Valley County
Pathways
Concept Master Plan

August 15, 2005

Prepared by the Valley County Pathways Committee
Steve Stuebner, Chairman
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Executive Summary

What is the urgency for creating a Valley County Pathway System?

Since Tamarack Resort was fully permitted and authorized to begin development in 2003, real estate development around the resort area and in Valley County in general has been sprouting at a frenetic pace. The building boom is happening from McCall to Cascade, and the formerly sleepy town of Donnelly is in the epicenter, with numerous projects now under construction and more on the way.

The Valley County Pathways Committee has developed a concept master plan to present to the Valley County Planning & Zoning Commission in a timely fashion, knowing that new developments present new opportunities to develop existing and new pathway corridors. If the Valley County P&Z agrees with the Pathway Committee’s vision, we must act now to reserve key pathway corridors before they are bulldozed or paved over. As new subdivisions and other developments come before the P&Z Commission, the county can require project sponsors to provide an easement along key pathway corridors and encourage them to develop pathways prior to approving a project.

Purpose and Need

Why is it important for Valley County to develop a valley-wide pathway system?

Research and experience related to existing pedestrian pathway and greenway systems across the United States indicate that pathways create multiple public benefits.

Pathways:

- Create new opportunities for recreation and for people to commute to work or shopping areas without using fossil fuels.
- Boost local economies.
- Provide transportation links to culturally or historically valuable areas.
- Tie together parks, schools, waterways and communities.
- Create opportunities for people to improve physical fitness and healthy lifestyles.
- Enhance a community’s quality of life.
- Preserve open space corridors.

The 2000 Leisure Travel and Recreation Study¹, performed for the Idaho Department of Parks and Recreation, shows that hiking, horseback riding, mountain biking and cross-country skiing are among the most important recreation pursuits by residents and non-residents. The 2002 Idaho Outdoor Recreation Survey² shows that Idaho residents enjoy hiking and biking more than any other recreation activities. Clearly, there is strong public demand from residents and non-residents for the type of recreation opportunities that will be accessible to the public via the Valley County Pathways System.

² Ibid.
The chart compares data collected from the 1987 Pacific Northwest Outdoor Recreation Survey and the 2002 Idaho Outdoor Recreation Survey. Both surveys asked similar questions and were conducted in similar manner.
Identification of Pathway Corridors

The Valley County Pathways Committee has identified a number of proposed pathway corridors in Long Valley that could create an outstanding linked pathway system in Long Valley. The proposed corridors are preliminary, and more field work is needed to meet with adjacent landowners and neighbors to gauge public support and identify any issues or concerns.

- **Old Railroad Right of Way** – The Old Union Pacific Railroad Right of Way affords Valley County an opportunity to develop the longest pathway in Long Valley that wouldn’t be adjacent to a road or highway. This is critical because it will provide recreationists with a nice pathway corridor away from motorized vehicles in a quiet setting.

- **Shoreline of Lake Cascade** – There is great potential to develop pathway sections around Lake Cascade for two reasons: 1) The Bureau of Reclamation, a federal agency that manages the reservoir, owns more than 50 percent of the property around the lake, and the Boise National Forest owns substantial portions of the southwest corner of the lake; 2) The BOR is supportive of developing a pathway around Lake Cascade from a policy level. In its 2002 Resource Management Plan for Lake Cascade, the BOR recommends Recreation Objective 2.10.3: “Seek opportunities to link trail segments over time into a contiguous system that stretches completely around the reservoir (Lake Cascade RMP, Page 5-36).”

- **Farm to Market Road** – Farm to Market Road between McCall and Donnelly is a popular and scenic bicycle route. It provides access to many private homes along the road, the Jug Mountain Ranch development (325 home sites), Roseberry and several other historic sites. Because Farm to Market Road is a key access route to areas with public trails, such as in Jug Mountain Ranch, and to historic sites, it makes sense to study this corridor as a place for a detached pathway on the east or west side of the existing road.

- **West Mountain Road** – The Valley County Pathways Committee has contemplated the need to develop a multiple-use pathway (i.e. open to motorized travel) between Donnelly and McCall. West Mountain Road seems to be the most logical choice for a motorized pathway corridor because it would provide a close link to No Business Saddle and Red Ridge, where there are additional motorized trails on National Forest land.

- **East Roseberry Road** – Either striped bike lanes or a detached pathway should be developed between Donnelly and the historic town of Roseberry on Roseberry Road. Because of the existing popularity of Farm to Market Road as a bicycle destination, and the potential to develop a loop system between Farm to Market Road and the old RR ROW back to McCall, East Roseberry Road should receive priority for funding and development.

- **West Roseberry Road** – Either striped bike lanes or a detached pathway should be developed between Donnelly and the junction of Roseberry and Norwood, connecting to the future extension of West Roseberry to Tamarack Falls.

