



# EAST SHERMAN DISTRICT REVITALIZATION PLAN

DECEMBER 2019

# ACKNOWLEDGEMENTS

Thank you to the following individuals for their contributions to the East Sherman District Revitalization Plan. Special thanks to the City of Coeur d'Alene for leading the effort, CDA 2030 for being a strong partner and advocate for the project, and Community Builders for contributing their design and economic development expertise and selecting our community for technical assistance to complete the planning effort. It is also important to recognize all of the community members and 31-person Leadership Committee who participated in the workshops, meetings, and East Sherman events since 2015. Without them, the plan would be lacking important considerations, ideas and community buy-in.

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# TABLE OF CONTENTS

## CHAPTER 1: ABOUT THE PROJECT

SETTING THE STAGE	
ABBREVIATED HISTORY	
EAST SHERMAN DISTRICT TODAY	
PROJECT PROCESS	

## CHAPTER 2: CORRIDOR VISION & FRAMEWORK

THE VISION	
VISION ELEMENTS	
CHARACTER AREAS & GATEWAYS	
PRIORITY PUBLIC IMPROVEMENTS	

## CHAPTER 3: PLANNING & DESIGN STRATEGIES

OVERVIEW	
CREATING A SAFE AND VIBRANT STREET	
CREATING A SENSE OF ARRIVAL	
OFFERING MORE COMMUNITY GATHERING SPACES	
EXPANDING HOUSING CHOICES	
EXPANDING OPPORTUNITIES FOR INVESTMENT	

## CHAPTER 4: ZONING

OVERVIEW	
ZONING ASSESSMENT	
ZONING RECOMMENDATIONS	

## 1 CHAPTER 5: ACTION PLAN 39

1 OVERVIEW	39
3 5-YEAR ACTION PLAN	40

## 4 CHAPTER 6: FUNDING STRATEGIES 45

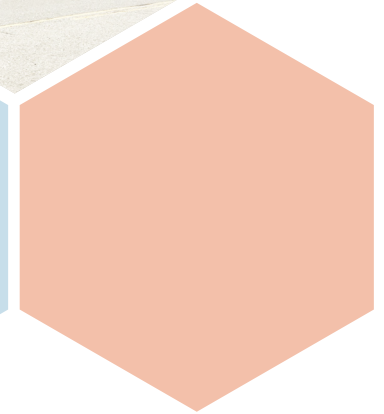
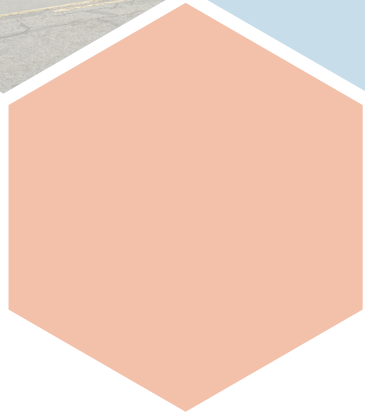
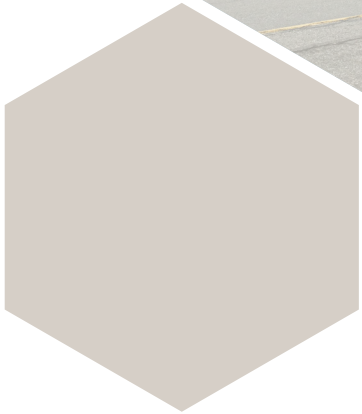
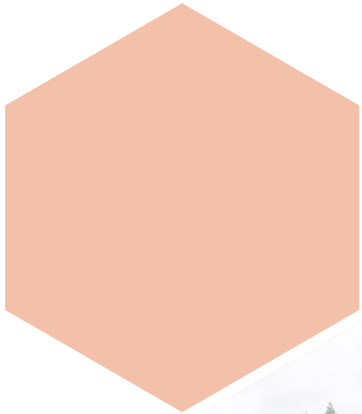
8 OVERVIEW	45
11 KEY OPPORTUNITIES	46
11 ORGANIZATION AND POSSIBLE FUNDING MECHANISMS	48

## 12 APPENDICES: 55

15 ZONING ANALYSIS	55
18 TAX INCREMENT FINANCING ANALYSIS	61
25 COEUR D'ALENE LAKE DRIVE DESIGN EXHIBITS	67

## 26 LIST OF EXHIBITS

28 1-A: PROJECT BOUNDARY	2
29 1-B: EXISTING ZONING	4
30 2-A: CHARACTER AREAS AND GATEWAYS DIAGRAM	15
32 2-B: PRIORITY PUBLIC IMPROVEMENTS	18
35 2-C: POPULAR BICYCLE AND PEDESTRIAN ROUTES, CRASHES AND "CLOSE CALLS"	20
36 4-A: EXISTING ZONING	36
37 POSSIBLE TIF DISTRICT BOUNDARY	62





# CHAPTER 1

## ABOUT THE PROJECT

### SETTING THE STAGE

Creating the **East Sherman District Revitalization Plan** to revitalize the eastern gateway to the city is both a priority project for the City of Coeur d'Alene and a spotlight project of the CDA 2030 nonprofit community vision organization. The specific action item from the CDA 2030 Implementation Plan is to *“Develop and implement a master plan for redevelopment of the East Sherman Avenue neighborhood, incorporating an inviting, gateway-style entrance to the city.”* This action emerged from a yearlong process carried out by CDA 2030 in 2013-2014 to collect and compile visionary ideas that represent points of agreement in the greater Coeur d'Alene community.

This Plan provides the city with recommendations for a combination of design and management improvements as well as ways to promote a diverse mix of residential and commercial land uses. Benefits to the community include:

- » Increased property tax revenue
- » Better public perceptions of the area
- » Improved access to public services
- » Further economic development
- » Amplified cultural vitality

This is a community-driven planning effort aimed at creating:

- » A **shared community vision** for the East Sherman District to guide long-term decision making.
- » An **action-oriented plan** for the physical improvements and economic development of the East Sherman District.

**PROJECT BOUNDARY**

The project boundary includes the area between 8th Street (west) and I-90 (east), and Lakeside Avenue (north) and Front Avenue (south), with an extended southern boundary between 10th and 11th Streets and along Coeur d'Alene Lake Drive to include additional area of opportunity. While the focus is along East Sherman Avenue, it is important to consider how recommended improvements transition north and south to the residential neighborhoods.



Exhibit 1-A - Project Boundary

## ABBREVIATED HISTORY

East Sherman Avenue has long served as a commercial destination and gateway to the city. East Sherman became known as the “Miracle Mile” in the 50s and 60s.

In 1958, the East Sherman Miracle Mile Businessmen’s Association met for the first time at the Boots and Saddle Cafe on U.S. Highway 10 - a very popular cafe/bar on the east end of town at the time. It was noted for its friendly bar and Thursday night smorgasbord with live music.

Robert L. Fortin was a prime leader in founding the organization. Nearly 35 merchants attended the meeting. Cecil Kennedy was named chairman and John Kelly secretary-treasurer. Board Members

included: Norm McEuen, Jack Felthousen, Ken Evjen, Bob Fortin and Joe Acuff. Meetings were held the first Thursday of the week. Bob Schwarts of radio station KZIN was the guest speaker for the first formal meeting. He told the group about similar organizations in other communities that formed a business district to promote themselves.

The organization embraced and promoted about 50 businesses from 11th Street to the city limits on East Sherman and along Highway 10, which included several new motels. In March of 1958, a large sign was placed above the street at 11th and Sherman reading “Gateway to the Miracle Mile.”

In the late 1970s, I-90 was constructed, reducing through traffic and business exposure along the corridor.



Looking east from 11th and Sherman, circa 1955. The Campbell Hardware and Runge Furniture on the right and across the street Sherman Drug, Sprouse-Reitz and the IGA grocery store. Museum of North Idaho photo CDA-8-75



The Dari Delite at 1224 East Sherman Avenue was built in the mid 1950s serving ice cream. In 1977 new owners began serving the Big D Burger. In the late 1980s the name was changed to Rogers. Museum of North Idaho photo CDA-39-32.



The Talk of the Town Motel at 2100 E Sherman, circa 1960. Museum of North Idaho photo CDA-37-10.



The Portal Motel at 1519 E. Sherman Ave. was built in the early 1950s using buildings from Farragut Naval Training Station. The Motel was rebuilt after a fire in the mid 1990s and reopened as the Budget Saver. Museum of North Idaho photo CDA-37-47.

**WHAT IS CDA 2030?**

**CDA 2030 Mission:**

CDA 2030 seeks to guide the greater Coeur d'Alene community in realizing its vision for a bright future – together. As a nonprofit group, CDA 2030 helps local businesses, government and community organizations carry out the CDA 2030 Vision and Implementation Plan.

**About CDA 2030:**

In July 2013, the community of greater Coeur d'Alene, Idaho launched CDA 2030, a nonpartisan, community-led visioning process, to articulate shared values, key points of agreement, and preferred directions for our future. Originally promoted by the City of Coeur d'Alene as an update to the Coeur d'Alene 2020 vision project conducted more than a decade earlier. This visioning process was organized, led and financially supported by a consortium of business, government and civic organizations.

To develop the CDA 2030 Vision and Implementation Plan, information and ideas were gathered from approximately 3,000 participants through public forums and workshops, a website and social media, community surveys, interviews and focus groups, media coverage, and more. The year-long process engaged the wider public in an inclusive conversation that respected different perspectives and built collaboration based on qualitative and quantitative information as well as engaging constructive dialogue.

To inform the conversation, a profile was produced with current community data as well as growth trends and urbanization issues that might impact our future. Community engagement and input unfolded in four stages of activity over one year: community outreach, vision development, vision refinement and plan development.

**EAST SHERMAN DISTRICT TODAY**

The East Sherman District (refer to Exhibit 1-A, page 2) consists of 242 properties, including 4 parcels within the jurisdiction of the City of Fernan Lake Village along the east side of Coeur d'Alene Lake Drive. Buildings range from one to three stories and include new construction as well as historic. Properties fronting East Sherman Avenue are primarily zoned “commercial” (C-17 or C-17L) whereas properties across the alleys and fronting the neighborhood streets are primarily zoned “residential” (R-17). A couple parcels toward the east end are zoned Planned Unit Development (PUD). Properties within the planning area from 8th to 11th Streets from Front Avenue to the north side of Lakeside Avenue are zoned Downtown-Overlay East.



View looking east along East Sherman Avenue from 11th Street.



Exhibit 1-B - Existing Zoning



**LAND USES**

Prominent **commercial uses** along the corridor include a grocery store, convenience store, liquor store, music store (Burt’s), several old motels, a bank, and two gas stations. East Sherman Avenue also boasts several popular **retail establishments** with a focus on recreation – including Vertical Earth bike shop and Fins and Feathers fishing shop. The area is best known for some well-established **eating and drinking establishments** such as Roger’s Burgers & Ice Cream, Moon Time, Jimmy’s Down the Street (featured on The Food Network’s Diners, Drive-ins and Dives with Guy Fieri), Michael D’s Eatery and Relic Smokehouse & Pub. East Sherman Avenue also hosts a food truck and a coffee stand. The corridor supports numerous **professional offices**, retail and personal services, martial arts, a dance studio, graphic design, leather shop, an

instrument manufacturing business, a church and a cemetery. **New uses** on the corridor include two gyms, a second church, cidery, women’s retail, a yoga studio, new apartments along Coeur d’Alene Lake Drive and a coworking space. A new brewery is being proposed.

**Residential neighborhoods** within or surrounding the project area include the Garden Park and Lakeshore west of 15th Street and Sanders Park, Glenmore and Costello Park east of 15th Street.

**Schools and community centers** in close proximity to the project area include: Sorensen Magnet School of the Arts & Humanities; Fernan STEM Academy; Harding Family Center; Lakes Middle School; and Lola & Duane Hagadone Boys & Girls Club.



The Lean Bean coffee stand at 13th & Sherman offers a convenient coffee stop for the neighborhood.



Located on the 1600 block of East Sherman Avenue, Jimmy’s Down the Street was featured on Diners, Drive-Ins and Dives.



Relic Smokehouse and Pub is a restaurant located at 19th & Sherman.



Located at 12th and Sherman Streets, Burt’s Music is one of two music businesses on the corridor.



The neighborhoods surrounding East Sherman offer modest historic homes (1300 block of E. Front Ave.)



Paradox Music is located in a home constructed in 1915 at 13th & Sherman.



Across the street from Paradox, Roger's Ice Cream and Burgers is an East Sherman staple - popular for tourists and locals alike.



The Blackwell Hotel dates back to the early 1900s.

## HISTORIC PROPERTIES

Several buildings along the corridor are considered historic. Some of the motels and restaurants east of 11th Street date back to the 1950s and 1960s and many of the residential structures that remain between 8th and 11th Streets were built in the late 1800s and early 1900s. A few highlights include:

- » **Formerly Paradox Music** is a residential structure constructed in 1915. Although not considered historically or architecturally significant, it highlights the ability for residential structures to also function as commercial uses.
- » **Roger's Ice Cream and Burgers** was constructed in 1960. The building retains all of its historic integrity and is an excellent example of a walk-up diner.
- » **The Blackwell Hotel** at 9th and Sherman dates back to the early 1900s.

## RECREATION

The North Idaho Centennial Trail, a multi-use trail that runs from the Washington/Idaho border to Coeur d'Alene Parkway State Park, is located two blocks south of East Sherman Avenue on Mullan Avenue and continues southeast of town along Coeur d'Alene Lake Drive. Person Field is located just north of the study area and the Coeur d'Alene Resort Golf Course is just south of the study area. A small, privately-owned vacant lot at the corner of 12th & Sherman currently operates as a small pocket park, although this space lacks programming and design.



A privately-owned vacant lot at 12th Street and East Sherman Avenue serves as a small pocket park for the corridor.



The North Idaho Centennial Trail is connected via East Mullan Avenue with a designated on-street bike lane. (image: Google Street View)

### EAST SHERMAN COMMUNITY SNAPSHOT

Key statistics on this page provide a glimpse into the 2019 demographics of the East Sherman District and surrounding neighborhood. Environmental Systems Research Institute (ESRI) classifies neighborhoods into 67 unique segments based on demographics and socioeconomic characteristics. Of the 67 categories, three segments were present in the East Sherman District:

#### 48.9% - OLD AND NEWCOMERS:

**8F Old and Newcomers**

**Prof/Svcs**  
**College Degree**  
**White**

- Buy frozen, convenience foods
- Bank online or in person
- Support environmental organizations
- Watch movies at home
- View car as transportation only

Household: Singles  
Housing: Single Family; Multi-Units

38.5  
33.9  
3  
Households: 2,774,000

#### 27.3% - SET TO IMPRESS:

**11D Set to Impress**

**Svcs/Prof/Admin**  
**HS Diploma Only**  
**White/Black**

- Go to rock concerts, nightclubs, zoos
- Manage finances online
- Shop at Walgreens
- Download latest music online
- Own used, imported vehicles

Household: Singles  
Housing: Multi-Unit Rentals; Single Family

33.1  
32.9k  
3  
Households: 1,657,000

#### 24.1% - EMERALD CITY:

**8B Emerald City**

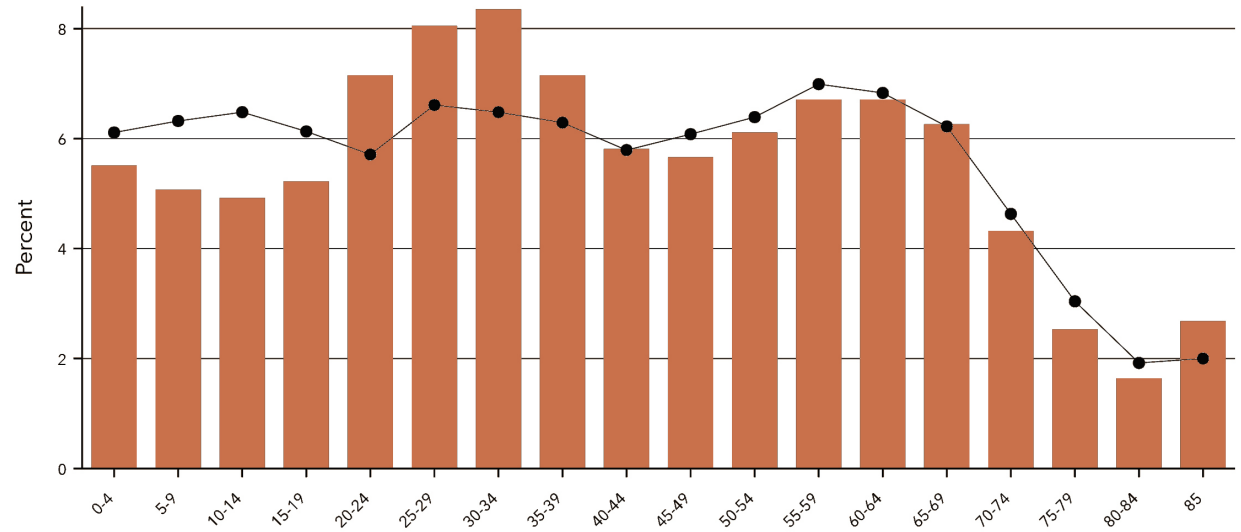
**Prof/Mgmt**  
**College Degree**  
**White**

- Travel frequently
- Contribute to NPR/PBS
- Buy, eat organic foods
- Read books, magazines on tablets
- Prefer natural, green products

Household: Singles  
Housing: Single Family; Multi-Units

36.4  
352k  
3  
Households: 1,677,000

### Age Profile



Demographic Age Profile Chart (Dots = Kootenai County; Bars = Coeur d'Alene)

