

# SHORELINE DISTRICT URBAN FRAMEWORK PLAN

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Boise | Idaho

Adopted: October 8, 2018



Prepared By:



URBAN RENEWAL PLANNING  
SHORELINE DISTRICT

Prepared For:







# Acknowledgments

On October 8, 2018 CCDC Board of Commissioners adopted Resolution #1575, approving the Shoreline District Urban Framework plan.

Special thanks and acknowledgment goes to the following stakeholder groups, departments, and agencies that participated in and provided guidance in the creation of the Shoreline Urban Renewal District:

## **City of Boise**

Housing and Community Development  
Information Technology  
Office of the Mayor  
Parks and Recreation  
Police Department  
Planning and Development Services  
Public Works

## **Partner Agencies**

Ada County Highway District  
Boise State University  
State of Idaho Fish and Game

## **Consultants:**

CTA Architects Engineers  
Quadrant Consulting, Inc  
SB Friedman Development Advisors





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# Introduction

The Shoreline Urban Framework was prepared for the Capital City Development Corporation; Boise's Redevelopment Agency; to create a vision, plan, and strategic implementation strategy for the Shoreline Urban Renewal District.

The purpose of the Shoreline District is to reduce, eliminate, and prevent the spread of blight and to catalyze growth and private investment within its boundaries. To accomplish this purpose, the Shoreline District Plan is intended to promote objectives of adopted community planning documents, studies, and assessments while advancing the priorities of Blueprint Boise; Boise City's Comprehensive Plan. Blueprint Boise; adopted in 2011; outlines how implementation of urban renewal projects within the Shoreline District advance the vision, goals, and objectives expressed by the districts residents. Projects and recommendations set forth in the Shoreline Urban Framework similarly advance these same priorities.

## Vision and Objectives of Existing Plans

The Capital City Development Corporation (CCDC) and the City of Boise evaluated, analyzed, and assessed applicable planning documents to inform District creation.

Due to the range of character among public and private spaces within the Shoreline District, a variety of plans were selected for review and assessment. Despite some competing interests among strategic actions, there were comparable visions and objectives among them.

Commonalities existed between plans, allowing for an alignment of objectives that can be synthesized by the following statements:

- The Shoreline District is a diverse, mixed use area that

is tied together by the Greenbelt and the Boise River

- The Boise River has many users with different needs, and managing those needs requires improving accessibility for all user groups while mitigating human impacts to the Boise River ecosystem
- Opportunities for urban redevelopment on vacant surface parcels or underutilized buildings are prevalent throughout the Shoreline District
- The District has abundant recreational resources
- Proximity to Downtown Boise and Boise State University harbors a need for the District to offer housing, services, and amenities to downtown residents, workers, and students
- Mobility options create good connectivity throughout the district and pedestrian, cyclists, transit, and vehicles should be prioritized respectively

These objectives were derived from many conversations, physical evidence, on-site observations, and ongoing efforts from all community stakeholders help to guide the need to create a place that serves the needs of all Boiseans.



Floaters on the Boise River, (CTA, 2018)



## Elements of This Document

### Existing Plan Analysis

An analysis of existing planning documents was performed to determine how and where the plans align and decipher what discrepancies may exist. Many of the projects and strategies recommended in this district plan were determined through interpretation and discussion with the key stakeholders and the public of the existing plans and their analyses.

The City of Boise and CCDC evaluated portions of the planning documents applicable to the Shoreline District area. The goals, objectives, actions, and strategies in these documents led to a list of affirmations, that reflects congruency between plans based on language and similar projects. A list of discrepancies also emerged based on conflicting language or projects. Both the Affirmations and Discrepancies were organized into lists that were used to guide discussion with stakeholders and the public.

These discussions were organized around three categories: Urban Design, Mobility, and River Management.

Physical and geographic gaps were also considered. Standards for streetscaping, for example, may not be contiguous along the same street as it travels through urban renewal districts, resulting in patchwork policy guidelines. Figure 2: Nearby Urban Renewal Districts to be De-Annexed depicts where parcels are to be de-annexed to allow for contiguous improvements within the Shoreline District's rights-of-way.

### District Framework

The District Framework is a series of maps, text, key recommendations, design guidelines, preferred infill development concepts, mobility concepts, open space concepts, and public utility/infrastructure framework concepts that combine to create a cohesive framework for urban redevelopment.

These elements consider existing physical conditions, the realities of the real estate market, and the potential future development to occur based on investments in public infrastructure.

The District Framework is informed by the existing plan analysis, Stakeholder input, and Public Open House input, all of which resulted in a list of projects that were policy actions items as well as capital projects that aligned with Capital City Development Corporation's Participation Programs.

In addition to the District Framework, a market assessment, prepared by SB Friedman Development Advisors; and a public infrastructure capacity study, prepared by Quadrant Consulting; were also utilized to inform the District Framework and Public Improvements and implementation strategy.

### Design Guidelines and Recommendations

Design Guidelines are visualizations of preferred outcomes for new development. Design Guidelines and recommendations are non-regulatory and are meant as guiding illustrations rather than specific design standards such as those provided in the City's Development Code.

Design Guidelines in this document illustrate the



***“Be a mixture of affordable housing greenspace with easy connection to downtown greenbelt, parks & BSU.”***

***“..allow pedestrians, elderly, children to walk with no fear while on greenbelt.”***

***“Be bike friendly.”***

***“Great area for redevelopment of mixed use projects connecting downtown to the river”***

***- Public responses to the question of:  
“The Shoreline District Should...”***



vision for investments, projects, or infrastructure enhancements in public spaces or rights-of-way. These may include sidewalk/streetscape improvements, river access enhancements, new bridges or other pedestrian mobility enhancements such as new bike lanes. These visuals are focused on the interface between new urban development and public spaces such as urban plazas, the Boise River shoreline, enhanced Greenbelt pathways, or festival streetscapes.

## Implementation

The Public Improvements list (Figure X) is a comprehensive improvements list within the district. Without which implementation of the District's vision and intent would not be possible. The improvements list is accompanied by estimates of probable cost and design standards for streets and public spaces.

## Guiding Principles

Guiding Principles are broad statements giving direction on how to best implement the urban renewal planning effort for the Shoreline District. There are three overarching principles:

### 1) Continue to Use and Honor Existing Master Plans

Much focus has been placed on deriving guidance from existing documents and planning efforts.

### 2) Carry Out the Public Process

Incorporate past public input and continue to integrate the community's voice in the execution of this plan.

### 3) Seek Partnerships with Public and Private Entities

Strategic partnerships with both public agencies and private property owners and organizations is critical to



Trestle Bridge at 9th Street (CTA, 2018)

the long-term success, particularly with policy initiatives.

### 4) Create a specific vision of the public Improvements in the Shoreline District.

Draw ideas from existing neighborhood plans, refine and begin to develop concepts that help to define the Shoreline District as a unique neighborhood within the City of Boise.



FIGURE 1: Shoreline District Boundary

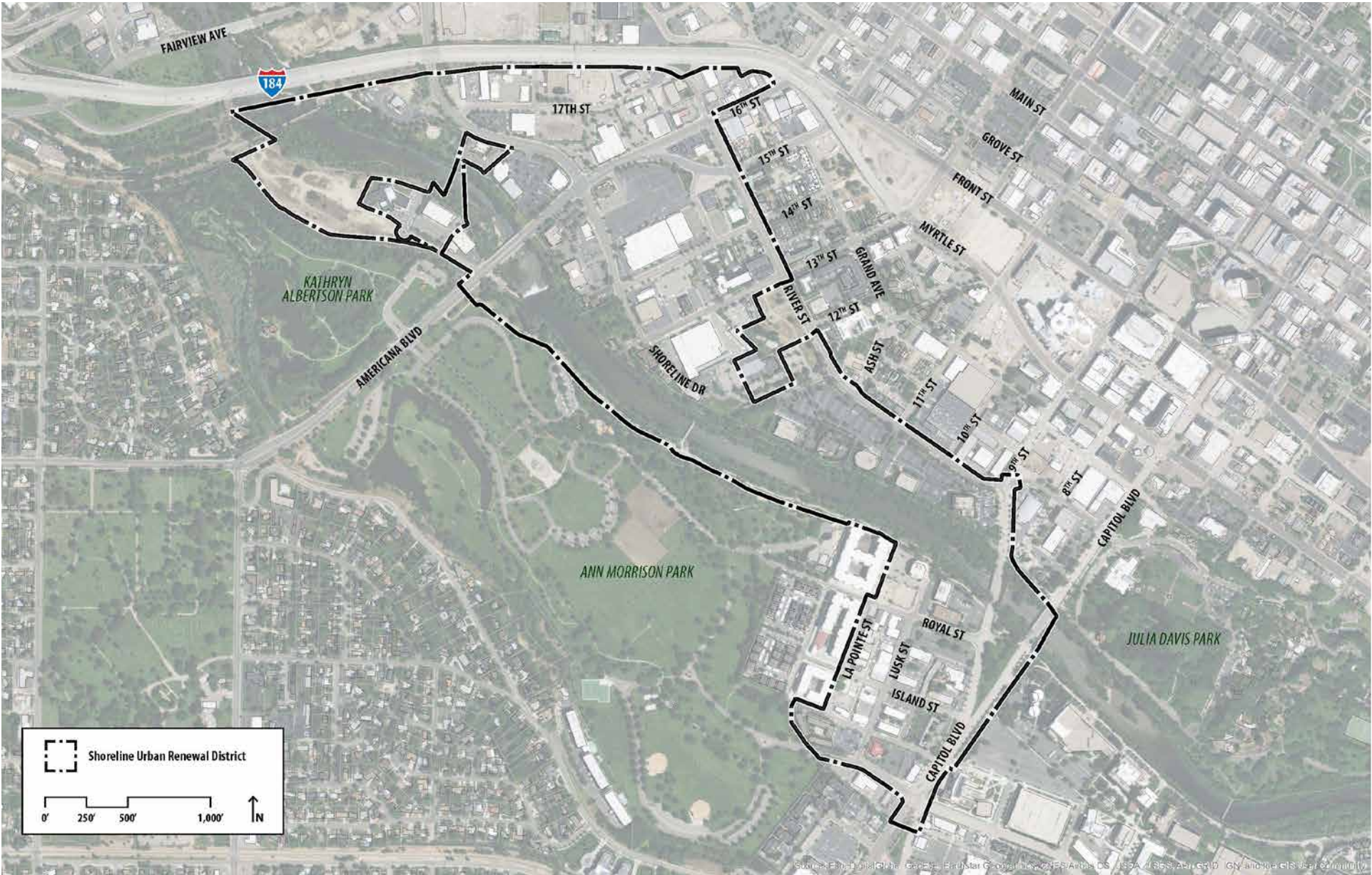
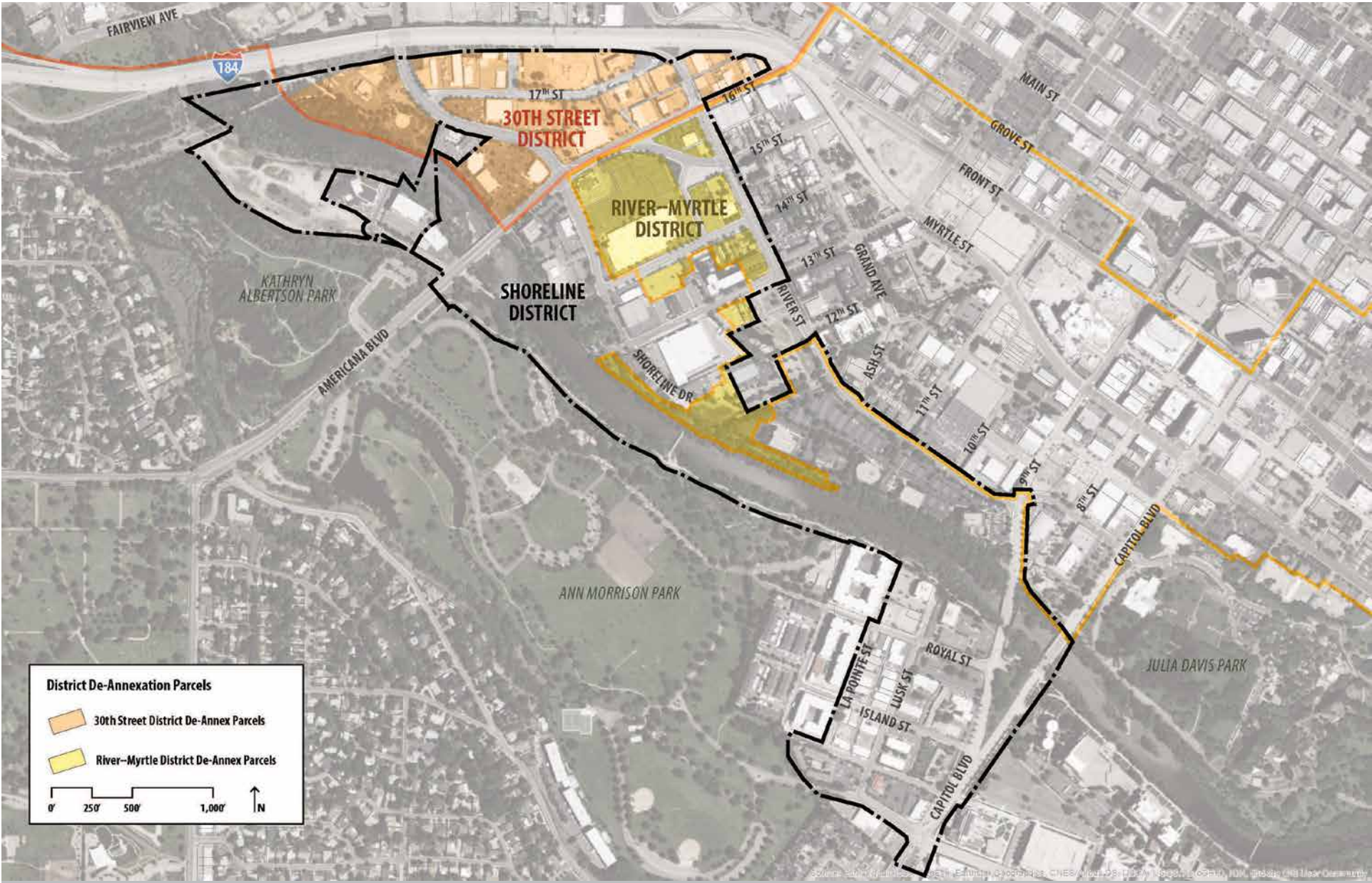




FIGURE 2: Nearby Urban Renewal Districts to be De-Annexed



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# 2

## Background

### Project Location

The Shoreline Urban Renewal District is approximately 190 acres in size and composed of lower density suburban development, undeveloped or vacant land, and surface water connected by roughly 1.17 miles of the Boise River. The District includes several distinct neighborhoods, including portions of the quickly developing Lusk Street neighborhood to the south and the River Street neighborhood to the north.

The Boise River Greenbelt provides an excellent pedestrian and bicycle mobility corridor, while several major vehicle circulation routes cross or border the District, including the Interstate 184 Connector to the north, River Street to the east, and Capitol Boulevard to the southeast.

Exceptional recreation amenities are adjacent to or surround the District, strongly defining its character. The Greenbelt, the Boise River, Rotary Park, and Ann Morrison Park are the most significant contributors to the District's character. Just outside the District are several key cultural institutions such as the Boise Public Library Central Library and Anne Frank Human Rights Memorial, as well as historic resources such as the Hayman House, the 9th Street Steel Truss Bridge, and the Boise River Railroad Bridge.

In addition, Boise State University is located adjacent to the Shoreline District and is significant for residents, commuters, students, workers, and visitors frequenting the Shoreline District Area.

### Existing Conditions

#### Land Use

Land use in the Shoreline District is generally characterized by large, suburban-type building and land development with few exceptions. There are about 128 parcels within the District with an average parcel size of about one acre. About 100 structures are built on these parcels, most of which are single-story, single use buildings.

Largely due to the Boise River, 38% of the District is surface water, streets, or other public right-of-way. Twenty percent of land is used for commercial office, and 8% (14 acres) is vacant surface parking lot. Seven percent is open space or Greenbelt, while 6% is undeveloped vacant lots.

Overall about 22%, or 25 acres, of the developable land (parcels that are not open space or park) in the District is vacant land.

Figure 3 illustrates the existing land uses within the District. These designations were derived from in situ observations based upon the land based classification standards (LBCS) system for categorizing activities and uses of a property.

(<https://www.planning.org/lbcs/>)

#### Zoning

The current zoning is reflective of existing land use. Using the City of Boise's base zoning designations, there are eight zone districts within the Shoreline District Boundaries. Much of the district (about 29% of the total area) is zoned A-1 Open Land which accounts for the Boise River and the length of the Greenbelt along

Ann Morrison Park. This is followed by the C-2 General Commercial zone which comprises 27% of the area and covers much of the commercial property within the Lusk Street neighborhood area and the former K-mart site in the center of the District. The R-O Residential Office zone designation accounts for about 26% of the total area and is the predominant zoning for the River Street neighborhood, including the Forest River office park.

The C-3 Service Commercial zoning designation accounts for 15% of the total and largely exists along the Interstate 184 connector and accommodates the various commercial activities in the north portion of the Shoreline District. A length of the frontage and streetscape on the east side of Capitol Boulevard is zoned “U” - University district and comprises about 1% of the Shoreline District area. The L-O Limited Office, C-5 Central Business and M-1 Limited Industrial zoning designations account for less than 2% of the total area.”

Several overlay districts exist in addition to the base zones. These include the Capitol Corridor overlay, which regulates the view corridor along Capitol Boulevard, and the Downtown Design Overlay. The Downtown Design Overlay establishes the general appearance of the development on the land so as that it is not in conflict with the Comprehensive General Plan or other development plans adopted by the city for specific areas. The Downtown Design overlay acts as the mechanism to protect property rights and values, enhance important environmental features of the City and the physical characteristics of the land. It further ensures that the general appearance of buildings and structures, and the development of land, will not impair the orderly and harmonious development of the community.

### **Boise River Floodplain and Flood Hazard Areas**

As a participant in the National Flood Insurance Program, the City of Boise participates in FEMA’s Community Rating System (CRS) that qualifies insurance policy holders in the City for discounted premiums. Considerable properties of the Framework area are within a Special Flood Hazard Area as defined by the Federal Emergency Management Agency’s FIRM mapping program. This creates physical development constraints, particularly in the Floodway. Many construction types are prohibited in the floodway, and what may be permitted must be designed and built to additional standards.

Much of the Boise River’s north and south bank including the Greenbelt and into Ann Morrison Park is in the floodway (Figure 5). Additional engineering or analysis would be required to evaluate whether any new development in these areas will contribute to changes in the floodway. Any development permitted in the floodway may affect the City’s CRS rating.