- **East Lake Fork Road** – Existing bike lanes have been striped between Jug Mountain Ranch and Lake Fork on East Lake Fork Road. If this road becomes a major collector, it would make sense to widen the bike lanes or work on developing a detached pathway on this section of road.
West Lake Fork Road – It may make sense to work toward striped bike lanes or a detached pathway on West Lake Fork Road in the event that the old RR ROW is developed into a pathway from Donnelly to McCall. This would allow cyclists to travel out to Lake Fork either on the old RR ROW or on Farm to Market Road, and then loop back to town.

Old State Highway – South of the Gold Fork Arm, the Valley County Road & Bridge Department plans on getting a 100-foot right of way along Old State Highway between Kantola Lane and points north to the point where the highway goes into the Gold Fork Arm of the reservoir. This right of way will allow for a detached pathway on Old State Highway in the future.

Kantola Lane/Day Star/West 4 – Kantola Lane will become a major transportation corridor, a “collector,” as the primary entrance to The Reserve at Lake Cascade. Day Star Lane, on the north boundary of the development, will become another major road corridor with a 100-foot ROW. And West 4 also will become a major collector to serve existing neighborhoods and new developments. The Pathways Committee recommends that the county should develop a detached pathway on Day Star Lane to connect to Old State Highway, then to either West 4 or Kantola as a bike lane loop for local residents in the future. Further, the committee believes that the county should develop detached pathways along Day Star Lane on the south side of the road, on the east side of Old State Highway, and on the south side of West 4 so that the pathways run alongside new developments.

Day Star/Homer/Beverly – As Day Star turns south, the pathway committee recommends a detached pathway continuing on the east side of Day Star. Where Day Star connects with Homer, the detached pathway should continue on the south side of Homer to Beverly, and then on the east side of Beverly.

Norwood Lane – If the RR ROW corridor does not pan out as a regional pathway corridor, Norwood is expected to become another major collector road between McCall and Donnelly in the middle of the valley. This road would become a good alternative to the RR ROW corridor if the need arises, and if it doesn’t, then Norwood may be close enough to the RR ROW that new developments proposed in this area should be required to develop connecting pathways or bike lanes at minimum.

North Fork Payette River – In the vicinity of Smiley Lane and Hartsell Bridge, the North Fork of the Payette River is bounded by several large tracts of BLM land and one tract of state land. If it is possible to develop pathways on either side of the river in this area, that may connect to the future pathway on West Mountain Road, that would be an appropriate long-term goal for the regional pathway system.

Cabarton Road – Cabarton Road is a rural scenic byway from points south of Cascade to Clear Creek. A detached pathway on Cabarton Road south of Cascade would make sense because it is a very scenic corridor that eventually runs along the Payette River.

Other regional corridors will emerge as Long Valley becomes developed for housing and commercial development. The Valley County Pathways Committee and Valley County government should watch for these developments and amend the pathways concept master plan accordingly to follow growth.
Goals

The following is a list of goals that will help our communities achieve an overarching goal of establishing a viable and enduring Valley County Pathways System in a timely manner:

Goal 1. The Valley County Planning and Zoning Department should adopt the Valley County Pathways Concept Master Plan and incorporate its goals and proposed pathway corridors into the Valley County Comprehensive Plan. The plan should create a priority system for developing Class I (detached pathways) and Class II pathways (bike lanes).

Goal 2. The Valley County Pathways Committee should work with Valley County government to determine how to pay for the acquisition of easements, fund the development of new pathways and provide regular financial support for pathway maintenance. See next section on “Funding Opportunities for Pathways.”

Goal 3. The Valley County Planning and Zoning Department should require individuals and developers who propose new developments and subdivisions to blend their proposals into the vision for a valley-wide pathways system.

Goal 4. The Valley County Planning and Zoning Commission should obtain pathway right of way easements from new developments in cases where the development overlies key pathway corridors. Such easements should be held by Valley County government.

Goal 5. The Valley County Planning and Zoning Department should require individuals and developers who are creating new subdivisions or other developments to develop finished pathways. If a new, benevolent developer chooses to build a finished pathway, following the desired statewide pathway standards, they should receive development credits in some fashion to compensate them for contributing to the valley-wide pathway system.

Goal 6. The Valley County Pathways Committee should work with the Valley County Road and Bridge Department to collaboratively look for opportunities to incorporate pedestrian and bicycling facilities into the design of road and bridge projects in areas where regional pathways are proposed and elsewhere.

Goal 7. The Valley County Pathways Committee should work with existing landowners and subdivision owners to obtain temporary access agreements to key pathway corridors in high-priority areas. These negotiations need to be done in a way that respects landowners’ private property rights.

Goal 8. In new development areas where potential links to the regional valley-wide pathway system can be established, developers should be strongly encouraged to create neighborhood pathways, bike lanes and/or sidewalks to encourage and accommodate safe pedestrian travel to regional pathways.

Goal 9. The Valley County Pathways Committee should work in a collaborate fashion with the Valley County Road and Bridge Department, Valley County schools, city governments and state
parks to increase communication about the potential for developing pathways to create safe routes to schools and parks.