#### KEY FACTS

**\$246,000**  
MEDIAN HOME VALUE

**\$40,542**  
MEDIAN HH INCOME

**39.0**  
MEDIAN AGE

**282**  
HOUSEHOLDS

#### EDUCATION

**6%**  
NO HIGH SCHOOL DIPLOMA

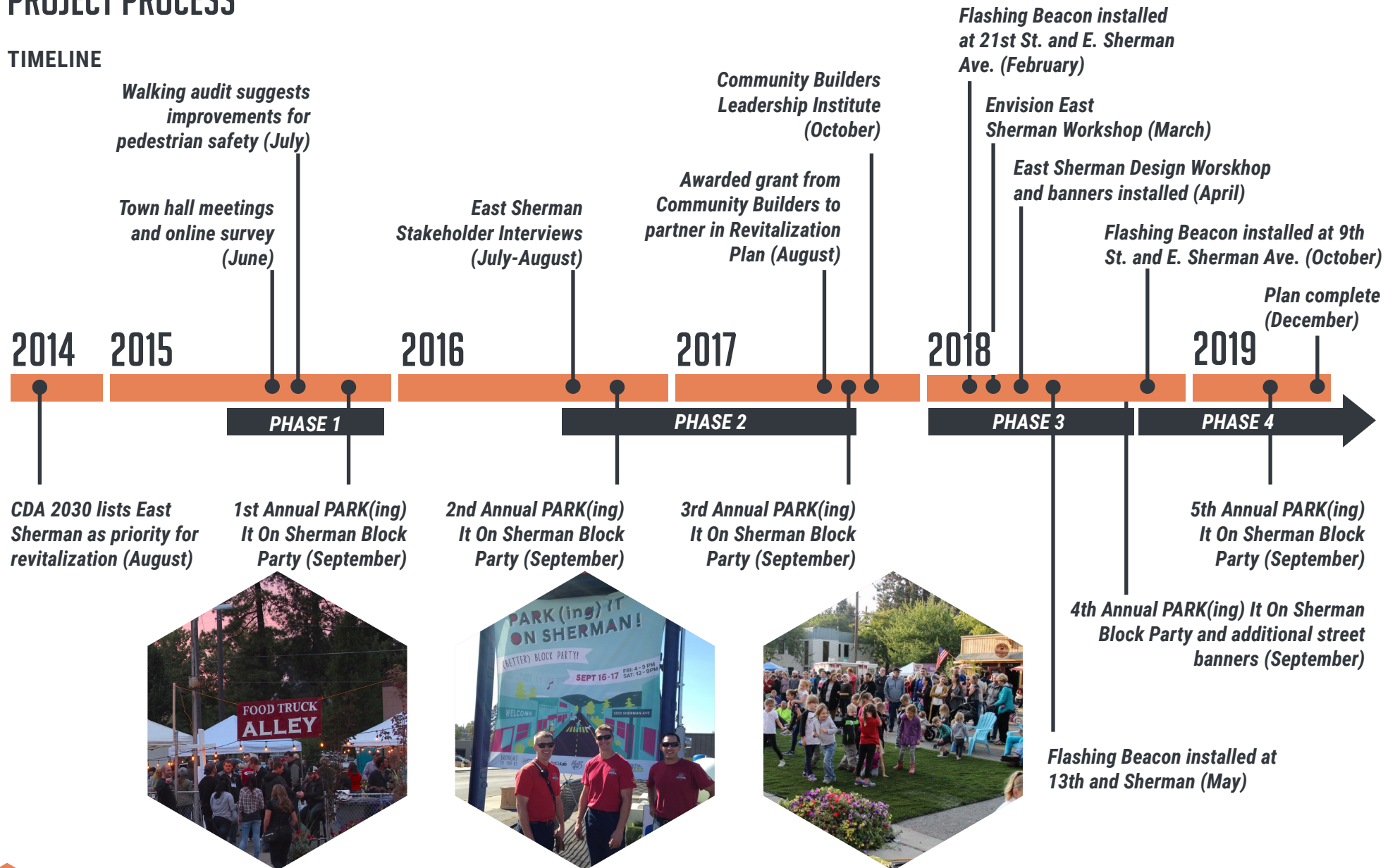
**21%**  
HIGH SCHOOL GRADUATE

**34%**  
SOME COLLEGE

**39%**  
DEGREE OR HIGHER

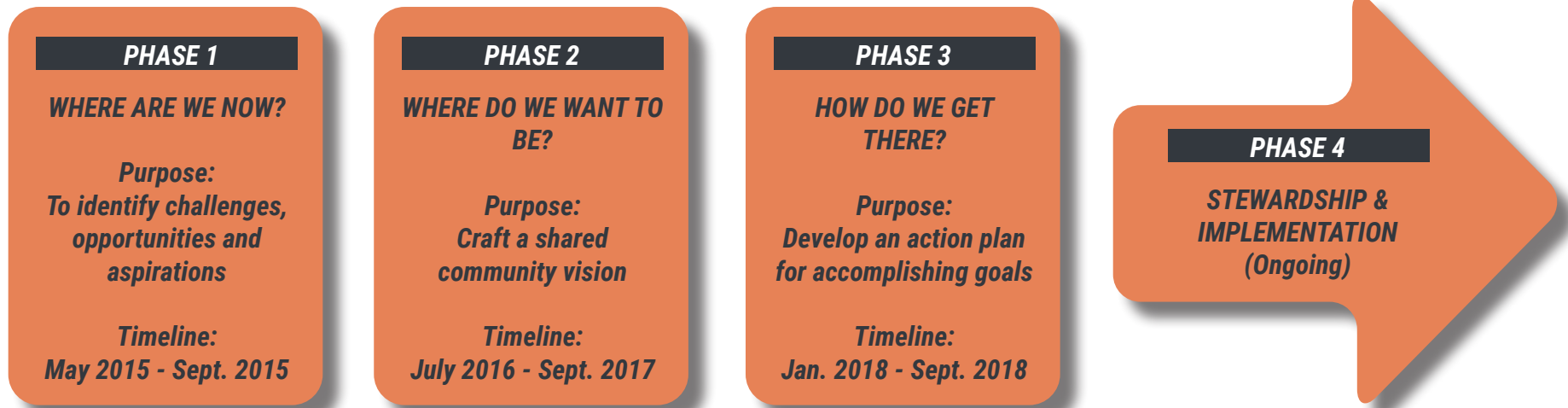
# PROJECT PROCESS

## TIMELINE



**COMMUNITY OUTREACH PROCESS**

The following diagram explains the process that was taken to engage the community in order to develop a shared vision for East Sherman:



**Phase 1 - Where are We Now?**

The initial process for envisioning the future of the East Sherman District was initiated by city staff and CDA 2030. A variety of engagement activities were used to gather input from the community, including:

- » Town hall meetings (June 2015)
- » Online survey (June 2015)
- » East Sherman booth at CDA 2030 Annual Celebration (July 2015)
- » Kids summer camp class at Gizmo “City Planner” Theme (July 2015)
- » City Poll: “Should East Sherman be Revitalized?” (August 2015)
- » 1st Annual PARK(ing) It On Sherman – Name The District Activity (September 2015)



Town hall meetings were held in June 2015.



A variety of public engagement efforts to educate and solicit feedback were used during the initial phase of public outreach.

**Phase 2 - Where do we Want to Be?**

Also led by city staff and CDA 2030, Phase 2 began in July 2016 and concluded in September 2017. This phase focused on crafting a shared community vision for the East Sherman District. Thirty-four stakeholders (property and business owners, residents of adjacent neighborhoods, and agencies with monetary and/or vested interest in the revitalization of the East Sherman District) were interviewed in July and August of 2016. Questions were asked about their vision, potential strategies and action items, private investment, prioritization of public investment, and more. Activities in this phase included:

- » East Sherman stakeholder interviews (July-August 2016)
- » 3rd Annual PARK(ing) It On Sherman – “I Wish East Sherman had...” (September 2017)



The annual PARK(ing) It On Sherman event continues to grow in popularity, temporarily exposing the opportunity for more community gathering space on East Sherman Avenue.

**Phase 3 - How do we Get There?**

Phase 3 began in early 2018 with Community Builders and their subconsultants. Phase 3 activities included:

- » Envision East Sherman Strategy Workshop (March 13, 2018)
- » Online Feedback Form on Vision Statements (through April 8, 2018)
- » Design Studio (April 16-18, 2018)
- » Online Feedback Form on streetscape features and housing types (through June 10, 2018)

The Phase 3 efforts engaged 150 community members in the Envision East Sherman Strategy Workshop, 50 community members in the Design Studio, 115 community members in the online vision feedback form, and 143 participated in the online feedback form for the streetscape elements

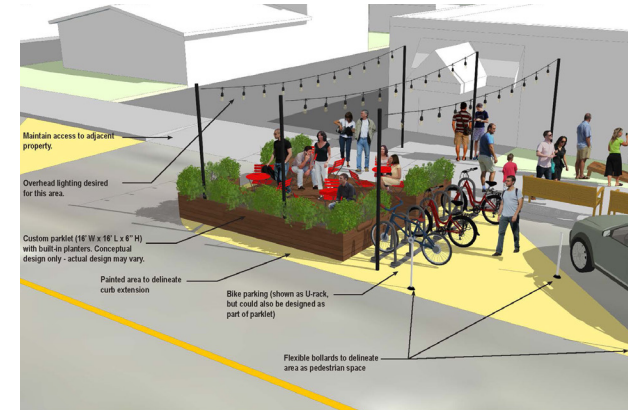


At the Design Studio in April 2018, community members gathered to hear about the process, see results from the studio, and provide feedback.

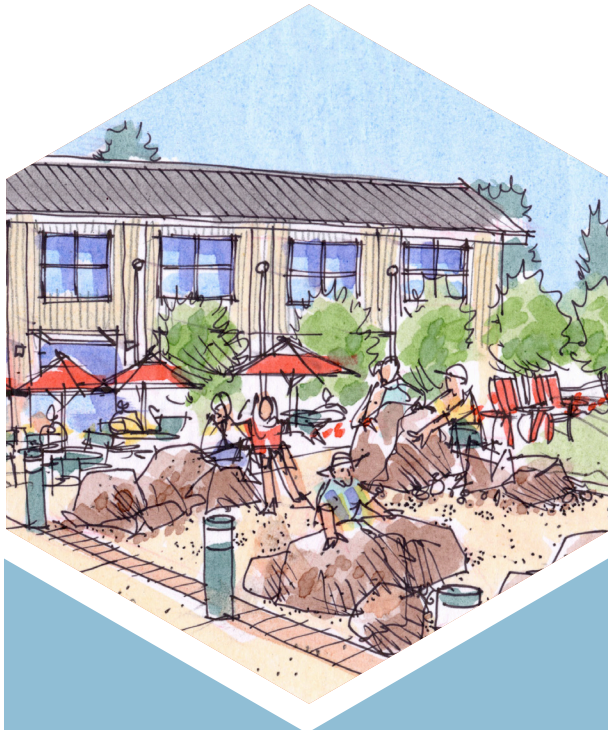
and housing options. The 31-person Leadership Committee was actively involved in providing feedback and direction on the project.

**Phase 4 - Stewardship and Implementation**

Phase 4 took off in September 2018 and included implementing a pilot project on the 1600 block of East Sherman Avenue to test the most popular street design option. The pilot project will be up for several months - long enough to test the changes, allow community members to experience the improvements, and see how it performs in winter months. Other implementation measures include seeking funding mechanisms for public improvements and zoning changes to eliminate barriers to redevelopment. Chapter 4 of this document outlines measures for implementation and roles for executing them.



The 'Activate East Sherman' pilot project rendering for the 1600 block of East Sherman Avenue.



## CHAPTER 2

### CORRIDOR VISION & FRAMEWORK

#### THE VISION

A two-day community and stakeholder workshop was held on March 13-14, 2018. Titled the “Envision East Sherman Strategy Workshop”, this session brought together key stakeholder groups and the public to discuss the community’s vision for the East Sherman District. This process built upon the previous engagement and visioning sessions the city and CDA 2030 had with the community in 2015-2016.

Stakeholder groups engaged in the workshop included:

- Coeur d’Alene Chamber of Commerce
- Coeur d’Alene Area Economic Development Corporation
- Coeur d’Alene Police Department
- Coeur d’Alene Fire Department
- Habitat for Humanity of North Idaho
- Local developers, property owners and realtors

An online survey was available for those unable to attend the workshop in person. Roughly 130-150 people attended the public event and 117 online responses were received as well. The feedback from the community and stakeholders was distilled into 14 key vision components for the future of the East Sherman District. They are listed on the following pages.

## VISION ELEMENTS

IN 2040, EAST SHERMAN IS A NEIGHBORHOOD THAT...



**HAS AN ACTIVE STREETScape THAT INCORPORATES A PARK-LIKE FEEL.**



**HAS STREETS THAT SAFELY AND COMFORTABLY ACCOMMODATE VEHICLES, BICYCLISTS AND PEDESTRIANS.**



**IS VIBRANT AND HAS A UNIQUE IDENTITY.**



**OFFERS A POSITIVE AND LASTING IMPRESSION OF OUR COMMUNITY.**



**IS CLEAN AND AESTHETICALLY PLEASING.**





6

**WELCOMES AND SUPPORTS SMALL BUSINESSES AND AN ENTREPRENEURIAL SPIRIT.**



7

**IS A MARKETPLACE WHERE YOU CAN EXPERIENCE CRAFT, ARTISANS, CULTURE AND ENTERTAINMENT.**



8

**ENCOURAGES PRIVATE INVESTMENT.**



9

**HAS A VISION FOR SUSTAINABLE GROWTH.**



10

**OFFERS A MIX OF HOUSING CHOICES.**



***FOSTERS COLLABORATION AMONG RESIDENTS AND BUSINESSES.***



***SUPPORTS AN ACTIVE AND HEALTHY LIFESTYLE.***

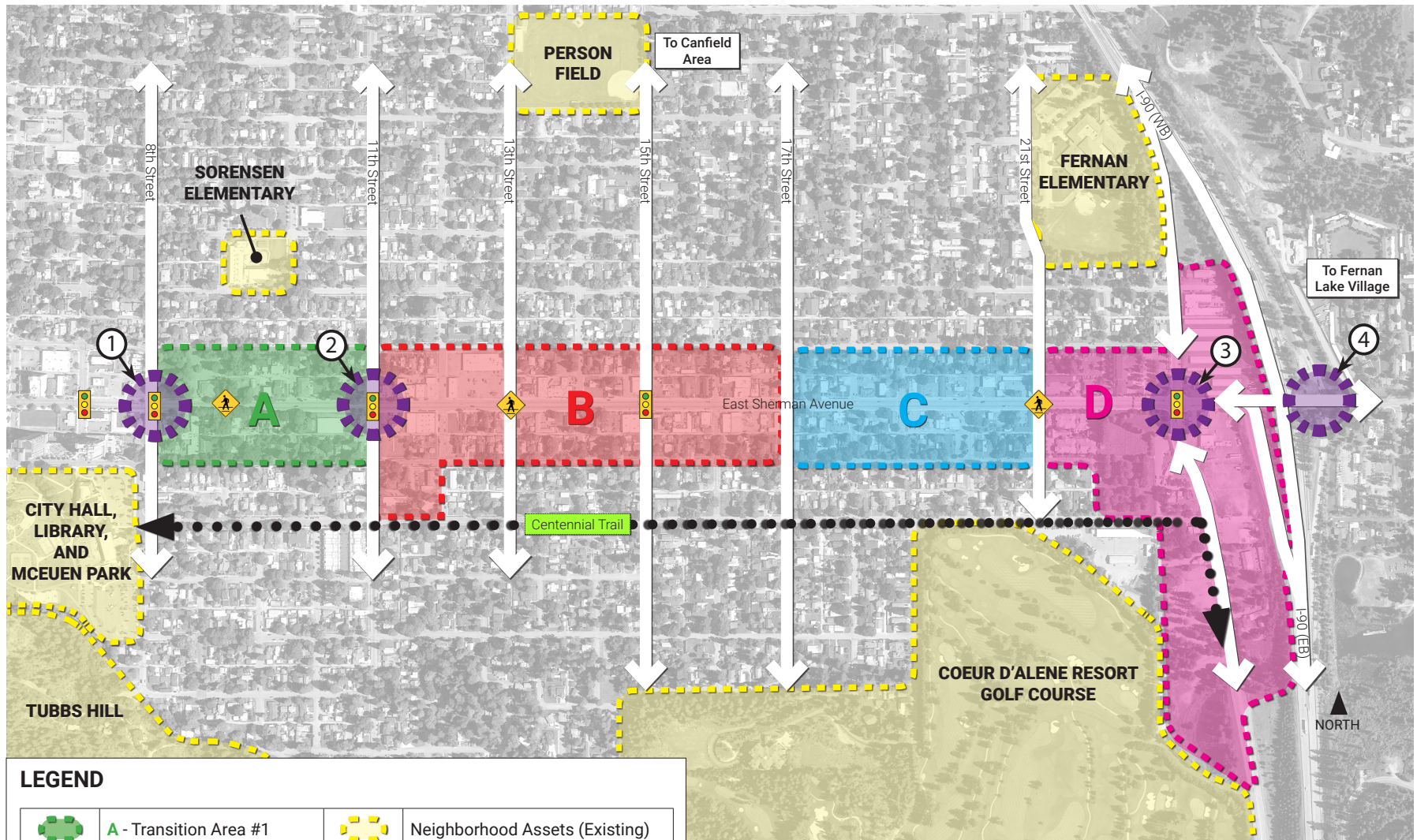


***IS A COMMUNITY GATHERING PLACE.***



***IS SAFE AND FAMILY-FRIENDLY.***

# CHARACTER AREAS & GATEWAYS



## LEGEND










	A - Transition Area #1		Neighborhood Assets (Existing)
	B - East Sherman Core Area		Centennial Trail (Existing)
	C - Transition Area #2		Rapid Flashing Beacon (Existing)
	D - Gateway Area		Signalized Intersection (Existing)
	Gateway Opportunities		

Exhibit 2-A - Character Areas and Gateways diagram

### FOUR DISTINCT AREAS

Through a study of existing land uses and the scale and character of existing buildings, four distinct character areas were identified along the East Sherman District (refer to diagram on previous page).

#### A. Transition Area #1



The area between 8th and 11th Streets serves as the transition between downtown Coeur d'Alene and the East Sherman District. This area primarily includes buildings of residential character (although many are operating as commercial offices) which are set back from the street with open space between buildings. East Sherman District in this area includes large, mature street trees and sidewalks from the street with tree lawns.

#### B. East Sherman Core



The area between 11th and 17th Streets embodies a “commercial corridor” character. It is composed of one to two-story buildings. Some buildings are attached and located at the back of the sidewalk, while others are set back from the sidewalk, such as the grocery store. A few single family homes and multifamily units are located on East Sherman Avenue in this area as well. Alleys located parallel to East Sherman Avenue provide access for off-street parking and loading areas, which also serves as a transition to single family residential homes on Front and Lakeside Avenues. This area is envisioned as the center of activity for the future of East Sherman District by strengthening the uses and character that exist today.

#### C. Transition Area #2



The area between 17th and 21st Streets transitions into a mixture of single family homes, motels, and commercial offices and businesses. This transition between the East Sherman Core and the I-90 interchange area has potential for reinvestment. It provides unique opportunities for additional housing and lodging with access to I-90 and amenities along East Sherman Avenue and downtown.

#### D. Gateway Area



The I-90 interchange area serves as the eastern gateway to the East Sherman District and the downtown. This area offers opportunity for a grand sense of arrival to town as well as significant redevelopment opportunities along Coeur d'Alene Lake Drive.

## GATEWAY FEATURES

Gateway features provide a sense of arrival and “place”. Gateway features usually include some type of signage or public art to call attention to their location. Examples include overhead arches, signage, banners or lighting as well as vertical signs, wayfinding and branding elements along with landscaping at key intersections.

