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APR 04 2018
DEPARTMENT OF
WATER RESOURCES

BEFORE THE IDAHO DEPARTMENT OF WATER RESOURCES

IN THE MATTER OF INTEGRATED MUNICIPAL APPLICATION PACKAGE ("IMAP") OF SUEZ WATER IDAHO INC., BEING A COLLECTION OF INDIVIDUAL APPLICATIONS FOR TRANSFERS OF WATER RIGHTS AND APPLICATIONS FOR AMENDMENT OF PERMITS.	**SEVENTH AFFIDAVIT OF JACK W. RELF (GARDEN CITY COMP PLAN)**

State of Idaho)
) ss.
County of Ada)

JACK W. RELF, being first duly sworn upon oath, deposes and states:

1. I am an associate attorney with the above-captioned firm, Givens Pursley LLP. I am one of the attorneys representing SUEZ Water Idaho Inc. in the above-entitled action and am duly licensed to practice law in the state of Idaho.

2. I make this affidavit based upon my personal knowledge of the facts set forth in this affidavit and to the best of my information and belief.

3. A true and accurate copy of the Garden City Comprehensive Plan (adopted July 24, 2006), as obtained from the Garden City official website,[1] is attached hereto as Exhibit A.

4. This document is also available at http://www.gardencityidaho.org/vertical/sites/%7BA16794C5-94AE-4C54-B8E9-ADC537012C3F%7D/uploads/%7B027E60FD-E457-4267-9D28-A4325DF4FB91%7D.PDF.

[1] http://www.gardencityidaho.org/index.asp?SEC=7B818D86-77BA-490C-AEE5-FB3A25DA14FD&Type=B_BASIC

DATED this 4th day of April, 2018.

GIVENS PURSLEY LLP

By _____
Jack W. Relf

Subscribed and sworn to before me this 4th day April, 2018.

Lisa A. Hughes
Notary Public for Idaho
Residing at: Boise Idaho
My Commission Expires: 3.22.2019

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that on this 4th day of April, 2018, the foregoing was filed, served, and copied as shown below. Service by email is authorized by the Hearing Officer's Order of September 11, 2017 at page 3. Due to the size of the exhibit, a courtesy copy of the foregoing without the exhibit attached was emailed to all parties noted below, and a physical copy of the same with the exhibit has been placed on a disk and mailed as indicated below.

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Jack W. Relf

Exhibit A **GARDEN CITY COMPREHENSIVE PLAN**

Garden City Comprehensive Plan

Adopted July 24, 2006

Garden City
6015 Glenwood Street
Garden City, ID 83714
www.gardencityidaho.org

Garden City

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Table of Contents

Vision Statement……..4

Introduction……..5
- Executive Summary
- Plan Preparation
- Plan Organization

Goals, Objectives and Action Steps……..6
- Nurture the City
- Improve the City Image
- Create a Heart for the City
- Emphasize the Garden in Garden City
- Focus on the River
- Diversity in Housing
- Connect the City
- Maintain a Safe City
- Develop a Sustainable City
- Plan for the Future
- Serve the City

Implementation Work Program……..22
- Success Factors for Implementation
- Implementation Work Program

Land Use Map……..35

Background Information……39
- Historical Perspective
- The Natural Environment
- The Built Environment
- Demographics
- Housing
- Economics
- Transportation
- Community Services, Facilities and Utilities

Appendices ……on CD
- Appendix A References
- Appendix B Glossary and Acronyms
- Appendix C Exhibits
- Appendix D Public Involvement

Vision Statement

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, and serves its residents and businesses with quality public facilities and services.

Introduction

Executive Summary:

The 2006 *Garden City Comprehensive Plan* has been prepared as Garden City embarks on a new era. A community that has continually transformed itself, Garden City is creating a new vision for the future. Building upon the city's location, natural setting and social and economic resources, this Comprehensive Plan sets a framework for: (1) maintaining community assets, while (2) improving the city's appearance, and (3) providing more community amenities and development potential. A new city hall and library have set the tone for creating an identity. Potential re-development of the Expo Idaho Center provides an opportunity to create a heart for the city. The Boise River, with its phenomenal natural features, has been rediscovered as a place to live near and recreate.

Plan Preparation:

In August 2005, the city asked community and business members to help create the Comprehensive Plan. Twenty people were selected by the mayor and City Council to serve on the Comprehensive Plan Steering Committee. Working with the city staff and a consultant team, the Steering Committee:

- Refined the consultant's scope of work.
- Advised on broader community involvement.
- Confirmed community vision.
- Helped define issues and strategies.
- Shared ideas and perspectives.
- Reviewed the plan document.
- Recommended strategies for implementation.

The Steering Committee met twelve times during seven months. All meetings were open to the public. A "Forum on the Future" was held in January 2006 with 135 people attending. At a follow-up workshop in May, the Steering Committee shared with the community its major findings and proposed goals, objectives and action steps for implementation. (A copy of the agenda and meeting notes from all Steering Committee meetings is included in the appendices). Public hearings before the Planning and Zoning Commission and City Council occurred during the summer of 2006.

Plan Organization:

The Garden City Comprehensive Plan consists of this document, the Land Use Map, and a CD containing resources; glossary of terms; exhibits; and records of the public involvement including the forums and Steering Committee meetings.

Goals, Objectives and Action Steps

Goal 1. Nurture the City

1.1 Objective: Promote city events, seasonal holidays and celebrations.

Action Steps:

1.1.1 **Support community events** that bring people together including neighborhood cleanups, celebrations of the city's history, seasonal holidays, tree decorating, sporting events, art shows, and other significant city events.

1.1.2 Broadly **publicize community events** in print and broadcast media, city website, and notices in public places.

1.2 Objective: Solicit citizen involvement in finding solutions to issues.

Action Steps:

1.2.1 Amend the Land Use Code to **require neighborhood meetings** prior to the submittal of development applications on large projects.

1.2.2 Amend the Land Use Code to **require large site posting of the public hearing notice** on large development applications.

1.2.3 **Maintain the city website as a constant source of information** for city business.

1.2.4 **Create and maintain a data base** of interested persons, neighborhood and civic groups and other organizations in city affairs.

1.3 Objective: Consider the needs of all citizens, businesses and the environment.

Action Steps:

1.3.1 **Conduct a survey** at least every two years to solicit the needs of all groups within the community.

1.3.2 **Hold town meetings** on a regular basis to gather information about community needs.

1.3.3 **Support as many special interest city commissions** and boards as possible. Create ad hoc committees to address specific issues.

1.4 Objective: Create a premier destination place to live, work and recreate.

Action Steps:

1.4.1 Amend the Land Use Code to **improve the quality of development design** through new land-use districts; zoning standards; and design regulations and review process.

1.4.2 Amend the Land Use Code to **prohibit any additional strip commercial development** and expansion of existing commercial areas.

1.4.3 Amend the Land Use code to **create more mixed-use and live-work uses.**

1.5 Objective: Celebrate the historic, the cultural and the artistic.

Action Steps:

1.5.1 **Research and inventory significant historical and cultural resources** within the community. As determined appropriate, designate and protect those resources determined to be significant.

1.5.2 Consider **establishment of a commission that would foster awareness and preservation** of the city's historical, cultural and artistic resources. Solicit memorabilia from residents for display and education of the community.

1.5.3 Partner with ITD and ACHD when bridges are renovated to **incorporate artistic works into the infrastructure.**

1.5.4 **Identify historic sites with markers** reflecting the "garden" in Garden City.

1.5.5 **Establish a program for memorials** which would allow for trees, benches, street lamps, and gardens, to be dedicated in the memory of individuals.

Goal 2. Improve the City Image

2.1 Objective: Encourage new and distinctive neighborhoods.

Action Steps:

2.1.1 Amend the Land Use Code to **adopt new neighborhood provisions for development,** including:

- requirements for parks, open space and other outdoor spaces with a sense of place;

- pedestrian circulation, including sidewalks and trails, with inter and intra connectivity;
- Efficient vehicular connections that do not compromise overall design; particularly pedestrian spaces and connections; and
- Context and connectivity with the surrounding neighborhood including recognition of natural features, terminus to street ends, and recognition of street corners.

2.1.2 **Encourage high quality design and landscaping**, including the use of water features, in new development.

2.1.3 Amend the Land Use Code to **expand planned unit development (PUD) requirements** to all sizes of parcels **through a design review process.** Amend the PUD standards to encourage a variety of housing, including well-designed smaller units; flexibility in setbacks and parking requirements to meet the needs of specific dwellings; and requirements for pedestrian amenities, including parks, open spaces and pathways.

2.2 Objective: Uphold standards for private property maintenance with a focus on commercial properties.

Action Steps:

2.2.1 **Enforce city codes for private property maintenance** and abate nuisances, and unhealthy and unsafe conditions.

2.2.2 **Work with private property owners** to ensure compliance with property maintenance standards.

2.2.3 **Support community-wide cleanup efforts**, such as "Clean Sweep."