**Goal 10.** Valley County should create a program to provide regular maintenance, sweeping, pavement repairs, striping and signs along pathways and bike lanes.

**Goal 11.** The Valley County Pathways Committee should ensure that pathway master plans developed for the cities of McCall, Donnelly and Cascade and Valley County are consistent and in synch with each other and the Valley County Pathway Master Plan.

**Goal 12.** The Valley County Pathways Committee should develop a design standard for pathway signage and develop a system of signs that maintain a consistent character and design. Such signs should be placed throughout the pathway system as it is developed.

**Goal 13.** The Valley County Pathways Committee should develop a map and brochure of the Valley County Pathway System in the early stages of development, and update the map over time, as needed, to keep it current.
Recommended Implementation Schedule

Highest-priority projects

- Work with Idaho Power Co. and adjacent landowners to obtain an easement on the old Railroad ROW from the River Ranch subdivision south of McCall to the city of Donnelly.
- Work with developers at The Reserve at Lake Cascade to support the acquisition of a public easement on the old RR ROW as it runs north-south through the private open space development. Additionally, the county should work plan Class I pathways on the south side of Day Star Lane and on the north side of Kantola Lane to connect with a separate pathway on Old State Highway. The pathways committee intends to work with the developers of Gold Fork Bay Village, Songbird and others to work on a Class I pathway to Idaho Highway 55 and portions of the old RR ROW.
- Develop short-term priority pathway sections identified in the Bureau of Reclamation’s 2002 Resource Management Plan. Four particular pathway segments are identified in the RMP:
  - Tamarack Falls to Osprey Point Group Use Camp Site.
  - North Fork arm of Lake Cascade near West Mountain Road.
  - Develop a loop system starting from the Sugarloaf boat ramp and campground and running around the Sugarloaf peninsula.
  - Van Wyck Park to the southern tip of Lake Cascade.
- In the area bordering Lake Cascade to the south of the Gold Fork arm of Lake Cascade, convert the old RR ROW into a public pathway corridor through obtaining easements from new developments, negotiating access agreements from existing rural landowners, and negotiating access agreements from BOR agricultural lessees.
- In the area north of the Gold Fork arm of Lake Cascade, between Wagon Wheel/SISCRA and the city of Donnelly, convert the old RR ROW into a public pathway corridor through obtaining easements from new developments and negotiating access agreements with existing subdivision owners and rural landowners.
- Connect Whitetail Greenbelt with West Mountain Road Pathway Corridor.
- Fund an engineering study to determine how to complete a public pathway around Payette Lake.
- Develop detached pathways between the city of Donnelly and Tamarack Falls on West Roseberry Road. As soon as possible, the county should determine the feasibility of locating a detached pathway on the north or south side of West Roseberry.
- Develop additional pathway projects along West Mountain Road on BOR and USFS land between Osprey Point and the southern end of Lake Cascade.
- Negotiate access agreements with various private landowners and subdivisions along the old RR ROW between Kantola Lane and the Crown Point Rail-Trail on BOR land near Cascade Dam.
- Look for opportunities to develop detached pathways on county roadways leading to national forest lands.
- Develop a detached pathway along Cabarton Road from Clear Creek to the city of Cascade.
Valley County Pathways Concept Master Plan

Vision Statement

A north-south pathway system in Long Valley would seek to connect the communities of McCall, Donnelly, Lake Fork and Cascade, complete a pathway around Payette Lake, and establish a pathway corridor around Lake Cascade. To the maximum extent possible, the Valley County Pathway System would connect valley trails to community and neighborhood pathway networks, tourism amenities and services, parks, schools, natural areas, and national forest roads and trails.

See Pathway Vision Map, Attachment A

Mission Statement

The Valley County Pathways Committee developed the following mission statement for the valley-wide pathway system:

To create a north-south pathway system in Long Valley that links communities and fosters the development of pathway corridors along scenic transportation routes and our most prized natural resources, our lakes and rivers. The purpose of establishing a valley-wide pathway system is to enhance alternative transportation routes, tourism and recreation, economic development, and public health and safety.

Introduction: History and background

In July of 2004, a citizens group formed the Valley County Pathways Committee. For many years, people from different areas in Long Valley have thought about the potential of developing a valley-wide pathway system that could be used for walking, biking, running, roller-blading, horseback riding, commuting, cross-country skiing and snowmobiling. Most of this effort was focused in McCall. The Valley County Pathways Committee created an organization that would make a pathways system possible throughout the Long Valley region.

In traveling around the West, our committee members have experienced world-class pathway systems in Boise, Sun Valley, Coeur d’Alene, Spokane, Seattle, Summit County, Colorado and many other locations. We sense that a pathway system in Valley County would benefit our area in a similar way that these pathways have benefited their communities, in terms of creating safe and convenient pedestrian travel corridors, new recreation areas, a catalyst for economic development and more. The Long Valley area is well-endowed with a number of potential
pathway corridors that appear to be feasible to develop into a valley-wide pathway system. However, we know that rapid residential and commercial development is booming throughout the valley, and that time is of the essence to reserve and develop strategic pathway corridors before they are lost. As a committee, we believe that Long Valley is one of the most beautiful places on earth, and as our economy flourishes and growth occurs, we owe it to our community and our grandchildren to seize the moment and develop a first-class pathway system that reflects our world-class setting.