As identified on Exhibit 2-A, three gateways are indicated in the East Sherman District:

### 1. 8th Street/East Sherman



This gateway indicates the transition from downtown to East Sherman. It provides an opportunity to create a distinct sense of arrival at the east end of downtown Coeur d’Alene.

There is little space that exists today, but if a new bulb-out is constructed, vertical elements on the northeast and southwest corners should be installed to identify this gateway.

### 2. 11th Street/East Sherman



This gateway indicates a clear arrival (from the west) to the East Sherman District. Vertical signage or public art could be placed on the northeast and southwest corners.

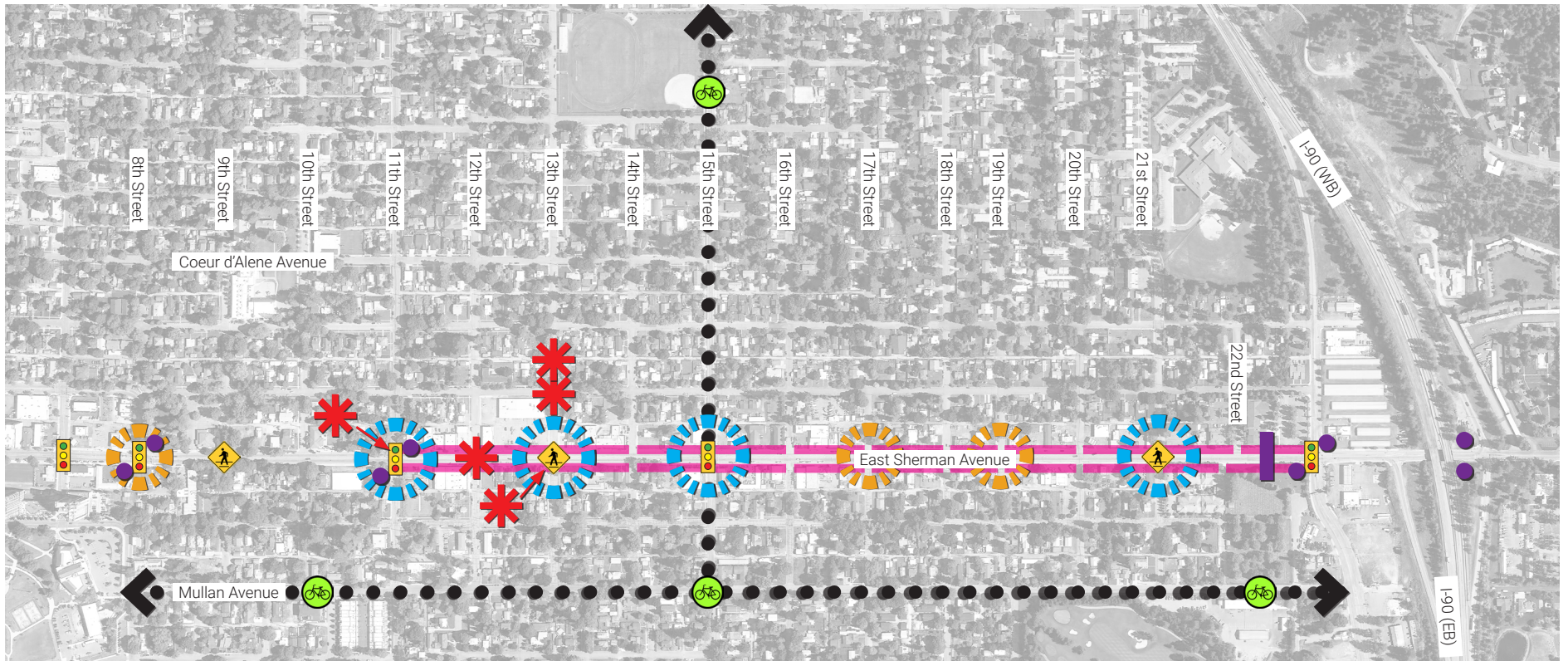
### 3. Coeur d’Alene Lake Drive/East Sherman Avenue



This gateway near the I-90 interchange helps to enhance the sense of arrival to the East Sherman neighborhood, and the city as a whole. The gateway features being proposed include:

- » A single lane roundabout at the intersection of Coeur d’Alene Lake Drive and East Sherman Avenue.
- » Conversion of old overhead highway signage into gateway signage (refer to illustration on page 26).
- » Upgrades to Coeur d’Alene Lake Drive that include bike lanes/trail connections, landscape buffers, sidewalk connections and more.
- » Gateway signage/wayfinding signage opportunity at I-90 westbound offramp.

# PRIORITY PUBLIC IMPROVEMENTS



**LEGEND**

PROPOSED		EXISTING	
	Curb Bulb-Outs (1st Priority)		High Incident of Close-Calls or Crashes <sup>1</sup>
	Curb Bulb-Outs (2nd Priority)		Bike Lanes
	Widened Sidewalks/Amenity Areas (ex. bike lanes, parklets, or street landscaping)		Rapid Flashing Beacon
	Gateway Elements		Signalized Intersection

Exhibit 2-B - Priority Public Improvements

<sup>1</sup>Based on data collected from the community at the Envision East Sherman Strategy Workshop.

Exhibit 2-B (previous page) provides a map overview of proposed key public investments that include:

### REDESIGN OF EAST SHERMAN AVENUE

The community strongly indicated that the current configuration of East Sherman Avenue does not create a safe, inviting and comfortable experience for people walking and biking. Therefore, it is recommended that East Sherman Avenue, from 11th Street to Coeur d'Alene Lake Drive, be redesigned. Major changes are not anticipated from 8th to 11th Streets. Multiple configurations for the street were explored, including a "build your own street" exercise at the March 2018 Envision East Sherman Workshop.

A pilot project that implements both permanent and temporary streetscape installments was installed at the 1600 block of Sherman Avenue in September 2018 and will be left up indefinitely until it can be made more permanent.

### INSTALLING CURB EXTENSIONS AT KEY INTERSECTIONS

A number of intersections along East Sherman Avenue would benefit from the installation of curb extensions. Curb extensions can be costly, so the intersections identified have been prioritized. The locations for curb extensions were identified and prioritized based on: (1) Community input; (2) Close-Calls, Crashes and Common Routes data collected at the Envision East Sherman Strategy Workshop; and, (3) The location of existing assets such as the bike lanes along 15th Street or the school crossing at 21st Street.

- » **1st priority** = 11th, 13th, 15th and 21st Streets.
- » **2nd priority** = 8th, 17th and 19th Streets.



In downtown, corner curb extensions provide additional space for seating and trees (see highlighted area).



In this example, the curb extension provides additional space for landscaping elements and sidewalk space and could also be used for stormwater collection.

#### What's a Curb Extension?



#### Curb Extensions provide the following benefits:

- Narrows the perceived street width, which slows traffic speeds.
- Shortens intersection crossing distance for pedestrians. This is especially important for young children, the elderly and the disabled.
- Improves sight lines at intersections. Motorists are able to see pedestrians and pedestrians are able to see motorists.
- Provides space for ADA requirements - ability to provide appropriate ramp slope without using private property.
- Creates additional space for snow storage, landscaping, public art, seating, lighting, trash/recycling receptacles, bike parking, etc.

NOTE: for illustrative purposes only. Not indicative of East Sherman Avenue and cross streets.



**INPUT ON DRAFT VISION FOR EAST SHERMAN**

A poster exercise was used to gather feedback on the draft vision for East Sherman Avenue.

A poker chip exercise was used to understand the community's priorities for the various components of the draft vision.



**STREETSCAPE DESIGN & MAPPING EXERCISES**

A "Build Your Own Streetscape" exercise was used to better understand the type of street the community desired for East Sherman Avenue.

Mapping exercises were used to understand common walking and biking routes in the neighborhood, as well as to understand where unsafe intersections may exist.

**LEGEND**

- -Indicates a crash
- -Indicates a close-call
- -Route traveled on foot
- -Popular walking route
- -Route traveled on bike
- -Popular biking route



Exhibit 2-C - Popular Bicycle and Pedestrian Routes, Crashes and "Close Calls"



## EAST SHERMAN STREET SECTIONS

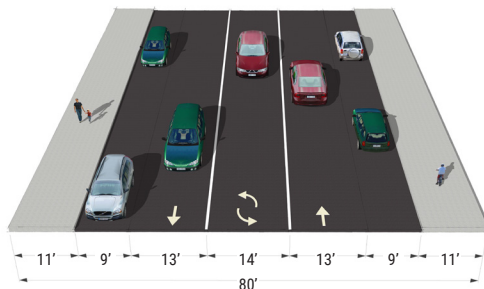
The redesign of East Sherman Avenue, from 11th Street to Coeur d’Alene Lake Drive, was explored with community members, city agencies, and design experts. Following the Envision East Sherman workshop where community members participated in a “build your own street” exercise, three options were developed. These options, as well as a “hybrid” cross section are explained on the following pages and compared to the existing conditions:

### Existing Conditions

The existing section of East Sherman Avenue consists of two travel lanes in either direction with a continuous left turn lane down the center. Unmarked parallel parking is allowed on either side of the street. Sidewalks vary slightly, but generally include 11’ to 13’ of space between the curb and property line. The right-of-way is 80’.

There are occasional street trees near the curb edge, as well as tall street lights (about 2 per block face).

The street section below is a sample - it does not represent the entire area from 11th Street to Coeur d’Alene Lake Drive. Variations exist.



### Option A - Keep Curbs, Narrow Street (\$)

Option A explores a minimal cost fix for East Sherman Avenue by keeping the existing curbs in place. This concept narrows the street by:

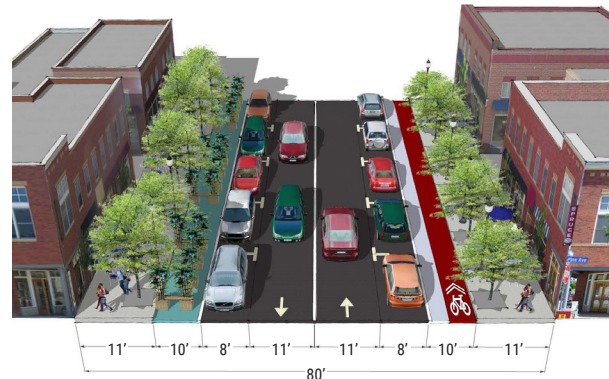
- » Eliminating the center turn lane (turn lanes could still be provided at key intersections).
- » Reducing the width of the travel lanes.
- » Moving on-street parking closer to the center of the street.

The benefits of this concept include:

- » Creates space for protected bike lanes and/or parklets (temporary expanded sidewalk).
- » Narrower travel lanes will help to reduce traffic speeds.

Tradeoffs include:

- » Sidewalks remain same width.
- » Street trees may be difficult to include.
- » No continuous center turn lane.



### Option B - Keep Turn Lane + Wide Sidewalks (\$\$\$)

Option B is a modified design of what exists. It expands sidewalks for pedestrians while keeping the left turn lanes (with landscaped medians in between). This option narrows the street by:

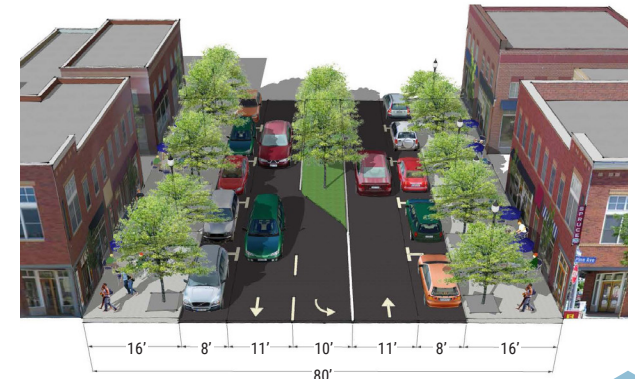
- » Reducing the width of the center turn lane and travel lanes.

The benefits of this concept include:

- » Narrower center turn lane and travel lanes help reduce traffic speeds.
- » Provides space for wider sidewalks to allow for street trees, pedestrian-scale lighting, outdoor dining areas, bike parking, benches, landscaping and more.

Tradeoffs include:

- » No bike lanes on East Sherman.
- » Center landscaped median.
- » Most expensive option.



**Option C - More Parking + Wider Sidewalk (\$\$)**

Option C offers an asymmetrical section that provides more parking on the south side of the street and a wider sidewalk on the north side. This concept narrows the street by:

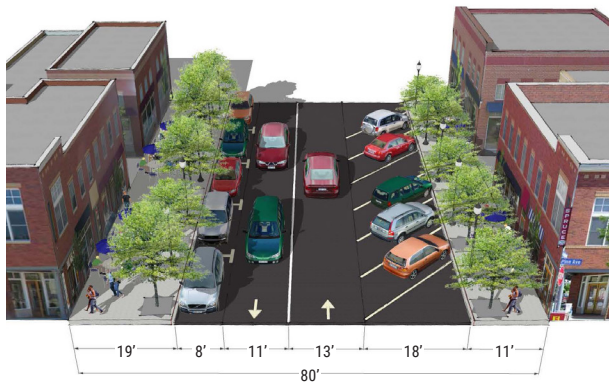
- » Eliminating the center turn lane (turn lanes could still be provided at key intersections).
- » Reducing the width of the travel lanes.

The benefits of this concept include:

- » A wider sidewalk is provided on the north side (sunny side) of the street.
- » Diagonal parking on the south side of the street provides more on-street parking.
- » The south side curb could remain in place, saving money.
- » Narrower travel lanes reduce traffic speeds.

Tradeoffs include:

- » No bike lanes on East Sherman.
- » No continuous center turn lane.



**Option D (HYBRID) - Bike Lanes + More Parking (\$)**

Option D offers bike lanes and increased parking along East Sherman. Bike facilities were a popular priority for community members in the voting exercise, however the broader network would need to be examined before implementing this scenario. For example, bike lanes would probably not be feasible downtown. Additionally, the existing North Idaho Centennial Trail along Mullan Avenue is not wide enough for two-way bike travel and needs to be reconsidered. This option would:

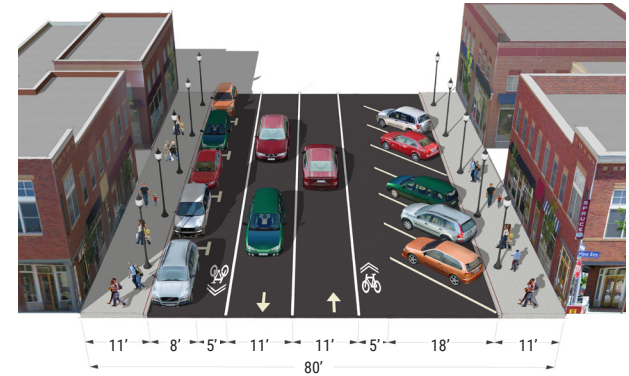
- » Add parking (reverse diagonal parking on one side).
- » Add bike lanes next to parking.
- » Allow parklets for cafe seating.

The benefits of this concept include:

- » Bike lanes along Sherman Avenue.
- » Reverse diagonal parking on the south side of the street provides more on-street parking.
- » Opportunities for parklets to replace on-street parking - and would be buffered by a bike lane.
- » Perception of a narrower street should help reduce traffic speeds.

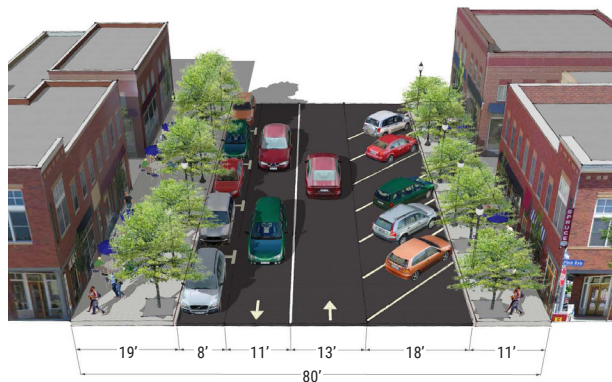
Tradeoffs include:

- » No continuous center turn lane.
- » Sidewalks remain same width.
- » Street trees may be difficult to include on sidewalks, but could be added at intersection bulb-outs.



### ACTIVATE EAST SHERMAN - A PILOT PROJECT

A pilot project tested Option C from the previous page, but without expanding the north sidewalk. Therefore, travel lanes were kept fairly wide. This pilot project was constructed in September 2018 and will remain functional through 2019 for testing and to receive public feedback. A survey was conducted that asked how much people liked certain streetscape and street design elements. The survey included approximately 520 respondents. Those results are shown on the following page.



Street section that was demonstrated during pilot project.



Closeup of crosswalk design during pilot project.



Summertime view of parklet at Moon Time during pilot project.



Wintertime view of sidewalk and planters during pilot project.



View of sidewalk in front of Moon Time during pilot project.

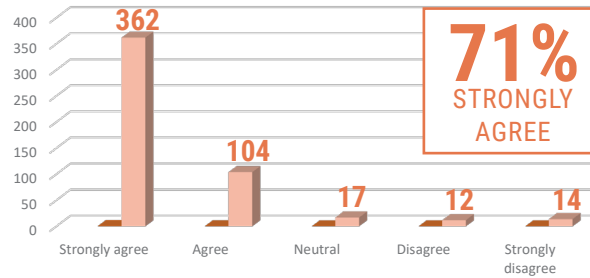


Closeup of parklet during pilot project.