2.3 Objective: Promote quality design and architecturally interesting buildings.

Action Steps:

2.3.1 Amend the Land Use Code with **improved design standards for all new and altered commercial development**. Consideration should be given to:
- site and building designs that create a sense of place and destination; and
- support for buildings that can be easily converted into a variety of uses; and
- a design review commission to administer the design standards.

2.3.2 Amend the Land Use Code to **adopt additional standards for the design and siting of manufactured homes.**

2.3.3 Amend the Land Use Code to **prevent the replacement of mobile homes built prior to 1976** with mobile homes built prior to 1976 that have not received a Certificate of Compliance for Rehabilitation

from the State Division of Building Safety, and make all such existing mobile homes non-conforming uses.

2.3.4 Amend the Sign Code **to limit off–premise signs, and the number and size of all commercial signs.**

2.3.5 Establish and implement **an amortization program for signs that do not conform** to the Sign Code.

2.3.6 **Promote good design** through recognition programs and annual design awards.

2.4 Objective: Improve the appearance of street corridors.

Action Steps:

2.4.1 With the appropriate transportation agency, develop new streetscape standards for state highways, major arterials, collectors, and local streets. The standards should address:

- adjacent land uses;
- vehicular, pedestrian and bicycle needs;
- lighting; and
- landscaping and trees.

Funding priority should be given to sidewalk improvements.

2.4.2 **Re-develop Chinden and Glenwood as grand boulevards** lined with trees anchored in broad sidewalks.

2.4.3 **Amend parking standards** to reduce the impact of surface parking, including:

- incentives to encourage shared parking and support for cooperative parking arrangements;
- evaluation of current parking standards and consideration of new maximum standards; and
- new design requirements for surface parking, including increased landscaping and location of parking behind buildings.

2.4.4 **Improve the city's gateways** with consistent design treatment reflecting the "garden" in Garden City including signs, landscaping and art.

2.4.5 **Seek funding sources,** such as beautification funds, matching grants, or low interests loans, for businesses **to improve the appearance of their store fronts.**

Goal 3. Create a Heart for the City

3.1 Objective: Create a downtown or town center with river access.

Action Steps:

3.1.1 Partner with Ada County in exploring **re-use of the Expo Idaho site as a "downtown"** for Garden City. Support opportunities for the sale and development of the Expo Idaho site.

3.1.2 **Designate the area around the Expo Idaho site, City Hall and the ITD property as a "special opportunity area" on the land-use map.** This designation identifies the area for future study and adoption of a sub-area plan to guide development.

3.1.3 Based on recommendations of the sub-area plan, **seek opportunities with public and private partners to transform the Expo Idaho site to a downtown for the city**, oriented to the river with a public gathering place and multiple activity areas.

3.1.4 Review the Area of City Impact agreement with Ada County and amend as needed to **include the Expo Idaho site in Garden City's Area of City Impact.**

3.1.5 **Fund a planning study for the Expo Site** within six months of adoption of the Comprehensive Plan.

3.2 Objective: Create public gathering places at multiple locations throughout the city.

Action Steps:

3.2.1 Conduct an **inventory of public and private property in locations that can become centers of neighborhood activity**. These areas may be undeveloped or vacant property, parks, street ends, or plazas. Seek out, purchase and secure easements for use of these areas as neighborhood gathering places.

3.2.2 Amend the Land Use Code to **require public gathering spaces in all new developments.**

Goal 4. Emphasize the "Garden" in Garden City

4.1 Objective: Beautify and landscape.

Action Steps:

4.1.1 Prepare and adopt **a master plan for parks, green spaces and recreation.** The plan should contain:

- standards for green space and park requirements;

- identification of locations in the city that don't meet the standards; and
- strategies for investment including requirements for new development, the creation of a park district and/or the imposition of impact fees to fund new parks and green spaces.

4.1.2 Consider the **creation of a parks commission** that would provide policy direction for parks, green space and recreation improvements.

4.1.3 Adopt an ordinance that establishes **minimum standards for tree requirements**, and tree protection and maintenance on all property. Work to resolve conflicting objectives for tree protection with the street and storm drainage maintenance requirements of the ACHD.

4.1.4 Improve the **landscaping standards for all new development**. The standards should address minimum size, plant materials, maintenance requirements, irrigation, and landscape design that compliment the urban environment.

4.1.5 Use **non-potable water sources that are available to new development**, including the installation of pressurized irrigation systems where appropriate.

4.1.6 Require **mitigation for all wetlands** eliminated by new development.

4.1.7 **Purchase tree and plant material** for re-sale to residents and businesses at a reduced cost.

4.2 Objective: Promote community gardens.

Action Steps:

4.2.1 Amend the Land Use Code to **allow for development of community gardens** in all land-use districts, and allow community gardens to be used as a means for meeting landscape standards.

4.2.2 Promote the **establishment of a seasonal farmers market** on vacant Expo Idaho property or Ladybird Park.

4.2.3 Consider the **creation of a compost and re-cycling center**.

4.3 Objective: Beautify sidewalks and gateways with landscaping and trees.

Action Steps:

4.3.1 Continue to **require sidewalks and landscaping in all new development,** and in major alterations and re-use of existing commercial sites.

4.3.2 Amend the Land Use Code to **create incentives for new development to provide detached sidewalks with parkways**.

Also see ***Action Step*** 2.4.4.

Goal 5. Focus on the River

5.1 Objective: Consider a safe rafting route on the Boise River.

Action Steps:

5.1.1 **Maintain city representation on FACTS** (Friends of Ada County Trail System) committee.

5.1.2 **Understand the trade-off and responsibilities for additional river usage before endorsing the proposal for a rafting route**. Solicit cost information from Boise City on river channel maintenance, policing, and parking/traffic issues for a safe rafting route

5.2 Objective: Landscape along the river.

Action Steps:

5.2.1 Identify **appropriate native plants and landscaping techniques for landscaping along the river.** Require that new developments have landscaping consistent with those guidelines.

5.2.2 Encourage homeowners to **plant and maintain appropriate landscaping materials along the river.** Provide brochures and host public meetings with landscape professionals to address the needs. Utilize the resources of the University of Idaho Extension Service and the Master Gardener Program.

5.2.3 **Provide maintenance of the greenbelt** landscaping including removal of hazardous trees, and noxious and poisonous plants.

5.3 Objective: Restore and naturalize drains, river channels and creeks.

Action Steps:

5.3.1 Amend the Land Use Code to **create incentives for opening closed water systems.** Discourage the covering and/or tiling of any irrigation canals, drains, rivers, or creeks.

5.3.2 Continue to **work with the Irrigation Districts in maintenance of the canals and ditches.**

5.3.3 Support community groups in **clean up and maintenance of the open water systems,** including water run-off.

5.4 Objective: Develop a river walk.

Action Steps:

5.4.1 Evaluate the merits of **creating a more urban setting along portions of the Boise River.** Identify areas that are the most appropriate.

5.4.2 Amend the Land Use Code to **allow for certain types of urban uses in limited locations along the river** with setbacks and buffers that protect the greenbelt, wetlands, and river.

5.5 Objective: Create more accessibility to the Boise River and greenbelt.

Action Steps:

5.5.1 **Update the 1990 Boise River Greenbelt Plan**. In the plan identify:

- opportunities for more accessibility to the west river corridor;
- development of new non-motorized river crossings;
- satellite parking areas;
- visual accessibility to the river;
- nodes for fishing;
- appropriate locations for memorials;
- links to other paths;
- protection from trespassing on private property; and
- staging areas.

5.5.2 Develop a **city-wide pathway and sidewalk plan** with links to the Boise River Greenbelt. Consider linear pathways adjacent to existing waterways such as the Thurman Mill Ditch and waterways to the Settler's Canal that can link to the river and provide alternative locations for parking and staging.

5.5.3 Continue efforts to **complete gaps and connections in the greenbelt**. Inventory opportunities for public purchase or easements that add to the greenbelt. Coordinate with the Cities of Boise and Eagle in completing the greenbelt.

5.6 Objective: Respect wildlife along the river.

Action Steps:

5.6.1 Maintain **portions of the greenbelt as gravel paths for walkers only**.

5.6.2 **Enforce leash laws and pet waste regulations.**

5.6.3 Continue to provide **informational signs about wildlife** and the need for habitat protection.

5.6.4 **Continue educational programs,** such as those provided by the library, **on the value of wildlife along the river**.

5.6.5 Work with the Idaho Fish and Game Department to **build an enhanced fish habitat area for catch and release fishing.**

5.7 Objective: Maintain and protect the greenbelt.

Action Steps:

5.71. Explore options for a **dedicated funding source for maintaining the greenbelt.**

5.7.2 Solicit and **support community volunteer efforts for maintaining the greenbelt.**

5.7.3 **Protect the greenbelt from private development**. Enforce codes for private property maintenance, and control of runoff, litter and debris. Adopt minimum setback requirements for new development.

5.7.4 Support efforts to **encourage courtesy and respect among greenbelt users,** with the needs of recreational users taking priority over commuter cyclists. Consider licensure of bicycles, more volunteers and police presence on the greenbelt.

