an appointee to the Technical Advisory Committee of the Northern Virginia Transportation Authority and is a member of the Implementation Work Group for Alexandria's Eisenhower West Small Area Plan. She has been a guest lecturer in the graduate programs at Catholic University and Virginia Tech and a speaker at conferences. She has served as a panelist on several ULI technical advisory panels at both the national and local levels, has assisted ULI Washington with its annual Trends Conference and Regional Leadership Institute, and is a member of the Placemaking Product Council. Artemel holds a master's degree in urban and regional planning from the George Washington University.

Alexandra Elias

Moline, Illinois

Elias, AICP, is the president and chief executive officer of Renew Moline, a nonprofit corporation that works closely with the city of Moline to facilitate redevelopment of its downtown. She has a 25-year career working in and around government and has held positions in local, state, and federal agencies.

During almost nine years at the city of San Diego's redevelopment agency, the Centre City Development Corporation (CCDC), Elias was CCDC's project manager for the North Embarcadero Visionary Plan, a \$280 million waterfront improvement plan, and she managed a comprehensive update of the Downtown Community Plan. She later worked for the Navy's Southwest Region for seven years, managing real estate contracts and executing land conservation agreements in Nevada and California with entities such as The Nature Conservancy and the Trust for Public Land. During her time at Renew Moline,

she successfully completed a *Public Art & Placemaking Plan* that was adopted by the Moline City Council; and has led the visioning of downtown Moline's I-74 Redevelopment Zone, a 25-acre area resulting from the construction of a \$1.2 billion interstate bridge over the Mississippi River.

Elias has an undergraduate degree in political science and French literature from the University of Iowa. She also holds an MS in city and regional planning from the University of North Carolina at Chapel Hill.

She has received several awards, including the San Diego Chapter of the American Institute of Architects Community Design award in 1999, U.S. Fish & Wildlife Service Realty Division's National Land Conservation Award in 2011, and the Rock Island (Illinois) Preservation Society's 2015 award for a house restoration in the National Register Historic Broadway District.

Tom Murphy

Pittsburgh, Pennsylvania/Washington, D.C.

Murphy, ULI Canizaro/Klingbeil Families Chair for Urban Development, has been a senior resident fellow at the Urban Land Institute since 2006.

A former mayor of Pittsburgh, his extensive experience in urban revitalization—what drives investment, what ensures long-lasting commitment—has been a key addition to the senior resident fellows' areas of expertise. Murphy also serves on the Advisory Board of ULI's Rose Center for Public Leadership in Land Use.

Murphy is coauthor of the 2022 ULI publication *Legacy Cities: From Rust to Revitalization*. In 2011, he wrote *Building on Innovation*, a ULI report discussing the economic impact universities and hospitals have on local economies and providing detailed strategies to shape a successful 21st-century city based on a private/public/university partnership.

Since joining ULI, Murphy has served on many Advisory Services panels, including panels in Moscow and Hong Kong, as well as Baltimore, Chicago, and other U.S. cities. In addition, Murphy served as ULI's Gulf Coast liaison, helping coordinate with the leadership of New Orleans and the public the rebuilding recommendations made by a ULI Advisory Services panel held shortly after Hurricane Katrina. He also worked on rebuilding strategies with leaders in the Gulf Coast areas of Mississippi and Alabama in the wake of Katrina. Murphy has

represented ULI in a number of cities, from Baton Rouge to Baltimore, helping them shape a revitalization strategy. He is a frequent speaker at ULI gatherings and other events.

Before joining ULI, Murphy served three terms as mayor of Pittsburgh, from January 1994 through December 2005. During that time, he initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in the city. Murphy led efforts to secure and oversee \$1 billion in funding for the development of two professional sports facilities, and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties into new commercial, residential, retail, and public uses, and he oversaw the development of more than 25 miles of new riverfront trails and parks.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania House of Representatives. He focused his legislative activities on changing western Pennsylvania's economy from industrial to entrepreneurial, and wrote legislation requiring state pension funds to invest in venture capital firms. In addition, he wrote legislation to create the Ben Franklin Technology Partnership, now over 25 years old, which is dedicated to advancing Pennsylvania's focus on early-stage startup businesses and the commercialization of cutting-edge technologies.