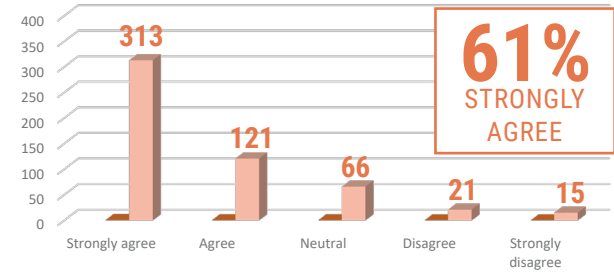
**SURVEY SAYS...**

A survey was available during the pilot project (in hard copy format for businesses within the pilot project block and online) that asked people which elements should be included in the plan for East Sherman streetscape improvements. The following charts highlight the results from approximately 520 survey responses:

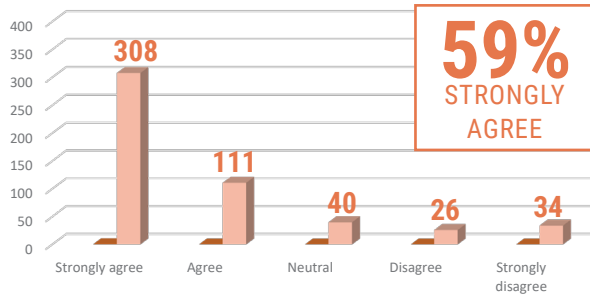
**#1 PLANTERS & LANDSCAPING**



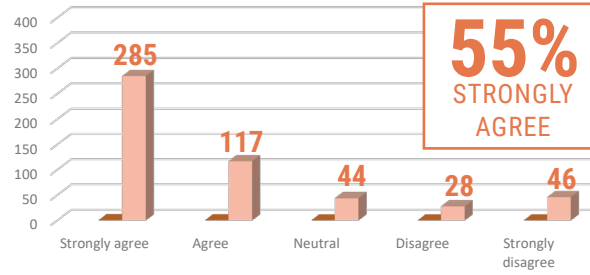
**#2 BIKE PARKING**



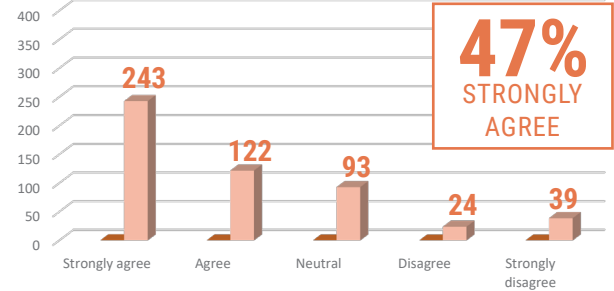
**#3 PARKLETS**



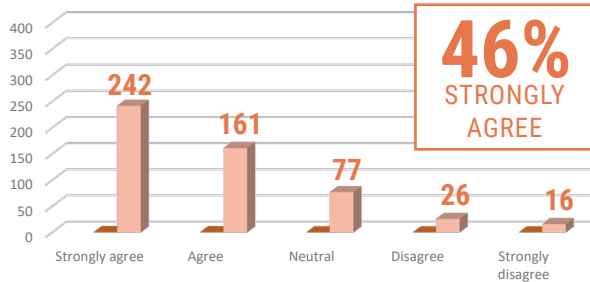
**#4 DIAGONAL PARKING**



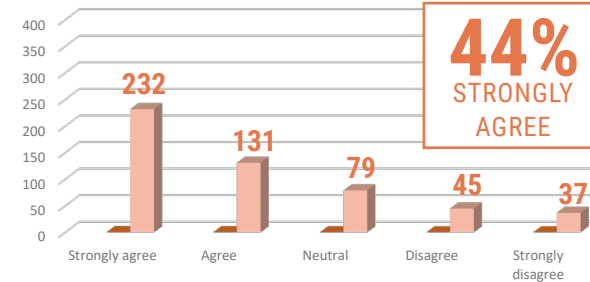
**#5 CROSSWALK ART**



**#6 BENCHES**



**#7 REDUCED SPEED LIMIT**



A rendering of the Pilot Project highlights: planters, bike parking, a parklet, diagonal parking and benches.



## CHAPTER 3

### PLANNING & DESIGN STRATEGIES

#### OVERVIEW

This chapter provides the strategies and design recommendations for enlivening and sustaining the East Sherman District as a successful commercial corridor in Coeur d'Alene. From "big ideas" to specific strategies, the following pages outline the "how to" for carrying out the future vision for the East Sherman District.

Most of the work in this chapter was produced onsite with a team of experts in the fields of architecture, urban design, planning and economic development. The Design Workshop took place on April 16-18, 2018 in Coeur d'Alene. A walking tour with the Leadership Committee revealed issues and opportunities told from their experience as residents, business and property owners, city officials and vested citizens of the area. Meetings with stakeholders along the corridor - such as key property owners - were also held to understand their ideas and visions for the future and educate them about the planning process. Finally, a community meeting was held at the Coeur d'Alene Chamber of Commerce / Visitors Center where the team presented concepts developed onsite during the Design Workshop and received direct feedback from community members.

## CREATING A SAFE AND VIBRANT STREET

Regardless of which final street section is selected, the design of the streetscape (design elements and features within the street right-of-way) will be key to providing a vibrant destination and a street that feels safe and inviting.

When polled, the community preferred the following streetscape features:

### #1 - Seasonal parklets/On-street dining (126 votes)



**PILOT PROJECT** - Built a parklet as part of the pilot project to test concept.

**REDESIGN** - Incorporate cafe seating within wider sidewalks (if possible). Parklets may still be desirable in some locations.

### #2 - Landscaping along the street (123 votes)



**PILOT PROJECT** - Incorporated planters and vegetation to test impact.

**REDESIGN** - Incorporate permanent planters with vegetation and street trees along the street curb edge.

### #3 - Pedestrian-scaled lighting (114 votes)



**PILOT PROJECT** - Incorporated ambient lighting in key locations.

**REDESIGN** - Incorporate pedestrian-scaled lights with ability to hold banners.

### #4 - Street furniture (108 votes)



**PILOT PROJECT** - Placed benches along street.

**REDESIGN** - Incorporate seating options into the streetscape design.

### #5 - Innovative stormwater features (95 votes)



**REDESIGN** - Incorporate stormwater features into the streetscape at curb extensions, as space allows.

### #6 - Creative street lighting (85 votes)



**PILOT PROJECT** - Included overhead lights above a parklet.

**REDESIGN** - Incorporate creative lighting whenever possible. This could be done on private property as well.

### #7 - Public art (80 votes)



**REDESIGN** - Incorporate public art into the street design at key locations (gateways, bulb-outs). Hiring local artists is preferred.

### #8 - Creative crosswalks (71 votes)



**PILOT PROJECT** - Incorporated a creative crosswalk at 16th and 17th Streets.

**REDESIGN** - Incorporate artistic designs at intersections such as in bulbouts or crosswalks.

### #9 - Parking lot screening (47 votes)



**REDESIGN** - If parking continues to be a primary use within properties fronting East Sherman Avenue, screening them with low site walls and landscaping is desired.

### #10 - Play features for kids (35 votes)



**REDESIGN** - If budget allows, incorporate small play features into the street design. Boulders to climb on and interactive public art are some examples that fit into a streetscape.

**IMAGINING A MORE ACTIVE AND VIBRANT STREET...**

**Facade Improvements and Outdoor Seating**

This rendering shows potential for adding storefront windows and outdoor seating to an existing building. The additional space in front of the building in this location provides ample room for outdoor dining while still allowing for a sidewalk. Adding street trees and furniture is also desired.



**BEFORE**



**AFTER**

**New Business and Seasonal Parklets**

This rendering shows potential for activating East Sherman Avenue with new businesses and cafe seating. With minor improvements to the existing buildings, new uses could catalyze the district. Seasonal parklets offer additional seating space in the warmer months, but can be removed and stored in the winter to allow for parking and snow storage along the curb.



**BEFORE**



**AFTER**

**Buffering Sidewalk from Parking Lots**

Walking along parking lots without a buffer creates an unsafe feeling. This rendering shows how parking lots could be buffered from the sidewalk with landscaping, low walls, and furniture. It feels much safer and inviting to walk along landscaping than asphalt and cars.



**BEFORE**



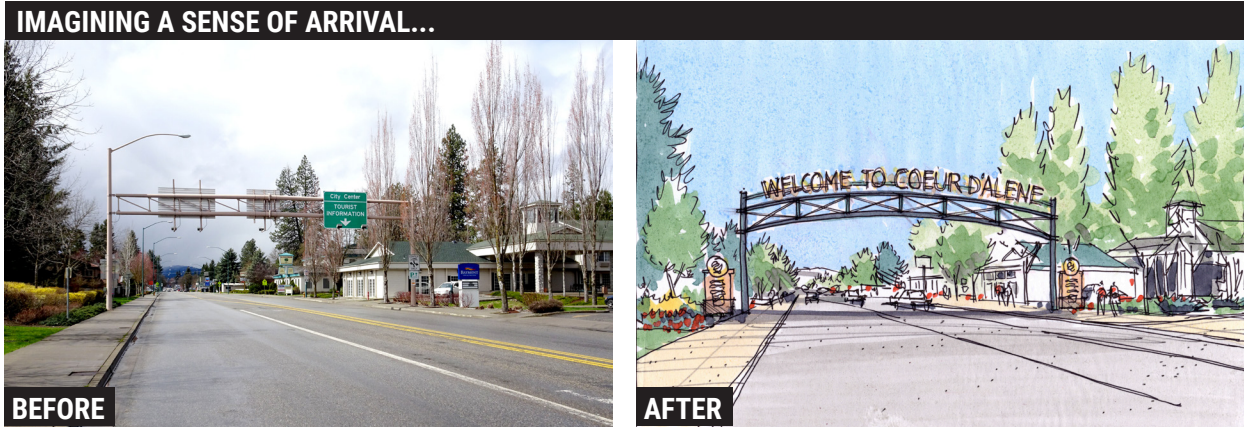
**AFTER**

*DISCLAIMER: Renderings are meant to suggest broad concepts for beautification along the corridor. Example images are for illustrative purposes only.*

## CREATING A SENSE OF ARRIVAL

Gateways are important features that create visual cues to people who are entering a community, neighborhood, or special place. During the Design Workshop, the design team identified the opportunity to reuse the existing structure for overhead signage at the east end of East Sherman Avenue to create a gateway that welcomes people to the East Sherman neighborhood, and Coeur d'Alene as the city's eastern gateway (see rendering to right). There are also opportunities to add monument signs or public art on both sides of future gateway signage reflecting the East Sherman District.

Additionally, two other minor gateways were identified at 8th and 11th Streets. This type of gateway would include signage or public art in the proposed bulb-out area when the streetscape and redesign of the street is implemented. The 8th Street bulb-out would extend an additional item since the streetscape project would be from 11th Street to Coeur d'Alene Lake Drive. There are also possible opportunities to add gateway and/or wayfinding signage near the I-90 westbound offramp where it meets East Sherman Avenue.



*DISCLAIMER: Renderings are meant to suggest broad concepts for beautification along the corridor. Example images are for illustrative purposes only.*



## OFFERING MORE COMMUNITY GATHERING SPACES

Spaces for community gathering and socializing are an important element of thriving neighborhoods. Integrating more of these dedicated spaces into the East Sherman neighborhood was a priority outcome identified by the public. The following ideas were explored during the Design Studio:

### Converting a Side Street into an Event Street

The top rendering represents an idea for transforming a side street off East Sherman Avenue into an “event street” that can accommodate events, while still allowing for through traffic and on-street parking during times when there is not an event.

### Converting a Vacant Property into a Pocket Park

The other two renderings on this page show how a vacant property could be made into a pocket park. The middle row indicates a lighter, quicker, cheaper variation - adding some concrete or pavers with bistro tables and chairs and a lawn with games and seating. The existing building could open onto the park with additional seating and activities.

The last rendering shows a full redesign of the property along with the adjacent property redeveloping into a new, two-story mixed use building with children’s play area.

*DISCLAIMER: Renderings are meant to suggest broad concepts for beautification along the corridor. Example images are for illustrative purposes only.*

### IMAGINING COMMUNITY GATHERING SPACE...



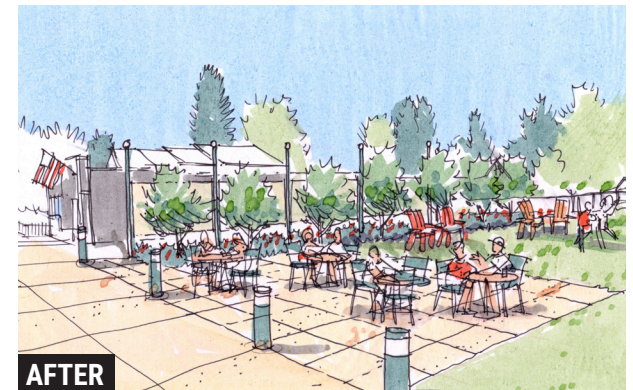
BEFORE



AFTER



BEFORE



AFTER



BEFORE



AFTER

## EXPANDING HOUSING CHOICES

Successful and diverse neighborhoods offer housing in a wide range of product types to accommodate people with different incomes, ages, needs and desires. However, introducing more housing into an existing neighborhood can be tricky. Housing types needs to be added while remaining sensitive to the character of the buildings that are currently there. It also needs to be allowed by zoning.

When polled, the community preferred the following housing types for the East Sherman neighborhood:



### #1 - Live/Work Buildings (134 votes)

Live/Work buildings are small mixed-use buildings where a person can operate their business on the ground floor and live on

the upper floor(s). This type of housing is becoming more and more popular in the age of telecommuting and entrepreneurship.



### #2 - Rowhomes/ Townhomes (99 votes)

Rowhomes and townhomes are similar to single family homes except they are attached, meaning they share a wall with their

neighbor. This saves on construction costs, lowering the market cost to the homebuyer. They also usually have smaller yards, meaning less maintenance.



### #3 - Cottage Court Homes (93 votes)

Cottage court homes are small single family homes on a shared lot. Typically, they include a shared central court

which is designed to encourage interaction among homeowners and provide a sense of community. Often, parking is shared among neighbors as well.



### #4 - Small Lot Single Family Homes (89 votes)

These are just what they sound like - single family homes on a smaller-than-average lot size. Often, this results in narrower floor

plans and smaller yard space, but the homes may be the same size as traditional single family homes.

### #5 - Small Apartment Buildings (68 votes)



Small apartments are multi-family buildings that are smaller in scale to fit in with single family neighborhoods. These are usually used in constrained land conditions, such as on

East Sherman District where lot depths and widths are quite small.



### #6 - Adding Units to Existing Single Family Homes (49 votes)

This suggests a conversion of a portion of an existing single family home into an

additional unit. Essentially, this would be a rental unit to create additional income for the homeowner while also providing attainable housing in the neighborhood. The additional unit, whichever level, would require its own individual entry.



### #7 - Twin Homes (35 votes)

These are buildings that look like a single family home, but have two dwellings inside. This could include a corner

building where each entry faces a street, or they can be located internal to a block. Ideally, the entrances are located on different sides of the building to provide a unique elevation and entry, but this is not always the case.



### #8 - Accessory Dwelling Units (23 votes)

Accessory dwelling units (ADUs), also referred to as "granny flats" and "alley houses", are a separate, smaller building to a single

family home located on the same lot. Often, they are located on an alley so they have separate access. Garage conversions or "pop tops" are the most common type of ADU.

**New Residential behind Existing Commercial**

There may be opportunities to add to existing buildings by “popping the top” to add additional housing above existing retail. Another opportunity, if lot size allows, is to add housing behind an existing building. Saving existing buildings and adding new uses keeps small, local businesses in place while adding to the vibrancy of the neighborhood with additional people living on the corridor.

**IMAGINING MORE HOUSING CHOICES...**



**BEFORE**



**AFTER**

**New Mixed-Use or Live/Work Development**

A catalyst project is desired to spur investment on the corridor. This example illustrates removing a vacant building and replacing it with a mixed-use building.



**BEFORE**



**AFTER**

*DISCLAIMER: Renderings are meant to suggest broad concepts for beautification along the corridor. Example images are for illustrative purposes only.*

## EXPANDING OPPORTUNITIES FOR INVESTMENT

There are a number of vacant or underutilized properties within the East Sherman neighborhood, most notably along East Sherman Avenue. The Design Studio served as an opportunity to re-imagine these properties and explore what could happen if private investment were attracted to:

- » Reuse an existing building for a purpose other than it was originally design for (i.e., adaptive reuse).
- » Redevelop an existing building.
- » Redevelop an underutilized site/property.

The adaptive re-use concepts focused on creating more affordable spaces for entrepreneurs to start a business, an opportunity that may not exist in other parts of the city. The redevelopment concepts explored ways to introduce more housing choices into the neighborhood, as well as looking at ways to create buildings that help to activate the East Sherman District.

With ideas from the Design Workshop, an analysis of the city’s regulations and policies determined modifications that need to be made to attract private investment to the East Sherman District.

When polled, the community’s wish list of new uses to activate the East Sherman District included (but was not limited to):



**Attainable Housing over Ground Floor Businesses**  
Adding housing means more people living in the corridor to activate and patron businesses.



**Coffee Shop with Outdoor Seating**  
A coffee shop provides daytime activation.



**Year-Round Farmer's Market and/or Food Co-op**  
Offering fresh produce provides healthy options for people living in the neighborhood.



**Neighborhood Theater**  
A small theater for showing of indie movies and local performing arts.



**Art Spaces / Studios**  
Many community members favored adding art studios or places to make art along East Sherman.



**Cafe / Butcher Shop / Sandwich Shop**  
Often known as “fast casual” - a place that offers healthy food options and the option “to go” or stay.



**Frozen Yogurt Shop**  
A popular choice for kids, a “fro-yo” shop offers a desirable location for families.



**Active Lifestyle Businesses**  
This type of business fits in well with the character and existing businesses.

**Adaptive Reuse into Business Incubator / Coworking Lab**

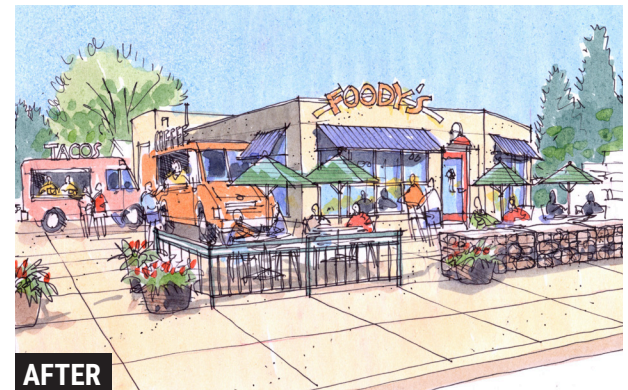
Energizing the corridor by activating existing buildings with more desirable uses is desired. A popular use today includes coworking spaces or business incubator spaces. This type of use provides daytime activation and more people to patron existing businesses. One is currently emerging for 22nd and Sherman.

**IMAGINING MORE PRIVATE INVESTMENT...**



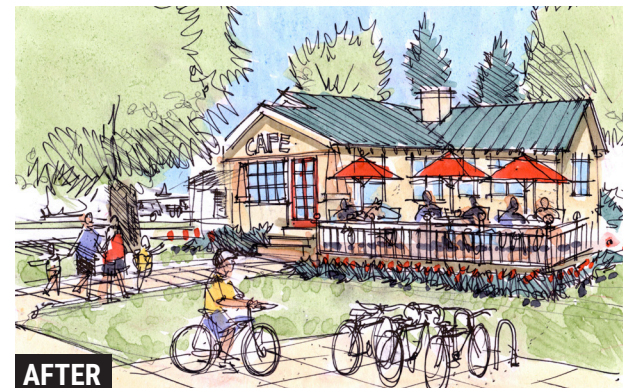
**Adaptive Reuse into Food Truck Market**

Another trend includes using food trucks to immediately activate a place. This idea transitions an existing vacant building into a small grocery store or cafe surrounded by food trucks and common area seating to create an outdoor food hall. One is currently planned at 19th and Sherman along with an ATV rental business.



**Adaptive Reuse into Cafe with Outdoor Seating**

Some buildings along the corridor are of residential types, which helps tell the history of the place. However, over time these houses may transform in use. This rendering shows a former home becoming a cafe with outdoor seating on a residential-like deck. A wine bar with outdoor seating in the old Hock Shop is planned at 17th and Sherman.