FIGURE 3: Existing Land Use

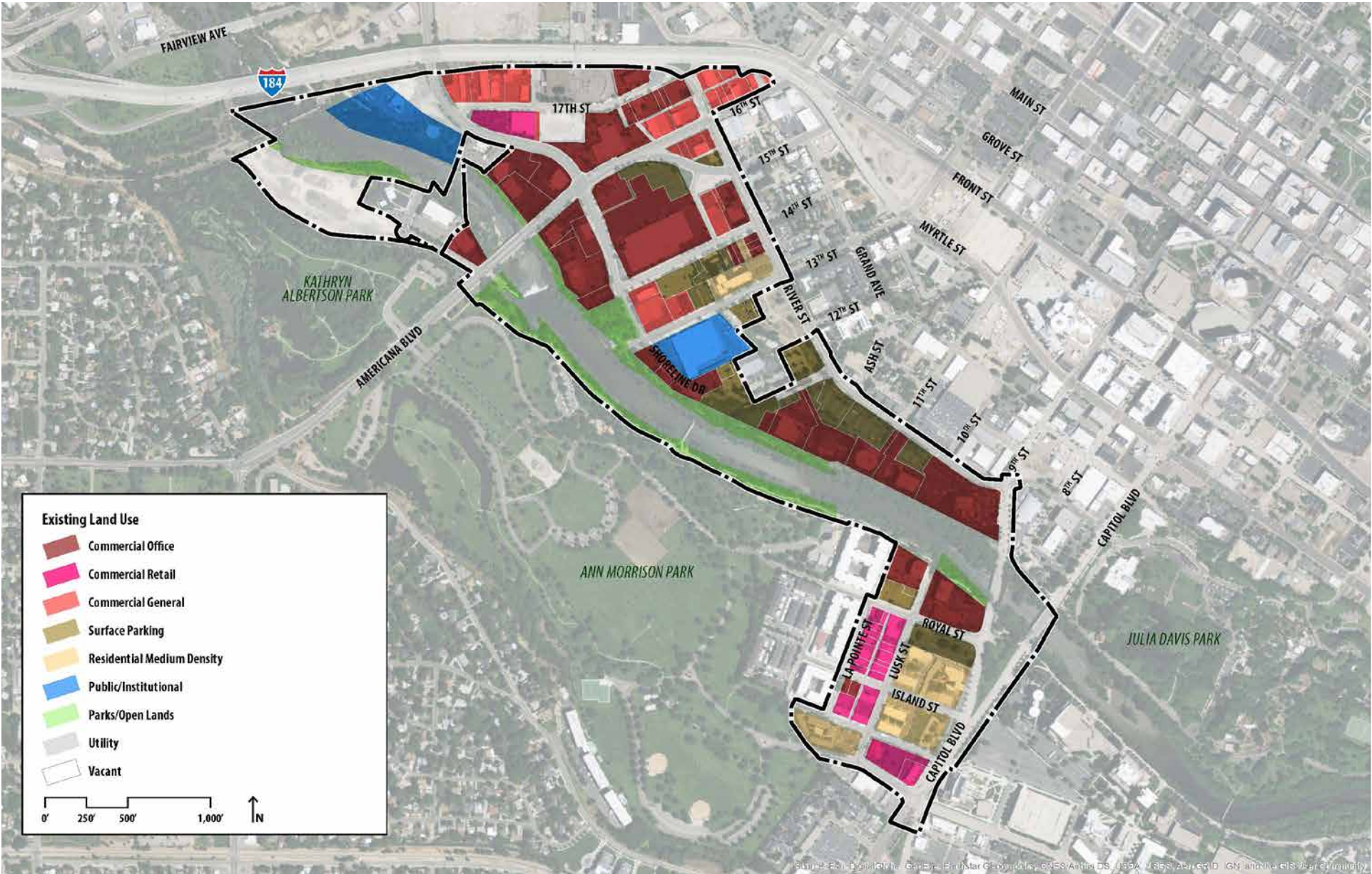




FIGURE 4: Existing Zoning

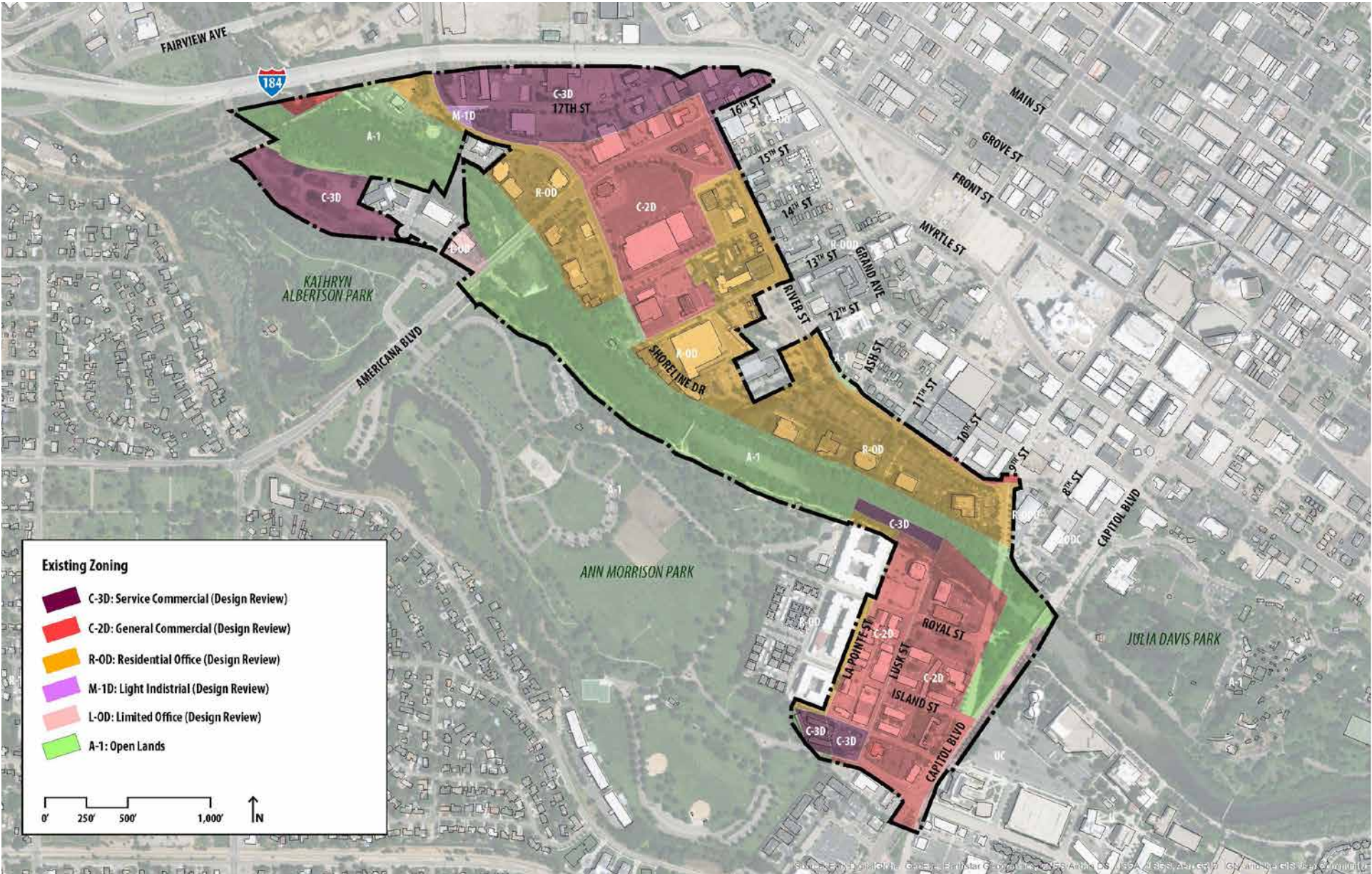
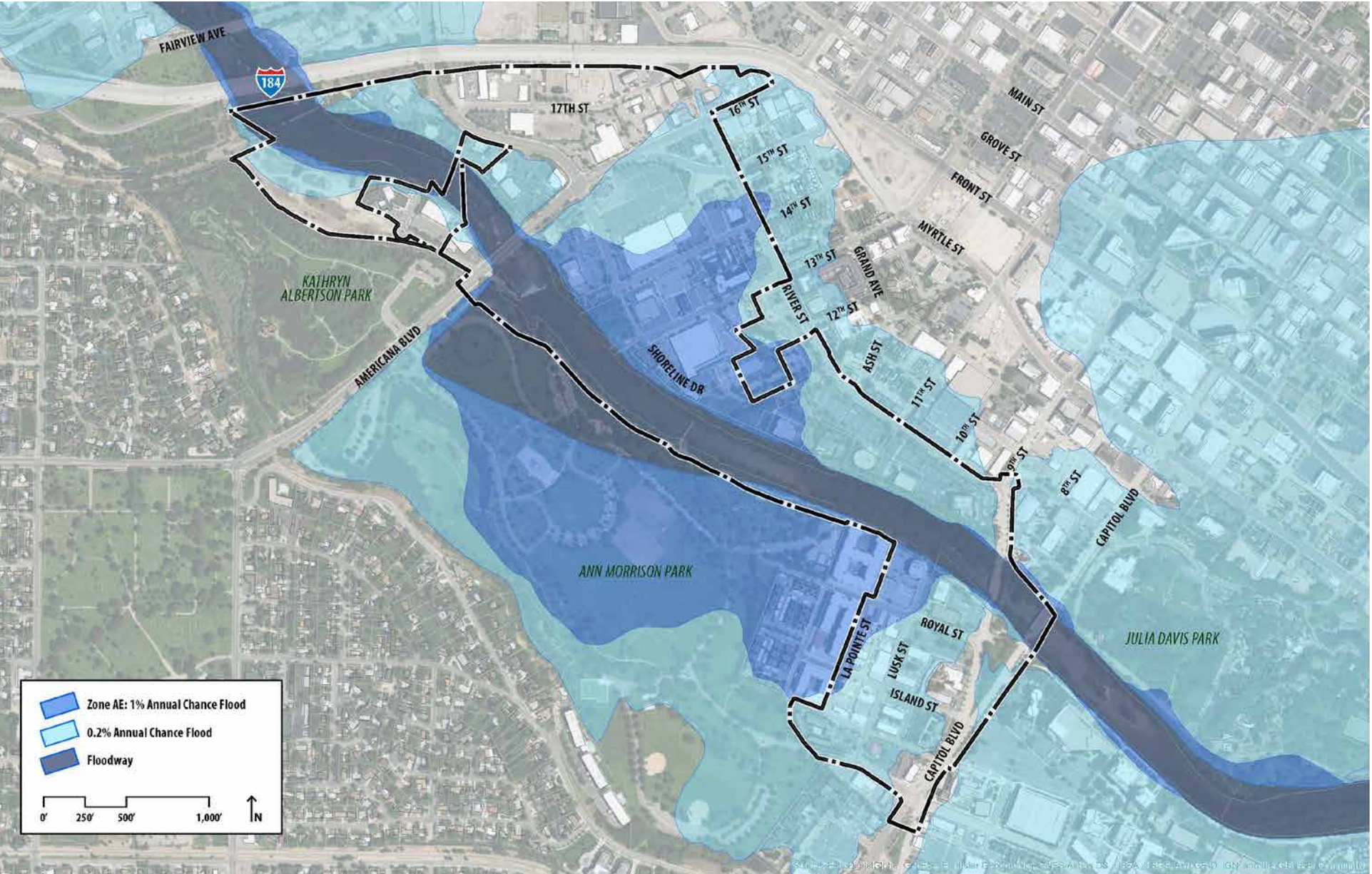




FIGURE 5: Existing Floodplain



### Strengths and Weaknesses Summary

In general, the Shoreline District's proximity to the Boise River, Downtown, and Boise State University are its key strengths. These activity nodes bring high volumes of people into and through the district.

Existing district amenities are solid foundations to build upon, amenities like the Greenbelt, historic resources, river crossings, recreation areas, and recent nearby investment.

The District presents the area with the largest amount of available and developable land near Downtown Boise. Similarly, the District's strengths lie in the ability for a developer to assemble large parcels, making transformative projects more economically feasible.

As the District exists today, bicycle or pedestrian facilities are lacking outside of the Greenbelt. A lack of enhanced pedestrian features like adequate painted and signalized pedestrian crosswalks are safety issues that should be addressed.

Criminal activity along the Boise River Greenbelt and other areas within the district are a perceived threat that contributes to the lack of or slow pace of redevelopment in this area.

Existing Greenbelt facilities are not sufficient to support the current and increasing number of users. Issues of congestion are growing and the potential for collisions among users is increasing. This weakness is compounded as most of the Greenbelt through the District is a shared-use path with walkers and cyclists traveling at varying speeds. The Greenbelt's use is likely to increase.

Social paths or informal paths from the Greenbelt to the river's edge are causing severe riverbank degradation at certain locations. In some areas current management practices rely on the use of fencing and other preventative measures to prohibit people and animals from encroaching on sensitive or damaged habitat.

### **Strengths**

Throughout the District there are several strengths to build upon, which are defined as successful examples of buildings, landmarks, places, or activities. Generally, the District's proximity to downtown and to important recreational areas are a base for enhanced facilities and amenities as outlined in the following examples.

1) Proximity to the Boise River Greenbelt and to Recreational Amenities

The Greenbelt is a highly valuable amenity for current



The Greenbelt is a key transportation path between several recreational amenities (CTA 2018)

residents within the District, and it is critical to the City of Boise as a high-traffic pedestrian and bicycle regional commuting corridor.

Accounting for paths on both sides of the Boise River, the Shoreline District has about three miles of the Greenbelt within its boundaries. As more and more users travel on, and enjoy the Greenbelt, its pathways and open spaces become a key strength to build upon.

Ann Morrison Park, Kathryn Albertson Park, and Julia Davis Park—three significant recreational areas—are partially within or are directly adjacent to the Shoreline District. These high-quality recreation sites define the character of the Shoreline District as a place where people come to recreate and could be strengthened through strategic public enhancement projects.



## 2) Proximity to Downtown



The Shoreline Dr and 13th St intersection, shown here, is less than one mile walking distance from Downtown (CTA 2018)

Much of the Shoreline District is very close to the core of Downtown Boise, with no properties being more than two miles away from the intersection of Main Street and N. 8th Street. This proximity means the District could be the home for additional downtown workers and could also develop into an area that offers key services to downtown residents and businesses.

## 3) Opportunity Sites for Transformative Projects



Large vacant sites could provide a location for catalytic development projects (CTA 2018)

Approximately 25 acres of land within the district are vacant, undeveloped, or occupied by surface parking lots. Although, every such parcel may not be immediately available for development, the abundance of such sites offer opportunities for redevelopment. Having large sites over five acres, the Shoreline District is one of the few areas near downtown with large available land for urban development.

## Weaknesses

### 1) Disconnected Bicycle/Pedestrian Network and Facilities



13th St, shown here, could be a direct bicycle or pedestrian route to Downtown Boise (CTA 2018)

Much of the District's main transportation corridors accommodate vehicles as they move in and out of downtown. A weakness is that these corridors do not also accommodate bicycles or pedestrians, and there are not significant public transportation linkages throughout the area.

### 2) Heavy Degradation to Shoreline due to Informal



Informal access to the Boise River shoreline has caused significant environmental degradation (CTA 2018)

#### Access

As the use of the Greenbelt increases, areas near the Boise River shoreline impacted by people will continue to grow, largely because of the use of informal paths and trails to the river's edge. Providing clear access points—whether reinforced through formal paths, signage, or fencing—could mitigate these weak points.

### 3) Perception of Human Safety Threats



Underpasses and thick vegetation contribute to an unsafe perception in some areas (CTA 2018)

Dense vegetation, bridge underpasses, and infrequent visitors create a perception of an unsafe area to travel through, recreate, work, or live by on some sections of the Greenbelt. Although considered a weakness, many of these perceptions can be mitigated or relieved with less intrusive design interventions.



## History of Existing Plans and Policies

The City of Boise is the leader in establishing a vision for the development of its downtown districts and adjacent neighborhoods. The Shoreline District planning efforts have been no different. The city has undertaken several planning efforts to establish a vision for the Shoreline District Neighborhood. The outcomes of these planning efforts resulted in significant neighborhood plans that define the future of the Shoreline District including: Lusk Street Area Master Plan (2013); the River Street Master Plan (2017), and the City of Boise's Comprehensive Plan; BluePrint Boise (2011), The Shoreline District's key asset; the Boise River, is heavily managed, and planning for the river body through the urban core and beyond generally focuses on water quality, river ecology, habitat, and its overall health as a recreation and fisheries resource. Through joint jurisdictional planning processes, several plans have been created to guide management of the Boise River including the Boise Riparian Corridor Stewardship Plan (2015); and the Boise River Resource Management Plan; (2014).

Mobility is a key influencer in this District and has long been a component in the neighborhood plans developed by the City. Several key planning studies completed by the City of Boise including: the Boise Transportation Action Plan (2016), and Downtown Boise Streetscape Standards Manual (2017), guided much of the decision making process with regards to mobility in the Shoreline District plan.

Special attention was given these particular plans as the basis for the Shoreline District Urban Framework.

## Reasons for District Creation

Outlined as a part of Blueprint Boise's goals, objectives, and policies for downtown, are priorities of infill development, job growth, and growth in housing options. Similar goals are expressed in the neighborhood plans of the River Street Master Plan and the Lusk Street Area Master Plan. The neighborhood plans also identify key infrastructure needs including, sidewalks, crosswalks, and street lighting. They identify recreation enhancements, and desire to establish methods for dealing with the continual influx of people and growth that this area attracts. Reinforcing these ideas of concentrated growth within downtown is Boise's future land use map. This map calls for mixed-use development in the Shoreline District. Establishing the Shoreline District creates a method for these goals to begin to be realized. Establishment of the Shoreline District allows for re-investment of both public and private dollars to address needed infrastructure, goals of enhanced parks and open space, and key mobility concerns across the District. Key investments in public facilities and assets that attract and encourage private investment supports the overarching goals of the city of Boise to increase infill development, attract and retain jobs in the downtown core, and increase and diversify housing options. Ultimately, the strategies of public and private investment support the identified goals of addressing public health, economic vitality, and aesthetic appeal in a neighborhood that is adjacent to the core of downtown Boise.

Existing key assets in the Shoreline District can and will benefit from the public and private investment within this district. Key areas that will be influenced by the creation of the Shoreline District are:

- Infrastructure improvements including curb, gutter, sidewalk
- Mobility improvements within the district will provide for much need connectivity across the Boise River
- Economic Development will increase the likelihood of diversification of housing, along with major transformative projects that can create employment centers, amenities for downtown workers, students, and residents within the district
- Place-making projects will create vibrant district focused plazas and open spaces for community driven events

In sum, the Urban Framework plan is a proposal for public improvements, to provide an improved environment in order to attract new retail, residential, institutional, and office developments, to eliminate unsafe conditions, to assist potential owners and developers to assemble appropriate development sites where necessary through acquisition, demolition and disposition activities, to enhance mobility along the City's main multi-modal arterial, and to otherwise prevent the extension of blight and deterioration of the area.

## Summary of Planning Process: Key Milestones, Stakeholder Meetings, and Public Open Houses

Input from the following meetings and open houses provided opportunity for stakeholders and community members to inform the list of public improvements and inter-agency initiatives identified through the existing plan analysis process.

- **October 9, 2017:** CCDC Board of Commissioners Approves Shoreline Eligibility Report.
- **October 17, 2017:** City Council Approves Shoreline Eligibility Report, RES-541-17.
- **December 11, 2017:** CCDC Board of Commissioners Approves Open Land Addendum to Shoreline Eligibility Report.
- **December 19, 2017:** City Council Approves Open Land Addendum to Shoreline Eligibility Report, RES-666-17.
- **May 3, 2018:** Public Open House #1, Introduction to Shoreline Study Area.
- **June 7, 2018:** Public Open House #2, Shoreline Public Improvements Alternatives.
- **June 7, 2018:** Virtual Public Open House #2, Shoreline Public Improvements Alternatives.
- **June 11, 2018:** CCDC Board of Commissioners Informational Update, Shoreline Urban Planning.
- **August 15, 2018:** Public Open House #3
- **October 8, 2018:** CCDC Board of Commissioners Action Item, Review & Approve Shoreline Urban Framework.
- **November 5, 2018:** City Planning and Zoning Commission Resolution, Approve Shoreline Urban Renewal Plan conformance with City General Plan.
- **November 13, 2018:** City Council Public Hearing, First Reading of Urban Renewal Plan Ordinance.
- **November 20, 2018:** City Council Public Hearing, Second Reading of Urban Renewal Plan Ordinance
- **December 4, 2018:** City Council Public Hearing, Third Reading of Urban Renewal Plan Ordinance.



Second Shoreline District Open House held at Trademark Design (Red Sky, 2018).



# 3

## Urban Renewal Strategies

### Capital City Development Corporation and Boise City Urban Renewal Strategies

The following summaries include the key strategies that CCDC and the City of Boise utilize to create vibrant, activated neighborhoods and districts that thrive throughout the City of Boise. It is these same strategies and tools that will be utilized in the Shoreline District.

#### Infrastructure

Using infrastructure improvements as a tool can result in attracting more investment by improving access, livability, and sustainability. These key investments in downtown increase property values and also stimulate

private developers to invest in and enhance real estate. Investments in public infrastructure encourage the highest and best use for properties downtown. By constructing infrastructure, private developers can simply connect to existing utilities and amenities, which helps offset higher land and construction costs. Key assets like geothermal, and green storm water infrastructure are within the City of Boise. Improvements by CCDC to these assets promote sustainability in the community. CCDC's partnership with the City of Boise is essential to growing the city's robust geothermal heating system. Expansion of infrastructure like geothermal within the district provides opportunity for increasing long-term sustainable development by both real estate developers and individual land owners.



An example of a vibrant activated street as a result of key Right-of-Way Improvements can be found in the neighboring district of Old Boise. (Basque Block, Old Boise District, CTA, 2018)



Green storm water infrastructure will assist the city in meeting their goals of storm water management by increasing the water quality in one the greatest assets of the city, the Boise River.

The following Infrastructure projects are currently proposed in the Shoreline District:

- Geothermal utility line extensions
- New street construction and signal installation
- Utility under-grounding and extension
- Green storm water infrastructure (suspended paving system)
- Fiber optic / telecommunication network
- Public Wi-Fi

## Mobility

Expanding mobility choices and access to public transit is essential to a healthy downtown. Alternative transportation options increase property values and improve the capacity and efficiency of the street system. Support of public transit, protected bike lanes, Boise Green Bike, a carshare program, and park and ride systems are all techniques that improve access and mobility options in and around downtown Boise. These techniques in turn promote economic and tourist activity as well as public health through active transportation options and reduced carbon emissions from traffic congestion.