To realize the goal of our vision statement, our committee believes that the first logical step in the process is to develop a concept master plan for a valley-wide pathway system. The concept master plan provides a blueprint for local government to use in future planning decisions related to new development and the creation and preservation of pathway corridors.

The Valley County Pathways Concept Master Plan is intended to dovetail with the City of McCall’s new master plan for biking and pedestrian pathways. The City of McCall has been working on developing a pathways network for over 10 years. A number of pathway segments have been built in the city limits, and the city’s master plan calls for linking those pathway segments into a unified pathway system. Under the fine leadership of Jug Mountain Ranch resident Shannon Munson, the McCall Pathways Committee has developed a new pathways map and brochure that describes the vision for the future (See Attachment B). Several important aspects of McCall’s master plan lie outside the city limits, such as a planned pathway around Payette Lake. The county’s plan needs to address this project to fulfill the dreams of dedicated citizens who worked long and hard to get the pathway started around the lake.

A couple enjoys the McCall pathway near Deinhard Lane.

The Valley County Pathways master plan also is designed to dovetail with a new master plan endorsed in August by the Donnelly City Council for the Donnelly community. The city of Donnelly is an important terminal point in the valley on the northern end of Lake Cascade, where the old railroad right of way passes through, and where connections to Roseberry and Tamarack Resort need to occur.

We anticipate that the City of Cascade will develop a pathways master plan in the near future.
Purpose and Need

Why is it important for Valley County to develop a valley-wide pathway system?

Research and experience related to existing pedestrian pathway and greenway systems across the United States indicate that pathways create multiple public benefits.

Pathways:
- Create new opportunities for recreation and for people to commute to work or shopping areas without using fossil fuels.
- Boost local economies.
- Provide transportation links to culturally or historically valuable areas.
- Tie together parks, schools, waterways and communities.
- Create opportunities for people to improve physical fitness and healthy lifestyles.
- Enhance a community’s quality of life.
- Preserve open space corridors.

1. Create new pathways for recreation and for people to commute to work or shopping areas without using fossil fuels. New pathways not only create new convenient places for people to recreate, but they also provide a safer transportation corridor apart from streets and highways for people to travel by foot or bicycle to school, work or to community centers where they may need to shop, conduct business or visit friends and family.

2. Boost local economies. Communities that have developed significant pathway systems have realized many economic benefits. Short-term economic benefits include trail-related design, engineering and construction jobs, followed by increases in travel and tourism, hotel services, bed and breakfast establishments, and retail services such as restaurants, ice cream shops, and bicycle rental and repair shops.³

Across the United States, pathways and greenways are stimulating tourism and recreation-related spending. In the months following the opening of the Mineral Belt Trail in Leadville, Colo., the city reported a 19 percent increase in sales tax revenues.

The Great Allegheny Passage trail in Pennsylvania generated a positive economic impact of $14 million a year, according to a 1998 study, even though the trail was only half-completed at the time.¹

The Mineral Wells to Weatherford Rail-Trail near Dallas, Texas, draws about 300,000 people annually and creates local revenues of $2 million a year, according to the National Transportation Enhancements Clearinghouse in 1999.

The Summit County (Colorado) Recreational Pathway System draws more than 500,000 visitors per year. An economic survey of Summit County pathway users showed that visitors generated $4.3 million in direct benefits to Summit County per year.

The 70-mile Trail of the Coeur d'Alenes between the Idaho-Montana border and Heyburn State Park near Plummer attracted at least 87,000 visitors in 2004, the first full year of operation, according to the Idaho Department of Parks and Recreation. New businesses have sprouted such as two bike shops, and business activity has increased according to hotel and restaurant owners in the Silver Valley.²

At the root level, pathway systems serve as the bedrock of tourism and travel business in a local community. They create transportation links between hotels, shops, restaurants, recreation areas, scenic areas and parks. They create safe, convenient places for hotel guests to go hiking, biking and sight-seeing right outside their door. In a place like Valley County, a pathway system on the valley floor creates a place for people to recreate at a beginning level on a user-friendly flat surface. As they develop endurance and skills, they may venture onto national forest trails, and discover a whole new experience.

3. Provide transportation links to culturally or historically valuable areas. If pathway corridors were established between McCall and Cascade, and between Donnelly and Roseberry, there would be opportunities to create an interpretive historical tour of the valley, educating pathway visitors about the history of Long Valley from the standpoint of Native American occupation, the fur trapping era with Francois Payette, early white settlement by Thomas McCall and Finnish emigrants, and other pertinent information. Visitors will be drawn to the historic community of Roseberry to learn more details about our local history.