Goal 6. Diversity in Housing

6.1 Objective: Eliminate and upgrade substandard housing.

Action Steps:

6.1.1 Create **incentives for improving the conditions of substandard housing.** Among the considerations are:

- technical and design assistance;
- workshop on property maintenance for landlords;
- coordination with providers of low costs loans; and
- reduced planning and development fees and expedited permitting.

6.1.2 Create **disincentives for the continuance of substandard housing units by:**

- continue the aggressive enforcement of health and safety violations of the building and fire code; and
- amend the Land Use Code to restrict the replacement of mobile homes with units built prior to 1976.

6.2 Objective: Maintain the city's "fair share" of affordable housing.

Action Steps:

6.2.1 Initiate and support **a regional dialogue on affordable housing**. Better understand the future housing challenges and need for affordable housing.

6.2.2 Partner with private developers and other agencies in **maintaining a supply of affordable housing.**

6.2.3 Consider the **formation of a city commission on housing** to recommend policies to the City Council and provide city representation on regional housing initiatives.

6.3 Objective: Maintain the diversity of housing.

6.3.1 Provide for **a variety of housing types** in the Land Use Code including smaller cottage and second housing units. Allow for housing that attract niche markets such as senior housing, live-work structures, and cooperative housing.

Goal 7. Connect the City

7.1. Objective: Create pedestrian and bicycle friendly connections.

Action Steps:

7.2.1 Develop a **master plan for pedestrian and bicycle pathways**. The plan should include the locations and design for various types of pathways including:

- separated bike paths and on-street bike lanes;
- sidewalk sections of various width and design depending on location;
- pathways that connect with the green belt and other major activity areas; and
- pathways along ditch and canals.

7.2.2 Reinforce **responsible bicycling** through signage, speed limits and education programs provided by youth oriented agencies such as the Boys and Girls Club and the Library. .

7.2 Objective: Promote public transportation along State, Chinden, Glenwood and Adams with stops in neighborhoods.

Action Steps:

7.2.1 Participate in **discussions on regional transit**.

7.2.2 Secure **funding for providing and maintaining public transit** within the City.

7.2.3 Support efforts of Valley Regional Transit for **fixed transit stops and more frequent service.**

7.2.4 Promote **public awareness of the value of public transit**.

7.2.5 Partner with ITD, ACHD and Valley Regional Transit on a **corridor study for Chinden Boulevard** with these objectives:

- to improve the design of Chinden Boulevard emphasizing multi-modal facilities, including consideration for bus turn-outs and stations at the transit nodes;
- to maintain vehicular mobility and traffic flow in balance with other transportation modes;
- to improve the convenience for both drivers and pedestrians.
- to improve the accessibility across the corridor for local mobility; and
- to improve the appearance of the corridor.

7.2.6 Pursue opportunities for the **creation of a street car route** for local public transportation along Chinden Boulevard.

7.3 Objective: Control traffic through neighborhoods.

Action Steps:

7.3.1 **Discourage the use of cul-de-sacs** for controlling traffic through neighborhoods.

7.3.2 **Increase interconnectivity within neighborhoods** to reduce the concentration of traffic on a few streets. Consider the creation of new street sections such as lanes that provide access through blocks, but discourage through traffic.

7.3.3 Adopt a **local street plan** which provides for additional street connections, especially east and west.

7.3.4 **Improve streets and alleys parallel to Chinden Boulevard** and prohibit vacation of these streets.

7.4 Objective: Maintain and improve standards for sidewalks, curbs and gutters.

Action Steps:

7.4.1 Amend the Land Use Code to **create incentives for wider and detached sidewalks.** Coordinate with ACHD to allow for sidewalks in easements within the property setback.

7.4.2 Work with ITD in **developing standards for sidewalk improvements along state highways.**

7.4.3 Aggressively **encourage the Fire District to reduce street standards** for fire apparatus to create more safe and neighborly local streets.

Goal 8. Maintain a Safe City

8.1 Objective: Invest in public safety.

Action Steps:

8.1.1 **Reduce the disproportionate amount of crime** in the city by enforcing nuisance codes and standards for safe and healthy housing.

8.1.2 **Create safety zones** around parks, schools and public gathering places to limit locations where sex offenders can reside. Work to expand the legislation to increase the areas around other uses that attract children, like the Boys and Girls Club.

8.1.3 Establish **a dedicated funding source for** installation and maintenance of **street lighting, and** consider **increasing the current fee** for all residents**.** Focus on improving street lighting in the eastern portion of the City.

8.1.4 Continue to **enforce city nuisance codes,** impose fines and seek legal relief against negligent property owners.

8.1.5 Continue to **support community policing** by the Public Safety Department.

8.1.6 **Update the city's emergency management plan** for natural and man-made disasters. Plan for flooding events.

8.2 Objective: Support community involvement in public safety.

Action Steps:

8.2.1 Continue **support for Neighborhood Watch, police volunteers, the Police Academy, and the ride-along program**.

8.2.2 Use the **city website more effectively in communicating public safety information.**

Goal 9. Develop a Sustainable City

9.1 Objective: Protect the aquifer.

Action Steps:

9.1.1 Continue to **enforce city codes for regulating or eliminating discharges** from spills, dumping or disposal of waste materials, and reducing pollutants in storm water discharges.

See also Action Step 4.1.5.

9.2 Objective: Protect riparian and flood way areas.

Action Steps:

9.2.1 Continue to **administer Federal Emergency Management Agency regulations for development in flood hazard areas.**

9.3 Objective: Promote green building construction.

Action Steps:

9.3.1 Develop **a pilot program using green building techniques** and materials. Based on the success of the program, amend the building code to require green building in all new construction.

9.3.2 Provide **information to the public and developers on the benefits of green building construction**, including the federal tax benefits in construction of green, affordable housing.

9.3.3 **Train building officials and inspectors on the administration of green building practices**, and allow for expedited permit review and inspection for green building construction.

Goal 10. Plan for the Future

10.1 Objective: The Expo Idaho site is redeveloped.

***Action Steps:* See 3.1.1 through 3.1.4.**

10.2 Objective: The Old Town site is a live-work district.

Action Steps:

10.2.1 Amend the Land Use Code to **create a new zoning district to allow for live–work activities in the Old Town Site.** The new zoning district would have the following objectives:

- to direct future development through form and design, not separation of uses;
- to maintain the fine grain lot size and development pattern by controlling building footprint or square footage of building to lot size; and
- to control large scale industrial or commercial uses.

10.2.2 Provide **incentives for housing and buildings within the district where artists and crafts persons can live, work and exhibit their art.**

10.2.3 **Amend the building code to allow for live-work occupancies** in a single structure.

10.3 Objective: "Special opportunity areas" are identified for future planning.

Action Steps:

10.3.1 **Develop sub-area plans** for: (1) the Expo Idaho; (2) the area around 37th and Adams Street; (3) the ITD property at Chinden Boulevard and Coffey Street; (4) the area west of the city limits and south of Chinden Boulevard; and (5) the east gateway at Chinden Boulevard; and (6) the area between the river and Riverside Drive east of Glenwood Street.

10.4 Objective: Create mixed-use, high-density/intensity nodes along State Street and Chinden Boulevard.

Action Steps:

10.4.1 **Follow recommendations of the State Street Corridor Study.** Allow for higher density residential, transit-oriented development nodes within the one quarter mile of the State Street intersections with Collister Street, Glenwood Street, Bogart Street and Horseshoe Bend Road.

10.4.2 Allow for **transit-oriented development nodes** within the one quarter mile of the intersections with Chinden Boulevard at Garrett Avenue, Glenwood Street, 50th Street, Veteran's Memorial Parkway, and Orchard Street.

10.4.3 Amend the Land Use Code to **create a transit oriented development zone**. The requirements for the zone should include:

- high-density residential (twenty-two units per acre) and service, entertainment and commercial uses integrated horizontally and/or vertically within multi-story (three or more stories);
- a minimum area to allow for 100,000 square feet or sixty to eighty housing units;
- public spaces and convenient pedestrian access from the transit stop or station through the TOD zone; and
- reduction in parking requirements for uses in the TOD zone; and

10.4.4 Provide a **transition in the height and scale of development** with three and four-story, mixed use along Chinden Boulevard; three-story, mixed use south of the Chinden Corridor; and no more than two stories closer to river.

10.5 Objective: Create a "Main Street" commercial district along portions of Adams Street and other neighborhood locations.

Action Steps:

10.5.1 Amend the Land Use Code **to create a new commercial zoning district for small-scale retail, office, commercial and residential uses.** The requirements of the district should consider:

- site design that supports pedestrian-scale development;
- allow for a mix of uses;
- maximum two-story buildings with three stories at corner locations;
- maximum front yard setback standard;
- on-street and off-street parking behind buildings;
- pedestrian amenities such as wide sidewalks, benches, public art and decorative paving.

10.5.2 **Limit the location of the new neighborhood commercial districts** to areas that are a maximum of two blocks in length and that can provide transition and buffering to any adjoining residential land uses.

10.6 Objective: Continue to support commercial and industrial land uses.

Action Steps:

10.6.1 Consider the **creation of a "Bradley Technology District"** around 50th and Bradley streets. Exclude non-commercial uses from the district to encourage the area as center for industry.