Investment in a new Way-finding System will advance economic vitality by clearly designating popular downtown locations and parking structures. Making it easier and more convenient for visitors and residents to shop, dine, and enjoy the City of Boise.

Public parking garages leverage significant new private development investment. Structured public parking consolidates parking facilities and frees up land for development that would otherwise continue to be



Ann Morrison Park at the Boise River Floater/Tuber Takeout (CTA, 2018)



used as uninviting, under performing, inefficient surface parking. Typically designed to be located more conveniently to high demand areas and integrated with a mix of retail, commercial, and residential uses, structured parking allows former surface lots to redevelop into a variety of uses that are more productive and appealing, including residential, commercial, or even open space. CCDC supports public structured parking by providing financing of new structures and management of existing structures.

Proposed mobility projects within the Shoreline District include:

- Right of Way Acquisition for street extensions (i.e. Spa Street)
- Downtown circulator preliminary engineering
- Expansion of the Greenbelt into a divided pathway system with dedicated lanes for pedestrians, and cyclists
- Transit shelters (i.e. Lusk District and River Street)
- Protected bike lanes (i.e. River Street)
- Downtown circulator funding
- Building new parking structures (i.e. Lusk District)

## Placemaking

Creating places and neighborhoods people love are elements in making a city desirable for residents, visitors, and investors. Residents and visitors alike recognize the tangible difference between the streets with new trees, pavers, and benches, and the old, cracked concrete sidewalks with no shade or interest for the pedestrian. Placemaking contributes to the economic vitality of any urban renewal district by making the district a place people want to spend time exploring. A focus of place making in the Shoreline District is at the underutilized

Shoreline Park. Envisioned to be a vibrant and energetic center for the district. It is intended to match the vibrancy of the highly successful Grove Plaza in the heart of downtown Boise.

Place-making projects in Shoreline District include:

- Streetscapes throughout the district including a new boulevard treatment on River Street.
- Installation of curb, gutter, and sidewalk in the Lusk Street Area
- Open space creation with the revitalization of Shoreline Park,
- Upgrades to benches, trash receptacles, and bike racks.
- Upgrades or installation of historic street lighting.

## Economic Development

A key strategy for urban renewal is to drive more investment into the districts and to help the local economy thrive. Fostering the expansion of local enterprise and career opportunities creates economic energy within the urban renewal district and beyond. A key tool within economic development is CCDC's Participation Program. The participation program is a policy created to leverage private investment with public investment by funding public improvements through the tax increment the project generates.

Redeveloping properties within urban renewal districts enhances the urban environment and fuels economic growth. A second tool in the toolbox is acquisition of property. When this is done it is for the specific purpose of redevelopment. Often the properties are under-utilized and the agency issues a public call for proposals to see what the development community will create within the parameters CCDC sets. This affords the

agency the ability to request and promote particular strategies, such as housing and mixed use development. Proposed Economic Development projects in the Shoreline District include:

- Public/Private Partnerships through the Participation program agreements,
- Creating Business incubator office space (i.e. Trailhead)
- Land acquisition for redevelopment; (i.e. R.O.W. acquisition between Boise River and River Street)
- Property disposition for redevelopment through public requests for proposal process (RFP) (i.e. city property, residential focused redevelopment assistance)

## Special Projects

The use of Special Projects is an essential tool to assisting in creating a vibrant city a high quality of life. Special efforts to include public art enhances the downtown environment, offers social and educational opportunities, and promotes tourism. It can also be used to celebrate local artists and discourage vandalism. Much of the public art downtown including standalone installations with streetscape improvements, and innovative programs such as the traffic box art wraps are all CCDC funded projects that build community and bring neighborhoods together in an inclusive way.

Proposed Special Projects in Shoreline District include:

- Public Art
- Boise River south shore revegetation

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# 4

## Existing Plan Analysis

### Summary of Master Plans and Policies

A full document review of the existing plans was completed in order to understand the extent to which the plan contained corresponding goals and objectives for the Shoreline District area. Each plan reviewed, placed the goals and objectives into one of three categories; Affirmations, Discrepancies, or Gaps. The purpose of completing this analysis is to ensure that what the Framework Plan puts forth aligns with existing planning documents for this area of the city.

The thirteen documents reviewed are listed below.

#### Guiding Documents

1. Blueprint Boise
2. Transportation Action Plan
3. Downtown Parks and Public Spaces Master Plan

#### Master Plans

4. River Street Master Plan
5. Lusk Street Area Master Plan
6. Boise State University Master Plan
7. Ann Morrison Park Master Plan
8. Capitol Boulevard Plan

#### Vision Documents

9. River Myrtle Urban Renewal Plan
10. 30th Street Urban Renewal Plan

#### Boise River Regulations

11. Boise River Resource Management and Master Plan
12. Boise River Riparian Corridor Stewardship Plan
13. Boise Development Code 11-05-06 Waterways Overlay District

### Plan Assessment

A summary of the key findings from each of the reviewed documents is included to assist in understanding how each of these existing plans informs the Urban Framework.

#### Blueprint Boise (2011)

Blueprint Boise is the city-wide, long-range comprehensive plan with goals, objectives and policies that guide the vision for new and existing growth. The Plan's Downtown Planning Area is the sub-district relevant to the proposed Shoreline District.

#### *Downtown Planning Area Initiatives/Strategies*

Initiatives include:

- Growth in housing
- Jobs
- Development of additional services that support downtown workers and residents

Blueprint Boise's policies for the Downtown Planning Area are divided into seven categories. Nearly every policy of the Downtown Planning Area will be incorporated into the Shoreline District. Key strategies specifically related to the Shoreline District are summarized as Key Findings and organized by Urban Renewal Strategy.

- *Provide mixed use development in districts adjacent to the downtown core*
- *Create neighborhoods at the periphery to the downtown that are thriving, vibrant spaces that contain goods and service industries that support living, working, and playing in the neighborhood they serve*

- *Provide a variety of housing choices to serve a cross section of socio-economic classes.*
- *Look for partnerships and opportunities to develop workforce education through partnerships, incubators, or other creative methods.*
- *Work to attract creative industries that foster and grow innovative or high-tech offices/facilities for emerging industries.*

(References: DT-CCN 1.2; DT-CCN 2.1; DT-CCN 2.2, 2.3, DT-CEA 2.3; DT-ED 1.2 & 1.3)

- *Reinstate the traditional 300 ft. urban block consistent with the downtown core. Eliminate the suburban super block;*
- *Address the parking issues through expanding the structured parking system into the district, or through creative cross share parking agreements;*
- *Provide alley access for traditional services i.e. deliveries and trash collection.*

(References: DT- 2.1; DT-PRK 1.2; DT-PRK 1.7; DT-PSF 1.4)

- *Develop multi-modal transportation networks between and through neighborhoods and the downtown core;*
- *Prioritize transportation networks as: public transit, bicycle, pedestrian circulation, and personal vehicle;*
- *Enhance existing pathway and bicycle corridors in order to complete critical linkages into, through and to adjacent neighborhoods, downtown or to recreation.*

(References: DT-C 1; DT-C2.1; DT-C 2.7)

- *Assist with social housing choices to provide services to under served populations with special needs;*

- *Expand basic services within the neighborhood to address needs of working class families. Such needs may include; childcare, after school programs, basic education classes.*
- *Expand neighborhood amenities to address needs of young families (i.e. playgrounds activities for families.)*

### **Transportation Action Plan (2016)**

The Transportation Action Plan (TAP) is a human-oriented, city-wide mobility plan that acts as a “road map to a modern, well-balanced transportation system that provides real mobility choices and creates great places” (pg. 8). The TAP’s guiding actions are envisioned to change the way Boiseans think about mobility and ultimately create a context sensitive transportation system.

The focus of this document is on mobility. Recommendations, key strategies, and actions relevant to the Shoreline District were identified as key findings and are provided in the following list.

- *Infill vacant lots*
- *Street conversions- one way to two way streets*
- *Enhanced street tree coverage and continuity*
- *Consistent and cohesive bike lanes*
- *Identify high priority areas - those areas with high injury counts- in Shoreline there area Capitol/9th Street; all east/west intersections. - Make these priority areas the first to receive improvements*
  - *Bulb-outs*
  - *Signal timing*
  - *Beacons*
  - *Bike boxes*

- *Introduce traffic calming infrastructure at activity centers*
- *Park Once; provide adequate parking to allow visitors and residents to park and use alternate modes of travel within the district*
- *Increase the number of transit routes/stops, and frequency which transit runs*

### **Down town Parks and Public Spaces (2017)**

The Downtown Parks and Public Spaces Master Plan (DPPS) guides the vision of future open spaces and recreational areas in the Downtown area. Key findings focus on parks and open space. The use of parks and open space clearly influences the place-making aspects of a neighborhood. The key findings of this plan directly relate to place-making strategies of urban renewal.

- *Incorporating public art and history;*
- *Explore a second bridge crossing between 9th Street and Americana Blvd. This has been a recurring initiative that would connect the dense Lusk District to Downtown and alleviate conflicts, safety hazards, or congestion on existing bridges;*
- *Improve informal access points along the Greenbelt;*
- *Island Street as festival street/pop-up programming;*
- *Creation of outdoor community gathering space through either a small park or public plaza;*
- *Improve bike/pedestrian facilities on Capitol Blvd/9th Street;*



### **River Street Master Plan (2017)**

The River Street Master Plan is a small-area Master Plan for a district that overlaps a large portion of the proposed Shoreline District. Key findings from this plan include the need for a balance between rapid growth, the neighborhood's history, and the needs of its residents. Key findings are listed below.

- *Infill development on parking lots in the Forest River office development*
- *Look to disperse the social services of the district outside the area, rather than focus concentration of them within the district*
- *Additional connection to Greenbelt in mid-point of River Street District*
- *Major Transformative development on large super blocks within the district*
- *Mixed use development has been occurring along the connector, continue to encourage this across the district*
- *Seek to densify residential and mixed use along the river and greenbelt*

### **Lusk Street Area Master Plan (2015)**

The Lusk Area is a unique emerging high density neighborhood that strongly supports Boise State University with housing and local services, while also being a key thoroughfare for those accessing Ann Morrison Park from the east. This Master Plan promotes a vibrant, eclectic student and workforce housing oriented area to support residents and workers of BSU and Downtown Boise. Key findings are listed below.

- *Lusk Street as the Main Street of the area. Lined with specialty retail, pedestrian oriented storefronts and eclectic retail business, cafes, and eateries*

- *Dense mixed-use development along underutilized Capitol Boulevard parcels*
- *Incent affordable housing for workforce and students*
- *Encourage building massing that responds to the traditional pattern/retain the traditional street grid and block pattern*
- *Encourage and support retail uses and services that are supportive of recreational visitors*
- *Create a Urban Renewal District to generate tax increment financing in order to fund improvements*
- *Limit curb cuts, and driveways*
- *Address the need for parking management through parking structures or other creative parking controls*
- *Create a full access intersection at Royal/9th/Capitol Blvd*
- *Establish bike lanes and "sharrows"*
- *Establish bus and shuttle stops clearly define through material changes and enhancements of furnishings and signage*

### **Ann Morrison Park Master Plan (2016)**

The Ann Morrison Park Master Plan is a series of illustrative conceptual designs and potential projects for enhancing the park and accentuating all of the park's present amenities and activity areas. Key findings are related to the strategies of Mobility and Placemaking and are listed below.

- *Emphasis has been placed on vehicular and pedestrian circulation, road design and streetscapes*
- *Iconic and presentable gateways*

- *Fully developed designated inner tube take-out destination, restoration of an existing wetlands*

### **Boise State University Master Plan (2015)**

The 2015 Master Plan is intended to be an update of the previous campus plan: updating the maps to reflect completed projects; integrating current plans and projects in design or construction phases; analyzing the current master plan and its capacity to meet projected needs; and developing and evaluating alternatives for development of the southern expansion study area. The findings from the BSU Master Plan touch on each of the five strategies of economic development, infrastructure, mobility, placemaking, and special projects through the lens of an institution of higher education. These findings are applicable to the Shoreline District in that the adjacency of BSU to the district has significant impact on the district itself. The following is a summary of the key findings.

- *Working with the City to encourage appropriate private sector development (local retail, restaurants, entertainment uses) in the existing commercial areas along Capitol Boulevard*
- *Enhanced pedestrian connections to the river bridge and the central east-west pedway*
- *Create a 'University District' to include existing development areas surrounding the campus*
- *Reinforce the campus gateways at University Dr. and Capitol Boulevard*

## **Capitol Boulevard Plan**

The Capitol Boulevard Concept project aimed to improve connectivity for people walking and biking along and across the Capitol corridor between the Bench, Boise State University, and Downtown Boise. This plan conceptually lays out a series of potential projects to achieve this goal and identifies the two crossing projects selected to be implemented.

Mobility improvements are the key findings with a couple of placemaking impacts identified as a result of the suggested improvements related to this plan. Although some projects were completed as a part of the plan completion in 2015 others are yet to be funded.

- *Improve crosswalks, provide additional crossings at Capitol Blvd/University Dr.*
- *Bicycle related improvements on Capitol Blvd. to be determined in future*
- *Safer University Crossing is the most important item to address, followed by Bike/walk conflicts, jaywalking and lack of crossings*
- *Additional pick-up/drop-off points for Bronco Shuttle; Gathering/focal point at the 9th/Capitol “split” – grass area between the roads.*
- *Improvements enables U-District appropriate street activity for: Restaurants and Retail.*

## **River Street – Myrtle Street Urban Renewal Plan (1994, Amended 2004, 2011, 2015)**

The River Street – Myrtle Street Urban Renewal Plan is focused on one of the three urban renewal districts in downtown Boise; roughly 320 acres adjacent to the Boise central Business District. It has two master plans: one for the River Street – Myrtle Street area and one for the Old Boise – East-side area. These are accompanied by the 2025 Downtown Redevelopment Plan. Together, they present a process and framework that addresses “key elements such as expected land uses, built form, civic spaces, and street character.

Key initiatives or strategies that are specifically related to the creation of the proposed Shoreline District are considered below.

- *The River-Myrtle planning area prioritizes development of the following uses: Ground level retail, service commercial, office, residential, urban village, institutional, mixed use, and civic spaces. (RM-OB URP Sec. 402.02).*
- *Focus high-intensity housing and office uses along the Pioneer Walkway south of River Street and add restaurants and retail to the mix surrounding the civic space where the walkway intersects the Boise River Greenbelt (2025 DBRP, Sec. 7).*
- *The River Street Neighborhood will provide a place for people to live, shop, dine and socialize close to work places and cultural and entertainment attractions in downtown Boise (2025 DBRP, Sec. 7).*
- *Develop a major mixed-use development on the northeast corner of Americana and Shoreline” (2025 DBRP, Sec. 7).*

- *Office uses are expected along River Street, specifically, between 9th and 11th streets. (2025 DBRP, Sec. 7).*
- *Parking garages are a preferred alternative at areas of high intensity development or activity. Surface lots are to be designed carefully to promote urban vitality (2025 DBRP, Sec. 5).*
- *Streetscape standards applicable to the Shoreline District are: “Parkway” and “Neighborhood.” A goal of these standards is to “create a pleasant pedestrian environment and encourage walking as an alternative to using an automobile” (2025 DBRP, Appendix B).*
- *13th Street is identified as a proposed primary pedestrian street. (2025 DBRP, Fig. 9).*
- *Transform the Pioneer Walk into a linear park and grand, boulevard-style pedestrian and bicycle link between the Boise River greenbelt and The Grove plaza; and use this link as an anchor and catalyst for development. Create public plazas in the River Street neighborhood...” (RM-OB URP Sec. 302).*
- *A thriving public space is anticipated where the Pioneer Walkway meets the Boise River Greenbelt (2025 DBRP, Sec. 7).*
- *Secure significant public open space. This open space will greatly increase housing and office values adjacent to it and greatly contribute to a new sense of place. (RM-OB URP Sec. 302).*
- *Create a network of special streets, streetscapes, parks, plazas, and urban open spaces within the Project Area.*
- *Open spaces would be programmed, designed, and promoted to accommodate active day, night, and seasonal uses. (RM-OB URP Sec. 303.01).*
- *Gateways are desired to help give the River Street*



*Neighborhood a sense of place. Identified location within the River Street Neighborhood to give it a sense of place: 15th and River streets (2025 DBRP Sec. 7)*

- *Desired building height within the proposed Shoreline URD is primarily 4-6 stories, along with 7-9 story development adjacent to Pioneer Path, south of River Street, (2025 DBRP, Fig. 7)*
- *Encouraging established businesses to revitalize deteriorating areas of their parcels (RM-OB URP Sec. 303.01)*
- *The Plan identifies the River Street Neighborhood as a favorable location for a new, relatively dense (50-120 units per acre) and compact urban neighborhood with a variety of housing choices (2025 DBRP, Sec. 7)*
- *Pursue development across all land-use sectors with particular attention to increasing housing development (RM-OB URP Sec. 302)*
- *The property at 700 N. Americana and 1500 Shoreline are approximately nine acres in size and represent a significant redevelopment opportunity. This site is envisioned as the location of a major mixed-use development including housing and office and possibly civic, educational and retail uses as well. (2025 DBRP, Sec. 7)*
- *This Plan recognizes that the current zoning districts in place may need attention to allow consistency between the Plan and actual regulations. (2025 DBRP, Section 8)*

### **30th Street Urban Renewal Plan (Amended 2012)**

The 30th Street Area Urban Renewal Plan was a project intended to encourage revitalization of Boise's Westside neighborhood. The document makes clear that this particular plan "presents a process and a basic framework by which revitalization of a large, underutilized, and deteriorating neighborhood will be completed. Key findings from this document find direct applicability to the Shoreline District through the five strategies of urban renewal. The findings are listed below.

- *Assembly of land to promote successful development*
- *Small business attraction*
- *Developing surface parking lots*
- *Use of geothermal resources*
- *Manage storm water in places where it is detrimental to future private development*
- *Development of parking facilities that will support development*
- *Realignment of rights-of-ways and enhancement of pedestrian network and financing for improved transit*
- *Creation of parks, community spaces and an extended pedestrian network and the improvement of vehicle and pedestrian flows*
- *Environmental remediation to support redevelopment*
- *Preservation/rehabilitation of historic buildings and affordable/workforce housing*

### **Boise River Resource Management and Master Plan (2014)**

The Boise River Resource Management and Master Plan focuses on the environmental protection, public safety, and recreational opportunities offered along the highly popular river corridor Greenbelt path. The plan includes a comprehensive and strategic strategy of seventy-seven goals, objectives and recommendations spanning four management areas. These areas include: public safety, recreation, natural resources, and education and interpretation. The Plan emphasizes agency cooperation and partnerships as being an integral component to the successful achievement of the recommendations. These partnerships will allow the Plan to be constantly evolving with measurable objectives for each of the four management areas. This Plan's vision is instrumental in the development of the Shoreline District River Management Typologies.

Key findings from the Resource Management and Master Plan are summarized below. Of the seventy-seven goals, objectives and recommendations we have provided those that specifically apply or can be applied to the Shoreline District.

- *Providing additional emergency access points*
- *Reevaluate the lighting along the corridor for safety and light pollution*
- *Incorporate sustainable / green infrastructure in park development and redevelopment*
- *Form partnerships to build treatment wetlands on BPR lands*
- *Install bicycle fix it stations at strategic locations along the Greenbelt path*
- *Put bollards at the entrances to pedestrian paths to*

*reinforce bicycle prohibition*

- *Maintain or create a dual path system (paved/unpaved) where possible to reduce congestion and to improve safety*
- *Move the path back from the riverbank and wetlands wherever possible; consider raised walkways in ecologically sensitive areas; expand no mow zones*
- *Inventory and assess developed, designated, and informal river access sites; rehabilitate sites where needed*
- *Safe design and construction for new bridges or bridge replacement*
- *Consider benches or overlooks at sites with views and at the end of river access trails*
- *Develop access for multiple purposes where possible*
- *Limit access for trailered boats*
- *Locate restrooms in new riverside parks to be accessible from the river and create accessible routes between restrooms and the river in existing parks*
- *Explore constructing a restroom on the proposed path extension between Americana Blvd and the Main Street Bridge*
- *Use bioengineering and native plants to revegetate and reclaim riverbanks*
- *Work with irrigators and recreationists to extend the Boise River Park concept to other diversions on the river*
- *Partner with irrigators, recreationalists, agencies to reduce hazards and to improve recreation opportunities at diversions*
- *Work with Idaho Department of Fish and Game and others to improve habitat and restore structure and*

*function of riparian zone vegetation*

- *Restore riparian areas, plant trees to shade the water;*
- *Work with Boise Public Works Department and others to identify projects that improve habitat and water quality and meet National Pollution Discharge Elimination System permit requirements, including land acquisition;*

### **Boise River Riparian Corridor Stewardship Plan (2015)**

The Boise River Riparian Corridor Stewardship Plan Barber Park to Glenwood Bridge/West Boise Wastewater Treatment Facility (2015) was completed by the US Army Corps of Engineers, Walla Walla District (USACE). The Plan focuses on cover types, habitat enhancement, tools to assist with people management, invasive plant management, pest control, and importantly, mitigation of human impacts. While the study area for the plan is outside of the Shoreline District, key findings related to habitat restoration, and mitigation of human impacts to the river are relateable to the district. The findings of the plan would be considered special projects for the Shoreline District.