4. Tie together parks, waterways and communities. Our committee’s vision seeks to connect Valley County communities such as McCall, Lake Fork, Donnelly, Cascade and Roseberry, and other neighborhoods around the valley such as Blackhawk Ranch, Jug Mountain Ranch and Tamarack Resort. The notion of linking our communities by pedestrian pathways can only be a positive thing. Linking the places where we live, work, learn and play with pathways is a crucial element in our nation’s effort to build safer, healthier, more livable communities.

² Personal communication, Bill Scudder, Park Manager, Cataldo State Park, and supervisor of the Trail of the Coeur d’Aelines, in Cataldo, Idaho, July 5, 2005.
Pathways reconnect us to our neighbors by creating common ground for social interaction. They reconnect us to our families by providing safe and healthy recreation areas for children, parents and grandparents. Pathways also can create safe routes to schools so children and their parents can commute to school in a safe environment away from busy streets and highways. Trails reconnect us to nature by giving us access to green space for recreation and relaxation.

5. **Create opportunities for people to improve physical fitness and healthy lifestyles.**
Pathways create healthy recreation and transportation opportunities by providing people of all ages with attractive, safe, accessible and low- or no-cost places to cycle, walk, hike, jog or skate. If pathways are located close to communities, they make it convenient for people to incorporate exercise into their daily routines. National trends show that Americans are increasingly becoming obese and suffer from health problems related to physical inactivity. The U.S. Department of Health and Human Services (HHS) estimated 129.6 million Americans, or 64 percent, are overweight or obese, which has been shown to increase the risk for developing heart disease, type 2 diabetes, some forms of cancer, and other disabling medical conditions. The Surgeon General recommends moderate physical activity – 30 minutes a day, five days a week – to combat the threat of diseases from obesity. Pathways provide a place for people to get regular exercise through walking the dog, commuting to work, walking to town and biking to school. Individuals must choose to exercise, but communities can make that choice easier by providing attractive and safe networks of sidewalks, bikeways and trails for people to use.

6. **Enhance a community’s quality of life.** How people gauge their quality of life can be a subjective thing. But most national surveys show that communities with pathway networks have a higher quality of life profile than those without pathways. Quality of Life indices usually include things like education, employment, environment, health, human rights, income, infrastructure, public safety and recreation. If people have the option of accessing a pathway network near their home, and the pathway provides an opportunity for recreation and fitness, and gives them the option of walking or cycling to work instead of driving, they feel that their quality of life has been enhanced by having access to pathways. Parents who can send their kids to school on pathways feel their quality of life has been enhanced by not having to drive their kids to school, and knowing that their children will arrive to school safely.

7. **Preserve open space corridors.** By creating pathway corridors, communities protect ribbons of open space that can also provide benefits to wildlife and the natural environment. While these benefits would not be the principal aim of the Valley County Pathways Committee, ribbons of open space that would be preserved through the creation of pathway corridors would be an ancillary benefit.

**What is the urgency for creating a Valley County Pathway System?**

Since Tamarack Resort was fully permitted and authorized to begin development in 2003, real estate development around the resort area and in Valley County in general has been sprouting at a frenetic pace. The number of building permits issued in Valley County in 2004 soared 30
percent from 459 in 2003 to 589. The number of building permits issued in the city of McCall nearly tripled between 2002 and 2004, from 124 to 356, according to the McCall Star-News. The building boom is happening from McCall to Cascade, and the formerly sleepy town of Donnelly is in the epicenter, with numerous projects now under construction and more on the way. The building boom has created numerous construction jobs, and it has created new economic vitality in the valley. This is positive news for everyone involved.

The Valley County Pathways Committee has been working hard to develop a concept master plan to present to the Valley County Planning & Zoning Commission in a timely fashion, knowing that new developments present new opportunities to develop existing and new pathway corridors. If the Valley County P&Z agrees with the Pathway Committee’s vision, we must act now to reserve key pathway corridors before they are bulldozed or paved over. As new subdivisions and other developments come before the P&Z Commission, the county can require project sponsors to provide an easement along key pathway corridors prior to approving a project.

Some developers will voluntarily reserve easements and pave pathways as part of their subdivision because they know it is a valuable amenity that will help sell homes and lots and elevate home values. Other developers may not want to invest in paving a pathway segment, but as long as the county reserves an easement in a key pathway corridor, the county and the pathways committee can work together to find ways to finance the development (see pathway funding options, page 25).

Other new developments proposed in Valley County may not necessarily overlie key pathway corridors, but they may present strategic opportunities for creating safe routes to schools, building links to nearby national forest lands or some other strategic value. Street-side bike lanes or sidewalks may suffice in these types of developments.

The bottom line is that the Valley County Pathways Committee will try to equip Valley County P&Z with a strategy that will allow development to move forward, while at the same time, add value to the county’s infrastructure in the form of new pathway corridors and pathway segments.