*DISCLAIMER: Renderings are meant to suggest broad concepts for beautification along the corridor. Example images are for illustrative purposes only.*

**WHAT IF THE CITY OWNED PROPERTIES ON EAST SHERMAN AVENUE?**

As of December 2019, the City is under contract for a land exchange with St. Vincent De Paul which would grant city ownership of two properties along East Sherman Avenue: 1516 and 1620 East Sherman Avenue.

At the 5th Annual PARK(ing) It On Sherman event in 2019, the city asked attendees what uses they would like to see on these properties. The following are the results:

**#1 YEAR-ROUND FARMER'S MARKET/ FOOD CO-OP WITH POP-UP SHOPS**



**100**  
VOTES

**#2 POCKET PARK - INTERACTIVE USES**



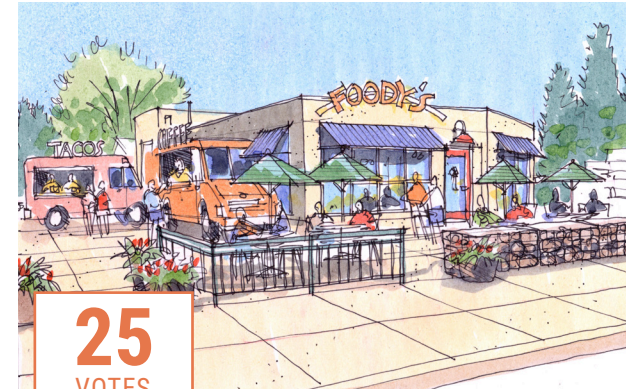
**33**  
VOTES

**#3 INFILL HOUSING/ WALKABLE MIXED USE**



**31**  
VOTES

**#4 FOOD COURT WITH VENDOR SPACES, SEATING AND GRASS**



**25**  
VOTES





# CHAPTER 4

## ZONING

### OVERVIEW

This chapter includes a focused assessment on proposed zoning code amendments. This assessment takes the vision and design strategies into consideration and compares them with existing zoning requirements to identify barriers. Recommendations for code changes are included to remove those barriers. More detailed analysis is provided in the Appendix.

## ZONING ASSESSMENT

### PURPOSE

For the purposes of the zoning assessment and recommended changes, the boundary includes properties along East Sherman Avenue between 8th Street and I-90 and Lakeside Avenue to Front Avenue. Three primary zone districts comprise this area:

- » **C-17 (red)** includes properties fronting East Sherman Avenue. They are separated from the R-17 district by an alley. This also includes some properties along I-90 and Coeur d’Alene Lake Drive.
- » **C-17L (magenta)** exists along East Sherman Avenue from 8th to 11th Streets and on one property between 21st and 22nd on Front Avenue.
- » **R-17 (orange)** includes properties fronting onto Front Avenue and Lakeside Avenue, separated from C-17 by an alley.
- » The dashed line indicates the area within the study area that is in the **DO-E overlay district** (Downtown Overlay - East).

The community has stated a strong desire for mixed-use buildings along East Sherman Avenue and additional housing options to support a vibrant and active district. The recommended zone changes are intended to support the construction of both mixed-use buildings and a wider range of housing types within the district.



Exhibit 4-A - Existing Zoning



## ZONING RECOMMENDATIONS

### RECOMMENDATIONS FROM COMMUNITY BUILDERS TEAM

In reviewing the zoning districts, several overarching issues emerged. A summary of these is below.

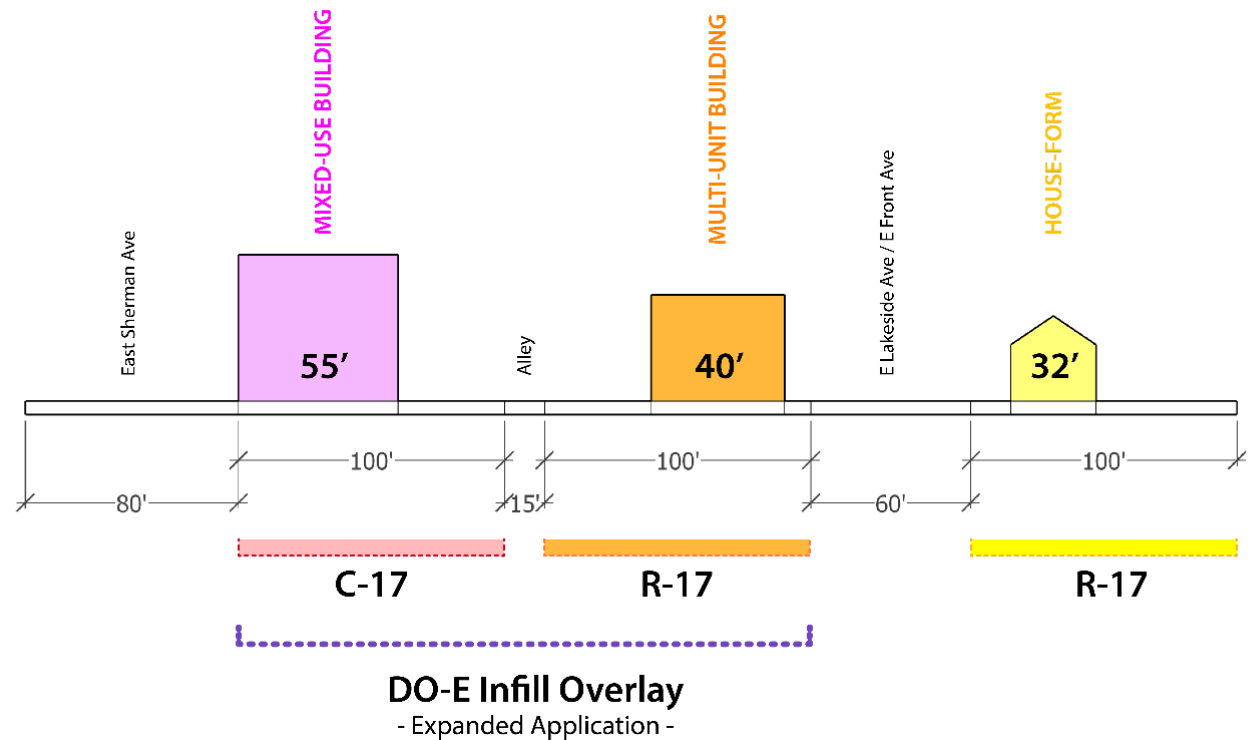
**Focus on regulating form rather than use.** Uses within a building change far more frequently than the buildings themselves. Many communities are shifting the emphasis of zoning regulations away from use-based (or Euclidian zoning), towards form-based zone standards. In the near term, Coeur d’Alene should **examine the zoning use tables to expand the uses allowed.** For instance, allowing light manufacturing uses that support handcrafted, artisan, and experiential commercial spaces.

**Clarify how standards apply to mixed-use buildings.** The code standards often differ based on Single Family, Duplex, Multifamily and Other uses. It is unclear if a mixed-use building would be classified as Other or Multifamily. From conversations with City staff, it appears the “predominant” land use determines the classification. So a 3-story mixed-use building that is over 50% residential would be classified as Multifamily. The Multifamily standards are generally not compatible with a mixed-use building. Several of the recommendations relate to this issue. One possible solution would be to **explicitly state that mixed-use buildings of any use mix are considered Other or Commercial** and can use the more flexible standards.

**One option would be to expand the DO-E Boundary to cover the entire study area.** Currently the Downtown Overlay - Eastside (DO-E) applies just west of the study area. Expanding the boundary, and adopting the recommended changes detailed here, could result in more opportunities for multi-unit buildings on the back half of the blocks that front East Sherman (see illustration below.)

Other options could include creating a **new zoning district or overlay** that is specific to the East Sherman District. The city should consider both and weigh the pros and cons to consider which one best meets the goals of the plan.

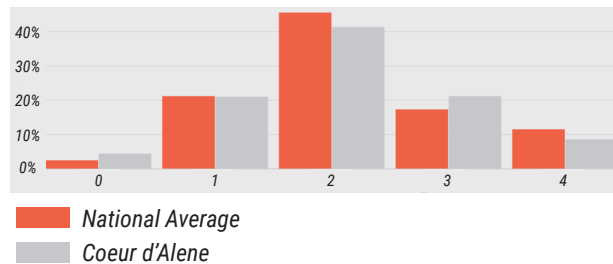
More detailed zoning recommendations and analysis can be found in Appendix A.



**Right-size parking standards to match market.**

**Parking reductions are recommended.** High parking standards add significantly to development costs, and negatively impact affordability and building design. The current residential parking standards appear to assume the same level of auto ownership for every type of household: large and small, suburban and urban. However, 2017 Census estimates for the City of Coeur d’Alene show wide variation in auto ownership across household sizes. For instance, according to US Census Bureau, approximately 23% of households have 0 to 1 cars, 48% own two cars and 29% own 3 or more cars. Introducing smaller units and creating a more walkable atmosphere can decrease parking demand. And since parking spaces cost anywhere from \$10,000 to \$40,000 per space depending on the type of space, this can dramatically raise housing costs for families with no or few cars.

**Average Car Ownership: CDA vs. USA (2017 numbers)**



**Expand on-street parking opportunities.**

Off-street parking requirement reductions and better delineating parking on-street spaces should increase the shared parking supply district-wide. There is the potential to add new on-street parking spaces on and around the East Sherman District that will support economic vitality, help calm traffic and increase pedestrian safety.

**Regulate changes to existing buildings differently than new buildings.**

Building codes, if strictly enforced, can lead to a plans examiner to require extremely expensive retrofits to existing buildings for a simple change of use request or to require new off-street parking requirements on a small site that has no space. Many cities have created a two-track building code review and enforcement process that relaxes certain standards for remodels or a change of use in existing structures. This enables historic buildings to receive much needed investment and be preserved, where otherwise, an owner may find that it makes more economic sense to demolish the building and build new.

Coeur d’Alene is already utilizing the International Existing Building Code (IEBC) to evaluate existing structures. This is best practice for allowing adaptive reuse and redevelopment of existing buildings.

**Consider district-level stormwater facilities.**

When East Sherman Avenue is reconstructed based on the plan, it is recommended that the city **explore opportunities for district-level stormwater facilities within the right-of-way.** District-level facilities are more cost effective and easier to ensure proper maintenance and performance than private facilities. Currently each redevelopment is required to capture and hold stormwater on-site, which requires expensive drywells. Other techniques, such as bioswales, are unlikely to be built on-site because they require significant site area that could otherwise be building area. Consider a fee in lieu system that allows private developers to pay a fee towards a Stormwater Enhancement Fund that can be used for construction and maintenance of a district-level stormwater system.

**Refer to Appendix A for more detailed information.**

Appendix A includes more in depth analysis of existing zone districts in addition to a detailed list of recommended changes for each zone district affected.



# CHAPTER 5

## ACTION PLAN

### OVERVIEW

This Action Plan prioritizes projects that can be completed in the next five years. The following pages include charts that list priority projects that meet the vision of this Plan. This chapter should be used as a tool and constant resource for city staff to help realize the vision of the East Sherman District.

## 5-YEAR ACTION PLAN

The table on the following pages includes a 5-Year Action Plan with implementation steps for achieving each action item. Each action item includes estimated completion date, design strategies from the plan it helps fulfill, and notes for progress made during each check-in. This table should be used as a checklist to ensure work is being completed as identified. Update checklist monthly or bi-monthly. It is organized in two topics: Administrative and Capital Improvements.

### ADMINISTRATIVE ACTION ITEMS:

DATE OF CHECK IN: <i>(X) when complete check box</i>	Creating a Safe and Vibrant Street	Creating a Sense of Arrival	More Community Gathering Spaces	Expanding Housing Choices	Expanding Opportunities for Investment	COMPLETE BY:
<b>A.1 Explore viability of an LID, BID, and/or Urban Renewal District to help fund implementation of plan.</b>						ONGOING
<input checked="" type="checkbox"/> <i>A Local Improvement District or a Business Improvement District could be an essential tool to help implement the plan vision. Work internally or hire a consultant to explore the cost, benefits, pros and cons to each option.</i>						
<input checked="" type="checkbox"/> <i>Evaluate the viability of Main Street Program for East Sherman Avenue.</i>						
<input checked="" type="checkbox"/> <i>If there is support from City Council and ignite cda, an eligibility study should be conducted to determine the viability of an urban renewal district for East Sherman.</i>						
<b>A.1 PROGRESS NOTES:</b>						Q2 2020
<b>A.2 Expand Alcohol Exemption Zone to include East Sherman Avenue and CDA Lake Drive</b>						
<input checked="" type="checkbox"/> <i>This allows alcohol sales to be within 300 feet of a church or school. This could expand the uses that go into East Sherman.</i>						
<b>A.2 PROGRESS NOTES:</b>						

**ADMINISTRATIVE ACTION ITEMS, CONTINUED:**

DATE OF CHECK IN: <i>(X) when complete check box</i>	Creating a Safe and Vibrant Street	Creating a Sense of Arrival	More Community Gathering Spaces	Expanding Housing Choices	Expanding Opportunities for Investment	COMPLETE BY:
<b>A.3 Create policy and standards to encourage seasonal parklets along East Sherman Avenue</b>						Q3 2020
<input checked="" type="checkbox"/> <i>Modify code &amp; encroachment permit process to allow parklets without unnecessary steps. Allow them to function same as sidewalk seating (eliminate need for catering permit).</i>						
<input checked="" type="checkbox"/> <i>Research grants or other funding if the city wishes to lead this effort and provide at no/low cost to businesses.</i>						
<input checked="" type="checkbox"/> <i>Develop a design standards handbook to encourage consistency and quality design for private parklets (this could apply citywide).</i>						
<b>A.3 PROGRESS NOTES:</b>						
<b>A.4 Evaluate highest and best use and community priorities for former St. Vincent motels on East Sherman Avenue.</b>						Q3 2020
<input checked="" type="checkbox"/> <i>Review community voting exercise and continue to evaluate the highest and best use for the two sites to ensure the future uses meet the goals of this plan.</i>						
<b>A.4 PROGRESS NOTES:</b>						
<b>A.5 Reduce speed limit on East Sherman Avenue to 25 MPH east of 16th Street</b>						Q2 2020
<input checked="" type="checkbox"/> <i>Work with City Engineer and Police Department to take necessary steps to permanently reduce the speed limit to 25 MPH.</i>						
<b>A.5 PROGRESS NOTES:</b>						
<b>A.6 Amend Zoning Districts to Align with Vision for East Sherman</b>						Q4 2020
<input checked="" type="checkbox"/> <i>Review zoning recommendations and implement most suitable changes to meet Plan Vision (see Chapter 4 and Appendix A).</i>						
<input checked="" type="checkbox"/> <i>Amend zoning code to address missing middle and infill housing opportunities and determine appropriate locations for drive thrus.</i>						
<b>A.6 PROGRESS NOTES:</b>						

**ADMINISTRATIVE ACTION ITEMS, CONTINUED:**

DATE OF CHECK IN: <i>(X) when complete check box</i>		Creating a Safe and Vibrant Street	Creating a Sense of Arrival	More Community Gathering Spaces	Expanding Housing Choices	Expanding Opportunities for Investment	COMPLETE BY:
<b>A.7 Enact Policy to Encourage a Variety of Housing Choices</b>							Q4 2020
X	<i>Determine sites that are prime for redevelopment (target existing non-profit housing, vacant or underutilized/abandoned sites/buildings).</i>						
X	<i>Explore funding mechanisms and partnerships (see Organization and Funding Mechanisms in this chapter).</i>						
X	<i>Offer FAR/density bonus incentives for new projects that provide affordable housing. Include in zoning update (staff to determine percentage of units and eligible AMI %).</i>						
<b>A.7 PROGRESS NOTES:</b>							
<b>A.8 Address viability of street trees on Mullan Avenue along the Centennial Trail</b>							Q4 2020
X	<i>Work with Urban Forestry Commission and create a plan for adding street trees along the Centennial Trail route.</i>						
<b>A.8 PROGRESS NOTES:</b>							
<b>A.9 Evaluate district-wide stormwater solutions</b>							Q4 2020
X	<i>This should be in concert with East Sherman Avenue Streetscape/Redesign, public parking lot, gateway features and curb extensions, or festival street/pocket park project. Include educational component to raise awareness about incorporating environmental principles in design of public spaces.</i>						
<b>A.9 PROGRESS NOTES:</b>							

**CAPITAL IMPROVEMENTS ACTION ITEMS:**

DATE OF CHECK IN: <i>(X) when complete check box</i>	Creating a Safe and Vibrant Street	Creating a Sense of Arrival	More Community Gathering Spaces	Expanding Housing Choices	Expanding Opportunities for Investment	COMPLETE BY:
<b>C.1 Start Façade/Frontage Improvement Program</b>						2021-2025
<input checked="" type="checkbox"/> Explore funding mechanisms in this chapter to find capital for offering matching grants or low interest loans to private properties that wish to improve their storefront/façade and/or add public/private space along East Sherman.						
<b>C.1 PROGRESS NOTES:</b>						
<b>C.2 Design and construct improved East Sherman Avenue Streetscape in phases</b>						2021-2025
<input checked="" type="checkbox"/> Phase in semi-permanent improvements for four blocks (1300-1600) to further test design concepts and preferred alternative.						
<input checked="" type="checkbox"/> Secure funding for design, engineering and construction.						
<b>C.2 PROGRESS NOTES:</b>						
<b>C.3 Partner with Fernan Village on infrastructure upgrades and frontage improvements for properties along CDA Lake Drive</b>						2021-2025
<input checked="" type="checkbox"/> Potentially pursue funding from the Idaho Department of Commerce's Opportunity Fund to upgrade sewer infrastructure to assist with redevelopment efforts and benefit both jurisdictions (possible matching funds from Fernan Village LID and City sewer utility funds.)						
<input checked="" type="checkbox"/> Work with Fernan Village to implement the Coeur d'Alene Lake Drive Master Plan improvements as development occurs.						
<b>C.3 PROGRESS NOTES:</b>						

**CAPITAL IMPROVEMENT ACTION ITEMS, CONTINUED:**

DATE OF CHECK IN: <i>(X) when complete check box</i>	Creating a Safe and Vibrant Street	Creating a Sense of Arrival	More Community Gathering Spaces	Expanding Housing Choices	Expanding Opportunities for Investment	COMPLETE BY:
<b>C.4 Evaluate opportunities and funding to design and construct Event Street and/ or Pocket Park</b>						2021-2025
<input checked="" type="checkbox"/> Explore the possibility of creating a flexible “event street” for one-half block on either side of East Sherman Avenue that would be designed so that it operates as a normal multi-modal street for the majority of the time, but also can be closed to vehicular traffic for special events.						
<input checked="" type="checkbox"/> Explore the possibility of long-term leasing or purchasing a private lot for a pocket park and activate the space.						
<input checked="" type="checkbox"/> Secure funding for design, engineering and construction.						
<b>C.4 PROGRESS NOTES:</b>						
<b>C.5 Evaluate opportunities and funding to design and construct gateway elements</b>						2021-2025
<input checked="" type="checkbox"/> Meet with Idaho Department of Transportation to inquire about using former structure for an overhead gateway sign.						
<input checked="" type="checkbox"/> Preliminary design and cost estimating for overhead gateway signage using former structure and ground level treatment (landscape, planters, lighting, public art, etc.)						
<input checked="" type="checkbox"/> Preliminary design and cost estimating for monument signs for East Sherman District at curb extensions at 8th, 11th, 21st and I-90 westbound offramp.						
<input checked="" type="checkbox"/> Secure funding for design, engineering and construction.						
<b>C.5 PROGRESS NOTES:</b>						





# CHAPTER 6

## FUNDING STRATEGIES

### OVERVIEW

This chapter provides more detail on three common funding mechanisms that should be evaluated to help realize the vision of East Sherman. It should also be noted that the East Sherman District is likely to see a more gradual redevelopment pattern that includes a combination of local funds, public-private partnerships, grants, and a natural evolution of properties by existing and new property owners (re)investing in their properties, rather than a comprehensive revitalization that has occurred in Riverstone and the Educational Corridor.