- *Reestablish and maintain characteristic plant communities that best support river health and sustainability*
- *Limit unnecessary access to riparian habitat, close unnecessary trails, increase signage, utilize vegetation buffers and plantings as well as install fencing*
- *Encourages partnering and collaboration on riparian enhancement activities*

### **Boise Development Code 11-05-06. Waterway Overlay Districts**

The Downtown Development Code is an official zoning document outlining city by-laws, ordinances and codes related to development of land within the boundary of Boise City. Code 11-05-06 lays the framework for an overlay district to local waterways. The purpose of this Section is to ensure that development along the river is sensitive to fish and wildlife, the riparian area, recreation and flood protection. The most significant finding from the review of this document is that;

**“the reach of the Boise River that falls within the Shoreline District is designated as “Class C Lands” –Least important for Preservation. Conflicts at the river edge are the most relaxed as a Class C Land and development of or near the Boise River ought to fit well within these prescribed guidelines and meet or exceed current waterway development standards.”**

Summary of the key findings from the Waterway Overlay District are organized and listed below.

- *Ensure protection from flooding*
- *To allow for conveyance the 100-year flood without property damage or loss of life*
- *Preserve, protect, and enhance the abundance and diversity of fish, wildlife and riparian resources*
- *Control runoff and pollution so as to protect water quality of the river and its tributaries*
- *Maintain the Boise River Greenbelt*



- *Provide and maintain continuous public access to and along the river including appropriate facilities for parking of bikes and motor vehicles*
- *Ensure that development is designed to enhance and protect rivers riparian edge, fish, and wildlife*

### **FEMA FIRM/Floodplain Management Program**

FEMA's Flood Insurance Rate Maps (FIRMs) exist for the length of the Boise River through the proposed Shoreline District. These maps include the locations of Special Flood Hazard Areas, base flood elevations, and an assortment of Letters of Map Change or Revision (LOMA/LOMR) for specific properties.

The significant key finding from review of the FEMA maps is the influence of the floodway on nearly half of the District. In order for some projects or development concepts to move forward, map changes and revisions will be required. A fair categorization is that development constraints for future growth in the floodway exist.

### **Analysis Summary**

The plan review identified key findings from each of the existing plans, and their vision about the area within the Shoreline District. Analysis of these key findings performed by assessing the findings side-by-side, revealed several of the plans to have similarities in vision, specific objectives, actions, or projects. In this plan, these similarities are referred to as Affirmations.

Just as the plans were reviewed to identify similarities, discrepancies were also identified. Discrepancies were identified where plans departed from one another in regards to vision, specific objectives, actions or projects. For example, if the Downtown Parks and Public Spaces Plan called for activating the Greenbelt with shopping and dining opportunities, while the Boise River Riparian Corridor Stewardship Plan intends to mitigate human impacts to the bank by preventing access, a discrepancy was identified as existing between vision and policy. The full list of Discrepancies is provided in Table 2.

Several gaps were identified and generated as an outcome of the existing plan review. These gaps are a result of vision, goal, or objectives being described within the planning documents but failing to have further definition, through existing design standard or further direction on implementation. The identified gaps became the starting point for the development of key typologies for the Shoreline District. The typologies for the district include: streetscape standards unique to the Shoreline District, stormwater management techniques for the Lusk area, and land use concerns along the Boise River.

## Affirmations Table

The table below summarizes and categorizes the Affirmations based on the documents reviewed and summarized previously. The numeric list of documents at the beginning of this chapter correspond to the source numbers shown in the table.

Item	Affirmations -- Existing Plan Analysis	Sources
<b>A</b>	Urban renewal should be utilized to address barriers to urban development, infrastructure deficiencies, and challenges with housing in the River Street and Lusk Street neighborhoods.	1, 3, 4, 5, 9, 10
<b>B</b>	Pedestrian, cyclist, and transit connectivity should be prioritized to: improve safety, support urban development, and provide mobility choices. Key corridors that need improvement include: Boise River Greenbelt, Boise River bridges/crossings, 11 th Street, River Street, Shoreline Drive / 27th Street, Island Ave, and Royal Blvd.	2, 3, 4, 5, 6, 7,9, 10, ACHD*
<b>C</b>	Build a transportation system that puts people first; target investments in transportation infrastructure that create great places and promote economic prosperity.	2, 1, 4, 5,8
<b>D</b>	Additional housing-a variety at mixed price-points-should be built in the River Street and Lusk Street neighborhoods in order to retain the existing character of these neighborhoods and help meet the high demand for housing in downtown Boise.	4, 5, 9, HCD**
<b>E</b>	Mixed-use neighborhood centers located at key public spaces should provide a wide variety of opportunities including: retail, neighborhood services, cultural activities, institutional facilities, parking, multiple modes of access, and a sense of place. A neighborhood center is needed in the Lusk Street neighborhood and one in the River Street neighborhood.	1, 3, 4, 5
<b>F</b>	Avoid suburban land uses, low rise single-use structures, and surface parking lots.	1, 2, 3, 4,5, 6, 9, 10
<b>G</b>	Supply public parking and implement parking demand management strategies to mitigate existing parking demand and assist with future demand. Public parking should be located in structures and on-street, not in surface lots. Prioritize public/private partnerships that integrate the parking in mixed-use development.	2, 4, 5, 9, 10
<b>H</b>	Develop Island Ave into a festival street/ key public space for the Lusk Street neighborhood.	3, 5, 6
<b>J</b>	The Boise River's ecological health is the priority and should not be undermined by recreational use or development. Ensure that existing and additional recreational use and development happen with minimal impact to the Boise River.	1 , 3, 11 , 12, 13

\* Livable Street Design Guide, adopted May 27, 2009, Ada County Highway District

\*\* Five Year Consolidated Plan 2016- 2020, City of Boise Housing and Community Development; *Grow our Housing Strategy* (forthcoming), City of Boise Housing and Community Development

**Table 1: Affirmations Table**



## **Discrepancies Table**

The table below summarizes and categorizes the Discrepancies based on the documents reviewed and summarized previously. The numeric list of documents at the beginning of this chapter correspond to the source numbers shown in the table.

<b>Item</b>	<b>Discrepancies -- Existing Plan Analysis</b>	<b>Sources</b>
<b>A</b>	Competing interests of the Boise River exist. Some plans recommend additional recreational access, river amenities, bridges, and boat ramps; while other plans recommend limiting access, restoring native vegetation, and prioritizing aquatic habitat.	3, 4, 5, 6, 11, 12, 13
<b>B</b>	There is not consensus on the preferred design and function of segments of 9th Street and Capitol Boulevard that are within Shoreline District.	5, 6, 8, ACHD*
<b>C</b>	The Lusk Street area is transforming into a high density urban neighborhood. Some light-industrial buildings are being repurposed into entertainment and dining establishments, however demolition of these structures is permitted by current City code. Existing plans promote the development of this area but also identify the importance of retaining the character of the existing buildings and businesses. These two objectives are at odds and the plans do not identify strategies that result in both occurring.	1, 5, 6

\* Capitol Boulevard Concept, March 2015, Ada County Highway District

**Table 2: Discrepancies Table**

## Gaps Table

The table below summarizes and categorizes the identified Gaps based on the documents reviewed and summarized previously. The numeric list of documents at the beginning of this chapter correspond to the source numbers shown in the table.

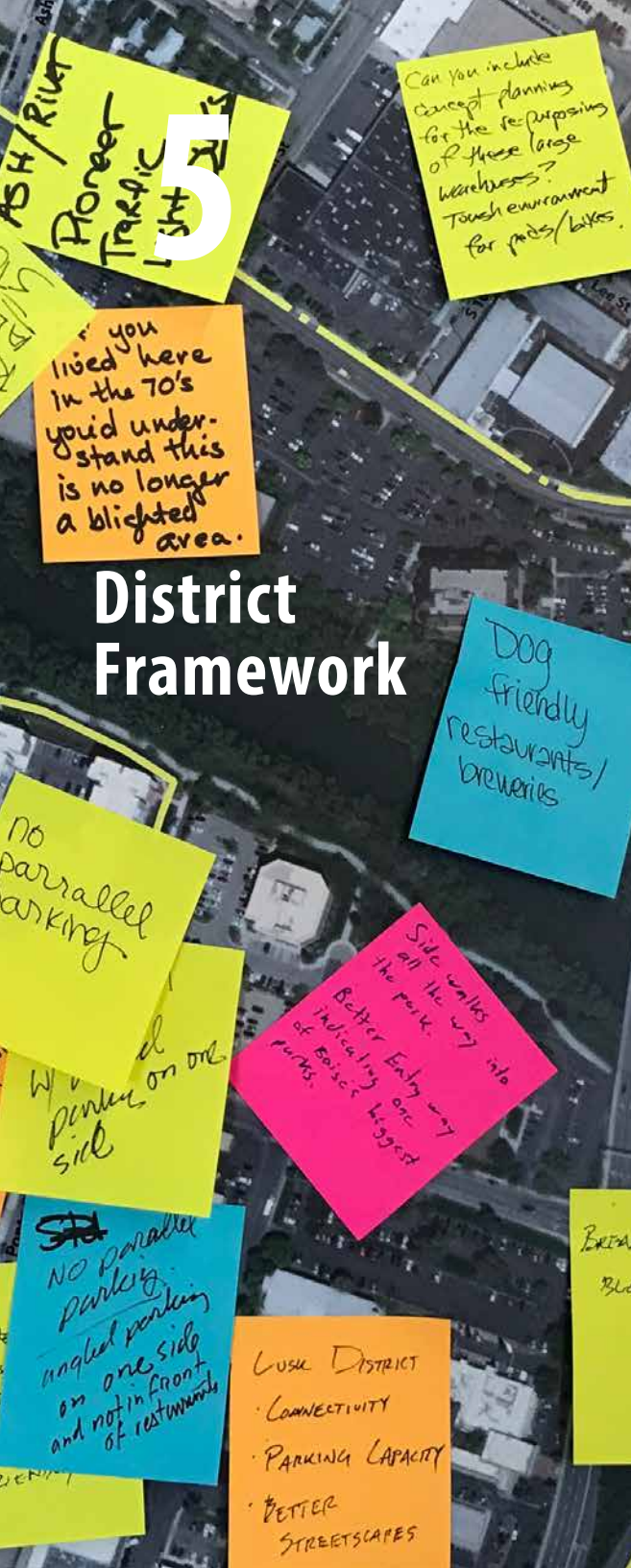
Item	Gaps -- Existing Plan Analysis	Sources
<b>A</b>	Downtown Boise Streetscape Standards & Specifications Manual does not include areas of the Shoreline District.	4, 5, Manual*
<b>B</b>	Information available about the land use "mixed-use" does not explain the desired results or set parameters on form, function, use ratios, setbacks that may garner predictable results.	1, 4, 5, 9, 10
<b>C</b>	The Lusk Street neighborhood lacks adequate storm water infrastructure. It's understood that a traditional pipe system will not be allowed and that on-site green storm water infrastructure is the preferred alternative. Specific requirements on the GSI system type and locations is not defined.	5, 7, 8, Manual* ACHD**
<b>D</b>	Development Code 11-05-06 Waterways Overlay District requires development setback from the Boise River. It does not consider the land use or surrounding context; rather, is a singular requirement for all adjacent uses. For example, Boise City licenses private restaurant patios within public right-of-way because it is understood to provide public benefit, whereas, this the river overlay does not.	13

\* Downtown Boise Streetscape Standards & Specifications Manual, City of Boise

\*\* Green Stormwater Infrastructure Guidance Manual, June 2014, Ada County Highway District

**Table 3: Gaps Table**





# District Framework

## Introduction

The District Framework is comprised of illustrative maps, diagrams, and narrative describing the development program and urban form of the District. The Framework is derivative of the Market Analysis, Plan Assessment/ Gap Analysis, the assessment of physical conditions, and the input and response from the stakeholders and the public open houses. The following narrative describes the conceptual site planning process.

## Development Program

The basis upon which the development program was developed was the Market Analysis. In summary, the analysis projected the following development program by land use for the 20-year lifetime of the Shoreline District:

Overall, the analysis concluded the Shoreline District has both ready-to-build parcels and potential redevelopment opportunity sites. The area is well-positioned to see growth, with about 52 acres of land, or over one quarter of the total, with potential for redevelopment.

This program was developed using a series of quantitative and qualitative methods, beginning with a district-wide eligibility report. The eligibility report

identified individual parcels susceptible to change, projected population and job growth, and analyzed residential and commercial supply to project demand.

A number of **sites susceptible to change** were identified in the market analysis. Characteristics of sites susceptible to change included:

- Lower taxable value
- Large or vacant sites
- Underutilized sites
- Public sites identified as of interest for development

These sites were designated with a potential future use to calculate the approximate land supply or capacity for new development. These designated land uses and densities were critical in building the urban form. Several sources were used to designate land uses including characteristics of adjacent land uses, vehicle and pedestrian traffic and circulation patterns, recent nearby development, reports from local brokers, and anecdotal information from several public and private sources.

SB Friedman Development Advisors projected demand by square foot for residential, office, and retail uses based on future land use for each individual site that was susceptible to change.

**Table 4: Summary Development Program Table**

Use	Existing (Est)		Additional Projected	
	Sq. Ft.	Units	Sq. Ft.	Units
Residential	-	265	-	1,224
Retail Commercial	91,000	-	68,000	-
Office Commercial	565,800	-	190,845	-
Public/Institutional	92,350	-	-	-

Source: SB Friedman



FIGURE 6: Sites Susceptible to Change





## Development Capacity

The Shoreline District's potential urban form is a function of the physical, social, environmental, and cultural influences upon the area in which development is being proposed. Development capacity is determined by understanding these influences on the land, the neighborhood, and in this case the District.

Special attention was initially given to a few influential characteristics including low value land, large or vacant parcels, underutilized properties, and publicly-owned properties. These characteristics were identified as those comprehensive influences that increase the likelihood of the property to change ownership or control. These properties are referred to as Sites Susceptible to Change. This initial property analysis was prepared by SB Friedman.

Once the 26 parcels were identified based on their susceptibility to change, the physical nature of the development site including mobility, streetscape, open space, and utility infrastructure as well as the socioeconomic and policy influences of development standards, zoning codes, and city regulations were used to create the desired urban form.

Overall the District is envisioned to transform into a neighborhood that supports a variety of dense urban uses including:

- Housing: that serves a variety of socioeconomic groups;
- Retail: eclectic shops, and restaurants, basic goods and services;
- Employment-generating uses;
- Recreational activity node; and
- Gateway to the Downtown Core from the South.

## Introduction to Framework Diagrams

District Frameworks are simplified diagrams that illustrate development influences including mobility, urban design/streetscape typology, open space, and utility frameworks. These framework diagrams act to assist in visualizing the list of public improvements, policy recommendations, and the development program, ultimately resulting in the overall Concept Site Plan.

## Mobility Framework

The Mobility Framework provides a structure for how investment in public infrastructure connects investments on the private parcels through projects that strengthen the pedestrian, bicycle, and vehicle transportation network in ways that achieve District planning and urban renewal goals.

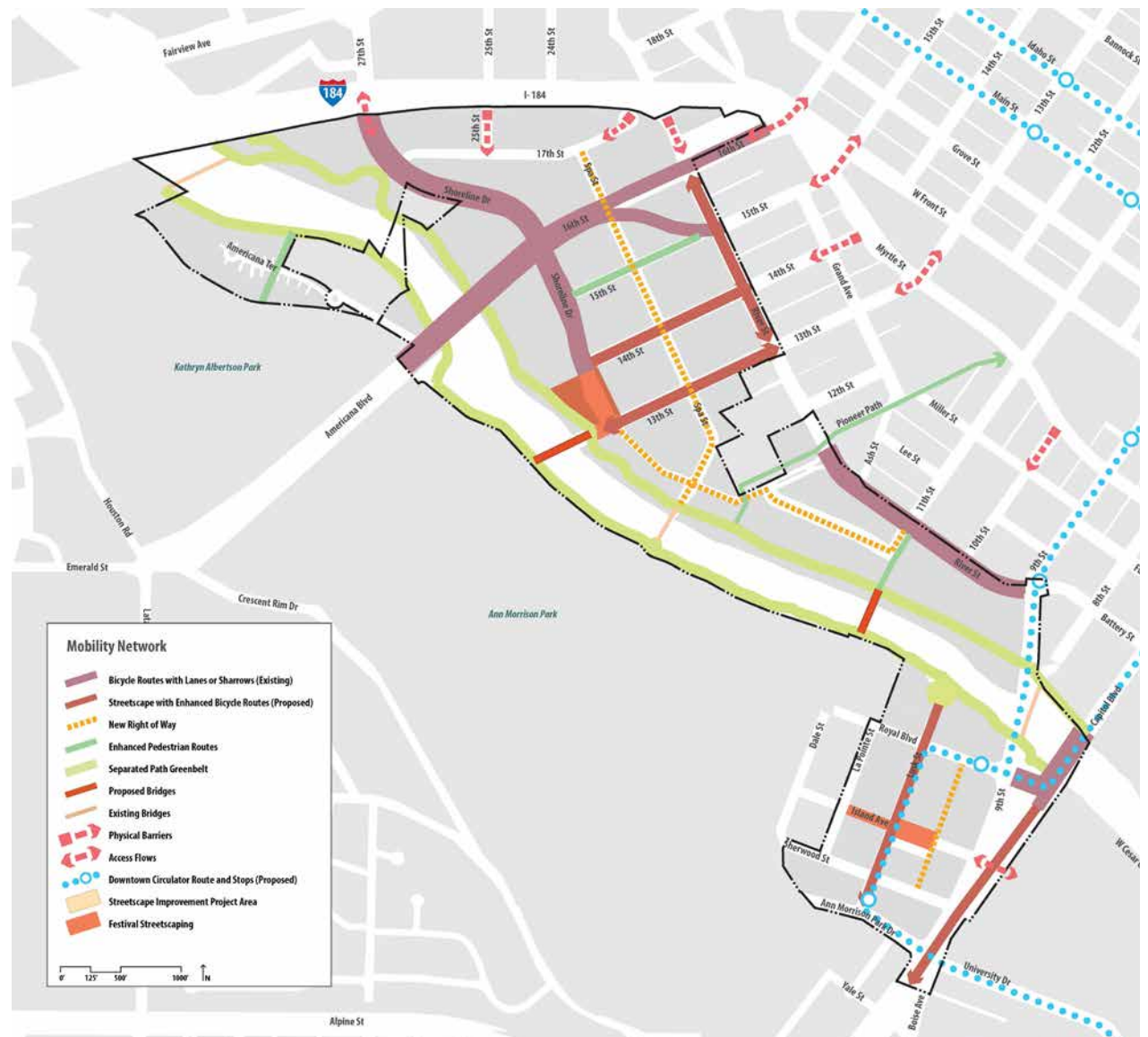
Mobility consists of moving people in cars, on bikes, in public transit, or on foot across the District's transportation network including on:

- The Greenbelt
- Designated bike lanes
- Bridges
- River access points
- Sidewalks or pathways
- Future Downtown Circulator route.

This framework assists in developing a street hierarchy through the District and assists in establishing a methodology for investment and placemaking through creative unique pedestrian and storefront opportunities within the District. Thought was given to enhancing pedestrian and bicycle corridors on 13th and 14th Streets, creating a strong new linkage to downtown.

Projects that contribute to enhanced mobility are plentiful in this framework. Perhaps the most significant project is an enhanced Greenbelt with rebuilt paths that separate users by the speed at which they're traveling, thereby reducing the risk of collisions and overall potential for conflict. In addition, two new bridges are proposed to enhance connectivity between the area's large parks, Boise State University, the dense Lusk District and Downtown.

**FIGURE 7: Mobility Framework Diagram**





## Open Space Framework

The Open Space Framework outlines where opportunities can be found to reactivate existing public parks and spaces in order to create vibrant and active public areas, to increase safety along the river, and to address concerns related to river bank degradation. Projects identified as a part of the open space framework are intended to be implemented in order to enhance the Boise River's use and management in accordance with sustainability objectives from various agencies and based upon the river's value as a public amenity.

Because of the sensitivity of these public lands, interventions are intended to only be made where existing disturbances exist, such as at Shoreline Park, at the location of existing utility easements, or at access points or bridge crossings.