**Public outreach/Public opinion regarding a Valley County pathway system**

The Valley County Pathways Committee held a public open house in McCall in October to gauge public opinion about a Valley County pathways system. About 50 people attended the open house, including former members of the McCall Bike Path Committee, government officials and citizens. Everyone without exception was supportive of the pathways initiative. McCall Mayor Kirk Eimers came to the open house and commended our committee for launching the effort. “Keep it going, and give us a blueprint for future development,” Eimers said. “Your timing is perfect.”

Many people echoed Eimers’ sentiments. Former Valley County Commission Chairman Terry Gestin attended and told us that our timing was crucial – because of the rapid growth in the area. New Valley County Commissioner Frank Eld also attended and presented the same message. After being elected to his first term, Commissioner Eld has indicated that it is one of his top
priorities to develop pathways in Valley County. Commissioners Tom Kerr and Phil Davis also have expressed support for a Valley County Pathways System. All three commissioners voted to endorse a proposed 3-mile pathway $650,000 grant project from Tamarack Falls to West Mountain Campground. Valley County was the project sponsor.

**More public surveys regarding pathway projects.** Last year, the Idaho Department of Parks and Recreation conducted a public needs assessment through regional focus groups as part of Idaho's Statewide Comprehensive Outdoor Recreation and Tourism Plan. The goal of the public needs assessment was to determine key recreation issues of importance and reveal issues related to unmet community recreation needs around the state. The study found that the third-highest issue identified by focus groups was the "need for more accessible public open spaces with trail connectivity to be included in urban planning."

The 2000 Leisure Travel and Recreation Study, performed for the Idaho Department of Parks and Recreation, shows that hiking, horseback riding, mountain biking and cross-country skiing are among the most important recreation pursuits by residents and non-residents. The 2002 Idaho Outdoor Recreation Survey shows that Idaho residents enjoy hiking and biking more than any other recreation activities. Clearly, there is strong public demand from residents and non-residents for the type of recreation opportunities that will be accessible to the public via the Valley County Pathways System.

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7 Ibid.
The chart compares data collected from the 1987 Pacific Northwest Outdoor Recreation Survey and the 2002 Idaho Outdoor Recreation Survey. Both surveys asked similar questions and were conducted in similar manner.
Identification of Pathway Corridors

The Valley County Pathways Committee has identified a number of proposed pathway corridors in Long Valley that could create an outstanding linked pathway system in Long Valley. These corridors have been identified through talking with our Valley County neighbors, developers, business officials, county and local government officials. The proposed corridors are preliminary, and more field work is needed to meet with adjacent landowners and neighbors to gauge public support and identify any issues or concerns.

**Old Railroad Right of Way** – The Old Union Pacific Railroad Right of Way affords Valley County an opportunity to develop the longest pathway in Long Valley that wouldn't be adjacent to a road or highway. This is critical because it will provide people with a nice pathway corridor away from motorized vehicles in a quiet setting. Nationwide, more than 11,500 miles of abandoned railroad right of way have been converted into recreation, transportation and greenway corridors since the 1960s. Unfortunately, Union Pacific Railroad closed the old rail line between Cascade and McCall in 1979, four years before Congress passed “rail-banking” legislation that allows local governmental entities and non-profit groups to purchase abandoned railroad sections from railroad companies for the purpose of converting rail lines into trails. The Friends of the Weiser River Trail used rail-banking to acquire 83 miles of rail line between Rubicon and Weiser in the 1990s.

Soon after the line was abandoned, the old Union Pacific line between McCall and Cascade reverted into private ownership in many areas in Long Valley. However, portions of the Old Railroad ROW are still owned by the Bureau of Reclamation around Lake Cascade. Idaho Power Company purchased a 100-foot-wide easement along the Old Railroad ROW between McCall and Donnelly for the potential expansion of power lines in Long Valley. At the present time, IPC is examining a variety of corridors for expanding power lines between McCall and Cascade to 138 KV lines. The Valley County Pathways Committee has been in dialogue with Idaho Power Co. officials to explore the possibility of locating pathways underneath new power lines, and to explore alternatives for power line expansion.

Even though Idaho Power officials have indicated an interest in working with the Valley County Pathways Committee, it still will be essential to discuss the possibility of creating a pathway along the old railroad corridor with adjacent landowners prior to any action taken.

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8 The Rails-to-Trails Conservancy (RTC), a non-profit organization, founded in 1986.
How the Old RR ROW could become part of the pathway system:

- Valley County could negotiate for easements from new developers when they come forth with new subdivision or development proposals before Valley County government.
- Valley County could acquire additional easements of the RR ROW as new funds became available (see funding section beginning on page 25).
- Adjacent landowners could voluntarily provide temporary easements to Valley County government for use of the RR ROW by signing a temporary access agreement. Temporary access agreements remove liability concerns for private landowners, and ensure that pathway sections receive periodic maintenance.
- The Bureau of Reclamation develops new pathway segments on the Old RR ROW on BOR land.
- Idaho Power could work with the Valley County Pathways Committee to locate a pathway between Donnelly and McCall.