Following the detail on Local Improvement Districts, Business Improvement Districts and Tax Increment Financing, a spreadsheet is provided that includes a robust list of funding recommendations for the city to consider.

## KEY OPPORTUNITIES

### LOCAL IMPROVEMENT DISTRICT

Local Improvement Districts (LIDs) are an important and useful tool for the funding of public improvements. An LID is a form of financing through the city that provides property owners an economical way to pay for improvements in their area of the City with a long-term payment plan and relatively low interest rates. Through an LID, a group of property owners (both businesses and residences) can share in the cost of infrastructure improvements, most commonly for transportation, utilities, and stormwater. This often involves improving streets, building sidewalks, and installing a stormwater management system. The utilities and/or infrastructure construction may also include such improvements as pressurized irrigation, sewer, domestic water, sidewalks, curbs, parks, parking, and gutters. Payments are made through property assessments with a long-term payment plan. An LID can be initiated by the City Council or by a petition signed by 60% of resident owners or two-thirds of property owners within the proposed boundaries of the LID.

The Association of Idaho Cities has outlined the requirements and benefits of LIDs in their 2016 presentation entitled, “The Process for Municipal LIDs” A portions of its presentation is outlined to the right.

### Local Improvement Districts and How to Begin:

- An important and useful tool for the funding of public improvements:
  - » Designates a distinct boundary in which improvements are to be made, and assesses property owners who are receiving the benefits of the improvements in order to cover the costs.
- Initiated either by:
  - » A petition signed by 60% of resident owners, or 2/3 of the owners of property subject to assessment; the petition may authorize Council to charge the petitioners fees to cover expenses, or
  - » A resolution adopted by affirmative vote of a majority of members of the Council.
- After initiation, the Council adopts a resolution giving notice of its intention to create the district, to make the improvements, and to levy assessments.

### How to Create a LID:

- The Council must approve an ordinance creating the LID, which requires:
  - » That the LID is in the best interest of the property affected and the municipality,
  - » That there is reasonable probability the obligations of the LID will be paid, and
  - » That the value of the property within the proposed LID, including the proposed improvements, is sufficient.
- Include all property within the District, set forth the boundaries; describe improvements, and state that the total cost will be assessed on all benefitted property according to the calculation in the Notice of Intention.

### How to Begin Construction:

- A municipality may either purchase, acquire, or construct the improvements.
- The procurement must follow the process in Chapter 28, Title 67, Idaho Code, for competitive bidding.
- After the contract is awarded, the chosen engineer will report to Council with the total cost and expense of the improvements.

The City of Coeur d’Alene has adopted by ordinance code language to allow LIDs to be formed. See Chapter 3.12 Local Improvement Procedure. Another part of the City Code creates a guarantee fund for the payment of local improvements. See Chapter 3.04 Local Improvement Guarantee Fund

### **BUSINESS IMPROVEMENT DISTRICT**

A Business Improvement District (BID) is an area within which businesses are required to pay a special assessment (or levy) in order to fund projects within the district's boundaries. These districts typically fund services and improvements for the promotion of retail trade activities and which are sometimes perceived as being inadequately performed by government with its existing tax revenues. Services and improvements include things such as cleaning streets, providing security, making capital improvements, construction of pedestrian and streetscape enhancements, and marketing the area, as well as ongoing maintenance and beautification. The services and improvement funded by BIDs supplement many that are already provided by the municipality. The revenue derives from a special assessment on commercial property owners, and in some cases, residential property owners. Buy-in by those who will be assessed is critical and projects would be restricted to just the area of the BID.

A successful 22-block Business Improvement District (BID) already exists in the City of Coeur d'Alene – the Coeur d'Alene Downtown Association (DTA). The DTA was formed in 1990 to provide services within the Downtown's BID. The DTA follows the Main Street Four-Point Approach and is funded by revenues from the downtown BID, along with funding from and a partnership with the City of Coeur d'Alene, along with various promotional events. All of the BID funds are used to support the DTA's activities and represent approximately 1/3 of the DTA's annual budget.

Idaho state law allows cities to form BIDs for the purpose of improving businesses in a commercial area upon receipt of a petition signed by the operators or owners of businesses which will pay at least 50% of the proposed special assessment. For the downtown BID, a group of volunteer businesses circulated a petition throughout the downtown. After the necessary signatures were collected, the City Council held a public hearing and established the Downtown BID. All business owners within the BID pay an annual BID assessment. The City collects the BID assessment and provides them to the DTA.

The East Sherman business district would be eligible to form a BID that could support events in the district, pay for a flower basket program, banners, advertising and promoting retail activities and provide streetscape beautification, maintenance and security for the area, and possibly address future commercial parking. It would be beneficial for a BID to also follow the Main Street Four-Point Approach.

### **TAX INCREMENT FINANCING**

Tax Increment Financing (TIF) is one of the most powerful local tools for funding a range of public improvements, such as infrastructure, affordable housing, and economic development. The potential to generate TIF revenue depends on growth in taxes as a result of private investment and expanded economic activity, like redevelopment and sales, within the boundaries of the established TIF District over a maximum 20-year period. The rate and scale of that growth is directly related to the amount of tax increment that is generated. Thus, TIF districts work best if they are paired with regulatory changes that support private investment. ignite cda is the local Urban Renewal Agency that would lead the process for district formation.

A Tax Increment Financing (TIF) assessment is also included in the Appendix with a high-level analysis for finance generation through Urban Renewal. A strong correlation is made between amending zoning and TIF feasibility. Without rezoning to allow for more development potential, the TIF district is not as feasible. This assessment is high-level and more detailed, and includes beginning with an eligibility study that will need to be completed.

## ORGANIZATION AND POSSIBLE FUNDING MECHANISMS

Without secured funding, nothing will happen to implement improvements. Therefore, this section is important and research must begin immediately. A combination of several of the following funding mechanisms will be necessary. The following list provides a quick overview of each option and the action items each would support. This table should be used as a guide for staff and City Administration to research and secure funding. Update checklist monthly or bi-monthly.

<b>X</b>	<b>City's General Fund</b>
<i>Each year, the city establishes an operating budget to fund government, special programs, public safety, and general improvements. This four-month process begins each June, when City Department Directors are asked to prepare estimates of anticipated expenditures for the coming year. During this time period, the Finance Department begins the process of estimating year-end expenditure levels and projecting revenues for the ensuing 12 months. By September, a balanced and complete budget is adopted. The City operates on a Fiscal Year from October 1 to September 30.</i>	
<b>Person Responsible:</b> <b>Progress Update:</b>	
<b>X</b>	<b>Local Improvement District (LID)</b>
<i>A Local Improvement District (LID) is a method by which a group of property owners (businesses and residences) can share in the cost of infrastructure improvements, most commonly for transportation and stormwater. This involves improving the street, building sidewalks, and installing a stormwater management system. An LID must be approved by City Council and then 60% of resident owners or two-thirds of property owners subject to assessment must sign a petition.</i>	
<b>Person Responsible:</b> <b>Progress Update:</b>	
<b>X</b>	<b>Business Improvement District (BID)</b>
<i>A Business Improvement District (BID) is an area within which businesses are required to pay an additional tax (or levy) in order to fund projects within the district's boundaries. These districts typically fund services which are sometimes perceived as being inadequately performed by government with its existing tax revenues, such as cleaning streets, providing security, making capital improvements, construction of pedestrian and streetscape enhancements and ongoing maintenance and beautification, and marketing the area. The services provided by BIDs are supplemental to those already provided by the municipality. The revenue derives from a tax assessment on commercial property owners, and in some cases, residential property owners. Buy-in by those who will be assessed is critical and projects would be restricted to just the area of the BID. There is a BID for downtown, which is also part of the state's Main Street Program (see below).</i>	
<b>Person Responsible:</b> <b>Progress Update:</b>	

<b>X</b>	<b>Main Street Program</b>
<p><i>The state of Idaho has a Main Street Program that serves as a bridge between the community and the national program. This can lead to new investment, preservation of historic resources, economic development, and revitalization. This often leads to increased values, occupancy rates, and opens up new opportunities for funding for property owners and for the City of Coeur d'Alene, can increase tax revenue and tourism. Downtown is part of the state's Main Street Program. Source: <a href="http://www.commerce.idaho.gov">www.commerce.idaho.gov</a>.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Urban Renewal / Tax Increment Financing (TIF)</b>
<p><i>Tax Increment Financing (TIF) is one of the most powerful local tools for funding a range of public improvements, such as infrastructure improvements, affordable housing and economic development. The potential to generate TIF revenue depends on growth in taxes as a result of private investment and expanded economic activity, like redevelopment and sales, within the boundaries of the established TIF District over a maximum 20-year period. The rate and scale of that growth is directly related to the amount of tax increment that is generated. Thus, TIF districts work best if they are paired with regulatory changes that support private investment. ignite cda is the local Urban Renewal Agency that would lead the process for district formation.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Community Development Block Grants (CDBG)</b>
<p><i>The CDBG program is a flexible program administered by the U.S. Department of Housing and Urban Development (HUD) that provides communities with resources to address a wide range of unique community development needs, from providing affordable housing to infrastructure development for eligible low to moderate income community members. For example, sidewalk funds, blight, job creation, emergency minor home repair or facade improvements and more could be funded through CDBG.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>BUILD Grants (formerly TIGER)</b>
<p><i>BUILD Transportation grants (formerly TIGER) are for investments in surface transportation infrastructure and are to be awarded on a competitive basis for projects that will have a significant local or regional impact. Projects for BUILD will be evaluated based on merit criteria that include safety, economic competitiveness, quality of life, environmental protection, state of good repair, innovation, partnership, and additional non-Federal revenue for future transportation infrastructure investments. \$25 million maximum grant award. They are very competitive and difficult to receive. Source: <a href="http://www.transportation.gov/BUILDgrants">www.transportation.gov/BUILDgrants</a>.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	

<b>X</b>	<b>Public-Private Partnerships</b>
<p><i>Public-private partnerships (P3) mean that the city would “partner” with the private sector (property owners/developers) to implement certain elements of the 5-Year Action Plan. The partnership could be initiated by either the City or the private sector. In this model, implementation is limited to the items that have a clear benefit to both the public and private sectors.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Crowdfunding</b>
<p><i>Crowdfunding is the practice of funding a project by raising small amounts of money from a large number of people, typically via the Internet. Crowdfunding can give donors a sense of direct control and ownership over how their money is spent - more than paying taxes which are dispersed. These are typically campaigns for smaller projects with direct, visible impact - such as a pocket park, new trash receptacles, or parklets. This was done previously to raise funds for a rectangular rapid flashing beacon (RRFB) at Sherman/13th with some success, but the full amount was not raised through crowdfunding.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Stormwater Fund and Aquifer Protection District Funds</b>
<p><i>The city’s stormwater fund may have funding available for projects that implement creative stormwater strategies, such as “green street” concepts for stormwater management within public right-of-ways. Consider this when designing East Sherman improvements. There is an opportunity for a stormwater demonstration project that could also help offset the requirements for onsite stormwater retention.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Financial Assistance Programs</b>
<p><i>Façade improvement programs are incentive programs created to encourage property owners and businesses to improve the exterior appearance of their buildings and storefronts. They focus on either commercial or residential properties in historic or non-historic areas and provide financial incentives such as a matching grant or loan, a tax incentive, and design assistance. While larger business improvement districts may be able to raise funds through the annual tax levy, funding is usually obtained from a combination of sources. The most common sources are federal and state grants for community and economic development, housing, and downtown revitalization; and municipal revenue. It is not uncommon for a municipality or organization to work with a consortium of local banks that contribute equally to the funding pool to share investment risks.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	

<b>X</b>	<b>Low Income Housing Tax Credits (LIHTC)</b>
<p><i>The Low-Income Housing Tax Credit (LIHTC) provides an incentive to developers for affordable rental housing. The credit provides a dollar-for-dollar federal tax liability reduction for owners of newly constructed or substantially rehabilitated rental housing. Idaho Housing &amp; Finance Association receives an annual Housing Tax Credit authority on behalf of the state because they are Idaho's designated Housing Tax Credit administrator. The process of receiving LIHTC is a competitive process and requires compliance such as qualified tenants income levels and maximum program rental rates.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>New Market Tax Credits</b>
<p><i>The New Markets Tax Credit (NMTC) program provides capital for businesses, developers, and non-profits to help make their projects a reality. Funding provided through this program works with equity investments and debt financing to create the most flexible capital stack available today. This innovative financing also ensures that important projects receive the capital they need to get to the finish line. Today, NMTC have become one of the most competitive sources of financing available in the United States. A qualifying project can receive 18-23% of financing it needs in the form of a very low interest loan. Source: <a href="http://www.mofi.org">www.mofi.org</a>.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	
<b>X</b>	<b>Idaho Opportunity Fund (IOF)</b>
<p><i>The Idaho Opportunity Fund (IOF) is a discretionary grant program created in 2013 to strengthen Idaho's competitive ability to support existing and recruit new businesses and companies - creating new jobs and economic growth. The grants are available to Idaho local governments and can help fund construction or improvements to utility systems for new or existing buildings, construction or improvements of infrastructure-related items such as parking lots and roads or flood zone or environmental hazard mitigation.</i></p>	
<p><b>Person Responsible:</b> <b>Progress Update:</b></p>	

### OTHER TOOLS FOR GENERAL ECONOMIC DEVELOPMENT TO EXPLORE:

#### **MoFi Business Loans**

MoFi provides financing and consulting to entrepreneurs and small business owners across the Northern Rockies, as well as affordable housing solutions. Explore loans to help with a variety of business needs, including encouraging startups for the East Sherman District. Source: [www.mofi.org/business-financing/business-loans/](http://www.mofi.org/business-financing/business-loans/).

#### **Small Business Development Center (North Idaho College)**

<https://www.nisbdc.com/category/financial/>

#### **Panhandle Area Council (PAC) Loans**

The Panhandle Area Council, Inc. has a variety of loans available, from \$1,000 to \$2,000,000. For more information, see - <http://www.pacni.org/loans.html>

#### **Community Reinvestment Act**

Many banks have CRA credits that could offer great tax benefit to financial institutions and they may be more willing to take on a project and offer aggressive pricing/structure if the project qualifies. Note CRA credits are not available to non-profits, such as credit unions.

#### **State Incentives**

The State of Idaho has a variety of available tax and business incentives to help both existing and new businesses. Find more information here - <http://www.cdaedc.org/business/state-incentives/>

#### **Historic Preservation Fund and Grants**

Check with Idaho State Historical Society for information regarding grants available for heritage tourism projects and explore applicable project(s). Historic Preservation Fund Grants may also be available through the State Historic Preservation Office (SHPO). For more information, see - <https://history.idaho.gov/>

#### **U.S. Small Business Administration**

There are programs to help female, minority and veteran owned businesses and the 504 program offers some waivers from the job creation requirement for those types of businesses. There is also a benefit to using lenders (ICCU is one of them) that don't package and sell their SBA loans, as they don't have to build in as high of a margin on their rates and fees. <https://www.sba.gov/>

#### **USDA Rural Development Business Loans**

Fernan Village and Coeur d'Alene may still be eligible for these programs and loans until next census numbers. <https://eligibility.sc.egov.usda.gov/eligibility/welcomeAction.do?pageAction=rbs>



**OTHER GRANTS TO EXPLORE:****J.A. and Kathryn Albertson Foundation**

*The J.A. and Kathryn Albertson Foundation believes in making Idaho a place to continuously learn, thrive, and prosper. We invest our resources based on a passion for LEARNING, PEOPLE, and COMMUNITIES. We are dedicated to raising awareness and expanding ways to learn; and to enhancing sense of place and community for all Idahoans. <https://www.jkaf.org/about/>*

**National Endowment for the Arts - “Our Town” Placemaking program**

*Our Town is a creative placemaking grant program. These grants support projects that integrate arts, culture, and design activities into efforts that strengthen communities by advancing local economic, physical, and/or social outcomes. For more information, see - <https://www.arts.gov/grants-organizations/our-town/introduction>*

**Southwest Airlines Heart of the Community Grants**

*These grants provide financial and technical assistance to local community partners who seek to bring new life to their public spaces. For more information, see - <https://www.pps.org/heart-of-the-community>*

**AARP Community Challenge Grants**

*This grant program is part of a nationwide initiative that helps communities become great places to live for residents of all ages. In 2018, AARP received almost 1,600 applications and funded 129 quick-action projects. For more information, see - <https://www.aarp.org/livable-communities/about/info-2017/aarp-community-challenge.html>*

**America Walks Community Change Micro Grants**

*This program awards grantees \$1,500 in community stipends for projects related to creating healthy, active, and engaged places to live, work and play. For more information, see - <https://americawalks.org/applications-open-for-2018-community-change-grants/>*





# APPENDIX A

## ZONING ANALYSIS

### ZONING ANALYSIS

This analysis examines the zoning standards to understand their impact on building form, affordability and financial performance. The table in this Appendix includes detailed recommendations for zoning code amendments to explore. This should be vetted with staff to determine final action. Zoning changes should occur after the plan is accepted/adopted by City Council (refer to Action Plan - Chapter 5).

Note that ADA code requirements should be met, regardless of recommendations.

**COMPARISON A: MIXED-USE BUILDING IN C-17 + INFILL OVERLAY**

The graphic comparison to the right illustrates the form, scale and financial performance of a mixed-use building under the current and recommended standards on lots that are zoned C-17 within the Infill Overlay district.

