RIVER STREET COMMUNITY DESIGN CENTER

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Sponsored by
EL-ADA COMMUNITY ACTION AGENCY
Boise, Idaho

The River Street Community Design Center is a public non-profit organization operating under a special grant from the Region X Office of Economic Opportunity. Its objective is to offer professional planning and architectural services to those unable to afford them.

The preparation of this report was financed in part by the Office of Economic Opportunity.

SEPTEMBER 1973
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The River Street Community Design Center is pleased to submit the River Street Neighborhood Plan to the citizens of Boise and their public officials. The plan, a culmination of a year's involvement in the River Street area, was initiated when the neighborhood was designated for renewal under the Neighborhood Development Program. Based on the assumption that low-income people have not been adequately served by renewal programs, the Design Center has strived to give local residents a voice in the planning process and in the development of their neighborhood. We have worked not only as planners but as advocates for the neighborhood in the belief that only through effective citizen participation can the area be rebuilt to reflect the needs of people who live in it. In response to these needs as well as the needs of a growing Boise City, we have developed the following plan.

The context of this plan is a review of the problems, goals, recommendations, and implementation strategies for the River Street area, and is divided into general topic areas with the primary emphasis going toward housing and social services. Additional background information that was not duplicated in this report is available in the General Neighborhood Guide prepared for the River Street Neighborhood Development Program. Economic considerations followed the results of the River Street Land Utilization and Marketability Study prepared by Larry Smith and Company. Further River Street resources are listed in the appendix. It is hoped that this plan will serve the community as a guide in rebuilding the River Street area.
The primary study area covers what is referred to as Boise’s River Street area, or neighborhood. The natural and manmade boundaries which shape the project area are the Boise River, Americana Boulevard, Front Street, and Capitol Boulevard. A broader geographic area surrounding the project area was studied to determine its influences on the River Street area, as well as to insure a harmonious central city community.
SUMMARY OF RECOMMENDATIONS

The following is a summary of the recommendations put forth in this report which are related to the physical and social redevelopment of the River Street area. The basis for these recommendations and their specific details are covered in the sections which follow this summary.

It is recommended that the River Street project area be developed with a major emphasis toward residential use. This inner city residential development would include most of the land which is presently in residential use plus the large vacant parcels south of River Street. The majority of this land would be developed with new multi-family housing; however, some rehabilitation of existing single-family homes is recommended. Housing densities should reflect land values: higher on land south of River Street, with lower density housing north of River Street which would blend with the existing single-family homes. A variety of types and costs of new housing is recommended to accommodate all ages and incomes.

Major entrances to the residential area on River Street and 13th Street should be generally upgraded with landscaping, lighting, pedestrian crossings, and resurfacing where necessary.

Completion of the river Greenbelt along with a major pedestrian-bicycle system throughout the project area is essential in attracting new market housing. This would facilitate pedestrian circulation within the neighborhood to local shopping, the Post Office, the new public Library, and also to schools, parks, and downtown shops which surround the area.

Existing Pioneer Park should be improved and expanded to act as a neighborhood focal point with a direct pedestrian-bicycle link to the Greenbelt system. The expanded park will also house a community center and day care facilities tailored to the neighborhood's needs. This, along with a one-door social service center, not necessarily located in the project area, will go a long way in solving the social needs of the community.
The proposed Interstate extension to and through the city center should be located at the northern edge of the project area, utilizing existing Front Street plus a portion of the Union Pacific rail yard. This could be accomplished by scaling down the rail yard to meet the needs of the area and by relocating the switching activity to a more appropriate location. This solution would have the least impact on the project area and would also best serve the downtown. Upon completion of this facility, River Street should be vacated between South 13th Street and Ash Street. This action would eliminate a major arterial which now divides the project area, thus discouraging any high-speed through traffic. It would also grant easier access to the river and Greenbelt from the residential area.

Existing public transportation should be expanded to include at least one route through the residential area.

Commercial activity should be concentrated and expanded around the two major north-south arterials, Americana Boulevard and the Capitol Boulevard-9th Street Couplet. New development would be primarily convenience retail and would occur as soon as the size of the residential community warranted such. A specialty commercial-historic district should be encouraged in the old warehouse section of 8th Street. This would complement the proposed downtown redevelopment and would be linked to it by means of a pedestrian skybridge over the Interstate extension.