Existing development prospects for RR ROW. One section of the Old RR ROW has been developed into a 2.5-mile dirt trail – the Crown Point Rail-Trail, beginning from a campground adjacent to Cascade Dam and heading north. Two additional sections of the RR ROW are slated for development by private developers – approximately 1 mile in the River Ranch area south of McCall, and one mile in a new proposed development called The Reserve at Lake Cascade between Kantola Lane and Day Star Lane.

Lake Cascade – There is great potential to develop pathway sections around Lake Cascade for two reasons: 1) The Bureau of Reclamation, a federal agency that manages the reservoir, owns roughly 65 percent of the property around the lake, and the Boise National Forest owns substantial portions of the southwest corner of the lake, bringing the total public ownership of the lakeshore to approximately 80 percent; 2) The BOR is supportive of developing a pathway around Lake Cascade from a policy level. In its 2002 Resource Management Plan for Lake Cascade, the BOR recommends Recreation Objective 2.10.3: “Seek opportunities to link trail segments over time into a contiguous system that stretches completely around the reservoir (Lake Cascade RMP, Page 5-36).”

The 2002 management plan also recommends the development of public trails in various areas around the lake, including between Tamarack Falls and the Osprey Point Group Use Site on the west side of the lake, and in some areas on the eastern side of the lake.

In January 2005, the Valley County Pathways Committee put together a grant application for developing a three-mile public pathway between Tamarack Falls and West Mountain Campground on a mix of Boise National Forest and BOR land. It does not appear that this
grant application will succeed this year, but it is likely to succeed next year. The BOR also can assist with pathway funding requests through Congress.

Farm to Market Road – Farm to Market Road between McCall and Donnelly is a popular and scenic bicycle route. It provides access to many private homes along the road, the Jug Mountain Ranch development (325 home sites), Roseberry and several other historic sites. Because Farm to Market Road is a key access route to areas with public trails, such as in Jug Mountain Ranch, and to historic sites, it makes sense to study this corridor as a place for a detached pathway on the east or west side of the existing road. When new developments come along that require Valley County to expand the highway right of way to 100 feet, the county may be able to acquire an easement for a detached pathway at the same time. This is likely the most promising prospect for acquiring a pathway easement along Farm to Market Road.

It seems clear that if a pathway can be developed along Farm to Market Road, it would be immensely popular for local residents who may wish to commute to McCall or Donnelly or wherever they work or shop, and to locals and tourists who would use the pathway for recreation outings. If the pathways committee is successful in developing a pathway along the old Railroad Right of Way on the west side of Idaho 55, then we would develop a 30-mile loop system to travel to Roseberry, cross Idaho 55, and return to McCall via the RR ROW. Shorter loops could be accomplished if people went just as far south as Lake Fork Road and crossed Idaho 55 at that juncture.

West Mountain Road – The Valley County Pathways Committee has contemplated the need to develop a multiple-use pathway (i.e. open to motorized travel) between Donnelly and McCall. West Mountain Road seems to be the most logical choice for a motorized pathway corridor because it would provide a close link to No Business Saddle and Red Ridge, where there are additional motorized trails on National Forest land. The motorized concept would need further study and public input, but the committee thought this was worth pursuing because of the high number of residents in Long Valley who ride ATVs, motorcycles or snowmobiles.

Regardless of the motorized issue, a pathway corridor on West Mountain Road makes sense because it would connect the Blackhawk Ranch development to McCall. There are a number of other housing developments likely to occur along West Mountain Road between McCall and Donnelly. If the committee is successful in developing pathways between Tamarack Falls and Tamarack Resort, a pathway on West Mountain Road would provide a key link to Tamarack Resort and trails on the west side of Lake Cascade.

East Roseberry Road – Either striped bike lanes or a detached pathway should be developed between Donnelly and the historic town of Roseberry on Roseberry Road. Because of the existing popularity of Farm to Market road as a bicycle destination, and the potential to develop a loop system between Farm to Market Road and the old RR ROW back to McCall, East Roseberry Road should receive priority for funding and development.
□ **West Roseberry Road** – Ideally, a detached pathway or bike lanes at minimum should be developed between Donnelly and the junction of Roseberry and Norwood, connecting to the future extension of a detached pathway from West Roseberry to Tamarack Falls.

□ **East Lake Fork Road** – Existing bike lanes have been striped between Jug Mountain Ranch and Lake Fork on East Lake Fork Road. If this road becomes a major collector, it would make sense to widen the bike lanes or work on developed a detached pathway on this section of road.

□ **West Lake Fork Road** – It may make sense to work toward striped bike lanes or a detached pathway on West Lake Fork Road in the event that the old RR ROW is developed into a pathway from Donnelly to McCall. This would allow cyclists to travel out to Lake Fork either on the old RR ROW or on Farm to Market Road, and then loop back to town.

□ **Old State Highway** – South of the Gold Fork Arm, the Valley County Road & Bridge Department plans on getting a 100-foot right of way along Old State Highway between Kantola Lane and points north to the point where the highway goes into the Gold Fork Arm of the reservoir. This right of way will allow for a detached pathway on Old State Highway in the future.