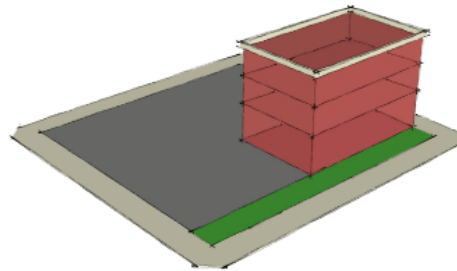
The key issues with the C-17 zone in the Infill Overlay District are:

- » When combined, the zone standards allow only a small portion of the site to be used for building area
- » Low density buildings cannot afford the land acquisition costs in an urban area like East Sherman District– and are thus not financially feasible
- » Height is too low for a cost-effective 4-story mixed-use building (for buildings with a majority residential use)
- » Density limits are far too low
- » Parking standards are far too high
- » Floor area ratio (FAR) allowance is slightly too low, even with bonuses

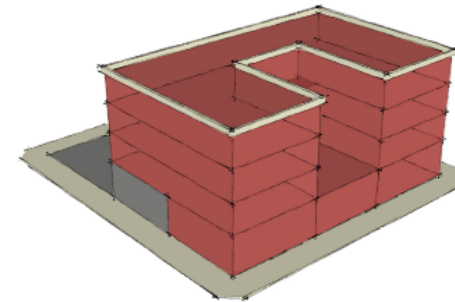
**Zone: C-17 + Infill Overlay**

**Analyzed Building Type: Mixed-Use Building (on 2 standard lots)**

**Building A: Building Allowed Under Existing Zoning**



**Building B: Building Allowed Under Recommended Standards**



*NOTE: Tables shown are for analysis and comparison purposes only. The current zoning districts in the project area have a range of FARs depending on the zoning, overlay and type of use.*

Zone Standard	Building A	Building B	% Change
Lot Size (Sq Ft)	11,000	11,000	-
Stories   Height Max	3   38 ft	4   50 ft	+25%
Building Size (Sq Ft)	6,033	19,666	+226%
FAR	0.54	1.80	+233%
Units	4	18	+350%
Density (DU/Acre)	17	70	+312%
Return Rate @ \$1,200 / Month	4.4%	10.4%	+136%
	10% Return Rate is Target		
Market Feasible Rents (\$/mo)	\$1,610	\$1,169	-27%

1 additional floor allowed on lots fronting East Sherman

Triplies allowable building area and density.

More than doubles financial feasibility.

Far more affordable market-rate units.

**COMPARISON B: MULTIUNIT RESIDENTIAL BUILDING IN R-17 + INFILL OVERLAY**

The graphic comparison to the right illustrates the form, scale and financial performance of a 3-story multiunit residential building under the current and recommended standards on lots that are zoned R-17 within the Infill Overlay district.

If the recommendation to expand the Infill Overlay Boundary to the entire block north and south of East Sherman is adopted, then one could expect expanding residential development on the back-half of the blocks.

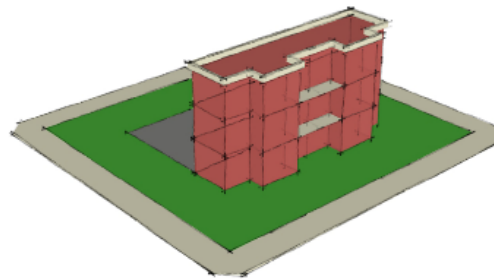
The key issues are:

- » When combined, the zoning standards result in a low-density, suburban style of building
- » Low density buildings cannot afford the land acquisition costs in an urban area like East Sherman – and are thus not financially feasible
- » Residential densities are far too low
- » Parking standards are far too high
- » Setbacks are too large

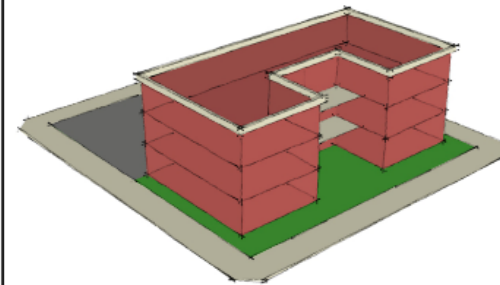
**Zone: R-17 + Infill Overlay**

*Analyzed Building Type: Multiunit Residential Building (on 2 standard lots)*

**Building A:** Building Allowed Under Existing Zoning



**Building B:** Building Allowed Under Recommended Standards



*NOTE: Tables shown are for analysis and comparison purposes only. The current zoning districts in the project area have a range of FARs depending on the zoning, overlay and type of use.*

Zone Standard	Building A	Building B	% Change
Lot Size (Sq Ft)	11,000	11,000	-
Stories   Height Max	3   40 ft	3   40 ft	-
Building Size (Sq Ft)	3,535	11,201	+217%
FAR	0.32	1.02	+219%
Units	4	14	+250%
Density (DU/Acre)	17	56	+229%
Return Rate @ \$1,200 / Month	1.7%	10.4%	+512%
Market Feasible Rents (\$/mo)	\$1,456	\$1,036	-29%

No difference in height.

Triples allowable building area and density.

From infeasible to financially feasible.

Far more affordable market-rate units.

10% Return Rate is Target

**COMPARISON C: RESIDENTIAL “HOUSE FORM” BUILDING IN R-17**

The graphic comparison to the right illustrates the form, scale and financial performance of a 2-story residential “house form” building under the current and recommended standards on lots that are zoned R-17 within the Infill Overlay district.

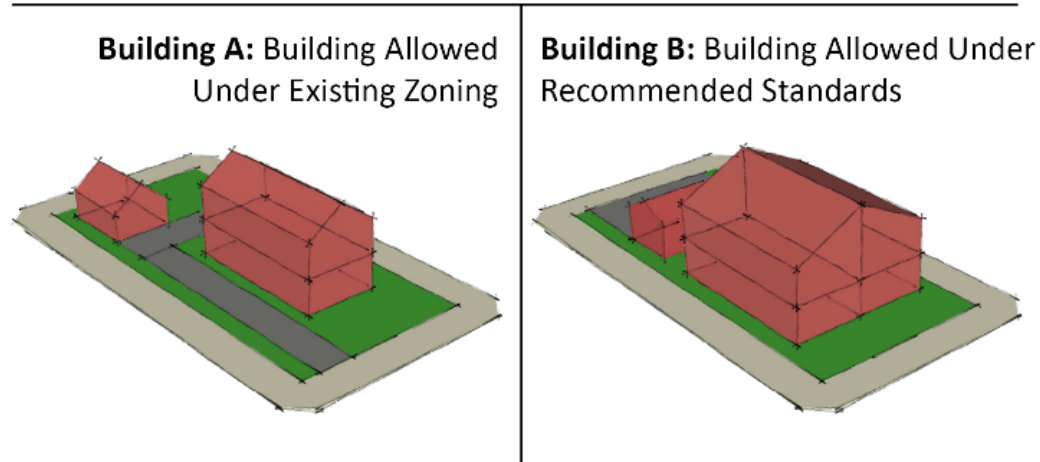
The R-17 zone technically allows Duplexes and Multifamily, however, the low density and high minimum lot size standards effectively preclude these buildings on standard-sized, infill lots. The R-17 zone surrounds commercial corridors throughout the city and presents an opportunity for neighborhood-scaled, house-form, 4-unit buildings. This type of building is far more affordable and is the scale of a large house, so it fits into the context of an existing neighborhood.

Key findings include:

- » When combined, the zoning standards result in only 1 unit per standard 5,500 square foot lot
- » Residential densities are too low to allow a duplex on a standard 5,500 square foot lot
- » Effectively allowing 1 unit per lot significantly raises home prices, particularly as land prices increase
- » Minimum lot sizes are too large
- » Parking standards are too high
- » Setbacks are too large

**Zone: R-17**

*Analyzed Building Type: Residential Building (on standard 5,500 sq ft lot)*



*NOTE: Tables shown are for analysis and comparison purposes only. The current zoning districts in the project area have a range of FARs depending on the zoning, overlay and type of use.*

Zone Standard	Building A	Building B	% Change	
Lot Size (Sq Ft)	11,000	11,000	-	No difference in height.
Stories   Height Max	2   32 ft	2.5   32 ft	-	
Building Size (Sq Ft)	1,651	4,634	+181%	Doubles building area.
FAR	0.45	0.96	+113%	
Units	1	4	+300%	Increases from 1 to 4 units per lot.
Density (DU/Acre)	8	32	+300%	
Return Rate @ \$380,000 per unit	-6.9%	74%	+	From infeasible to financially feasible.
	25% Return Rate is Target			
Market Feasible Sales Price (\$)	\$470,000	\$251,500	-46%	Far more affordable market-rate units.

**INFILL OVERLAY DISTRICT STANDARDS**

The Infill Overlay Districts (17.07.900 of the code) are intended to change underlying zone standards to make certain areas of the City more attractive for infill and mixed-use development. While the stated intent appears to align with the goals of the East Sherman District Revitalization Plan, several of the specific standards are incompatible and need to be changed to support financially-feasible new infill and mixed use construction. To the right is a detailed set of specific change recommendations.

CODE REFERENCE:	RECOMMENDATION:
<b>17.07.900.III.A.2: Districts Described, Downtown Overlay - Eastside (DO-E)</b>	» Expand range and scale of building forms to include 4-story buildings on commercially-zoned properties and 3-story multiunit buildings on residentially-zoned properties.
<b>17.07.900.III.C: District Boundaries</b>	» Evaluate existing DO-E boundary and explore expanding boundary to be consistent with East Sherman District Revitalization Plan study area.
<b>17.07.915: Permitted Activity Groups/Uses</b>	» Remove prohibition on light industrial/manufacturing uses, so long as the building form complies with the other urban form controls in the Infill Overlay standards and the use contributes to the experiential/maker space concept that is compatible to surrounding residential uses. Also evaluate appropriate locations for drive thrus. Consider restricting in more walkable areas, such as 1100, 1300, 1600, 1700 and 2100 blocks.
<b>17.07.920: Development Intensity</b>	» Revise the DO-E FAR standards to enable up to 2.0 FAR with bonuses.
<b>17.07.920.C.2: Development Bonuses, Major Amenities</b>	» Allow a Portico Extension over the Public Sidewalk. This would expand the incentive to provide this protection over the sidewalk and add to the diversity of building designs along East Sherman. Additional building area here should not be subject to the FAR limits but provided as a further bonus.
<b>17.07.925.A: Building Height, Principal Structures</b>	» For commercially-zoned lots, allow up to 4 stories and 55' in height. For residentially-zoned lots, allow 3 stories and 40'.
<b>17.07.925.B: Building Height, Principal Structures Near District Boundaries</b>	» This section limits the height of primary structures within 50' of any district having a lower height. Setback and stepback provisions in other sections of the Overlay standards already handle this issue, thus this section is redundant and should be considered to be removed.
<b>17.07.925.C: Building Height, Accessory Structures</b>	» Make sure 14-foot height limit does not apply to parking structures.
<b>17.07.930.A: Parking Standards, Residential Uses</b>	» Reduce for studios and 1-bedroom units to 0.8 spaces on average » Reduce for 2-bedroom units to 1.25 spaces on average » Reduce for 3-bedroom units and above to 2 spaces on average » When necessary, round to nearest whole number.

**DO-E DESIGN STANDARDS**

The following recommendations are for design standards listed in Section VII of 17.07.900.

**ZONE-SPECIFIC RECOMMENDATIONS**

A key recommendation is to expand the Infill Overlay boundary to include the entire East Sherman study area or create a new zoning district or overlay specific to East Sherman. As a result, the zone-specific standard recommendations below are focused on zone standards not specifically regulated by the Infill Overlay.

**C-17**

The C-17 zone is intended to allow for a wide range of uses and is generally located along main streets in the City. The C-17 zone is a common commercial zone used across the city, in both urban and suburban contexts. The current standards are too low density and suburban to support mixed-use buildings, such as those contemplated on East Sherman Avenue. These recommendations are intended to support the development of walkable, mixed-use buildings.

**R-17**

The R-17 zone is intended for “medium/high density residential uses” although based on the previous modeling analysis, it precludes many desirable building types from being implemented. The extension of the DO-E boundary should solve this issue without needing to change zoning.

<b>INFILL OVERLAY DISTRICT - DESIGN STANDARDS RECOMMENDATIONS</b>	
<b>CODE REFERENCE:</b>	<b>RECOMMENDATION:</b>
<b>17.07.900.VII.H: Curbside Planting Strips</b>	» Allow for tree wells/grates in addition to planting strips. More conducive to urban setting and allows more walkable area.
<b>17.07.900.VII: Setbacks Adjacent to Single Family</b>	» Change standard to include a setback range of between 5’ and 10’. In addition, change where standard is applied from SF structure to SF zones, including R-8.
<b>17.07.900.VII.Q: Minimum/Maximum Setbacks</b>	» For mixed-use buildings with primary street (East Sherman) frontage, consider allowing up to 50% of the frontage to setback up to 20’ if the setback area is a primarily active space, such as outdoor dining, merchandise area, or display. The other 50% of frontage should have a “build-to” zone of between 0’ - 5’ to allow for expanded “pedestrian zone” that functions like a wider sidewalk. For multiunit buildings without primary street frontage, require a 10’ front setback but allow porches and balconies to encroach up to 5’. Parking should be located to the rear or side of properties, not within front setback.
<b>17.07.900.VII: Roof Pitch</b>	» Limit this requirement to residentially zoned properties within the DO-E.
<b>17.07.900.VII: Building Bulk and Spacing</b>	» Limit this requirement to residentially zoned properties within the DO-E.

<b>C-17 RECOMMENDATIONS</b>	
<b>CODE REFERENCE:</b>	<b>RECOMMENDATION:</b>
<b>Density</b>	» Increase the density allowance to 70 units per acre for mixed-use buildings and 60 units per acre for multi-unit buildings. This will expand opportunities for smaller, more affordable unit sizes (workforce housing) within the district.
<b>Height</b>	» Set an absolute height limit for all buildings at 55’, with the option of obtaining a Special Permit for larger buildings, if necessary.
<b>Minimum Lot Area</b>	» Remove the minimum lot area requirement for multifamily entirely. This standard is redundant and conflicts with the Density maximums in the code.
<b>Front Setbacks</b>	» Commercial or mixed-use buildings with primary street frontage (even ones with a predominant multifamily use) should be allowed to have a 0’ front setback. Multiunit residential buildings not on a primary street should be required to have a minimum 10’ front setback, but porches and overhangs should be allowed to encroach into that setback. Also consider a maximum front setback.
<b>Side Setbacks</b>	» Commercial or Mixed-use buildings (even ones with a predominant multifamily use) should be allowed to have a 0’ side setback in a main street environment. Multiunit residential buildings should have a minimum of 5’ side setbacks.





## APPENDIX B

### TAX INCREMENT FINANCING ANALYSIS

## TAX INCREMENT FINANCING ANALYSIS

The following is a more detailed analysis of the tax increment financing (TIF) possibility for the district and what it could potentially generate in terms of funding for the corridor improvements.

# TAX INCREMENT FINANCING ASSESSMENT

## PURPOSE

Tax Increment Financing (TIF) is one of the most powerful local tools for funding a range of public improvements, such as infrastructure improvements, affordable housing and economic development. The potential to generate TIF revenue depends on growth in taxes as a result of private investment and expanded economic activity, like redevelopment and sales, within the boundaries of the established TIF District over a maximum of a 20-year period. The rate and scale of that growth is directly related to the amount of tax increment that is generated. Thus, TIF districts work best if they are paired with regulatory changes that support private investment. This analysis estimates TIF revenue under both the existing zoning regulations as well as a new set of zoning regulations based on a detailed set of recommendations already provided to the city.

## THE POWER OF ZONING

Zoning and other development regulations have a major impact on the rate and scale of private investment. Zoning standards that are not calibrated to the market will stifle redevelopment and, thus, prevent tax revenue from being produced. Pairing the adoption of a TIF District with the introduction of more effective zone standards is very important. As the analysis below highlights, making much-needed changes to the current zoning and overlay standards in this district will “unlock” the development potential and produce far more TIF revenue.

### Order of Magnitude Analysis

While the findings of this analysis are encouraging, the City and/or the Urban Renewal Agency should commission a full TIF District Eligibility Study. This analysis is more limited to provide “order of magnitude” guidance on the question of whether the City should consider pursuing TIF as a tool to achieve community objectives. This analysis does not make assumptions about the amount of new debt (bonds) that could be supported by the TIF revenue that is generated.

### Possible TIF District Boundary

In the map shown below, a proposed TIF district boundary includes both sides of East Sherman Avenue from 11th Street on the west to I-90 on the east and from Lakeside Avenue to the north and Front Avenue to the south. Additional area is included around Coeur d’Alene Lake Drive due to high development potential in that area and its proximity to the East Sherman corridor. One block between 11th and 12th and Front and Mullan should be considered as well. The area west of 11th is not included because it is already in the Lake District TIF zone.