Another feature of the open space framework is the revegetation of the black cottonwood canopy on the south bank of the Boise River which is an Inter-agency initiative envisioned to be on-going over the lifetime of the district.

Key public open spaces highlighted and re-envisioned in the Open Space Framework include the Firefighter's Training Site with potential multifamily housing, a re-imagined Shoreline Park as a large functional public gathering space, the Festival Streets of Island Avenue and Shoreline Drive, a pedestrian thoroughfare on 15th Street between Shoreline Dr and River Street and a gateway to the Lusk District at the northern terminus of Lusk Street at the Greenbelt. Together, these enhanced places create a well-distributed network of public activity nodes.

**FIGURE 8: Open Space Framework Diagram**



## Utility Framework

The Utility Framework outlines how and where many of the public improvements and the Infrastructure Assessment provided by Quadrant Consulting contribute to the planning goals and objectives of the Shoreline District Framework. Enhancing public utilities in strategic locations provides wide ranging and long-term benefits that remove barriers to developing underutilized properties.

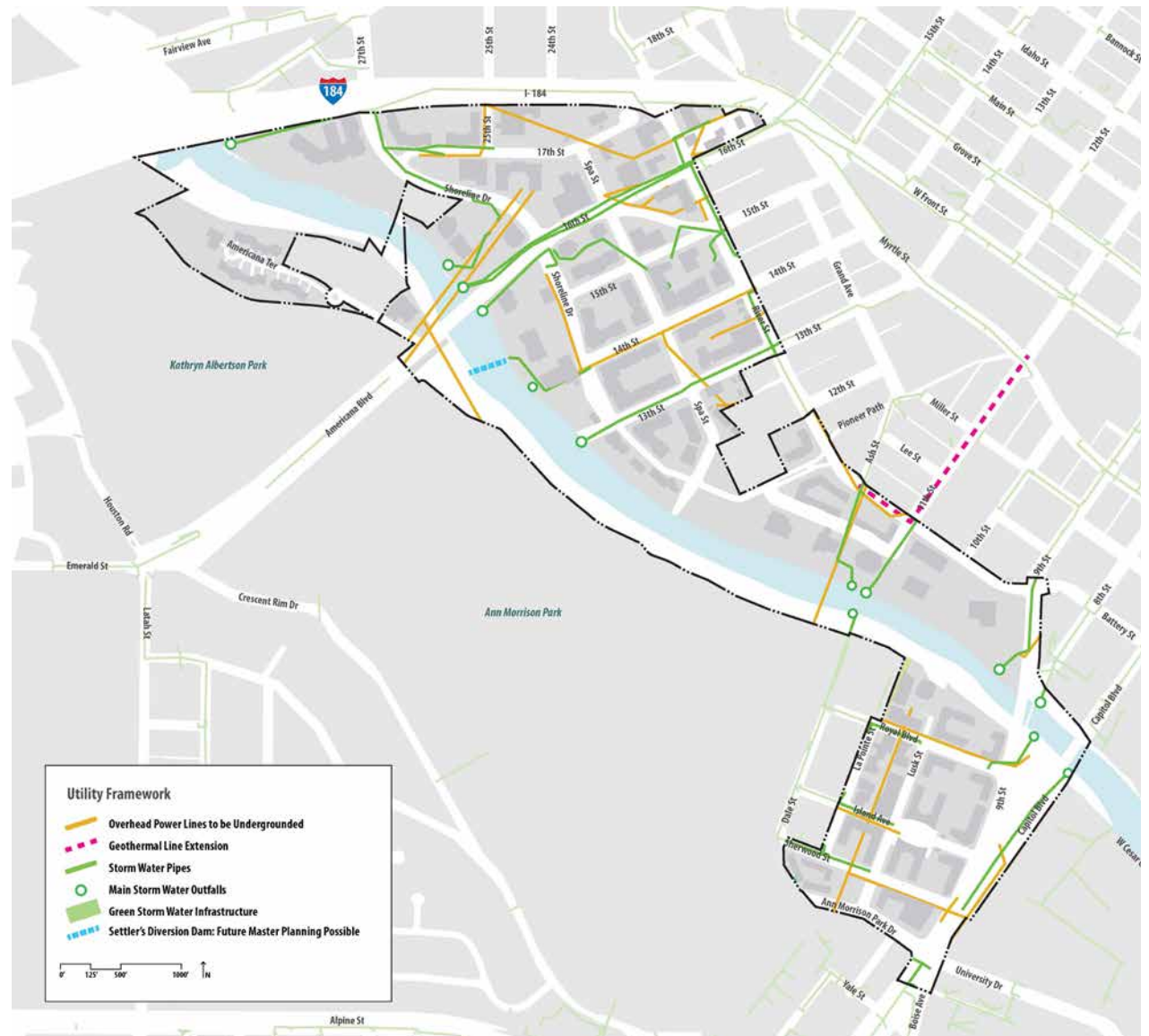
Much of the infrastructure improvements that this District focuses on is addressing utility and infrastructure upgrades to overcome barriers to development. Deficiencies such as inadequate storm water management infrastructure and floodplain mitigation infrastructure can deter development and hamper management goals placed on the municipality. By alleviating these issues through projects such as the installation of tree cells or permeable pavement in streetscape improvements. The projects assist in meeting development and water quality management goals.

With much of the district in the floodplain or floodway, flood mitigation projects become a valuable improvement that can be accomplished through this framework. Improvement projects supposed in this framework include on-site water retention to minimize the downstream effects of increases in water quantity flowing in the river.

Other mitigation projects may include raising the mean elevation of the property to remove it from the floodplain or flood-way in order to make it more attractive to development.

Many utility infrastructure improvements are integrated

**FIGURE 9: Utility Framework**





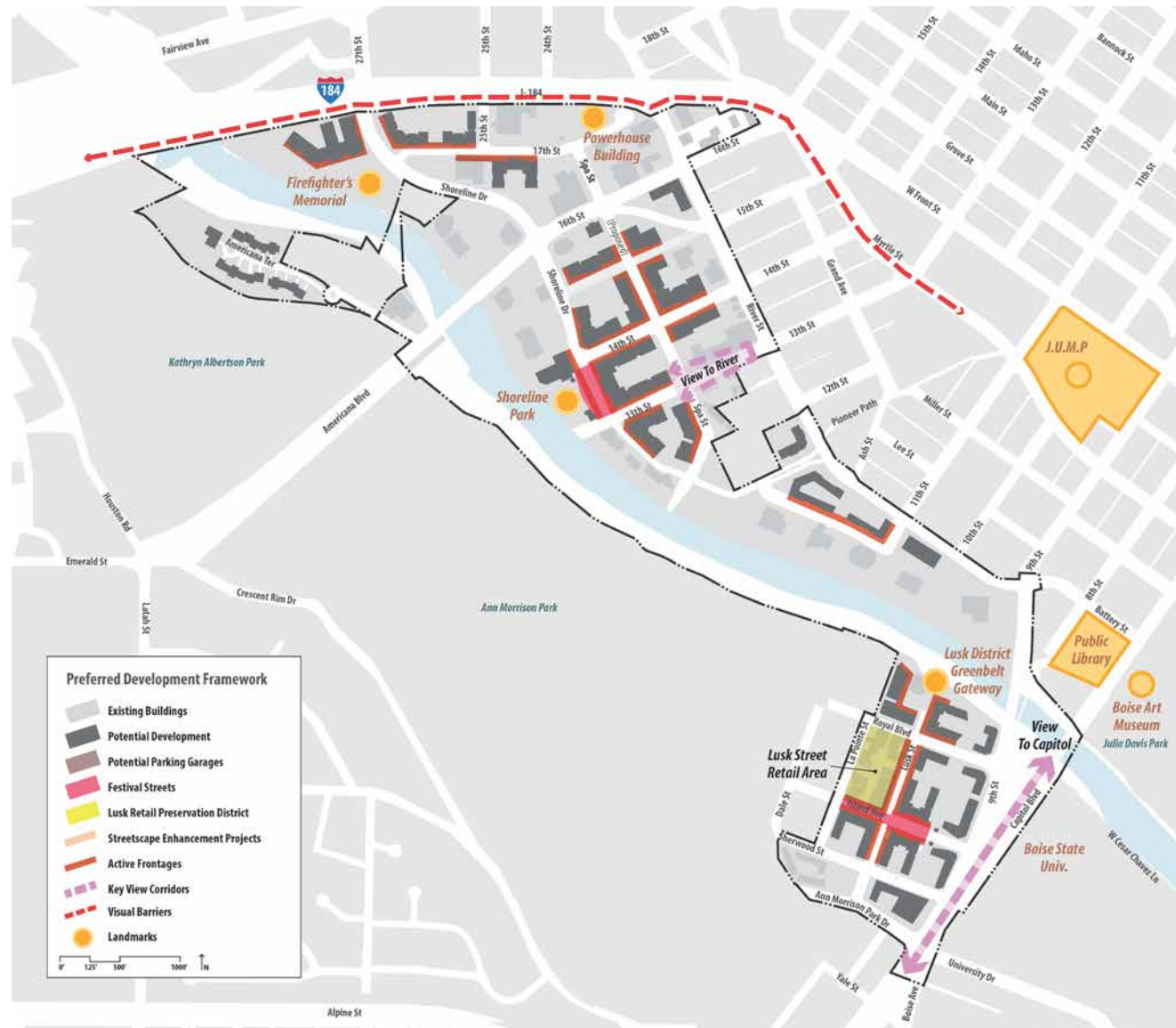
into other improvement efforts and share benefits. For example as a project that increases water system capacity to accommodate several hundred housing units to a block in the District could be performed simultaneously with a streetscaping project as the demolition and construction will be occurring concurrently. Storm water infrastructure improvements found in the Downtown Streetscape Design Manual may also be installed, creating many unique benefits that support development, housing supply, storm water management, and neighborhood beautification in one intervention.

## Preferred Development Framework

The Preferred Development Framework illustrates where the urban design and development of the District creates and enhances the architectural and urban character of the Shoreline District. Specifically, this framework depicts where nodes of infill development create activity, where view corridors exist, where active frontages are in relation to preferred development, the location of landmarks, and how new buildings might frame and contribute to new spaces for public gathering. The framework is reflective of how the synergy of urban design, streetscape typology and existing conditions interface to form the urban fabric of the Shoreline District.

Active frontages are envisioned as an interface between a building's edge and the sidewalk and street where there are uses, activities, or facilities that allow for an active human use of the space. This may include a retail storefront, restaurant patio, plentiful seating or benches, a transit stop with benches and a shelter, shade features, or a frontage where temporary activities such as markets or booths may be set up.

**FIGURE 10: Preferred Development Framework Diagram**



Active frontages are important to the vision of a festival street on Island Avenue in the Lusk District and on Shoreline Drive by the redeveloped Shoreline Park site.

Preferred development in the Shoreline District's core area (south of Americana Boulevard between Shoreline Drive and River Street) would create active frontages on the ground floor of potential mixed-use development. A new right-of-way (Spa Street) would create a new corridor for these developments to front upon. Street-scaping projects in this Framework would redesign the streetscape with street trees and rebuilt sidewalks creating a comfortable pedestrian environment.

Areas with highly valued architectural and urban character include the Lusk District's older retail shops between Lusk Street and La Pointe Street. Dense residential development over the last several years—largely off-campus housing for students and to a lesser extend the local workforce—has brought energy and increasing spending to support expansion of amenities and services in this area. Based on public commentary and other anecdotal evidence, this character should be preserved, and Inter-agency Initiative #7 marks this as a high priority effort as the neighborhood continues to densify and mature.

In addition, landmarks and culturally significant features surround the Shoreline District and provide points of interest and destinations. These include the central library, Boise Art Museum, Anne Frank Human Rights Memorial, JUMP center, as well as the main parks.

Several view corridors attract attention, including the Capitol Building along Capitol Boulevard. Strong views to Downtown exist from Shoreline Park. These

corridors help guide navigation and display proximity to important features in central Boise and should be preserved. A visual barrier exists where the I-184 Connector divides the Shoreline District and the West End neighborhood. Although this blocks views and circulation, it provides high levels of accessibility to the area and, with the Boise River, defines the northern and some of the eastern edge of the District.

Key takeaways from the preferred development concept include:

- The existing architectural and urban character of the Lusk District should be preserved.
- New development should provide an active frontage on the Greenbelt, Festival Streets, and in the core area along the new Spa Street right-of-way.
- Pathways should bring in and connect passers-by on the Greenbelt into areas of new development on the north end of the District city's fire fighters training tower site, and at the terminus of Lusk Street in the Lusk District.

## Concept Site Plan

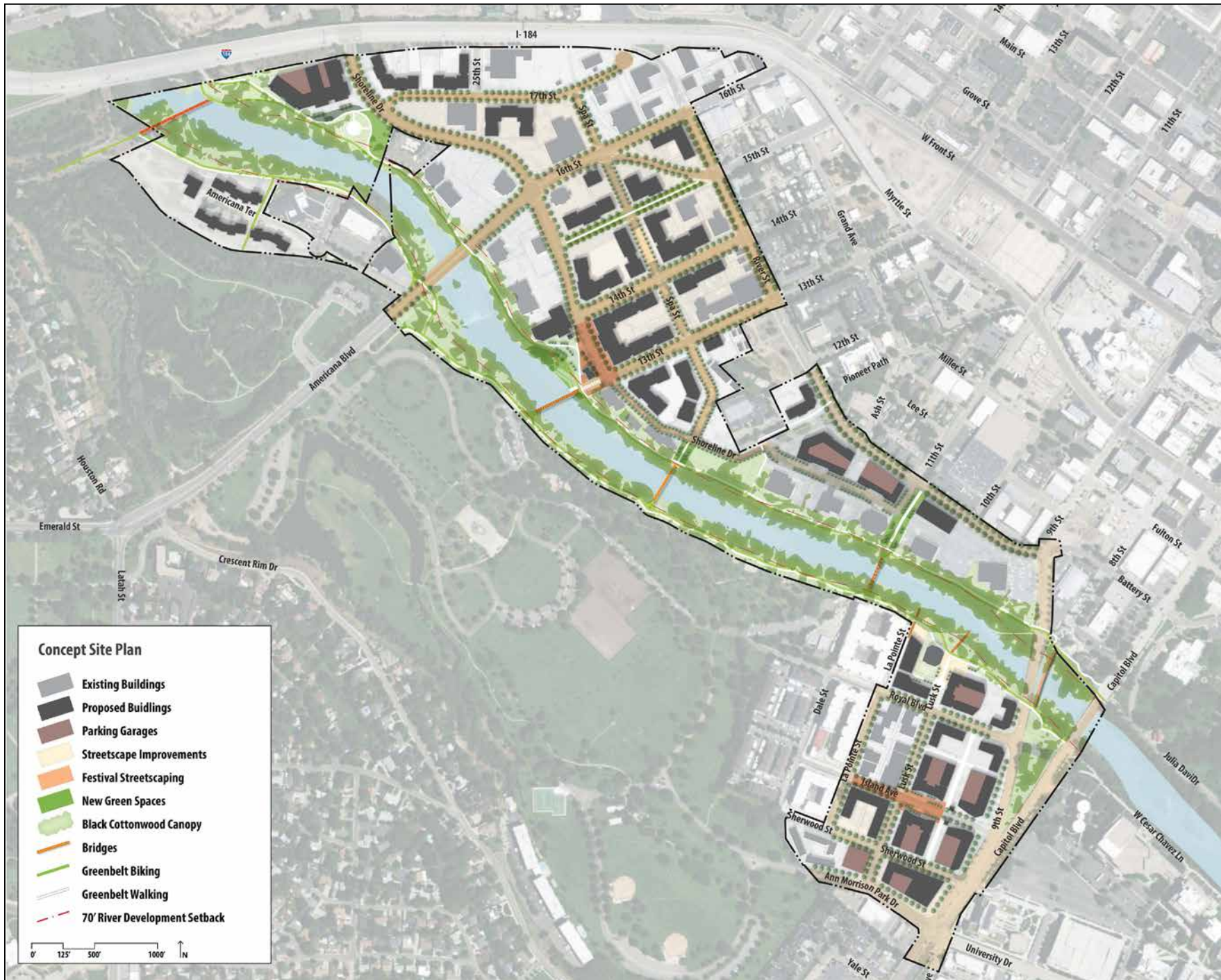
As shown in the diagram at left, the Concept Site Plan visualizes the public improvements and associated development program. The Site Plan illustrates streetscape improvement projects, projects that will improve mobility including potential pedestrian bridges, and enhanced Greenbelt features including separated use pathways throughout the district.

The Concept Site Plan is intended to exhibit how investment in the public infrastructure projects (as listed in Section 7: Implementation) contribute to the future development of the Shoreline District into a thriving neighborhood. It is an illustrative snapshot of how public investments might encourage private development in key locations identified as Sites Susceptible to Change.

Existing and proposed buildings are included as a visualization of potential development, including parking garages. New rights-of-way in some cases contribute to a more urban street network, and key points of access between the City and the Boise River, such as Shoreline Park and the Lusk District Greenbelt gateway, are highlighted by public improvements outlined in this Framework.

The following four focused site plans exhibit designs and ideas for redevelopment in higher detail, illustrating specific projects and potential public improvements funded and prioritized in the Shoreline District.

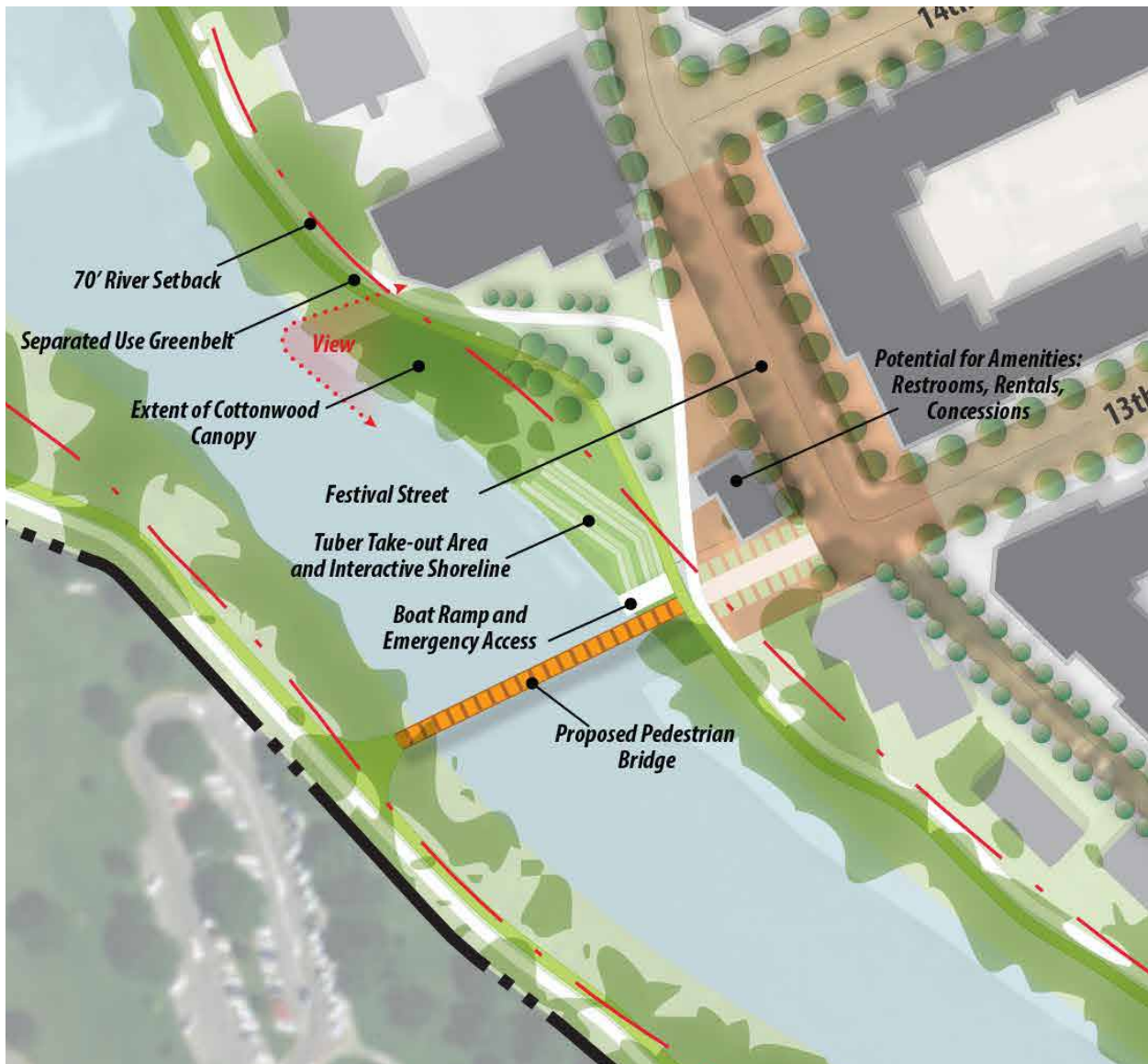




**FIGURE 11: Preferred Conceptual Site Plan**



**FIGURE 12: Shoreline Park Redevelopment Plan**



## Shoreline Park Redevelopment

The Shoreline Park redevelopment is intended to become a new neighborhood center as a riverfront urban plaza and public space. Shoreline Park will serve as central gathering space for new residents, as well as become a destination for everyone, with potential shopping and dining amenities and services. Its key location enables this project to become a trailhead for Greenbelt users or commuters, with passive and active uses, and a Festival Street with capabilities to host street fairs.