10.6.2 Encourage the **concentration of recreation vehicle sales and services in a mall-like setting along Chinden Boulevard.**

10.7 Objective: Participate in regional planning.

Action Steps:

10.7.1 Support the **city's representation and leadership on regional planning efforts.**

Goal 11. Serve the City

11.1 Objective: Support additional education facilities.

Action Steps:

11.1.1 Continue to **support efforts to establish and maintain a public or private elementary and secondary school in the city.**

11.1.2 Consider creating **a distance learning community college at the Expo Idaho site.**

11.2 Objective: Continue to support existing public facilities and develop more civic uses sought by the community.

Action Steps:

11.2.1 Continue **support of the Senior Center, Boys and Girls Club, and library.**

11.2.2 Investigate the feasibility and community support for **creating a cultural center, museum, theater and a community center for all ages**.

11.2.3 On a period basis, **evaluate the effectiveness of all community services and facilities** in meeting the needs of the community.

11.3 Objective: Upgrade and maintain water services.

Action Steps:

11.3.1 Continue efforts to **inventory and identify needs for future improvements and expansion in water and sewer infrastructure**. **Obtain new water entitlements** needed for future development.

11.3.2 Develop programs and incentives to **encourage water conservation.**

11.4 Objective: Be fiscally responsible.

Action Steps:

11.4.1 Adopt a **long-range strategic and financial plan** that addresses capital investment, operation, and maintenance.

11.4.2 Adopt a **five-year capital improvement program.**

11.5 Objective: Support a positive business environment

Action Steps:

11.5.1 **Support the efforts of local businesses in organizing associations,** including the creation of a local chamber of commerce.

11.5.2 Adopt a **customer-oriented permit process** that provides professionally competent and effective service delivery to applicants.

11.5.3 **Publish an information brochure** on doing business in Garden City to assist new business owners in understanding the city requirements.

11.5.4 **Market the City to smaller businesses** and support a positive business environment.

Implementation Work Program

Success Factors for Implementation:

There are three key factors in the successful implementation of the Comprehensive Plan. The first factor is making implementation someone or a group's responsibility. The City Council is ultimately responsible for implementation of the plan, but the Council will depend on the work of the Planning and Zoning Commission, staff and citizens to make the plan a reality.

To make sure there is accountability to planning and implementation, some communities have transferred responsibilities of the Planning and Zoning Commission to other bodies, so that the commission can focus on planning. Alternatives to a Planning and Zoning Commission are a hearings examiner or a board of adjustment who are responsible for the administration of the zoning and development codes. Re-directing development regulations toward a design review process may result in a Design Commission which would also give the Planning and Zoning Commission more time to focus on the Comprehensive Plan implementation.

Expanding opportunities for citizen involvement in city government is yet another way to make the implementation someone's job. Creating special ad hoc committees to work on specific issues, or creating new standing boards and commissions to be responsible for specific action areas in the plan are two ideas that have been used successfully in other communities. To be successful, committees and boards will require staffing and resources.

Finally, is the suggestion to create a new entity whose mission is to monitor success of the plan implementation. This could be a re-organization of the current steering committee or a new citizen and stakeholder group.

The second factor for successful implementation of the plan is having the right tools and resources to support the implementation actions. The work program that follows identifies eight resources:

1. City Council leadership – The Council's leadership, direction and support is critical for the plan's implementation. The Council should consider the plan and be consistent with the plan in all their actions. If not, the plan should be amended to reflect current council policy.
2. Community support –A caring and involved citizenry supporting the Council in implementing the plan has no substitute. Individuals or groups, as described above, can become the champion of all or individual actions outlined in the action program.
3. Partners – No City operates in a vacuum and partnering with other public agencies, business and community groups is essential for many of the implementation actions.

4. Public information ⓘ – Communication, education and training are necessary for understanding and gathering support for many of the implementing steps.
5. Studies or plans 🗐 – For some issues, the comprehensive plan has established the framework for additional and more specific studies and plans.
6. City Code Changes 🗎- There are a number of actions that require changes or additions to the City Code, primarily the City's development regulations.
7. Enforcement △-Actions to maintain, improve or expand the enforcement of city code provisions is a necessary resource for some action steps.
8. Dedicated funding source 💰 – Most actions outlined in the implementation program requires a funding support. Some actions require a new or dedicated funding source to be successfully implemented.

A third key success factor is having systems in place to monitor progress on the plan implementation. The most beneficial are strategic and financial systems that are directly tied to the direction in the Comprehensive Plan. Most frequently used is a Five Year Capital Improvement Plan (CIP) where capital expenditures are identified related to the direction in the plan. Budget policies that provide direction for operational expenses and strategic planning by the City Council are other examples of systems that can support the plan's implementation.

The plan should also be monitored on an on-going basis; it should be amended and expanded to reflect changing conditions, values and issues. One recommendation is that an annual review of the plan be undertaken. The Planning and Zoning Commission, as the body primarily responsible for the plan, should make an annual report on the plan to the City Council, where the Commission reports on implementation progress and recommends changes to the plan, as needed.

Implementation Work Program

The action steps identified in the preceding section of this plan are identified in the Work Program that follows. After each action step is an icon identifying the **important** resources as identified above, for support of the action step. (Implicit in most action steps is the need for city council leadership, public support and funding, so those icons are not identified for each action entry.)

Also identified for each action step is a priority: ❶, ❷, ❸ or ☑.
❶ =priority actions for the first eighteen months of the plan;
❷ =priority for actions that should take place within the first five years of the plan;
❸ =priority for implementation five years after plan adoption.
☑ = current activities of the city that should be on-going.

Action Steps Work Program

= city council leadership	= studies or plans	= enforcement	❶❷❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
1.1.1 Support community events.		❶ - ❸
1.1.2 Publicize community events.		❶ - ❸
1.2.1 Require neighborhood meetings.		❶
1.2.2 Require large site posting of the public hearing notice.		❶
1.2.3 Maintain and improve the city website.		☑, ❶
1.2.4 Create and maintain a data base of interested parties in city affairs.		❷
1.3.1 Conduct a survey to solicit the community needs.		❸
1.3.2 Hold town meetings on a regular basis.		❶ - ❸
1.3.3 Support special interest city commissions.		❷
1.4.1 Improve the quality of development design.		❶
1.4.2 Prohibit any additional strip commercial development.		❶
1.4.3 Create more mixed-use and live-work uses.		❶

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
1.5.1 Research and inventory significant historical and cultural resources.		❷
1.5.2 Preservation and Historical Commission.		❸
1.5.3 Incorporate artistic works into the infrastructure.		❸
1.5.4 Identify historic sites with markers.		❸
1.5.5 Establish a program for memorials.		❷
2.1.1 Adopt new neighborhood provisions for development.		❶
2.1.2 Encourage high quality design and landscaping.		❶
2.1.3 Expand planned unit development through a design review process.		❶
2.2.1 Enforce city codes for private property.		☑
2.2.2 Support to ensure compliance with property maintenance standards.		❷
2.2.3 Support community-wide cleanup efforts.		❸
2.3.1 Improved design standards for commercial development.		❶
2.3.2 Standards for the design and siting of manufactured homes.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
2.3.3 Prevent the replacement of pre-1976 mobile homes that have not been certified.		❶
2.3.4 Amend the Sign Code.		❷
2.3.5 An amortization program for signs that do not conform to the Sign Code.		❷
2.3.6 Promote good design through recognition programs and annual design awards.		❸
2.4.1 New streetscape standards.		❷
2.4.2 Re-develop Chinden and Glenwood as grand boulevards.		❸
2.4.3 Amend parking standards.		❷
2.4.4 Improve the City's gateways.		❷
2.4.5 Seek funding sources to improve the appearance of store fronts.		❷
3.1.1 Reuse of the Expo Idaho site as a downtown for Garden City.		❶
3.1.2 Expo Idaho property as a "special opportunity area".		❶
3.1.3 Partner to transform the Expo Idaho site to a downtown.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
3.1.4 Include the Expo Idaho site in Garden City's Area of City Impact.		❶
3.1.5 Fund a planning study for the Expo Site.		
3.2.1 Inventory of property locations for centers of neighborhood activity.		❸
3.2.2 Require public gathering spaces in all new developments.		❷
4.1.1 Master plan for parks, green spaces and recreation.		❷
4.1.2 Parks commission.		❷
4.1.3 Minimum standards for tree requirements.		❶
4.1.4 Landscaping standards for all new development.		❷
4.1.5 Use non-potable water sources that are available to new development.		❷
4.1.6 Mitigation for all wetlands.		❷
4.1.7 Purchase tree and plant material.		❸
4.2.1 Community gardens in all land-use districts, and as landscape.		❷
4.2.2 A seasonal farmers market.		❸