Murphy served in the Peace Corps in Paraguay from 1970 to 1972. He is a 1993 graduate of the New Mayors Program offered by Harvard University's Kennedy School. He holds an MS in urban studies from Hunter College and a BS in biology and chemistry from John Carroll University.

He is an honorary member of the American Society of Landscape Architects; a board member of Harmony Development Inc. of New Orleans; president of the board of the Wild Waterways Conservancy of Pennsylvania; and a board member of Mountain Lake Inc. of Virginia.

Emily Rogers

Albuquerque, New Mexico

Rogers's experience as a landscape architect spans project phases from concept through construction on public, institutional, and residential projects. She draws on her background in environmental science to create unique places that intertwine the pragmatic, the natural, and the beautiful.

Her professional skills include site analysis, site design, grading, planting design, and material specification. She is a member of the American Society of Landscape Architects and is a Licensed Landscape Architect in Maryland. Rogers completed undergraduate work at Oberlin College and holds a Master of Landscape Architecture from the University of Virginia. She currently practices and resides in Albuquerque, New Mexico.

Geeti Silwal

San Francisco, California

Silwal is the urban design principal at Perkins&Will's San Francisco office. As the head of the West Coast Urban Design practice, she brings vision and design leadership that establishes the foundation of transformative changes for livable and sustainable environments in cities. She strongly believes that urban designers hold the responsibility to inspire integrated, multipurpose design solutions of innovation and beauty that create healthy and inclusive cities.

Building and revitalizing communities, she lays deep emphasis on placemaking, regenerative design, equitable accessibility, and social justice. Her experience covers a vast breadth of scales, including regional transit-focused planning, downtown revitalization, waterfront redevelopments, urban mixed-use infill projects, research/innovation district planning, and public realm enhancement along heavily challenged infrastructure corridors.

Working with cities, institutions, and private developers, Silwal includes visioning and planning successful innovation ecosystems in her work. The primary focus is the interrelatedness of economic, cultural, and physical dimensions that combine to deliver a complete community and instill an authentic and lasting sense of place. She has led planning efforts for life sciences communities of innovation, including the University of Utah Research Park Strategic Vision Plan, San Carlos East Innovation District, Los Angeles Biomed/Tech Focus Area Study, and San Diego State University Innovation District visioning session.

Silwal is currently leading multiple projects in the cities of San José, Santa Clara, Portland, Austin, and Salt Lake City that leverage transportation investment to deliver high-density, mixed-use, vibrant, equitable communities around transit stations. Prioritizing low-carbon modes of travel in these transportation projects, to connect people

and communities seamlessly is important to deliver on the aspiration of an equitable city. She believes designing cities around the fundamental organizing principle of “people first” delivers a more humane, inclusive, socially connected, and healthy city.

She is also deliberate in her design approach to reveal the unrealized potential of nature and natural processes. This lies at the core of her push to deliver regenerative solutions that address climate change issues of water scarcity, food security, and social equity. Her research on the Resource Infinity Loop discusses a solution for a closed-loop water and nutrient infrastructure within our cities. She believes that the pursuit of carbon neutrality is, at its heart, a clarion call for a culture change—one that heeds our delicate relationship with nature and gives back to the environment more than it takes.

Silwal holds a master of urban design degree from University of California, Berkeley. She is a board member of 501(c)(3) AREA Research, a member of ULI San Francisco’s Diversity Equity and Inclusion Committee, a member of ULI’s Public Development and Infrastructure Product Council, and a jury member of the ULI Hines International Design Competition 2022 (and was a jury member in 2021). She is also currently teaching the 2022 spring semester design studio for the Master of Urban Design at University of California, Berkeley, with a focus on “Rethinking Declining Shopping Malls to Initiate New Paradigms for the Built Environment.”



Urban Land Institute
2001 L Street, NW
Suite 200
Washington, DC 20036-4948
uli.org