Key elements include:

- Pedestrian bridge connecting Ann Morrison Park with the new plaza and the 13th Street corridor to Downtown
- Boat ramp and emergency watercraft access
- Tuber take-out area
- Manicured lawn open space
- Festival Street along Shoreline Dr

A mix of buildings and their uses including retail, office, residential, and restaurants are used to form an active river edge that will redefine the park's use. Improvements in the public spaces at the river's bank include; public restrooms, boater access (including emergency watercraft) recreational tuber takeout, developed beach and ability for the public to access the river in a safe manner.

With a breach in the existing dense cottonwood canopy, views into and through the space will act to shape an activated, accessible public improvement on the river.



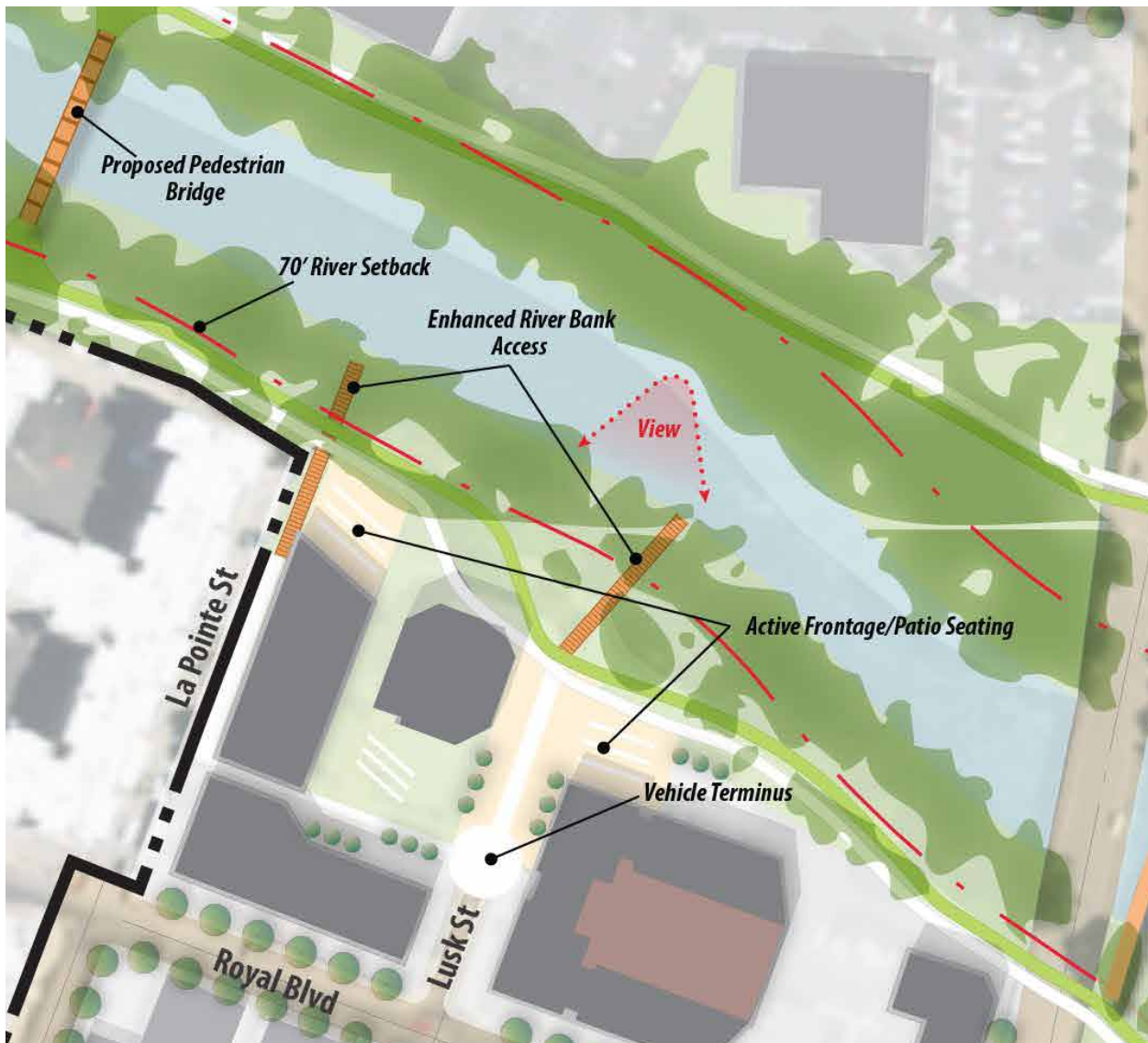








**FIGURE 15: Lusk Riverfront Redevelopment**



## Lusk Riverfront Redevelopment

This site envisions an area where the Lusk District interfaces with the Greenbelt in a way that brings people into the District and provides a place of active and passive recreation.

Design elements include:

- Patios and active building frontages associated with potential new development
- Emphasized connection to Lusk Street and District with wide pedestrian pathways
- Pedestrian bridge connecting the Lusk area to 11th Street
- Separated use Greenbelt paths for walking and bicycling,
- Emphasized river access points to reduce the impacts of informal trails
- Benches and seating
- Maintained native Black Cottonwood tree canopy

These interventions alleviate potential congestion on the Greenbelt as the Lusk District increases in density. As currently designed, the Greenbelt offers a relaxed way to navigate through the area however there are few strong visual connections or access points to the Lusk District's amenities. In addition, the neighborhood currently does not open its doors to the Greenbelt or river. Future redevelopment could reverse this trend with food and beverage or other retailers creating active spaces for people to utilize the urban amenities of the Lusk District while enjoying the peacefulness of the Boise River.





**FIGURE 17: Fireman's Training Site**



## Fireman's Training Site

Located on parcels bordering the I-184 Connector and the east bank of the Boise River, these publicly-owned parcels are strategically-located with good access, views, and privacy, making them ideal for potential housing development.

Key elements include:

- Public gathering space
- Active interface between development and Greenbelt
- Fallen Firefighter's Memorial (Existing)
- Separated use paths on Greenbelt

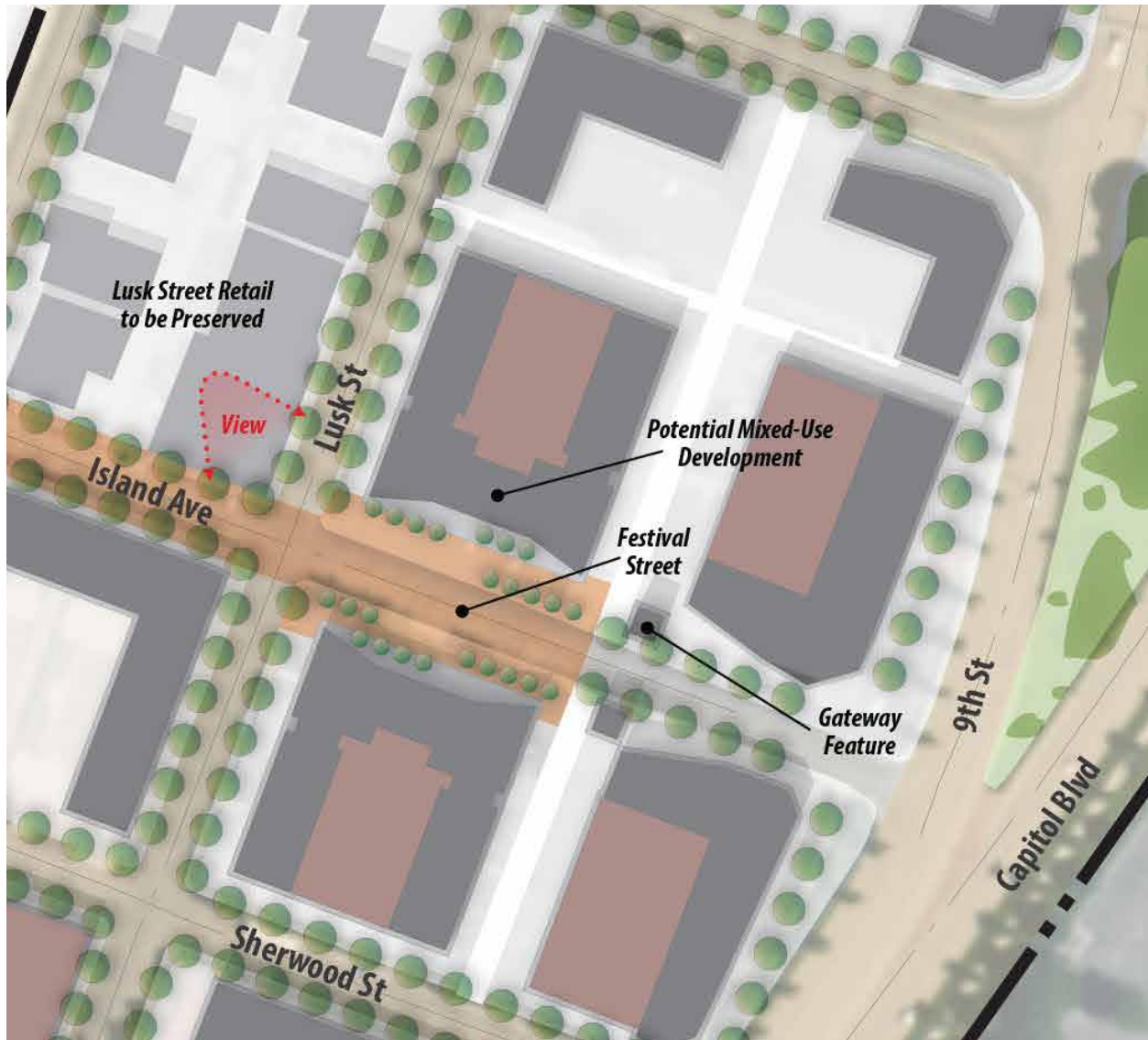
The site presents a strong opportunity to develop housing, particularly if Initiatives # 1 and 2 are underway to supply mixed income housing in the Shoreline District. Any development should be oriented to the Greenbelt, meaning a new building could create a shared public and private space where it fronts the pathways with potential to offer small-scale retail services such as a coffee shop that are an amenity to new residents and passers-by.







**FIGURE 19: Island Ave Festival Street Redevelopment Plan**



## Island Avenue Festival Street

Identified as a key project in the Lusk Street Area Master Plan, the Island Avenue Festival Street is a redesign of the streetscape on Island Ave for approximately two blocks beginning at La Pointe Street going east towards 9th Street/Capitol Boulevard. This emphasizes Island Avenue as a public space both within the street when closed for events, and on the activated building frontages and sidewalks. Island Avenue can be the main pedestrian thoroughfare between new residential development in the Lusk District, crossing the 9th Street/Capitol Blvd corridor and guiding students and staff to Boise State University.

Key elements include:

- Festival Streetscaping on Island Ave
- Urban street and pedestrian grid on large blocks
- Mixed-use development with active frontages along Island Ave
- Potential retail and services amenities
- Preserved Lusk Street retail district

This illustrative site plan resolves issues with the growing density of the Lusk District and how these new residents will impact the mobility network as they travel to and from new buildings, the University, Ann Morrison Park, the Greenbelt, or Downtown Boise. In addition this redesign creates new places to celebrate the existing character of the Lusk District and potential new development in Boise's densest urban neighborhood.







# 6

## Design Guidelines and Recommendations

### Introduction

The following design guidelines illustrate the vision for enhanced riverfront development patterns and streetscape improvements in the Shoreline District. The purpose of these guidelines are three-fold. 1) The guidelines summarize and communicate the improvements and expectations received via public input. 2) The guidelines serve as basis for estimating the probable costs of streetscape and riverfront public improvements. 3) The guidelines are recommendations to the City of Boise for possible adoption into the City development code. These guidelines are not regulatory standards and require further vetting by others before use as regulatory requirements. These visualize strategic investments that are presented in the list of public improvements, or may implement inter-agency initiatives. This section is divided into **Streetscape Typologies** and **Riverfront Design Guidelines**.

### Streetscape Typologies

Streetscape typologies were adapted directly from the Downtown Boise Streetscape Standards and Specifications Manual. From the manual:

“The streetscape is the part of the street right-of-way between the face of the curb and the building. In downtown Boise, the streetscape includes the sidewalk surface, street trees, historic streetlights, and a collection of furnishings. These furnishings include, but are not limited to, benches, planters for flowers, tree grates, trash receptacles, bicycle racks, transit shelters, newsstands, bollards, and drinking fountains. In areas that have an urban character such as the Central Business District, the sidewalk

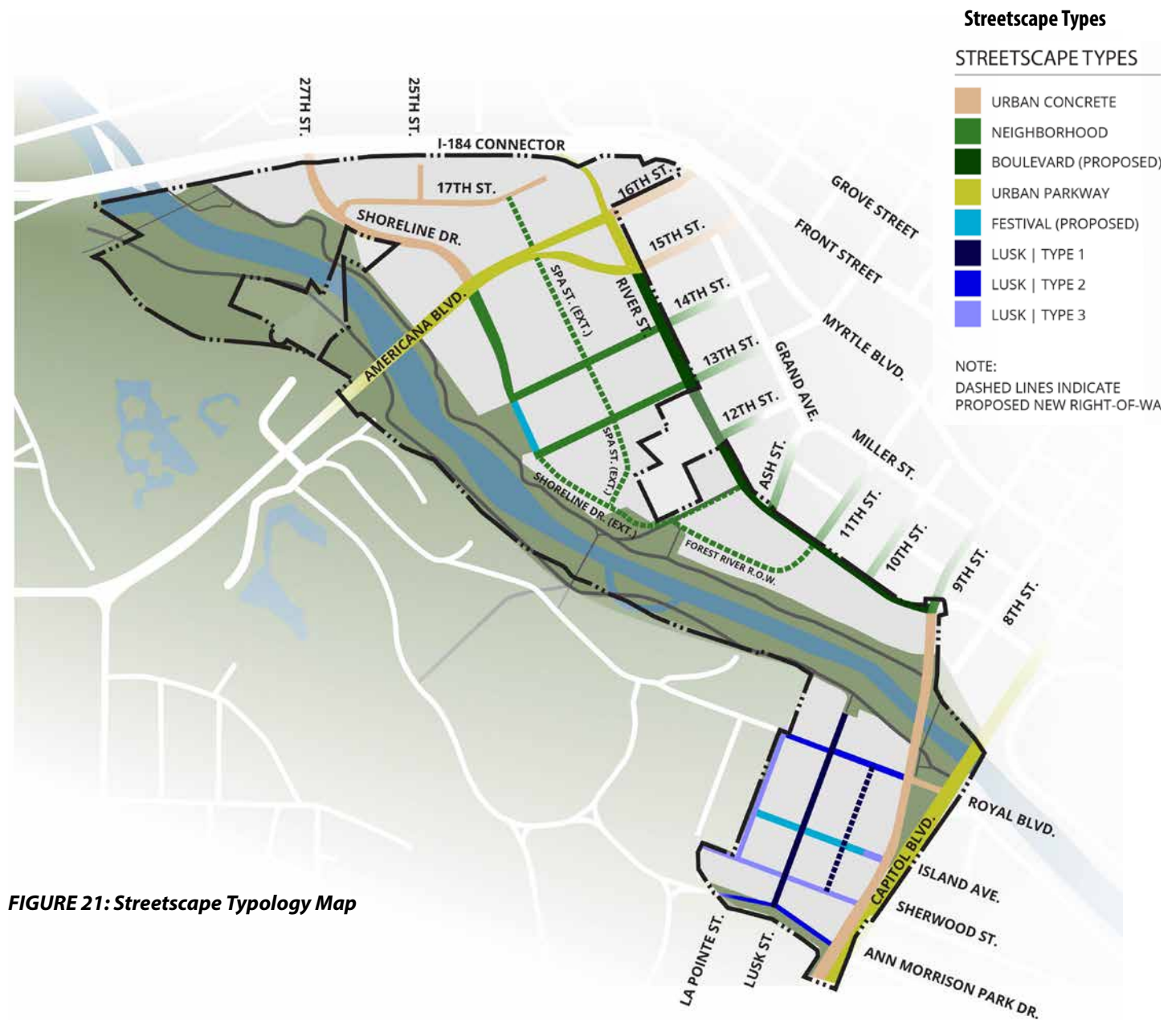
surface runs from the building face to the curb and street trees are planted in tree grates. In areas that have a neighborhood character, the sidewalk surface is separated from the street by a landscape strip where the street trees are planted. In many areas, green infrastructure such as suspended paving systems and bio-swales are incorporated into the streetscape design, as well.” (pg. iii)

In addition to the streetscape typology standards from the Downtown Streetscape Standards and Specifications Manual, the Lusk Street Master Plan provided the basis for streetscape typologies in the Lusk District. These include Type 1 (Lusk Street), Type 2 (Ann Morrison Park Drive and Royal Boulevard), and Type 3 (La Pointe Street, Island Avenue and Sherwood Street). The streetscape typologies in this Framework do not recreate or redesign these existing typologies. Rather, this Framework reconciles these existing standards and gathers them into one incorporated map (Figure 21).

The River Street Boulevard streetscape typology is a new typology introduced in the Shoreline District. The River Street Boulevard streetscape typology is located between 9th Street and Americana Boulevard through the District. The proposed design intended to recreate River Street as a neighborhood boulevard similar to N. Harrison Boulevard in the North End. Creating a reduced speed boulevard that is a complete street with a pedestrian emphasis. Enhanced features include a center median with historic street lighting, boulevard sidewalks with tree lawns, and two travel lanes in each direction.

An Interagency Initiative will be required to incorporate the new streetscape typology within the Shoreline District. This is listed as Initiative #5 in the Interagency Initiative table (Figure 28) and its purpose is to provide a mechanism to update the Downtown Boise Streetscape Standards Manual to reflect the River Street Boulevard Streetscape guidelines in this framework.

The Streetscape Key Map (Figure 21) identifies streets on which these new streetscape typologies can be found in the District.

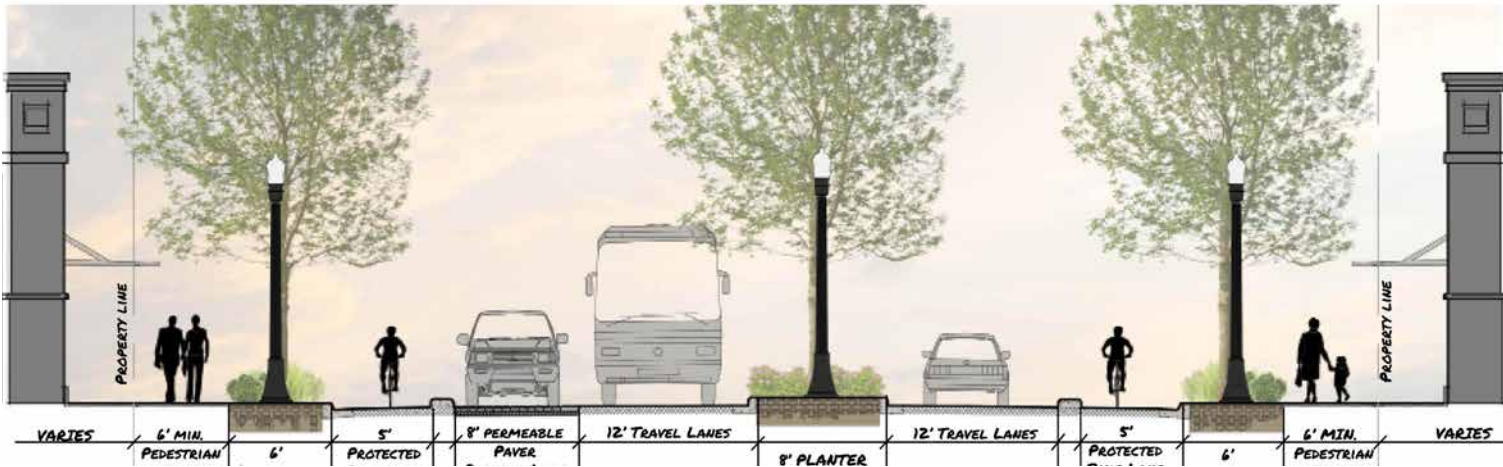


**FIGURE 21: Streetscape Typology Map**



FIGURE 22: River Street Boulevard Typology

Boulevard Section



Boulevard Plan



River Street Boulevard Streetscape Typology (On streetscape key as dark green): Similar to other green street boulevards in central Boise such as Harrison Boulevard, key elements of the River Street Boulevard Streetscape include a central median with a planter strip and street trees, a tree lawn on either side of the street edge with street trees, as well as street furniture such as historic and pedestrian scaled lighting.