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
4.2.3 A compost and re-cycling center.		❸
4.3.1 Sidewalks and landscaping in all new development.		❷
4.3.2 Incentives for detached sidewalks with parkways.		❷
5.1.1 Maintain city representation on FACTS.		☑
5.1.2 Study before endorsing the proposal for a rafting route.		❷
5.2.1 Native plants and landscaping along the river.		❷
5.2.2 Homeowners plant and maintain appropriate landscaping materials.		❷
5.2.3 Provide maintenance of the greenbelt.		❸
5.3.1 Create incentives for opening closed water systems.		❸
5.3.2 Work with the irrigation districts in maintenance of the canals.		❷
5.3.3 Support clean up and maintenance of the open water systems.		❷
5.4.1 Evaluate a more urban setting along portions of the Boise River.		❷
5.4.2 Allow for certain urban uses in limited locations along the river.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
5.5.1 Update the 1990 Boise River Greenbelt Plan.		❷
5.5.2 City-wide pathway plan with links to the Boise River Greenbelt.		❷
5.5.3 Complete gaps and connections in the greenbelt.		☑
5.6.1 Portions of the greenbelt as gravel paths for walkers only.		☑
5.6.2 Enforce leash laws and pet waste regulations.		❷
5.6.3 Informational signs about wildlife.		☑
5.6.4 Educational programs on the value of wildlife along the river.		☑
5.7.5 Build an enhanced fish habitat area for catch and release fishing.		❸
5.71. Dedicated funding source for maintaining the greenbelt.		❸
5.7.2 Support community volunteer efforts for maintaining the greenbelt.		❷
5.7.3 Protect the greenbelt from private development.		❷
5.7.4 Encourage courtesy and respect among greenbelt users.		❷
6.1.1 Incentives for improving the conditions of substandard housing.		❶

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
6.1.2 Disincentives for the continuance of substandard housing units.		❶
6.2.1 A regional dialogue on affordable housing.		❷
6.2.2 Partner in maintaining a supply of affordable housing.		❷
6.2.3 City commission on housing.		❸
6.3.1 A variety of housing types.		❷
7.2.1 Master plan for pedestrian and bicycle pathways.		❷
7.2.2 Responsible bicycling.		❷
7.2.1 Discussions on regional transit.		❶
7.2.2 Funding for providing and maintaining public transit.		❷
7.2.3 Fixed transit stops and more frequent service.		❷
7.2.4 Public awareness of the value of public transit.		❷
7.2.5 A corridor study for Chinden Boulevard.		❸
7.2.6 Street car route along Chinden Boulevard.		❸

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
7.3.1 Discourage the use of cul-de-sacs.		❷
7.3.2 Increase interconnectivity within neighborhoods.		❷
7.3.3 A local street plan.		❷
7.3.4 Improve streets and alleys parallel to Chinden Boulevard.		❸
7.4.1 Incentives for wider and detached sidewalks.		❷
7.4.2 Standards for sidewalk improvements along state highways.		❷
7.4.3 Encourage the Fire District to reduce street standards.		❶
8.1.1 Reduce the disproportionate amount of crime in the city.		❶
8.1.2 Create safety zones to limit where sex offenders can reside.		❶
8.1.3 Dedicated funding source for street lighting.		❷
8.1.4 Enforce city nuisance codes.		☑
8.1.5 Support community policing.		☑
8.1.6 Update the city's emergency management plan.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
8.2.1 Support volunteer policing program.		☑
8.2.2 Use the city website in communicating public safety information.		❷
9.1.1 City codes for regulating or eliminating discharges.		☑
9.2.1 Administer Federal Emergency Management Agency.		☑
9.3.1 Pilot program using green building techniques.		❷
9.3.2 Information on the benefits of green building construction.		❷
9.3.3 Training on the administration of green building practices.		❸
10.2.1 A new live-work zoning district in the Old Town Site.		❶
10.2.2 Incentives for a place for artists and crafts persons.		❷
10.2.3 Amend the building code to allow for live-work occupancies.		❷
10.3.1 Develop sub-area plans.		❷ - ❸
10.4.2 Transit-oriented development nodes at intersections with Chinden Boulevard		❷ - ❸
10.4.3 Create a transit oriented development zone.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
10.4.4 Transition in the height and scale of development.		❷
10.5.1 Create a new neighborhood commercial zoning district.		❷
10.5.2 Limit the location of the new neighborhood commercial districts.		❷
10.6.1 Creation of a “Bradley Technology District” .		❷
10.6.2 Concentration of recreation vehicle sales and services in a mall-like setting along Chinden Boulevard.		❸
10.7.1 City’s representation and leadership on regional planning efforts.		❶
11.1.1 Public or private elementary and secondary schools in the city.		❶ - ❸
11.1.2 A community college at the Expo Idaho site.		❷
11.2.1 Support of the Senior Center, Boys and Girls Club, and library.		☑
11.2.2 Feasibility of a cultural center, museum, theater and a community center.		❸
11.2.3 Evaluate community services and facilities in meeting needs.		❸
11.3.1 Future improvements and expansion in infrastructure.		❷
11.3.2 Encourage water conservation.		❷

= city council leadership	= studies or plans	= enforcement	❶ ❷ ❸ = priority
= community support	= city code change	= public information	☑ = on-going
= partners	= dedicated new funding		

ACTION STEPS	RESOURCES	PRIORITY
11.4.1 Long-range strategic and financial plan.		❶
11.4.2 Five-year capital improvement program.		❶
11.5.1 Support the efforts of local businesses in organizing.		❶ - ❸
11.5.2 Customer-oriented permit process.		❷
11.5.3 Publish an information brochure on doing business.		❷
11.5.4 Support a positive business environment and market the City to smaller and starter businesses.		❶ - ❸

Land Use Map

Introduction:

The land use map provides direction for the future and is a required element of the Comprehensive Plan. The map is a generalized depiction of future land use actions, graphically representing the goals, objectives, and action steps. The scope of the map includes the City and all areas within the Area of City Impact. The value of a land use map is that it allows for orderly and efficient development patterns that save tax dollars; it can avoid conflicts that occur with piecemeal development decisions; and the map can save time for applicants by providing more certainty in what the City's desires are for development. A land use map does not control current land uses and **is not a zoning map.**

Land Use Designations:

The land use map shows generalized designations for future land uses. The map also identifies unique possibilities for land use and areas for special studies. The following is an explanation for the designations shown in the legend on the land use map.

RESIDENTIAL LOW DENSITY: The areas designated for low density residential are north and south of the river, west of Glenwood. These areas are predominately single family detached housing, although some areas of attached housing may be appropriate near major arterials and public facilities.

RESIDENTIAL MEDIUM DENSITY: The residential medium density designation is shown for the areas north of Chinden and west of Glenwood. This designation allows for detached and attached dwelling units including duplexes and townhouses.

MIXED USE RESIDENTIAL: The mixed use residential area is north of Adams Street. This designation allows for residential and commercial uses in a form and scale that is residential in character and design. A mix of residential; small scale office and retail; and public and semi-public uses are appropriate in this district. Regulations for this area should focus on form more than use, with a maximum height of two stories.

MIXED USE COMMERCIAL: The mixed use commercial designation is for the area south of Adams Street. The intent of this designation is to create an area for mixed uses, including residential, office, retail, and small scale industrial, that are more urban in character than in the mixed use residential area. Three story buildings and 40%-60% lot coverage, with aggregated open spaces for pocket parks should guide the development pattern in this area.

MAIN STREET COMMERCIAL CENTERS: Along Adams Street in both the Mixed Use Residential and Mixed Use Commercial areas are opportunities to create "Main Street Commercial Centers". The specific locations for these centers are not shown on the land use map, but would be appropriate within a two block area along both sides of Adams Street and at the intersection with a major north-south street. The development in these areas should be small scale retail, office, commercial and residential uses, integrated vertically in two stories with three stories at the corners.

The focus of development should be on the streets with maximum front yard setback, parking on the street and behind buildings, and pedestrian amenities.

LIVE-WORK-CREATE: The live-work-create district is located in the Old Town Site generally between 32nd to 37th Streets. This designation reflects an opportunity to create an Arts District within the City where artists, crafts persons, or others can live, work, exhibit and operate a business. A mix of uses, including residential, retail, office and small scale industrial are appropriate for this area. Regulation should be primarily through form not uses, including maintaining the existing subdivision pattern of small lots, and limiting the maximum building footprint or square footage of a building in relation to lot size. Large scale development that consolidates lots and allows for larger scale industrial or commercial uses should be restricted.

TRANSIT ORIENTED DEVELOPMENT NODE: The transit oriented development (TOD) nodes are identified within one quarter mile of locations where a transit station has been planned or could be located. It is not intended that all nodes could be developed within the twenty year period of the plan. A mix of uses including higher density residential, retail, office, research and public uses are included in the TOD area designation. A development to be considered for the TOD designation should include 50,000 square feet of non-residential uses and 60 – 80 dwelling units. The form of the development should be multi-story (three or more stories) along the boulevard corridor with lower height moving away from the street. Site design characteristics should include walkability, public spaces, and transit station design. Lower parking standards should be allowed.