Industrial use within the project area should be generally de-emphasized. Many of the existing industrial concerns have already indicated a desire to relocate in the near future. Their vacated buildings could possibly be utilized for expansion of those industrial uses who wish to remain in the area.
Prior to the 1890's the flatlands separating Boise City from the Boise River, now known as the River Street area, was largely unoccupied and covered with groves of fruit trees. The only street in the area was Pioneer Street which ran down to the river and was then called Lovers' Lane. Residential construction for Boise's growing white middle class began to appear in the area in the early 1890's. Attractive homes sprung up throughout the area, and by 1910 the area was almost entirely developed and had established itself as one of the City's first residential neighborhoods.

In 1893 railroad tracks were laid immediately north of the residential neighborhood. This proved to be a significant event in the development of River Street. The Oregon Short Line Railroad served both Boise's passenger traffic and wholesalers on this line. To accommodate the City's needs, a warehouse area was constructed around South 8th Street, and coal and wood yards as well as industrial uses began to parallel the tracks. The adjacent residential area was hampered by this rapid growth and began to feel the impact of the isolation from the rest of the city. As industrial and warehousing uses continued to expand around the railroad lines and its small spurs, the City officially abandoned the original intent of the area as residential, and in 1928 zoned the River Street area unrestricted. Though the area was opened up for unrestricted growth, the original residential neighborhood remained intact while industrial and commercial growth grew on all sides except for that of the Boise River.

During this period the middle class people who had originally built here began to find River Street less desirable and started to move to new residential areas. This migration took place over a period of many years and gradually the aging neighborhood opened itself up to individuals with lower incomes. By the 1940's the area was known for its low rents. The River Street neighborhood was also one of the few areas in Boise where a black person could rent a home. The low rents attracted World War II soldiers stationed at Gowen Field, and soldiers and their families, as well as blacks migrating from the South, began to settle permanently in River Street during the forties and fifties. Though the neighborhood was viewed as lower income, it remained a very
viable and active neighborhood throughout the fifties. Its population of original builders and low-income blacks and whites supported four neighborhood grocery stores in the mid-fifties and the Boise River remained the focal point of the area with numerous swimming and ice skating gatherings. This period also saw the construction of Americana Boulevard and Bridge across the Boise River, which continued to limit the area's size.

The beginning of the sixties saw the City sell the City Softball Park which was located in the area to a large trucking-warehouse firm. Blight and deterioration became a serious problem to the entire area. The "wrong side of the tracks" stigma and light industrial zoning regulations discouraged landlords, and the few remaining homeowners, from investing time or money into their homes. The area became known as a Black section even though its residents were and still are predominantly Caucasian. Crime was attributed to the area but was usually unfounded. In 1966 the east and west ends of River Street were connected, creating a through-street, and bisecting the neighborhood. Commercial development on Americana Boulevard began to develop, forcing clearance of a number of residential blocks. Speculators also invested heavily in the area with large pieces of property being assembled. Little concern was given to the former residents of these properties and most were forced to relocate outside of the neighborhood because of lack of available local housing. Today most of this land bought for speculation remains vacant. Another factor against the area was the loss of its irrigation system which has left the area parched and many of its stately parking strip trees dying.

In 1969 a portion of the neighborhood was rezoned to high density residential. This was done because no significant industrial development had taken place in recent years and the former industrial zoning discouraged residential rehabilitation. It was during this time that governmental programs began to get involved in the River Street neighborhood. Both the Office of Economic Opportunity and the Model Cities program began to evaluate the area, its needs, and its future. Though a lot of information was gathered and a new awareness of the area's problems was realized, little was accomplished that would reverse the deteriorating trends of the neighborhood.