Transportation and mobility enhancements include two vehicle travel lanes, bicycle lanes with curb protection from vehicle travel lanes, and a parking lane with permeable pavers. Wide sidewalks and striped pedestrian cross walks provide a needed visual emphasis on pedestrians crossing River Street.

## Riverfront Development Typologies

The riverfront development typologies provide a re-imagined model of how people may use the areas between the Shoreline District's buildings and parks and the Boise River shoreline.

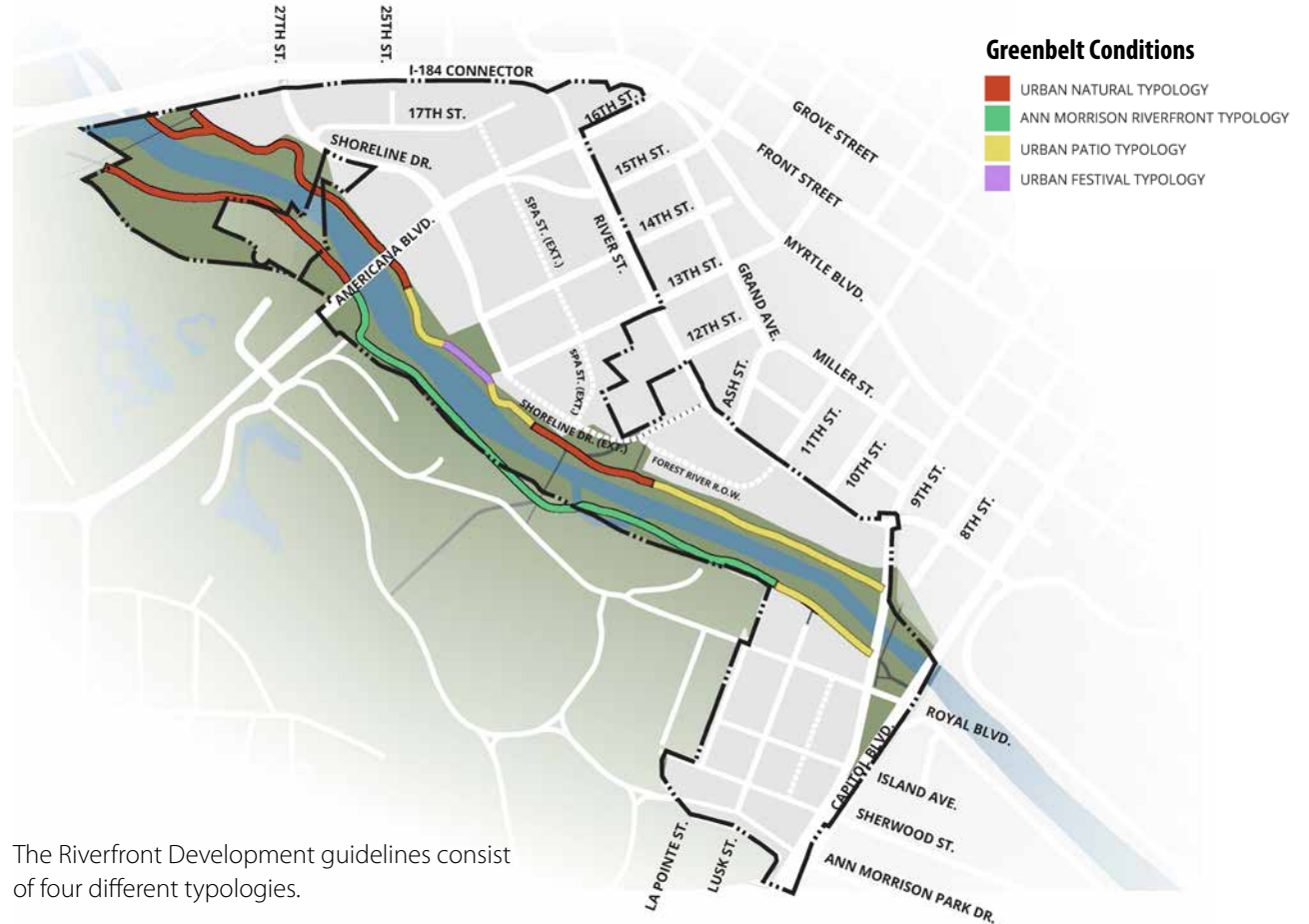
Development regulations for the Boise River require a 70 foot setback for all development. This plan recommends revisions to these regulations in order to enable additional amenities and activities to occur within the river setback. Identifying key locations to create an active river frontage in conjunction with the Greenbelt addresses the goal of stitching the urban fabric and river together to create connectivity to the river, celebrating the river as an asset, and creating a safer, pedestrian friendly experience for all users.

The prevailing goal of revising the 70 foot setback is to accommodate the growth in users along the Greenbelt and to enhance a high quality amenity. Uses that may be acceptable in the setback include restaurant patio seating, picnic benches, active recreational uses such as playgrounds or small sports facilities.

Consideration must be made to the historical, cultural, and environmental significance of the Boise River, and care must be taken to respect the legacy of development along the shoreline.

Although these typologies are not designed to the level of existing sites interventions, they are intended to be illustrative of a few typical areas along the river. The key map at left is a guide to where these conditions exist along the Greenbelt.

**FIGURE 23: Riverfront Development Typology Key**

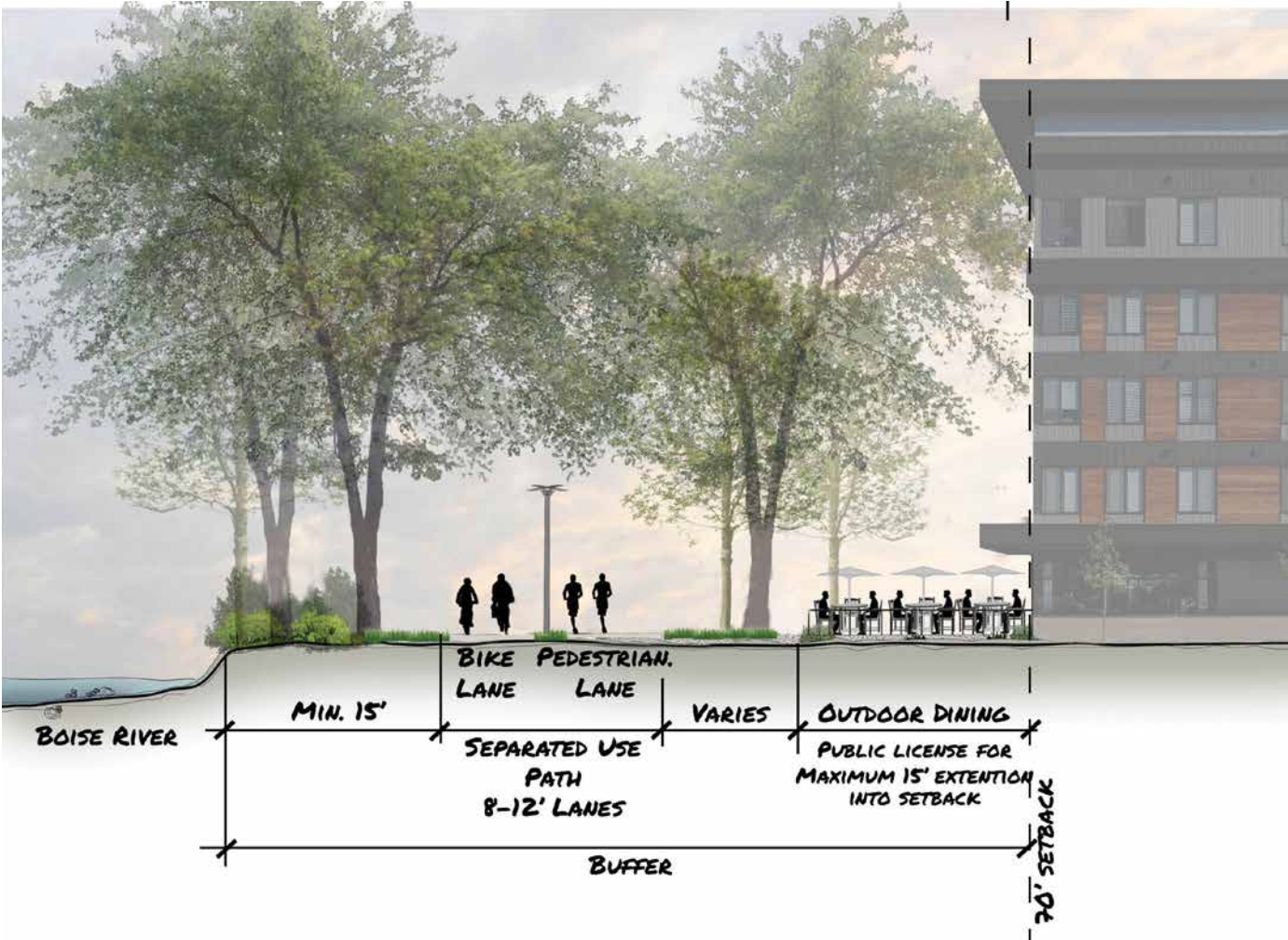


The Riverfront Development guidelines consist of four different typologies.

1. [Urban Patio Typology](#)
2. [Urban Natural](#)
3. [Ann Morrison Riverfront](#)
4. [Riverfront Festival Typology](#)

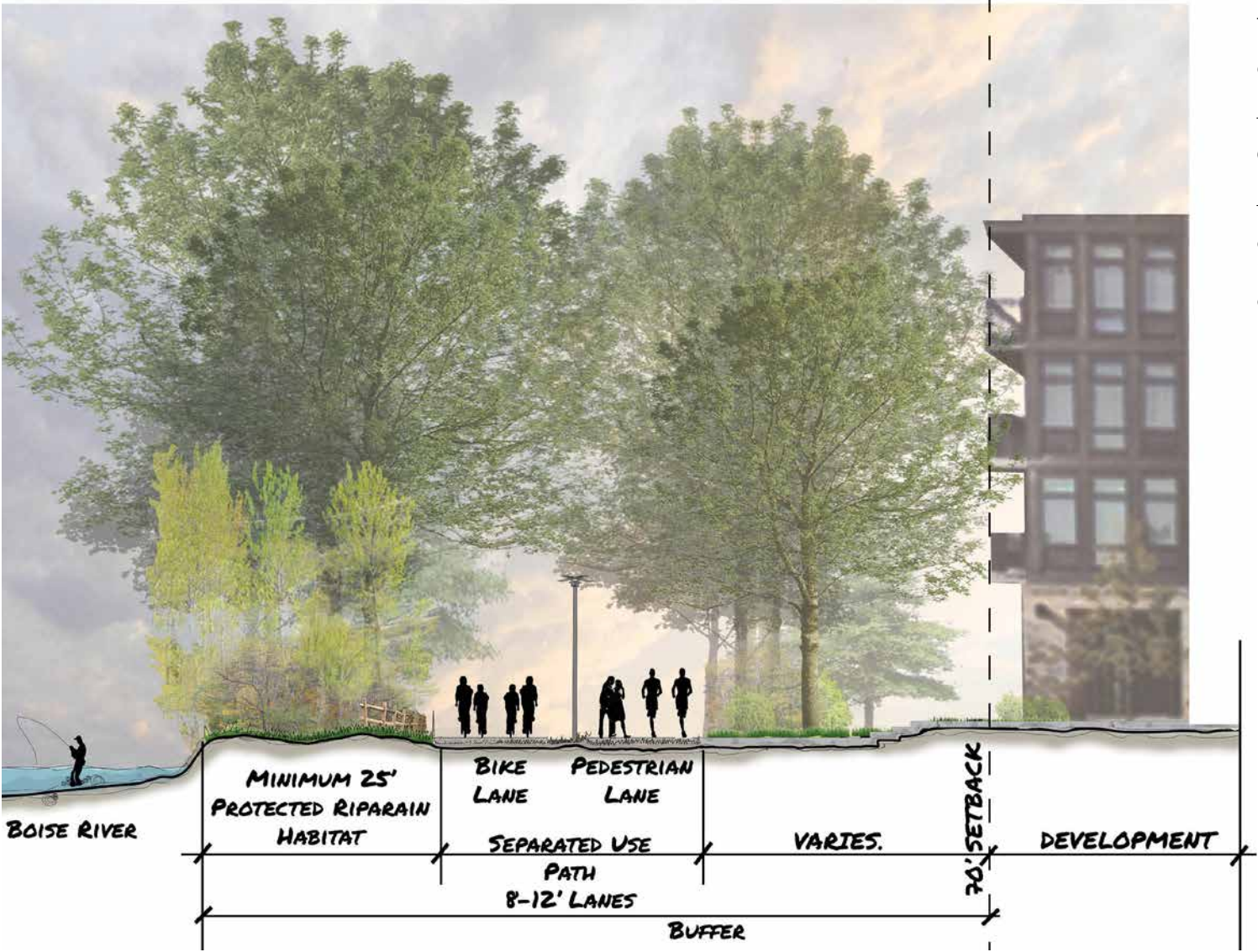


**FIGURE 24: Urban Patio Typology**



Urban Patio Typology: describes a city-to-river interface typical of the redeveloped Shoreline Park where activities such as patio dining are located in the interface between Greenbelt and building facade, creating a very active frontage with people moving through the area, stopping for just a moment, or gathering for hours at a time to eat or socialize. This concepts supports outdoor dining and retail experiences that may exist--in key locations--in the 70' river setback.

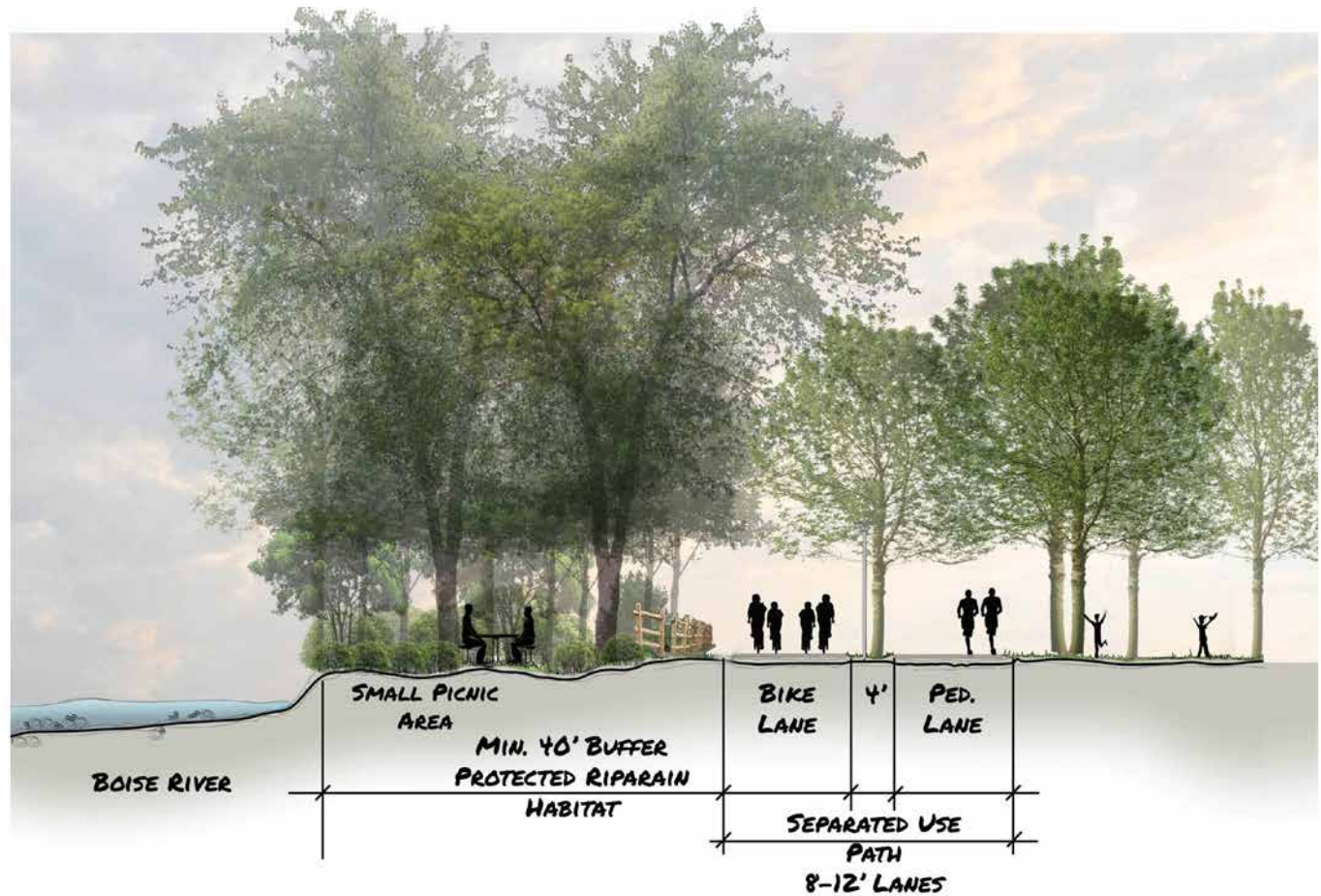
**FIGURE 25: Urban Natural**



Urban Natural: is typical of areas with heavy Black Cottonwood canopy and deeper setbacks between typical residential development and the river. The buffer between housing and the Greenbelt varies, but features such as picnic tables may exist in the buffer. The Greenbelt in this type would typically be separated by four feet, providing a comfortable route for walkers or cyclists.

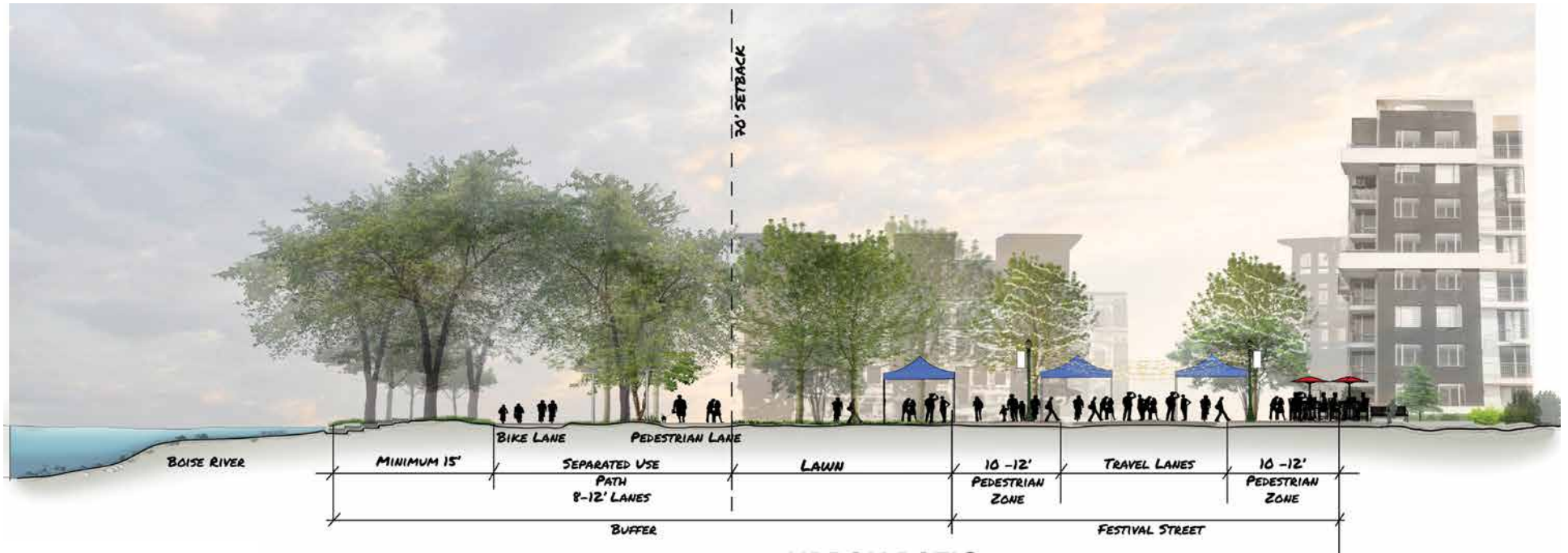


**FIGURE 26: Ann Morrison Riverfront Typology**



Ann Morrison Riverfront: occurs where the Greenbelt exists through Ann Morrison Park or other recreation areas and has little to no urban interface. This design concept has a deeper riparian buffer, providing more space for Black Cottonwood revegetation along the river's south bank. Through the parks, the Greenbelt is divided by a four-foot separation between bicycle and pedestrian pathway surfaces. Pathway lighting provides a safer, more visible route for commuters, dog walkers, or other park users.