GREEN BOULEVARD CORRIDOR: The state highways and arterials are identified as green boulevard corridors. This is a bold statement that these corridors should be dramatically changed from the current single purpose function for moving vehicles. The intent of this designation is to create more multi-modal characteristics on these corridors, including sidewalks with parkways, bus stops, landscape medians with pedestrian refuges and channelized left-turn lanes. Mobility for vehicles should be maintained, but improvements to the safety and convenience for transit and pedestrians is needed that will influence changes in the adjacent land uses. Existing uses, including commercial uses, are allowed in the corridors, but new uses which generate high volumes of vehicular traffic should be restricted. Development regulations in the corridor should include access management including number and spacing of driveways, location of parking behind the buildings and maximum setback requirements from the street.

LIGHT INDUSTRIAL: The light industrial designation reflects an intent to maintain the area of existing industrial uses, around Bradley Street and north of Chinden. Industrial development includes: materials processing and assembly, product manufacturing, storage of finished products, and truck terminals. Manufacturing support facilities such as offices and research related activities should also be allowed in this area, but other non-industrial uses should be limited. Major consideration in regulating industrial uses should be setbacks, buffering and landscaping from adjacent residential uses. Standards should also be directed toward control of light, glare, noise, vibration, water and air pollution; use and storage of toxic, hazardous or explosive materials; and outdoor storage and waste disposal.

SPECIAL OPPORTUNITY AREA: Special Opportunity Areas have been identified for (a) large parcels of vacant or un-developed land; (b) the area west of the City within the Area of City Impact; and (c) the area around the Idaho Expo Center, including the

Idaho Department of Transportation District 3 Headquarters and extending east to Bradley. This designation is intended to identify these areas for further master plan or site specific planning efforts. The large size of these areas provide a unique opportunity for master planning with consideration for a mix of uses and residential housing types; street, sidewalk and bicycle networks and connectivity; spaces for public uses including parks, open spaces, plazas; and infrastructure improvements including water and sewer.

Background Information

Historical Perspective:

The history of Garden City is tied to the Boise River that runs the length of the city. Native Americans camped on the riverbanks. The higher ground, known as "Government Island," was first a temporary military camp and later used by the U.S. Cavalry for pastures. The river often flooded the entire city area to the bench and deposited silt that created the rich agricultural soil.

During the 1920s, Thomas Jefferson Davis bought Government Island for agricultural use. Chinese farmed the area in small gardens, providing produce for local residents and miners. Over time, the Chinese were forced out and by the 1940s just two families remained in the area. However, the legacy of the Chinese remains in the name of the city, which is derived from their gardens, and Chinden Boulevard, which was named in a contest, is derived from "Chinese Garden."

Prior to 1949, the area was unincorporated Ada County land. Developers had a vision for duplex housing and filed a subdivision with 50- by 150-foot lots along Chinden and 100- by 300-foot commercial lots. The streets were numbered in a different direction to distinguish the area from Boise.

The "Village of Garden City" was incorporated in 1949 for the sole purpose of maintaining gambling. The "original town site" encompassed 100 acres, including the area from 32nd to 37th streets. Gambling precedes made Garden City a boomtown. Gambling provided funding for sewer, water, and street lighting. Gambling was outlawed by the state Legislature in 1953, and Garden City was expected to go away. Boise coveted Garden City's liquor license revenues and there were several attempts at dis-incorporation. But in 1967, the village was chartered as a city.

Through the years the city annexed areas to the west and north. Two former airports provided the location for major developments. Riverside Village along the north side of the river was built in the early 1980s on the former site of the Strawberry Glenn Airport, and Bradley Airport became a site for commercial and light industrial development.

Since adoption of the previous Comprehensive Plan in 1995, a number of important events have occurred. A new post office, city hall and library were constructed in the vicinity of Marigold and Glenwood. The Boys and Girls Club on 42nd Street and the Senior Center on Reed Street were expanded. Portions of the greenbelt along the river were completed. Head Start and the Learning Lab were located in Centennial Park. A $2.65 million revenue bond was passed for water quality improvements.

From midnight annexations and outdoor movies at Centennial Park to ongoing renovations at the Boys and Girls Club and Senior Center, Garden City has a colorful identity and much to preserve and improve.

The Natural Environment:

NATURAL RESOURCES: The Boise River is the defining natural resource for Garden City. The river runs the length of the city, nearly some six miles, connecting major destinations. The river is a source of wildlife and recreation and a major quality-of-life factor for Garden City residents and workers.

Irrigation canals, including the Thurman-Mill Canal, thread through the city. Years ago the canals served farms, and now provide water primarily to residential subdivisions. In some areas, the water has been diverted to form ponds for surrounding properties. Seepage from the canals is also a source of groundwater for the city's domestic water needs.

HAZARDS: The river produces a major natural hazard for the city. River flows are managed by three upstream dams, but unusual weather conditions that exceed the capacity of the dams can result in flooding downstream. Normal flow for the river is 1,200 cubic feet per second. At 6,500 cfs, the river is full from bank to bank and at 7,000 cfs, minor flooding occurs along the greenbelt. A 100-year flood, one that has a one percent chance of occurrence in any year, is at 16,600 cfs. A 100-year flood would cover much of the city. Development in the 100-year flood plain is regulated by the city and the Federal Emergency Management Agency.

Man-made hazards in the form of groundwater pollution also exist within the city. These contaminants stem from the long-term use of chemical products in cleaning processes. Because the city's water source comes from groundwater wells, potential water contamination is a serious threat. The city provides services to review and monitor potential water contamination and to control storm water runoff.

The Built Environment:

Garden City has a diverse range of land uses. Residential uses occupy thirty-two percent (32%) of the land within the city. Commercial, office and industrial uses are twenty percent (20%). The city also includes or surrounds 258 acres of land owned and used by other public agencies, including Expo Idaho, Idaho Transportation Department and the Ada County Highway District. (Exhibits 1-2, Appendix C, identify land uses within the city.

DEVELOPMENT AND LAND USE PATTERNS: The city has developed with different land-use patterns. The original Old Town site was developed in a standard grid, parallel to the river and in lots of 7,500 square feet and 30,000 square feet. Much of this original part of the city is zoned for commercial and multi-family development. The original reason for much of the commercially zoned land was for the location of mobile homes.

This eastern part of the city has a mix of land uses. In much of the commercial zone, residential, commercial and industrial uses are adjacent or across the street from one another. This mixed-use character provides an opportunity to create a live-and-work environment. This mixed-use pattern can benefit the city as long as the most intensive and intrusive commercial-industrial uses are controlled. If this mixed use land-use pattern is to be continued, it will require a different way of zoning or

regulating land uses with a focus more on form and design than on separation of uses.

Recent development in the western portion of the city and near the river reflects a suburban character with curvilinear streets and cul-de-sacs. Here large-scale planned residential development, including some gated neighborhoods, has created desirable residential neighborhoods.

The city has significant capacity for in-fill development, both on vacant parcels and under-utilized properties. As described below, in-fill and redevelopment will increase in the future. The city's existing zoning code and development standards were drafted when the city was developing more on greenfield sites. The code has been found inadequate by the Planning and Zoning Commission, applicants, and neighbors for in-fill properties. A major need is in the creation of new development codes that provide direction on these in-fill sites. (See Exhibits 3–4, Appendix C, for description of development potential on in-fill and vacant land.)

Commercial and industrial land uses are scattered throughout the community with a concentration of retail uses along major streets. Overall, the scale of commercial uses is typically low-intensity in a one or two-story development pattern.

Along State Street, Chinden Boulevard and more recently Glenwood Street, the land-use pattern can be characterized as strip commercial development. The area, which is auto-oriented with large signs, multiple driveway cuts, expanses of pavement and low-quality designed buildings, has created an unattractive commercial setting.

During the past ten years, the seminal event in commercial development was the construction of the WalMart on State Street, west of Glenwood Street. This development has encouraged further commercial development along State and Glenwood. The sale of the old City Hall property on 50th Street has also allowed for more office development in that area.

The construction of the new post office, City Hall and library at the intersection of Glenwood Street and Marigold has created a focal point of civic uses in one location, and has contributed to a sense of identity for the city.

Like most cities in the county, Garden City at one time turned its back on the river. The river frontage was an industrial area, and in Garden City these uses included stock yards, animal processing, warehouses, maintenance yards and storage areas. This trend is changing. With the success of residential housing along the west end of the river frontage, the river is being re-discovered and the old industrial uses are disappearing from the river frontage in the eastern side of town.

FUTURE DEVELOPMENT: Garden City has an enviable location. It is adjacent to the Boise River, is linked with major transportation corridors, and is close to downtown Boise, the commercial center of the Treasure Valley. As the valley continues to spread out and vehicle commuting becomes more difficult, and as older couples opt for a smaller and more convenient home locations, Garden City will become even more desirable. Considering these factors, Garden City provides a market for redevelopment of older and under-utilized properties.

Redevelopment of the Expo Idaho site, the ACHD maintenance facility and the ITD property on North Coffey Street also presents an opportunity. These three properties

represent almost 300 acres that currently contribute no direct tax revenues to the city but hold opportunities for a renaissance in development for the community.