<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL UNITS</th>
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<tbody>
<tr>
<td>1930</td>
<td>369</td>
</tr>
<tr>
<td>1940</td>
<td>381</td>
</tr>
<tr>
<td>1950</td>
<td>367</td>
</tr>
<tr>
<td>1960</td>
<td>348</td>
</tr>
<tr>
<td>1970</td>
<td>247</td>
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Source: Polk's Boise City Directory, 1930-1970
A Neighborhood Center and privately-owned mini-park were established and numerous meetings over the years have organized the neighborhood. But because of the state of deterioration, amount of vacant land, and lack of an overall plan, little could be done. This led to the funding of the River Street Neighborhood Development Program in the summer of 1972. Though an optimistic attitude developed in the program's start, and planning and economic studies were completed, conflicts between the residential and commercial-industrial groups, as well as new Federal restrictions on the program and a moratorium on subsidized housing, led the local redevelopment agency to cancel the program prematurely. Hopes were expressed that a similar type program would be instigated when Special Revenue Sharing funds were made available to Boise.

Today the neighborhood continues to remain a small but viable neighborhood. Its population, the elderly, the low-income—both white and black—, as well as a growing number of young people, continue to make River Street their home. Some improvements are being made, with a few homes being rehabilitated, and plans are underway for the public purchase of the area's mini-park and Greenbelt land. Neighborhood meetings are still held regularly, but much skepticism exists about the future and any more government programs that are intended to help the neighborhood.
When making recommendations for the physical and social redevelopment of an area, one must first identify the existing problems which make that redevelopment necessary. The following discussion of those problems in the River Street neighborhood was developed from a number of sources. Primary among these were the residents of the neighborhood who have continually expressed their opinions through numerous Neighborhood Council meetings, Project Area Committee meetings, several surveys taken in the area over the past five years, and countless individual conversations. A sample of neighborhood residents was also interviewed to ascertain the experiences and attitudes regarding community problems and needs. Also important in the identification of area problems was the River Street Housing Analysis prepared by the El-Ada Community Action Agency in 1969 and the 1970 Census information for the River Street neighborhood and Boise City.

LAND USE PROBLEMS

Until a general land use plan is established and enforced for the project area, the uncertainty toward new development which now exists due to mixed land use and poor land use planning will continue. At the present time several non-conforming industrial and commercial uses are sprinkled throughout the residential area. These in themselves are blighting influences and deterrents to any rehabilitation or new development. They also generate much truck traffic on what would otherwise be local neighborhood streets, creating safety and noise problems. The presence of the large railroad yard where all of Boise's switching activity takes place is also a blighting influence on the neighborhood. The continual 24-hour noise is disturbing to area residents as well as to guests in many of Boise's downtown hotels which are just north of the yard. The numerous tracks encountered on all streets at the northern edge of the project area slow traffic and discourage pedestrian and bicycle access to the downtown area.

Concentrations of commercial activity have developed along the major north-south arterials, Capitol and Americana Boulevards, but have lacked any overall planning. This has
led to the typical auto-oriented, scattered building site arrangement, with each store acting as a separate unit rather than a planned shopping area. This contributes greatly to the under-utilization of land which exists throughout the entire area.

CIRCULATION PROBLEMS

Because of the River Street area's central location, traffic and circulation considerations have been a major concern throughout the course of this study. The expanding needs for good access to and through the Central Business District have put the project area under intense pressure to provide expanded and new right-of-ways. This is especially true of the so-called Myrtle Street Extension which is now under location study. The uncertainty created by this proposed through-way has been a major factor in the area's stagnation over the past several years.

At the present time the neighborhood is somewhat cut off from its surrounding amenities by major traffic arterials. With the rail yard and Front Street to the north, River Street to the south, Capitol Boulevard to the east, and Americana Boulevard to the west, there is no safe or easy access to outlying areas. The traffic on River Street has also separated and created hazardous conditions for the neighborhood. High speed through-traffic on the local neighborhood streets is also a problem. This, along with sidewalks which are in poor repair or sometimes non-existent, and few pedestrian crosswalks with signing, has hampered pedestrian movement within the neighborhood to schools, the Post Office, local shopping, and the new Public Library. No public transit routes pass through the residential core of the area, making it difficult for low-income and elderly residents, who oftentimes do not own their own automobiles, to reach employment opportunities, health care, and other social service facilities in outlying areas.
HOUSING CONDITIONS IN RIVER STREET

River Street's most pressing and immediately felt problem is the lack of adequate housing of all types and costs. The existing housing stock, most of which is over 50 years old, has undergone significant change in the past two decades, with almost no new units constructed during this period. Like any deteriorating neighborhood, there are a number of contributing factors responsible for the area's decay. Principle among these factors in the River Street area are:

A concentration of low-income, elderly, and minority residents in an older deteriorating neighborhood, and the stigma associated with such an area (see Table 2).