**FIGURE 27: Riverfront Festival Typology**



Riverfront Festival Typology: describes a condition where the urban-to-riparian transition includes festival streetscaping in addition to the high-water setback, Greenbelt, and riparian buffer. The festival street may have an 80-foot right-of-way that includes two travel lanes with limited vehicle access. A wide pedestrian zone allows for patios to not only expand into setback, but into the sidewalk for restaurants to use or for special events. Interagency Initiative #6 would be required to achieve elements of this typology that extend in to the river setback.





## Introduction

The Shoreline Urban Framework plan assists the City of Boise and the Capital City Development Corporation in employing a redevelopment and renewal strategy to improve and develop public and private real property within the Shoreline District. Improvement projects and initiatives identified as outcomes; in the framework intend to grow the economy of the area; implemented through a series of key strategies, and programs. During the 20-year lifetime of the district, CCDC intends to carry forward projects identified as a part of the Urban Framework Plan and assist stakeholders in completing certain inter-agency initiatives.

Financial Feasibility by state statute is a required component of urban renewal plans in Idaho. It is an important component in the Shoreline Urban Framework Plan. The Financial Feasibility Study (completed by SB Friedman) informed the phasing of public improvements in the Urban Framework Plan. The List of Public Improvements (Table 6), demonstrates the phasing of the improvement projects over the 20-year lifetime of the district. Notable to the phasing plan are the number of unfunded projects within the Shoreline District. Significant effort was made to ensure a balance between the projected revenue from the district and the number of projects completed based on the revenue.

The two key outcomes from the Urban Framework 1) InterAgency Initiatives and 2) Public Improvements are outlined and described in the following pages. Lastly, traditional methods employed by CCDC for implementing public improvements are described.

## InterAgency Initiatives

Interagency Initiatives are actions, objectives, or a series of cooperative strategies to accomplish with the district in order to realize the Shoreline Framework vision. These initiatives are cooperative efforts in which CCDC will rely on partners to accomplish or see through. On many of these initiatives, CCDC will not be the lead agency. Once Inter-agency initiatives are completed, many of the Shoreline's Urban Framework plan for public improvements can be implemented. These initiatives, derived through public input received; "preserving the character of Lusk Street retail shops and dining" for example; is a priority as the architectural character of the district was of high value for residents and visitors. In order to achieve this initiative, other City departments will likely need to implement actions to create a preservation mechanism in land use and development regulations.

## How to Use this Information

Table 5 lists each initiative for the purpose of documenting and referencing the effort throughout the life of the Shoreline District. Lead and collaborate agencies are assigned prioritized initiatives. The table provides a starting point for initiative tracking, a reference for completion and a means by which the initiative is monitored and/or updated when completed.

The following list of initiatives have been identified by the stakeholder group and project team during the urban framework planning process in order for CCDC to begin and complete certain public improvement projects listed in the urban framework project list these initiatives should be completed.

Item	Initiative	Priority	Lead / Partner
1	Incent affordable housing that is dense, serves a mix of incomes, and provides diverse housing options by funding eligible public improvements.	Immediate / On-Going	HCD / PDS / CCDC/ Other Housing Agencies
2	Develop an innovative, mixed use, mixed income housing development on existing public entity owned parcels in the Lusk Street neighborhood.	Immediate / On-Going	HCD / PDS / CCDC / BSU
3	Prior to disposition of Lusk area City/BSU owned properties, create a development plan that identifies highest and best use objectives, sets forth strategic land trades as needed, and leverages public agency tools and resources.	Immediate	BSU / City / CCDC
4	Finalize the type, route and facilities for public transportation and shuttle systems in the Lusk and River Street neighborhoods.	High Priority	PDS / VRT / CCDC
5	Update the Boise Downtown Streetscape Standards Manual to incorporate this plan's streetscape typologies recommendations.	Immediate	PDS
6	Establish development standards that activate the greenbelt and riverfront area with pedestrian level amenities. This should include amending the Boise River Setback Ordinance to allow public license of private commercial patios within the setback zone.	High Priority	PDS
7	Implement strategies and regulations that bolster existing retail in Lusk District as well as a mix of uses, both horizontally and vertically disbursed (E.G. neighborhood branding, update design review, update C-2 zoning, or form-based code specific to this area, missing middle housing).	Medium Priority	PDS
8	Revegetate Ann Morrison Park's river bank with native shade trees to improve park user experience, improve aquatic habitat, and lower river water temperatures.	Medium Priority	Parks / PW
9	Create a master plan for Settler's Diversion Dam that allows passage of recreational watercraft, improves aquatic habitat, and meets irrigation needs.	Medium Priority	Parks / PW / Fish & Game
10	Update geothermal master plan to service the development forecast in the Shoreline District	High Priority	PW
11	Update City-owned IT conduit network master plan to service the development forecast in the Shoreline District	High Priority	IT
12	Pursue strategic land trades amongst public agencies as well as consider the acquisition of privately held properties to optimize development and economic development potential, improve neighborhood and provide a diversity of housing options. Private properties are not currently identified but may be considered.	Medium Priority	PDS / CCDC / BSU/ ACHD/ Others

**Table 5: Inter-Agency Initiatives Matrix**



Item	Initiative	Priority	Lead / Partner
13	Provide support of affordable housing development by assisting with eligible costs such as resident relocation, impact fees, financing, public improvements, and utility improvements as per existing Idaho state statutes.	Ongoing	CCDC / HCD
14	Update CCDC's Participation Policy and Capital Improvement Planning Process to further encourage and prioritize developments that assist affordable and workforce housing developments .	Ongoing	CCDC
15	Pursue efforts, plans and policies that avoid displacement of existing social service organizations located within Shoreline District.	Medium Priority	HCD
16	Align partner agencies' long-range financial plans, five year capital improvement plans, and annual budgets with Shoreline District Urban Renewal Plan so that adequate resources are available for the planned Shoreline District public improvements.	Immediate / Ongoing	PDS / Parks / PW / IT / ACHD / ITD / BSU/ CCDC
17	Conduct environmental studies before starting the design or construction of any public improvements that may impact the Boise River.	High Priority	PW / CCDC / Parks
18	Unify the Capitol Boulevard master plan and partner agency work plans to provide clear direction about the desired public improvements.	Medium Priority	PDS / ACHD / BSU / VRT
19	Create a storm water implementation plan for Lusk Street and River Street neighborhoods that specifies system type and system location (private property or public right of way). Amend or update necessary license agreements with ACHD to allow for the systems to be built.	Medium Priority	PW / PDS / ACHD

**Table 5: Inter-Agency Initiatives Matrix (continued)**

## Public Improvements

The list of public improvements (Table 6) organizes all the projects that; based on revenue projections, can be completed during the life of the District. Phasing of projects is based on available funding and determines when the projects can be undertaken, and which projects are still a priority but are anticipated to be unfunded. These improvements reflect desired projects to be completed within the Shoreline District and have been prioritized to provide the most benefit within the District.

The concept site plan and framework diagrams illustrate public projects within the Shoreline District, providing visual and spatial context on how the projects will work together to create distinct interactions within the District; ultimately creating vibrant public spaces. Prioritized public improvements are intended to reduce barriers to private redevelopment within the District. By strategizing projects and implementation, public improvements are to catalyze additional development. As interest in the District develops and opportunities arise, the size and scope of public improvements will result in an increase in the user experience and enjoyment of the Shoreline District, while at the same time providing long-term benefit to the District's infrastructure.

## How to Use this Information

List of Public Improvements and the anticipated quarter in which they are to occur can provide a road map for timing of implementation and revenue generation goals. The Capital Improvement Plan by Quarter Table used to estimate revenue projects over the 20-year life of the District organized the list of improvements into five-year quarters.



Quarter 1		
	Key Strategy	Project Name
1	Infrastructure	Streetscape Improvements - Lusk St, Boise River to Ann Morrison Park Dr
2	Infrastructure	Streetscape Improvements - La Pointe St, Royal Blvd to Sherwood St
3	Infrastructure	Streetscape Improvements - Royal Blvd, La Pointe St to 9th St
4	Infrastructure	Underground Overhead Power and Telecomm - Lusk Neighborhood
5	Mobility	Greenbelt Path Improvements - North and South shores, Phase 1
6	Placemaking	Area Lighting - Greenbelt Bridge Adjacent to I-184 Connector
7	Placemaking	Surface Improvements - 8th St Pedestrian Bridge
Quarter 2		
	Key Strategy	Project Name
8	Mobility	Greenbelt Path Improvements - North and South shorelines, Phase 2
9	Economic Dev/ Housing	Mixed-use Development including Public Garage - Lusk Neighborhood
10	Placemaking	Lusk Neighborhood Entrance Park - at Greenbelt and Lusk St Intersection
11	Economic Dev/ Housing	Mixed-use Redevelopment Assistance -River Street Neighborhood
12	Economic Dev/ Housing	Residential-focused Redevelopment Assistance - (e.g. 1025 Capitol Blvd City Property)
13	Economic Dev/ Housing	Mixed-use Redevelopment Assistance - near 13th St and Shoreline Dr
14	Placemaking	Public Plaza and Riverbank Restoration - Shoreline Park
15	Placemaking	Recreational/Emergency River Access Facility - Shoreline Park
16	Infrastructure	Fiber Optic Network Expansion - District Wide
17	Infrastructure	Underground Powerlines - River Street Neighborhood
18	Infrastructure	Underground Powerlines - Lusk Street Neighborhood
19	Economic Dev	Floodplain Remediation
Quarter 3		
	Key Strategy	Project Name
20	Mobility	11th Street Bridge
21	Economic Dev	Right-of-Way Acquisition - 11th St, through Forest River Office Park to Boise River
22	Mobility	11th St Public Space Connection - River St to Proposed 11th St. Bridge
23	Placemaking	Festival Street Improvements - Island Ave
24	Infrastructure	Streetscape Improvements - Sherwood St, La Pointe St to Cap Blvd
25	Mobility	Right-of-Way Acquisition - Shoreline Dr Extension, 13th St to River St
26	Placemaking	Streetscape Improvements - Shoreline Dr Extension, 13th St to River St
27	Placemaking	Festival Street Improvements - Shoreline Dr, 14th St to 13th St

Quarter 3 (Con't)		
	Key Strategy	Project Name
28	Infrastructure	Streetscape Improvements - 14th St, Shoreline Dr to River St
29	Infrastructure	Underground Powerlines - River Street Neighborhood
30	Infrastructure	Underground Powerlines - Lusk Street Neighborhood
31	Infrastructure	Fiber Optic Network Expansion - District Wide
32	Placemaking	Alley Improvements - Between La Pointe St & Lusk St, from Island Ave to Royal Blvd
33	Economic Dev	Floodplain Remediation
34	Economic Development	Right-of-Way Acquisition or Property Acquisition for mixed use development or additional streetscape
Quarter 4		
	Key Strategy	Project Name
35	Infrastructure	Streetscape Improvements - Shoreline Dr, Americana to 14th St
36	Special Projects	Recreation Enhancements and Habitat Restoration - Settler's Diversion Dam
37	Infrastructure	Boulevard Improvements - River St, Americana Blvd to 9th St
38	Infrastructure	Streetscape Improvements - Capitol Blvd, Boise River to Ann Morrison Park Dr
39	Infrastructure	Streetscape Improvements - 9th St, River St to Ann Morrison Park Dr
40	Economic Dev/ Housing	Right-of-Way Acquisition - Spa St realignment/extension, from 17th St through Kmart site to Shoreline Dr Extension
41	Placemaking	Streetscape Improvements - Spa St Extension, 14th St to Shoreline Dr Extension
42	Placemaking	Streetscape Improvements - Spa St Extension, 17th St to 14th St
43	Infrastructure	Streetscape Improvements - 17th St, Shoreline Dr to Cul-de-sac
44	Infrastructure	Fiber Optic Network Expansion - District Wide
45	Infrastructure	Underground Powerlines - District Wide
46	Economic Dev	Floodplain Remediation

**Table 6: Public Improvements List by Quarter**



Unfunded/Partnerships/Other Revenue		
	Key Strategy	Project Name Costs
47	Economic Dev	Right-of-Way Acquisition - Forest River Office Park
48	Placemaking	Streetscape Improvements - New Right-of-Way Forest River Office Park, Shoreline Dr to 11th St
49	Infrastructure	Streetscape Improvements - 15th Street, Americana Blvd junction to I-184 Connector
50	Infrastructure	Streetscape Improvements - Americana Blvd, Americana Terrace to River St
51	Infrastructure	Streetscape Improvements - Americana Blvd (16th St), River St to I-184 Connector
52	Infrastructure	Streetscape Improvements - 25th Street, I-184 Connector to 17th St
53	Infrastructure	Streetscape Improvements - Ann Morrison Park Dr, La Pointe St to Capitol Blvd
54	Infrastructure	Streetscape Improvements - 13th St, Shoreline Dr to River St
55	Infrastructure	Streetscape Improvements - River St, I-184 Connector to Americana Blvd
56	Special Project	Boise River South Shore Habitat Enhancement - Ann Morrison Park
57	Mobility	Streetscape Improvements - Lusk Type 1 Right of Way, Royal Blvd to Sherwood St
58	Economic Dev	Mixed-use Redevelopment Assistance - Firefighter Training Facility
59	Economic Dev	Redevelopment Assistance - ACHD Remnant Parcel at Shoreline Dr and I-184 Connector
60	Mobility	Shoreline Park Bridge - 13th St Connection to Ann Morrison Park
61	Mobility	Mixed-use Development including Public Garage -River Street Neighborhood
62	Economic Dev	Residential-focused Redevelopment Assistance - (e.g. 1020 Lusk St, 1028 Lusk St, or City Property)
63	Infrastructure	Streetscape Improvements - Shoreline Dr, I-184 Connector to Americana Blvd
64	Economic Dev	Redevelopment Assistance, ACHD, 829 S 17th St
65	Economic Dev	Redevelopment Assistance, City of Boise, 825 S 17th St
66	Infrastructure	Fiber Optic Network Expansion - District Wide
67	Infrastructure	Underground Overhead Powerlines - District Wide
68	Infrastructure	Alleyway / Remnant Parcel Public Improvements- District Wide
69	Mobility	Greenbelt Underpass Expansion - Americana Blvd
70	Mobility	Greenbelt Underpass Expansion - 9th St
71	Mobility	Greenbelt Underpass Expansion - Capitol Boulevard
72	Mobility	Public Transportation Improvements - Stations/Stops Lusk St Neighborhood
73	Mobility	Public Transportation Improvements - Stations/Stops River St Neighborhood

**Table 6: Public Improvements List by Quarter**

FIGURE 28: Shoreline Public Improvement Projects





## Funding Strategies and Programs

In order to accomplish the Urban Framework Plan, CCDC, authorized by state statute, works in partnership with public and private entities to improve, develop and grow the economy within their urban renewal districts. In the Shoreline District, CCDC through implementation of development strategies and financing programs will make public improvements. These needed improvements are to support private development and encourage and attract business enterprises in a broad range of functions and sizes. Such strategies and programs include:

### Participation Opportunities

Development Agreements: From time to time CCDC enters into various development agreements with existing or future landowners within the urban renewal district. These agreements are created to meet CCDC's and the public's goals within the urban renewal district. These agreements are used by CCDC to realize certain plan objectives including

- Revitalize deteriorating areas of private parcels to accelerate the enhancement of the street environment within the plan area.
- Provide incentives to existing business owners to encourage continued utilization and expansion of existing buildings and current land uses.
- Minimize vacancies by allowing nonconforming uses to continue in accordance with city regulations and to accommodate improvements and expansion allowed by city regulations.

- Providing incentives to nonconforming properties so they implement the improvements contained within the plan.

### Development Fees

Private land owners may seek assistance from CCDC in paying impact fees and other development fees during the implementation of real property improvements related to the Shoreline District Framework Plan. CCDC has the mechanism in place to assist owners and developers in offsetting the municipal fees associated with development.

### InterAgency Initiatives

Key inter-agency initiatives are identified as a part of the Shoreline District Framework. The initiatives listed in Figure 22 Governance Coordination Recommendations Matrix are to assist CCDC, the City of Boise and other key stakeholders with realizing the improvement projects in the Plan. It is in the purview of CCDC to assist these agencies and stakeholders with the planning, and design controls contained in the Framework Plan to ensure that present uses and any future development by public agencies conform to the requirements in the Framework Plan.

### Property Acquisition

As a method for implementing public improvements, CCDC holds the power and authority to acquire real and personal property in order to carry out their urban renewal district framework plans,

including the Shoreline District Framework Plan.

### Real property

CCDC may acquire any real property or interest in real property within an Urban Renewal District. In general, CCDC may determine which properties within the district are appropriate to acquire in order to implement the necessary public improvements. Methods of acquisition may be through voluntary or consensual gift, exchange or purchase.

Personal property: Acquisition of personal property is generally not a part of CCDC's implementation of any urban renewal plan. However, from time to time, it may be necessary to acquire personal property as a part of a real property acquisition in order to carry out the improvements outlined in the Framework Plan. When this occurs, CCDC purchases real property as a means of eliminating certain deteriorating or deteriorated structures in order to facilitate redevelopment of the property.

### Property Management

Because CCDC holds the authority to own personal and real property within an urban renewal district they also retain the right to manage the property. The agency has the ability to enter into lease and rental agreements of these properties pending any redevelopment of the property.

### Relocation of Persons

As an urban renewal agency, CCDC has the ability to seek and receive federal funds for real estate acquisition and relocation. CCDC may undertake relocation activities for those persons entitled to benefit under federal law. Should it be necessary

for displacement of resident's within the district in order to implement public improvements in the Shoreline District, CCDC is obligated to compensate residents with reasonable moving expenses into decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to residents.

## **Demolition and Clearance**

As necessary, CCDC has the authority to demolish and clear buildings, structures, and other improvements from any real property within the Shoreline District in order to carry out the purposes of the framework plan.

## **Building and Site Preparation**

CCDC, in order to implement the framework plan, has the authority to prepare building sites within the district that they own. CCDC may provide for or undertake the installation or construction of streets, utilities, parks, pedestrian walkways, parking facilities, drainage facilities or other public improvements necessary to carry out the framework plan. Overall CCDC may assist in the preparation of building sites by way of reclamation, remediation, or elimination of deteriorated conditions.

## **Property Disposition and Development**

CCDC as the redevelopment agency for the city of Boise has the ability to acquire property within the district boundary and to dispose of the property through a variety of mechanisms. These mechanisms include: sell, lease, lease/purchase, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust. Rights given to CCDC to influence development within the district tend to prevent further deterioration of property.

Development agreements established between CCDC and the property owner oversee and prevent these occurrences. All properties within the district sold or leased to public or private persons or entities for development are obligated to use the property for the purposes designated in the framework plan. Time limits established by CCDC specify a reasonable period for the property owner/developer to carry out the improvements or purposes of the Framework Plan.

## **Rehabilitation and Conservation**

CCDC may work to rehabilitate, renovate, and conserve any building or structure within the urban renewal district. These efforts may be performed as a means of preparing the property for redevelopment and disposition. As the urban renewal agency, CCDC may also assist other property owners in the rehabilitation, and conservation of their properties through consultation, funding, or other assistance.

## **Participation with Private or Public Development**

CCDC has the ability and mechanisms through state and federal law to participate in private or public development by lending or investing funds into projects. Federal funding sources used in public or private development include Community Development Block Grants (CDBG), Economic Development funding, and Small Business Administration funding to name a few. Through these programs, CCDC has the ability to assist with grants, loans, loan guarantees, interest supplements, technical assistance, and other forms of support. State and local funds collected through tax levy from the district are also allocated for use within the district. These funds can be used to implement public improvements.

## **Funding Mechanisms**

CCDC holds the authority to finance the projects outlined in the Urban Framework Plan with financial assistance. Assistance can come from local government, through state funding, through federal government funding or other public entities, interest income, agency bonds, donations, loans from private financial institutions, the lease or sale of agency owned property, public parking revenues, revenue allocation funds or any other available source public or private funding, including assistance from local taxing district or public entities. Other funding methods may also include advances, lines of credit, borrowing funds, and creating indebtedness in order to implement the Urban Framework Plan.

The Shoreline Urban Framework Plan identifies numerous capital improvement projects, without identifying any particular financing source for any particular purpose. The Feasibility Study prepared by SB Friedman identifies further funding information for the Shoreline Urban Framework Plan.



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# SHORELINE DISTRICT

## URBAN FRAMEWORK PLAN

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URBAN RENEWAL PLANNING

  
**SHORELINE DISTRICT**