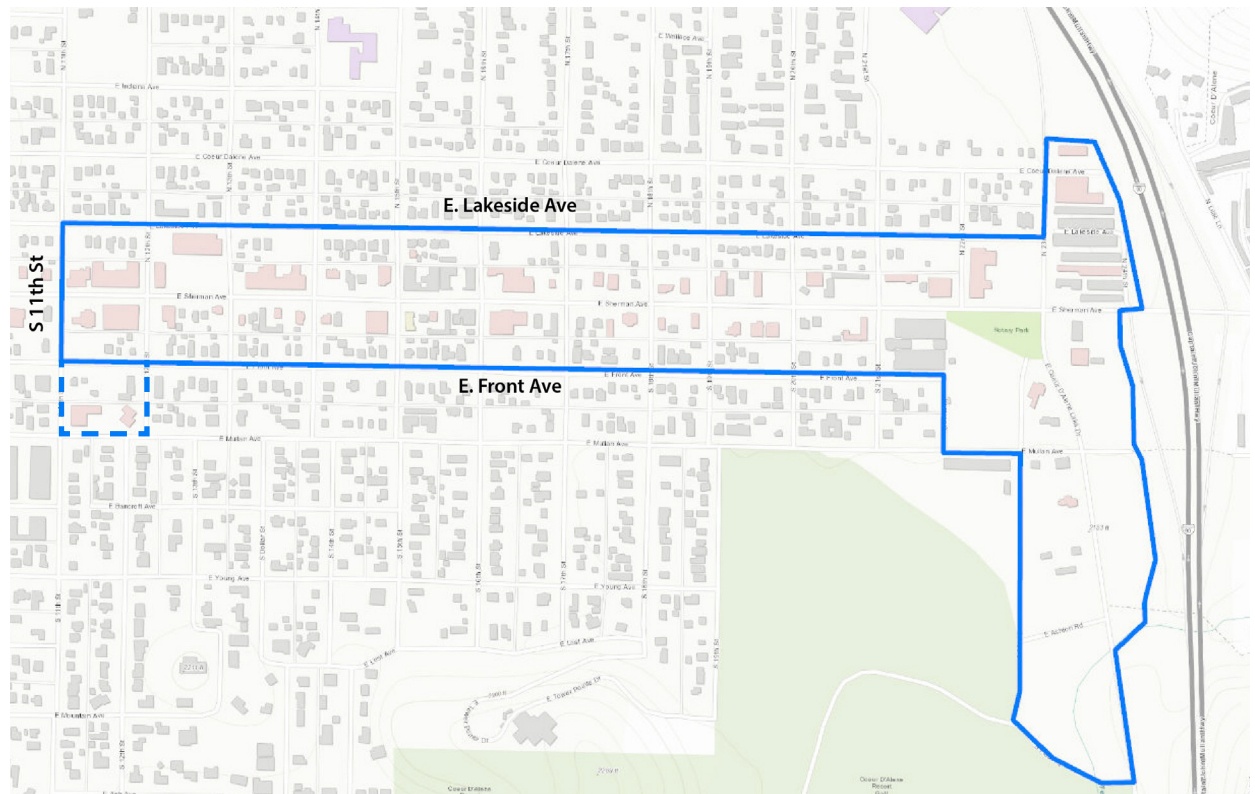
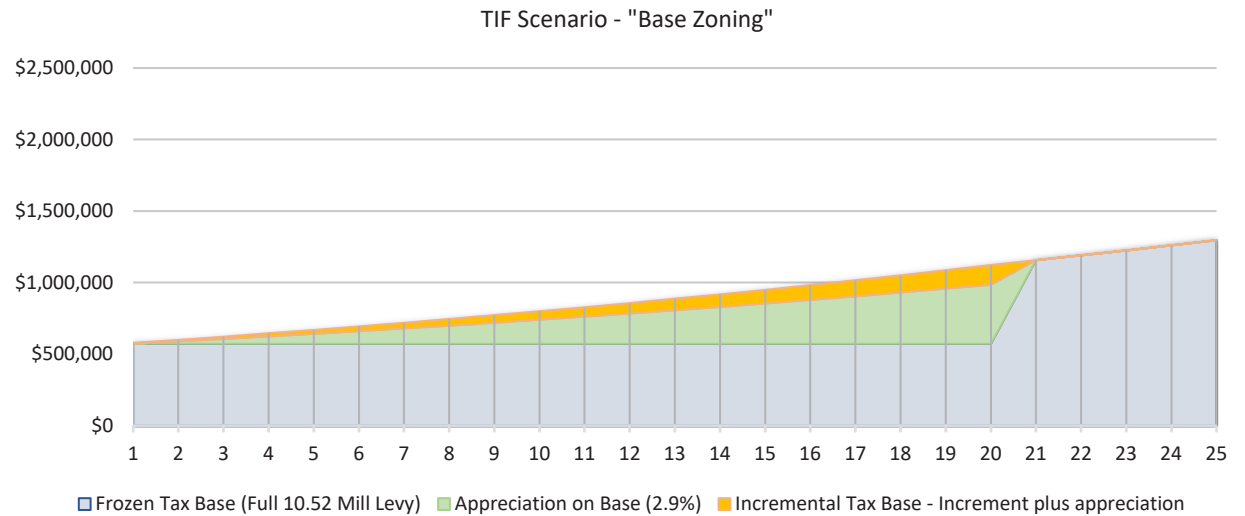


Exhibit AB-1 - Possible TIF District Boundary

### THE “BASE ZONING” SCENARIO

Assuming Coeur d’Alene continues to grow at a rate of 2.5% and there are no changes to local zoning, investments within the district are likely to grow more slowly and may only generate approximately \$300,000 within the first 10 years. This is enough revenue to support small-scaled investments such as a few storefront improvement grants, striping bike lanes, or re-painting parking stalls, for example. This would not generate sufficient revenue to greatly expand affordable housing or make major capital improvements in the short to medium term. However, given how limited city funds are in general, there is still value in evaluating this scenario because the potential revenue within the full 20-year life cycle of the TIF district would be over \$1 million.



#### READING THE GRAPHS

The graphs on these pages show three stacked elements for each scenario. Only the orange graph element differs between the two graphs.

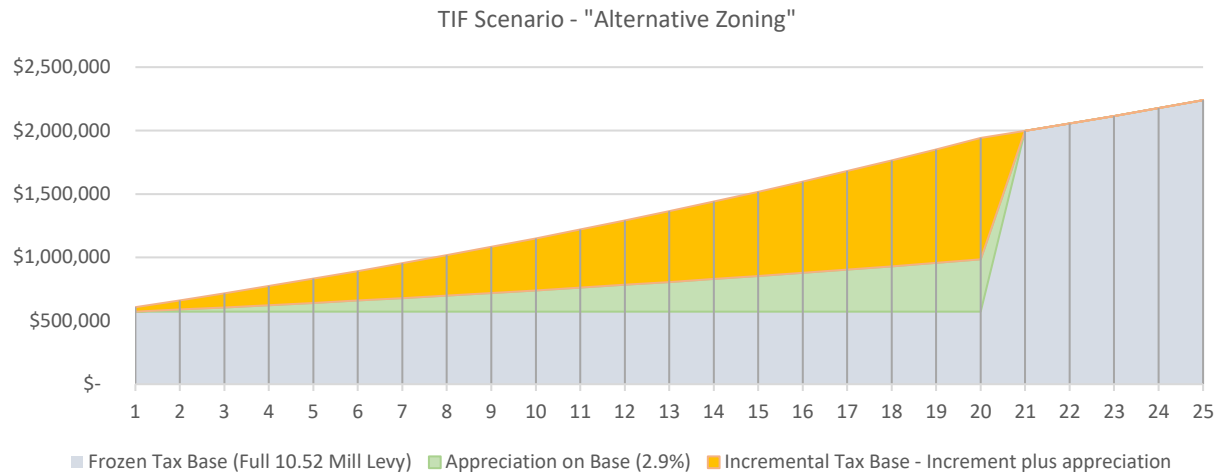
- The **gray wedge** is the existing “frozen” tax revenue based on a full \$10.52 million levy. This is derived from the County Assessor data for 2017 provided by Kootenai County. These revenues would continue to flow to all taxing districts for the life of the TIF district.
- The **green and orange wedges** together would comprise the tax increment that would be retained within the East Sherman URA district to be used on urban renewal activities. The **green wedge** is a conservative estimate of appreciation in value of the existing tax base at 2.9%. The **orange wedge** is the tax increment from the assumed new investment and development.

**THE "ALTERNATIVE ZONING" SCENARIO**

The "zone change" scenario proposes a series of modifications to both the Downtown Overlay East (DO-E) and several underlying zones. Detailed recommendations have been provided to the city in a separate memo. In summary, the impact of these changes would allow:

- » 4-story mixed use buildings on lots fronting East Sherman (C-17 + DO-E)
- » 3-story multifamily on the back half of those blocks (R-17 + DO-E)
- » Up to 4-unit buildings allowed in the rest of R-17 zone (DO-E only, initially)

Assuming that Coeur d'Alene continues to see the healthy 2.5% growth rate of the past forty years and the above zone changes are made, TIF revenues add up. Within the first 10 years, for instance, a TIF district could generate over \$2 million or six times the "base scenario." The full 20-year life cycle revenue could reach nearly \$9.1 million; \$7.5 million of which is from new (re)development. This level of revenue is sufficient to afford a wider range of community improvements, including high-quality streetscape enhancements, infrastructure upgrades and relocations, and deeper levels of workforce housing.

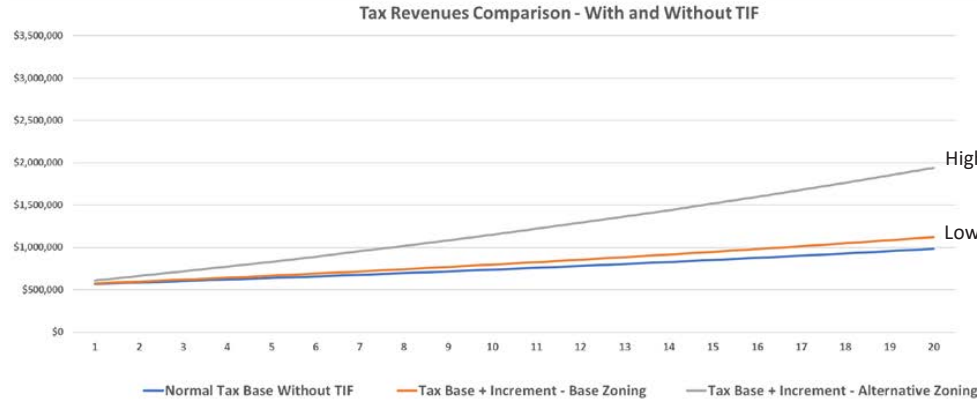


### IMPACT TO OTHER TAXING DISTRICTS

In this analysis, the greater East Sherman URD tax base could be between 14-97% higher with a TIF district than compared to the standard tax base with no TIF district and simple appreciation alone. See detailed tax revenue table on the following page.

TIF districts can be perceived as benefiting a specific area. However, this is often a misunderstanding of the actual impact to long term revenues, which can benefit significantly. The expanded economic activity that can result from a successfully implemented TIF district can increase tax revenue faster than it otherwise would. This is often referred to as the “but for” argument in favor of TIF: But for TIF, there would not be such dramatic increases in investment, development and tax revenue.

Public entities should take a long view of tax revenue. This can be hard when budgets are tight, but the potential upside can be worth it. While it is true that tax revenue is “frozen” during the 20-year life of a TIF district, revenues do still flow to tax districts. And when the TIF district sunsets, if activities in the district were successful, the increase in tax revenue should be significantly larger than if no TIF district was in place.



Additional Revenue from TIF

Tax Revenue - 25 Year	1	2	3	4	5	6	7	8	9	10
Normal Tax Base Revenue - Baseline Appreciation - No TIF	\$572,078	\$588,669	\$605,740	\$623,307	\$641,382	\$659,982	\$679,122	\$698,817	\$719,082	\$739,936
Frozen Tax Base Revenue (Full 10.52 Mill Levy)	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078
Appreciation on Base Revenue (2.9%)	\$0	\$16,590	\$33,662	\$51,228	\$69,304	\$87,904	\$107,044	\$126,738	\$147,004	\$167,857
Additional Tax Increment Plus Appreciation (Base Zoning)	\$5,200	\$10,550	\$16,056	\$21,721	\$27,551	\$33,549	\$39,722	\$46,074	\$52,610	\$59,335
Additional Tax Increment Plus Appreciation (Alternative Zoning)	\$35,967	\$72,976	\$111,060	\$150,247	\$190,571	\$232,064	\$274,761	\$318,696	\$363,904	\$410,424

Tax Revenue - 25 Year	11	12	13	14	15	16	17	18	19	20
Normal Tax Base Revenue - Baseline Appreciation - No TIF	\$761,394	\$783,474	\$806,195	\$829,575	\$853,632	\$878,388	\$903,861	\$930,073	\$957,045	\$984,799
Frozen Tax Base Revenue (Full 10.52 Mill Levy)	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078	\$572,078
Appreciation on Base Revenue (2.9%)	\$189,315	\$211,396	\$234,116	\$257,496	\$281,554	\$306,309	\$331,782	\$357,994	\$384,966	\$412,721
Additional Tax Increment Plus Appreciation (Base Zoning)	\$66,255	\$73,377	\$80,704	\$88,244	\$96,003	\$103,987	\$112,202	\$120,656	\$129,354	\$138,305
Additional Tax Increment Plus Appreciation (Alternative Zoning)	\$458,293	\$507,551	\$558,236	\$610,392	\$664,060	\$719,284	\$776,110	\$834,584	\$894,754	\$956,669

Tax Revenue - 25 Year	21	22	23	24	25	Difference - Yr 25	
Normal Tax Base Revenue - Baseline Appreciation - No TIF	\$1,013,358	\$1,042,746	\$1,072,985	\$1,104,102	\$1,136,121	-	-
Total Tax Base Revenue - (Base Zoning)	\$1,155,675	\$1,189,189	\$1,223,676	\$1,259,162	\$1,295,678	\$159,557	14%
Total Tax Base Revenue - (Alternative Zoning)	\$1,997,770	\$2,055,706	\$2,115,321	\$2,176,665	\$2,239,789	\$1,103,668	97%

URD ends in year 20. In year 21, all revenues again start flowing to taxing authorities.



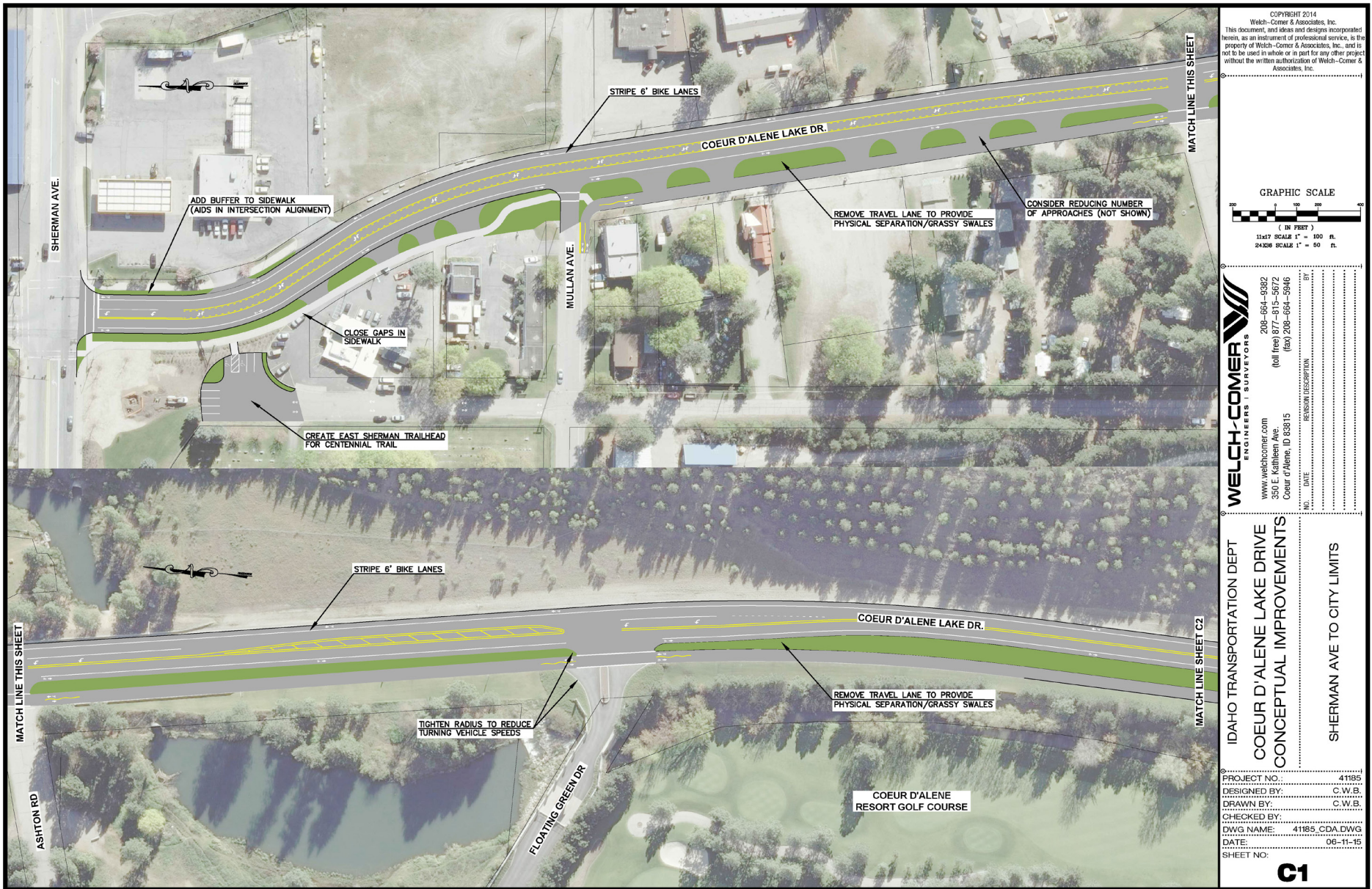


# APPENDIX C

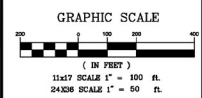
## CDA LAKE DRIVE DESIGN EXHIBITS

### COEUR D'ALENE LAKE DRIVE DESIGN

The following pages include proposed designs for Coeur d'Alene Lake Drive.



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 (toll free) 877-815-5672  
 (fax) 208-864-5946

NO. DATE  
 REVISIONS

IDAHO TRANSPORTATION DEPT  
 COEUR D'ALENE LAKE DRIVE  
 CONCEPTUAL IMPROVEMENTS

SHERMAN AVE TO CITY LIMITS

PROJECT NO.: 41185  
 DESIGNED BY: C.W.B.  
 DRAWN BY: C.W.B.  
 CHECKED BY:  
 DWG NAME: 41185\_CDA.DWG  
 DATE: 06-11-15  
 SHEET NO:

**G1**





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GRAPHIC SCALE  
 ( IN FEET )  
 11:47 SCALE 1" = 100 FT.  
 24:08 SCALE 1" = 60 FT.

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 Coeur d'Alene, ID 83815  
 (fax) 208-864-5846

NO.	DATE	REVISION DESCRIPTION	BY

IDAHO TRANSPORTATION DEPT  
 COEUR D'ALENE LAKE DRIVE  
 CONCEPTUAL IMPROVEMENTS

SHERMAN AVE TO CITY LIMITS

PROJECT NO.: 4185  
 DESIGNED BY: C.W.B.  
 DRAWN BY: J.A.L.  
 CHECKED BY: J.A.L.  
 DATE: 06-11-15  
 SHEET NO: 4185.CDA.DWG

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**GRAPHIC SCALE**

( IN FEET )  
11x17 SCALE 1" = 100 FT.  
84x26 SCALE 1" = 50 FT.

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PROJECT NO.: 41185  
DESIGNED BY: C.W.B.  
DRAWN BY: J.A.L.  
CHECKED BY:  
DWG NAME: 41185\_CDA.DWG  
DATE: 06-11-15  
SHEET NO:

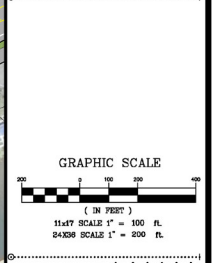
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**C3**



**RUTLEDGE TRAILHEAD ALTERNATIVE**

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 COEUR D'ALENE LAKE DRIVE  
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 SHERMAN AVE TO CITY LIMITS

PROJECT NO.: 41885  
 DESIGNED BY: C.W.B.  
 DRAWN BY: J.A.L.  
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 DATE: 06-11-15  
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**C4**