The 240-acre Expo Idaho site, formerly the Ada County Fairgrounds, includes the North Ada Fire Station, EMS building, County Extension offices, Expo buildings, Ladybird Park, racetrack and stables, RV park and baseball field. The leases on the RV park and racetrack expire in 2010, providing a near-term opportunity for new uses. Given the adjacency to City Hall, the library and the post office, redevelopment of this segment of the Expo site as a city center is possible. A mix of uses, including a public open space adjacent to the river for community events, shops and housing would create a heart for the city that has been lacking for a long time.

The 1.8-acre ITD District Three headquarters site may relocate to be more central to its service area. The ACHD owns 16 acres, including approximately two-thirds of the property devoted to maintenance and vehicle storage. The district also owns a site on Cloverdale Road and may be looking to provide a more central location for this facility too.

Finally, there are 309 acres of vacant land outside the city but within its impact area. The largest area is west of the city boundary and north of Chinden Boulevard.

PROTECTION OF PRIVATE PROPERTY RIGHTS: State and federal laws protect private property from being taken for public use without compensation. The Idaho Regulatory Taking Act and the Local Land Use Planning Act require that private property rights be addressed in the Comprehensive Plan and in development regulations.

The enactment of zoning, subdivision and other land-use regulations inherently impose limitations on the use of property, but also bestow benefits, primarily the protection of health, safety and welfare. In almost every land-use decision, the city faces the task of balancing the rights of private property with the needs, desires and protection of the community.

The importance of the Comprehensive Plan is in establishing the needs and desires of the community. By clearly articulating goals and objectives for the future of the community, the plan lays the foundation for what is needed to protect the general welfare of the community. These safeguards may result in restricting the use of individual properties for the benefit of the entire community.

Demographics:

POPULATION: The 1990 city population was 6,369. The 1995 Comprehensive Plan projected a 2015 population of 10,651. The population in the 2000 census was 10,624 (a 66 percent increase from 1990). The estimated 2006 population of the city is 12,074.

Southwest Idaho is one of the fastest-growing regions in the nation. The Community Planning Association of Southwest Idaho (COMPASS) forecasts that the region will grow from a 2000 population of 504,000 to 978,000 by the year 2030. For Garden City, COMPASS forecasts a population of 15,150 in 2025 and 16,600 in 2030. (Exhibit 5, , Appendix C, provide the historical population)

POPULATION FORECAST: Population forecasts for the city have historically underestimated population change, in part because of the tendency to overlook the potential for redevelopment. Twenty percent (20%) of all the area within the city and the area of impact, or 605 acres, is vacant land. In addition, there are properties that have the potential for redevelopment based on:

- land value that is greater than improvement value;
- multi-family zoned parcels with one residential unit on the property; and
- vacant or underutilized property along the Riverfront.

The Comprehensive Plan goals for future development within the city encourage an increased mix and density of uses, allowing for concentration of uses along potential public transportation routes; development of all vacant land within the city and area of city impact; redevelopment of some public lands, including the Expo Idaho site, Ada County Highway District, and ITD property; and redevelopment of areas along the riverfront. With these land use objectives, the potential for population growth is much greater than what is anticipated in the most recent COMPASS projections.

In summary, the potential areas for land development or re-development are as follows:

AREA	SUB-AREA	SIZE (ACRES)
Vacant Land		605
	Area of City Impact	309
	Public Lands (Ada County, ACHD, ITD)	258
	Other vacant land within the City	38
Re-development potential		
	Residential property with one unit and potential for additional development	15
	Residential Property with improvement values less than land value	905
Vacant and under-utilized riverfront property		40

Population forecasts for the city by the year 2025, based on the underlying land-use assumptions in this plan, regional trends in growth, current household size and the land area that is vacant or potentially re-developable are as follows:

Area	Assumption	Residential units	Population
Vacant land	50% of the vacant area is developed in residential units at an average density of 12 units/acre	2400	5,830
Residential Property	50% of all the underutilized residential property is redeveloped at an average density of 8 units/acre	3800	9,200
TOD nodes	Six TOD nodes are developed with 80 units within each node	480	1170
	TOTAL	6680	16,200

These assumptions would forecast a 2025 population of 28,000 people.

POPULATION CHARACTERISTICS: Garden City has the most diverse population of all Ada County communities. The median age has increased from 29 in 1990 to 35 in 2000. In the 2000 census, median income and education attainment were lower in Garden City than the county-wide median. In 2000, Garden City had the lowest median income in the county. Twenty-two percent of all residents lived below the poverty level. (Exhibits 6-14 provide additional demographic information.)

Housing:

HOUSING CHARACTERISTICS: According to the 2000 census, the city had 4,509 housing units. Fifty percent (50%) were single-family detached units. The next highest percentage is mobile homes/manufactured homes, twenty-nine percent (29%). Since 2000, the city has averaged 128 new housing units each year for a total of 572 new units since the last census. Compared with other Ada County communities, Garden City has fewer single-family residences and more diversity in its housing stock. (Exhibits 15-16, Appendix C, provide additional information about housing)

The city's housing is relatively new, with fifty-six percent (56%) of all units built since 1980. However, many of the older units are mobile homes that vary in condition. Less than one percent of housing units lack adequate plumbing or kitchen facilities.

The majority of housing (sixty-three percent) is owner-occupied. In 2000, the number of persons in each Garden City household was 2.43, slightly less than the Ada County and nation-wide median of 2.59. People living alone accounted for twenty-seven percent (27%), and married families with children represented twenty percent (20%) of all households in the city.

HOUSING PRICES: According to the Ada County Association of Realtors, in 2005 the median price of a house sold in Garden City was $130,500 to $170,600 depending on the area. New home median price was $185,000 to $248,232. Ada County's median price was $219,000 for new construction and $193,000 for all listings. Compared to other Ada County cities, Garden City has the lowest median price. In recent years, land values in Garden City have doubled every two years.

AFFORDABLE HOUSING: A major challenge for all communities in the future will be affordable housing. People who make minimum wage, as well as people such as teachers, firefighters and police who serve the city will find it increasingly difficult to locate affordable housing. Currently, Garden City is a source of close-in affordable housing for people who work in the city and elsewhere. The city has one of the best proportions of households to workers, meaning there is opportunity for people who work in the city to also live there.

The city's housing challenge is complicated by the deteriorating condition of affordable housing and rising land prices, which make those properties ripe for redevelopment. Many older housing units are occupied by long-term residents who live within stable neighborhoods. In-fill and redevelopment can destabilize residents due to rising property taxes, increased traffic, and loss of connection with neighbors. Renters can be particularly vulnerable to these changes. Conversely, some of this

older and affordable housing, including deteriorating mobile homes, is on property that is not well maintained by owners. Ill kept property can become homes for criminal activities, to the end that it would be in the city's best interest for these properties to re-develop. (see discussion below.)

Economics:

The city is home to more than 1,000 diverse businesses. They include retail sales; banks and other financial institutions; grocery and drug stores; wholesalers and storage facilities; warehousing; food processing; manufacturing; construction and building supplies; salvage and equipment yards; public agencies; hospitality; repair and service centers, small-scale fabrication, craftsmen and cabinetry; education and research; nurseries, florists and landscape services; art galleries; professional and personal services; transportation services; and, restaurants, coffee shops, fast-food outlets, and bars. The largest business category involves vehicle sales, repair, supplies and servicing, with most of these businesses located along Chinden Boulevard.

In 2005, approximately 7,400 people worked in Garden City. Just three employers, WalMart, Fred Meyer and Doubletree Hotel, each have more than 300 employees. The next largest business is Grasmick Produce with 49. Many businesses are small-scale and have been in the community for a long time.

Businesses are attracted to Garden City because of location, connection to major highways and the interstate, access to labor, and the synergy of businesses close to one another. Garden City offers easy access to Eagle, the Boise bench, and downtown Boise.

COMPASS has projected continued business development for the city. Job growth is expected to increase to 12,551 workers in 2025 and to 13,758 workers in 2030.

Transportation:

STREETS AND HIGHWAYS: The road system has been a significant factor in the city's development. Two state highways traverse the city. Highway 44 (State Street) and Highway 20-26 (Chinden Boulevard) are major east – west corridors across the Treasure Valley. Providing major north–south access are Orchard Street and Glenwood Street. In 2006, the intersection of Glenwood and Chinden was one of the busiest in the state. Traffic approaches 40,000 trips per day on portions of these major highways.

These arterial highways have promoted strip development patterns, resulting in numerous or no curb cuts, few sidewalks and a proliferation of vehicle-oriented businesses. The highways divide the community and create a barrier to local access.

A minor arterial within the city is Veterans Memorial Parkway-Curtis Road. Collector roadways include Adams Street, Allworth Street, Arney Lane, Coffey Street, Garrett

Street, Horseshoe Bend Road, Lorimer Lane, Kent Lane, Marigold Street, Riverside Drive, 36th Street, and 50th Street.

Street patterns vary from the traditional grid system in the east part of the city to the cul-de-sac, curvilinear streets in the west. Access to the existing street pattern has been a major hurdle in redeveloping the older part of town where east-west streets are lacking. Recent developments have used private streets, resulting in parking problems for motorists and access problems for emergency vehicles. A major improvement has been the widening and sidewalk work along Adams Street.