A high percentage of renter-occupied units (see Table 3).

A low tendency on the part of landlords to maintain or reinvest in their properties. This is due mainly to the uncertainty as to the direction in which the neighborhood is to develop. But in some instances properties have been bought solely for their speculated future uses, with no intention of maintaining the existing housing.

Low-income occupants are unable or unwilling (due to financial constraints or the uncertainty of the area) to give needed maintenance and care to their homes and yards.

New housing development on many of the vacant land parcels has been hindered by lack of a total commitment for redevelopment of the entire area, uncertainty of proposed highway locations, inadequate utility lines, and unavailability of Federal monies.

There has been a lack of a commitment on the part of City agencies and officials to do their part in reversing the trends in the project area.

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**TABLE 2**

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<tr>
<th>POPULATION CHARACTERISTICS, RIVER STREET VS. BOISE CITY 1970</th>
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<tbody>
<tr>
<td><strong>RIVER STREET</strong></td>
</tr>
<tr>
<td>TOTAL POPULATION</td>
</tr>
<tr>
<td>BLACK</td>
</tr>
<tr>
<td>No.</td>
</tr>
<tr>
<td>%</td>
</tr>
<tr>
<td>UNDER 18</td>
</tr>
<tr>
<td>No.</td>
</tr>
<tr>
<td>%</td>
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<tr>
<td>OVER 62</td>
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<tr>
<td>No.</td>
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<tr>
<td>%</td>
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<tr>
<td>HOUSEHOLD INCOMES</td>
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<tr>
<td>Under $1,000</td>
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<tr>
<td>Under $5,000</td>
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* River Street Housing Analysis, 1969.
The combination of these forces has resulted in a continuing deterioration in the quality and quantity of River Street housing.

SOCIAL SERVICE PROBLEMS

Most of the problems which River Street residents continually mention relating to social services can be attributed to any or all of these four basic problems. They are:

The lack of a neighborhood focal point and community center.

The difficulty of pedestrian access to the surrounding educational, cultural, and recreational amenities from the residential area.

The lack of outreach, awareness, involvement, and accessibility to programs designed to assist the low-income.

Limitations of existing services and lack of more appropriate services designed to meet the needs of the low-income residents.

These problems are all interrelated and are not limited solely to the River Street neighborhood. Once resolved, they will benefit the entire City.

<table>
<thead>
<tr>
<th></th>
<th>RIVER STREET</th>
<th>BOISE CITY</th>
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<tbody>
<tr>
<td>TOTAL NUMBER OF UNITS</td>
<td>243</td>
<td>25,987</td>
</tr>
<tr>
<td>OWNER OCCUPIED</td>
<td>27%</td>
<td>65%</td>
</tr>
<tr>
<td>RENTER OCCUPIED</td>
<td>73%</td>
<td>35%</td>
</tr>
<tr>
<td>AVERAGE VALUE, OWNER OCCUPIED</td>
<td>$11,875</td>
<td>$18,000</td>
</tr>
<tr>
<td>AVERAGE MONTHLY RENT, RENTER OCCUPIED</td>
<td>$56</td>
<td>$93</td>
</tr>
<tr>
<td>HOUSING LACKING SOME OR ALL PLUMBING FACILITIES</td>
<td>No. 43</td>
<td>579</td>
</tr>
<tr>
<td>%</td>
<td>17.6%</td>
<td>2.2%</td>
</tr>
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The following section of this study outlines general development goals and specific recommendations and their details. Recommendations are subdivided into eight general topic areas: Land Use, Circulation, Housing, Social Services, Commercial, Industrial, Utilities and Public Works, and Implementation.
The River Street project area has been plagued in recent years by controversy as to whether the area should develop primarily residential, commercial, or light industrial. In resolving this question it is important to examine not only the make-up of the existing project area but also the adjacent areas and the trends of the entire city. One analysis is to look at the four quadrants that surround the intersection of Capitol Boulevard and the Boise River. We find that Julia Davis Park, Boise State College, and Ann Morrison Park are all major activity centers and assets to the City of Boise, but in the fourth quadrant, River Street lies in a period of transition not greatly contributing to its surrounding assets or to the city itself. In other words, the project area has not reached the potential that it is capable of.