PUBLIC TRANSIT: Valley Regional Transit provides "infrequent transit service" to Garden City along State Street, Chinden Boulevard, and Glenwood Street. This service is characterized by low frequency and limited daily service. In 2006, even this service was jeopardized by lack of a dedicated funding source. Other challenges to the system are future cuts in federal funding, infrequent service and ridership, pedestrian-unfriendly streetscapes, and inadequate transit amenities involving signs, bus shelters, and bus accessibility. With more resources, the agency has plans for dedicated bus stops within the city, including 32 stops on Chinden, ten along Glenwood, and six on the south side of State Street.

Public transit would also be enhanced by nodes of concentrated development along transit routes. Chinden Boulevard, State Street, and Glenwood Street provide perfect opportunities for "transit oriented development (TOD)." These are areas typically within one-quarter mile of the transit stop with a mix of land uses, including higher-density residences.

NON-MOTORIZED TRANSPORTATION: A major transportation (and recreational) amenity for the city is the Boise River Greenbelt pathway. The pathway extends almost the entire length of the city's Boise River frontage on the south side with one gap between East 52nd Street and Remington Street. On the north side, the pathway extends from Glenwood west, with another section missing at the west end of the city limits. By summer 2006, the pathway will include four miles of paved surface and one and one-half miles of gravel.

Sidewalks are lacking throughout the City, but are particularly deficient along the major arterials and the older portions of the city. An ACHD study in 2005 identified that a majority of street within the city lacked sidewalks. (See Exhibit 16, Appendix C)

IMPROVEMENT PROJECTS: There are several street improvement projects planned by either ITD or ACHD that will affect Garden City (Exhibit 17, Appendix C, identifies these projects.) Adams Street was improved in 2000 with curb, gutter, sidewalk and a continuous turning lane from Veterans Memorial Parkway to Alworth Street. An extension of these improvements east is planned in the near future. Adams Street provides the local community with access east and west without competing with traffic on Chinden Boulevard. The segment just east and west of Veterans Memorial Parkway adjacent to the older portion of the city provides an opportunity to create a "Main Street" environment.

Two other projects deserve special notice. In 2005, the city entered an agreement with ITD, ACHD, Valley Regional Transit and the city of Boise to implement recommendations of the State Street Corridor Study. This study identified a preferred alternative street design to accommodate transit. Key to this design is the

redevelopment of nodes for transit-oriented development with priority locations at Veterans Memorial Parkway/36th Street, Collister, and Gary/Glenwood. (See Exhibits 18, Appendix C, for further details of the State Street Study)

The other roadway project important to the future of the city is the Three Cities River Crossing. This would link the intersection of State Highway 55 and Highway 44 (State Street) with Highway 20/26 (Chinden Boulevard). The link would be across the Boise River, just west of the city boundaries. In 2006, the exact alignment of this highway was under study. The specific alignment location will influence future land uses west of the city and within the city's area of impact. It will also affect future traffic patterns in the western part of the city.

Other improvements will be in the local street system. Responsibility for creating the local street system has traditionally been with private development. For small-scale and in-fill projects, creating a logical street system has been problematic. The trend has been to create fragmented sections of public and private streets with little or no connection to adjoining properties. Many of the private streets do not meet public standards regarding parking and Fire Department equipment access. A better solution is to devise a plan for local streets, with standards, particularly in areas of the city that are expected to be redeveloped.

Community Services, Facilities and Utilities:

Garden City provides police, library, building permit, planning, legal, parks, water and sewer services.. The city is also served by an urban renewal agency. Fire service is provided by the North Ada County Fire and Rescue District. Street and state highways are the responsibility of ACHD and ITD, respectively.

POLICE: The Police Department includes twenty-nine sworn officers and the department accounts for sixty percent of the City's budget. In 2004, the department dispatched 23,000 calls, with 1,600 arrests. Sixty to seventy percent of all calls come from the original town site area. Since 2002, the crime rate has steadily fallen, thanks in part to community policing and increased efforts to hold owners accountable for property maintenance.

In 2003, the city passed an ordinance on chronic nuisances. Two officers enforce the ordinance and other city codes related to private property maintenance. Since the function has been in the Police Department, there have been increased efforts to remove abandoned vehicles and accumulated trash, and to enforce laws against owners whose property presents a chronic, unsightly nuisance and health hazard.

The department is also involved in community policing, has bicycle patrols on the greenbelt, senior volunteers who contributed more than 1,000 hours a year, and an ongoing Citizen's Police Academy.

Garden City faces special police challenges because of the socio-economic makeup of the City. A high number of renters, a large number of inexpensive housing units (including older mobile homes) and a disproportionate number of registered sex offenders, probationers, and ex-convicts concentrated within the Old Town site contribute to this challenge. For example, in 2006, there were 170 convicted felons

and 61 registered sex offenders in the city. Compared with other communities in Ada County, Garden City has a higher crime rate and a higher ratio of police officers to population. (2.5 officers per 1,000 population).

LIBRARY: The city library is at City Hall and provides a full range of programming for children and youth. The library is a member of the Idaho Lynx Consortium, which provides inter-library book loans. The library is supported by the Library Board and the Friends of the Library, which sponsors an annual book sale.

UTILITIES: The city's Public Works Department provides water and sewer services to residents and businesses. In 2005, domestic water was supplied by eight city wells with an ability to pump 6,300 gallons per minute (gpm). With repairs and maintenance to the water system the capacity of the system would increase to 14,600 gpm. This capacity, however, would exceed the maximum water rights granted to the City of 10,865 gpm. Additional water rights and/or water conservation will be needed if the City is to be able to provide water for the expected population forecasted in this plan.

The department has a storm drainage partnership with ACHD. Sewage is transported to the Boise treatment facility. The $1.1 million-a-year sewage treatment agreement with Boise will be renegotiated in 2006.

Much of the infrastructure in the older part of the city is undersized and inadequate for today's fire code requirements and to support new development. Many of the water lines in the Old Town site are three inches and six inches in diameter. In 2006, the department is identifying the entire infrastructure, determining the city's water rights, and assessing its utility needs for the future.

CITY-OWNED LAND: Garden City owns 76 acres of property used for public buildings, maintenance facilities, well and pumping sites, and greenbelt pathway. (Exhibit 19, Appendix C, identifies city-owned property)

PARKLAND: City-owned property includes Centennial Park, Lions Park, River Point Park, and Kiwanis Park; and 13 acres of wetland in the Boise River. The total parkland is 10.5 acres. A major challenge for the city is increasing parkland. Currently the city provides 0.87 acres of parkland for every 1,000 residents, well below national standards and that of other local communities. Without a parks department, responsibility for park and greenbelt maintenance falls to the Public Works Department.

In 2006, the City Council created a parks and waterways committee to address the needs for future parkland. Two parks are planned in the near future: a pocket park at the end of 48th street and Boise River; and a seven-acre Plantation Island park southwest of Plantation Golf Course. A special need is for additional parkland in the Old Town site where the 0.5-cre Centennial Park site has been used for the Learning Lab, Head Start and for a wellhead.

The Boise City Parks Department is planning a river recreation park at 36th Street. The park includes natural and developed parkland and a white-water course through the river, with the opportunity for a pedestrian crossing to the south on Garden City's side of the river.

BOISE RIVER GREENBELT: The Boise River greenbelt has been developed over time, beginning with the section west of Glenwood through Riverside Village. In 2006, the greenbelt was completed with gravel or paving except for the west side of Riverside Village to the west city boundary.

The 1990 *Greenbelt Master Plan* identified the river section through Garden City as having the best wildlife habitat within any urban area of the Treasure Valley. The plan established policies to guide development of the greenbelt pathway and surrounding areas. This included protection of the floodway and riverbanks, a 25-foot natural vegetation buffer, 70-foot setback from the river bank, and protection of all significant wildlife areas. As the river area becomes more attractive for development, it will be important for these guidelines to be implemented through land-use and zoning code amendments.

NORTH ADA COUNTY FIRE AND RESCUE DISTRICT: The district provides services for fire prevention, suppression, and education, and medical emergencies. The district has two Stations in Garden City: Station No. 1 at Marigold and Glenwood streets and Station No. 2 at Chinden and West 39th Street. Ninety-six percent of their daily calls are medical response. A major challenge facing the district in the next few years is the lease at Station No. 1, which expires in 2010. The station may need to relocate to a new location.

GARDEN CITY URBAN RENEWAL DISTRICT: The Urban Renewal Agency was created in 1995. The district boundaries include the area from Veterans Parkway on the east to Remington Street on the west, the Boise River on the north, and the Osage right-of-way on the south. The district has accomplished a number of improvement projects, including street improvements, parkland development and improvements to the greenbelt.

SCHOOLS: Garden City residents are served by the Boise and Meridian Unified School Districts. There are no primary or secondary schools in the city. In 2006, a longtime dream of the city to have its own school was beginning to be realized with the development of a charter school.

The 61-year-old Boise Bible College is in the city. In 2006, enrollment was 200 students. That year a major expansion of the college was underway with dormitory space for 128 students and overall expansions to 108,000 square feet.