In looking to River Street's highest and best use, the primary consideration involves the area's location. It is situated between the growing Central Business District and the Boise River, and is bordered on the east and south sides by Boise's major parks, Julia Davis and Ann Morrison. Besides these natural amenities, the area houses the new Public Library and is adjacent to Boise State College, Link's School of Business, Boise Art Gallery, Idaho State Historical Museum, and the soon to be built Morrison Performing Arts Center. All of these facilities as well as the parks and the river rely on people and make a strong case for residential development. Other considerations are as follows:

The River Street area has historically been a residential area and the center of the area is still predominantly residential.

River Street residents have continually expressed their desire to remain in the River Street area. This has been documented in countless meetings as well as in two surveys (River Street Housing Analysis and River Street Area Housing Survey).

The Central Business District, north of the project area, is well established and will remain the focal point of commercial activity in the downtown area.
Commercial and light industrial interests have favored the project area as a service and warehouse area, serving the needs of the central city.

Up until 1969 River Street was zoned primarily industrial. Prior to this and currently, no substantial trends of new industrial development have taken place. Commercial growth trends have also been minimal except around the K-Mart shopping area.

Large industrial parks are developing near the Boise Airport and the I-80 - Franklin Road intersection and are well suited to meet the needs of expanding industrial development.

The history of cities has shown that decay of Central Business Districts has started with outward migration and deterioration in inner-city residential areas. One of the first steps in guaranteeing the success of downtown Boise is to downplay suburbanization by rebuilding inner-city neighborhoods.

All up-to-date professional planning has recommended that River Street be strengthened as a residential neighborhood. This is documented in the Gruen Associates' General Development Guide, Environmental Planning Group's A General Neighborhood Plan, and the Ada Council of Governments' Boise Neighborhood Analysis. As important is the Land Utilization and Marketability Study prepared by Larry Smith and Company for the River Street project area. It recommended that "The most suitable use for the project area is housing."

From this information it is the Design Team's belief that the River Street project area is a scarce and unique commodity to the City of Boise and should be conserved, primarily as inner-city residential land. Consideration should also be given to the area for special purpose potentials that would serve the central city. Besides increased residential land, the accompanying land use map includes expanded areas for commercial and recreational development and areas to support existing light industrial uses. Increases in residential,
commercial, and recreation land have come at the expense of industrial land which has been generally de-emphasized.

Some zoning changes are recommended that will lead to more orderly growth and development of the project area. As outlined in the land use map, they are:

A - approximately 2.0 acres from R3D to C2D because of isolation that will be experienced from the proposed 15th Street Couplet.

B - approximately 10.5 acres from M1D to R3D to restore and extend the residential neighborhood to its natural boundary, the Union Pacific property.

C - approximately 3.5 acres from C2D to R3D to expand residential development.

D - approximately 15 acres from M1D to C2D to enhance compatible development around the proposed historic-specialty district and the new Library. A special H zone should be established for the historic district.

E - approximately 3 acres from M1D to A to preserve the Forest Service land along the Boise River for future public use.
VEHICULAR MOVEMENT

The primary consideration in making circulation proposals for the project area has been the concept of not dividing or further isolating the area and of opening up the neighborhood toward its greatest amenity, the Boise River. In responding to this, major urban arterials have been located at the natural edges of the project area, leaving the neighborhood free to develop toward the river.

Interstate Extension

The proposed Myrtle Street Extension, or Chinden Boulevard-Broadway Avenue corridor system, is intended to relieve current and future traffic from the Main-Fairview couplet which is becoming congested. It is anticipated that the proposed system would be a high-volume, limited-access facility that would facilitate rapid entry and exit by way of Interstate 80 to and through the city center.

The Design Team recommends that such a facility be located on the northern edge of the project area paralleling the Central Business District and the Union Pacific's Barber Spur line. Such a facility would call for the utilization and extension of Front Street to Broadway Avenue for westbound traffic. Eastbound traffic would occupy a new 80-foot right-of-way on the Union Pacific property directly south of Front Street, running from Americana Boulevard to Broadway Avenue. The reasons for selecting this route, called the Front Street Couplet, are as follows:

It does not divide or further isolate the River Street or Myrtle Street neighborhoods.

It keeps the disruption of the business and residential community to a minimum.

It allows direct access to and through the Central Business District, as well as providing a pleasant entryway into the city.
It takes advantage of the large Union Pacific Barber Spur right-of-way without discontinuing railroad service. Usage trends indicate that railroad volumes on the spur are declining and will continue to do so. (See industrial section)

It allows for the continuation of small north-south railroad branch spurs.

It does not reduce the City's tax base.

It would take advantage of the well-established automotive servicing center along the Front-Grove couplet.

It does not affect the potentials of developing the South 8th Street warehouse area into a specialty shopping district.

It does not have a damaging environmental effect on Julia Davis Park.

It would allow easier pedestrian and bicycle crossover.

It would avoid the under-utilization of a narrow strip of land that would be created if a separated roadway was built.

One disadvantage of this location is its cost. It is anticipated that because Myrtle Street will not be used, extra costs will be incurred. But costs alone should not necessitate the system's location. Rather, sound long-range planning must prevail, which realizes that the Interstate connection will be significant in shaping the city center. Good design of this major urban arterial will also involve added costs if innovative plans such as direct vehicle ramps to downtown parking, considerations for future mass transportation, and pedestrian-bicycle crossings are implemented.

Principal Arterials

Complete 15th and 16th Street couplet system.
Complete Capitol Boulevard and 9th Street couplet system, including new 9th Street Bridge.

Collectors

Upgrade South 11th and South 13th Streets and Shoreline Drive from Americana Boulevard to South 13th. Realign River Street from South 9th Street to Capitol Boulevard by way of Battery Street.

Local Access

All other streets except those that are listed for closure are to remain as local access streets providing direct access to abutting land.

Street Vacations

An excess of local streets exists in the project area because of antiquated street platting. These streets should be vacated to assist neighborhood potentials and development.

Shoreline Drive (from Ash Street to Capitol Boulevard) - for Greenbelt use.

Old River Street - for land assembly and residential development.

Ash Street (near Pioneer Park) - for the expansion of Pioneer Park and to reduce through traffic. (from River Street to Shoreline Drive) - for land assembly and residential development. This segment of Ash should only be vacated if alternative access to the Boise River is available by way of Pioneer Street.

Spa Street - for additional commercial parking space and land assembly.

South 8th Street (from the proposed Front Couplet to Broad Street) - to minimize through traffic on South 8th
Street. This vacation should not interfere with the proposed South 8th Street pedestrian path.

River Street (from South 13th Street to Ash Street) - this closure will eliminate through vehicle traffic which has separated and created hazardous conditions to the neighborhood. It will facilitate residential development and open the area up towards the Boise River. This vacation could only be implemented once the Front Coup-let was completed.

PEDESTRIAN-BICYCLE MOVEMENT

Due to River Street's proximity to the Central Business District, local shopping, the Boise River, major city parks, and the adjacent educational and cultural facilities, a strong pedestrian-bicycle network is essential to the success of the residential neighborhood. It is anticipated that walking will be the prime form of transportation for residents of the neighborhood. Bicycle movement through the project area is also increasing and an origin-destination study conducted for the Boise Bikeway Plan showed that most bikers would cross the area in getting to downtown, Boise State College, Ann Morrison or Julia Davis Parks. To meet these needs three major pathways have been recommended.

Pioneer Walk

This route establishes a major pedestrian-bicycle spine through the center of the project area. It would link the Central Business District, neighborhood facilities, residential area, Boise River and Ann Morrison Park. The walk would utilize the twenty-foot right-of-way of existing Pioneer Street and would only require a small portion of land to connect it to the Boise River. The existing Pioneer Street alignment is such that its northeasternly direction takes it directly from the downtown redevelopment area to a point midway on the Boise River between the two existing bridges. This would make an excellent crossing point for a footbridge to Ann Morrison Park.