□ **Kantola Lane/Day Star/West 4** – Kantola Lane will become a major transportation corridor, a “collector,” as the primary entrance to The Reserve at Lake Cascade. Day Star Lane, on the north boundary of the development, will become another major road corridor with a 100-foot ROW. And West 4 also will become a major collector to serve existing neighborhoods and new developments. The Pathways Committee recommends that the county should develop a detached pathway on Day Star Lane to connect to Old State Highway, then to either West 4 or Kantola as a bike lane loop for local residents in the future. Further, the committee believes that the county should develop detached pathways along Day Star Lane on the south side of the road, on the east side of Old State Highway, and on the south side of West 4 so that the pathways run alongside new developments.

□ **Day Star/Homer/Beverly** – As Day Star turns south, the pathway committee recommends a detached pathway continuing on the east side of Day Star. Where Day Star connects with Homer, the detached pathway should continue on the south side of Homer to Beverly, and then on the east side of Beverly.

□ **Norwood Lane** – If the RR ROW corridor does not pan out as a regional pathway corridor, Norwood is expected to become another major collector road between McCall and Donnelly in the middle of the valley. This road would become a good alternative to the RR ROW corridor if the need arises, and if it doesn’t, then Norwood may be close enough to the RR ROW that new developments proposed in this area should be required to develop connecting pathways or bike lanes at minimum.

□ **North Fork Payette River** – In the vicinity of Smiley Lane and Hartsell Bridge, the North Fork of the Payette River is bounded by several large tracts of BLM land and one tract of state land. If it is possible to develop pathways on either side of the river in this area, that
may connect to the future pathway on West Mountain Road, that would be an appropriate long-term goal for the regional pathway system. A pathway in this area would dovetail with the potential of building a pathway along the North Fork Arm of the Payette River running south to Lake Cascade from Hartsell Bridge.

- **Cabarton Road** – Cabarton Road is a rural scenic byway from points south of Cascade to Clear Creek. A detached pathway on Cabarton Road south of Cascade would make sense because it is a very scenic corridor that eventually runs along the Payette River.

- **Other regional corridors** will emerge as Long Valley becomes developed for housing and commercial development. The Valley County Pathways Committee and Valley County government should watch for these developments and amend the pathways concept master plan accordingly to follow growth.
Goals

The following is a list of goals that will help our communities achieve an overarching goal of establishing a viable and enduring Valley County Pathways System in a timely manner:

**Goal 1.** The Valley County Planning and Zoning Department should adopt the Valley County Pathways Concept Master Plan and incorporate its goals and proposed pathway corridors into the Valley County Comprehensive Plan. The plan should create a priority system for developing Class I and Class II pathways.

**Goal 2.** The Valley County Pathways Committee should work with Valley County government to determine how to pay for the acquisition of easements, fund the development of new pathways and provide regular financial support for pathway maintenance. See next section on “Funding Opportunities for Pathways.”

**Goal 3.** The Valley County Planning and Zoning Department should require individuals and developers who propose new developments and subdivisions to blend their proposals into the vision for a valley-wide pathways system. The best way to do this would be for Valley County P&Z officials to recommend developers and individuals to meet with the Valley County Pathways Committee about their new development or subdivision in the early stages of planning and design.

**Goal 4.** The Valley County Planning and Zoning Commission should obtain pathway right of way easements from new developments in cases where the development overlies key pathway corridors. Such easements should be held by Valley County government.

**Goal 5.** The Valley County Planning and Zoning Department should require individuals and developers who are creating new subdivisions or other developments to develop finished pathways. If a new, benevolent developer chooses to build a finished pathway, following the desired statewide pathway standards, they should receive development credits in some fashion to compensate them for contributing to the valley-wide pathway system.

**Goal 6.** The Valley County Pathways Committee should work with the Valley County Road and Bridge Department to collaboratively look for opportunities to incorporate pedestrian and bicycling facilities into the design of road and bridge projects in areas where regional pathways are proposed and elsewhere.

**Goal 7.** The Valley County Pathways Committee should work with existing landowners and subdivision owners to obtain temporary access agreements to key pathway corridors in high-priority areas. These negotiations need to be done in a way that respects landowners’ private property rights. Any temporary access agreements signed with landowners should be held by Valley County government. Over the long term, efforts should be undertaken to finalize access agreements into permanent easements, as funding and negotiations allow.

**Goal 8.** In new development areas where potential links to the regional valley-wide pathway system can be established, developers should be strongly encouraged to create...
pathways, bike lanes and/or sidewalks to encourage and accommodate safe pedestrian travel to regional pathways.

**Goal 9.** The Valley County Pathways Committee should work in a collaborate fashion with the Valley County Road and Bridge Department, Valley County schools, city governments and state parks to increase communication about the potential for developing pathways to create safe routes to schools and parks.

**Goal 10.** Valley County should create a program to provide regular maintenance, sweeping, pavement repairs, striping and signs along pathways and bike lanes.

**Goal 11.** The Valley County Pathways Committee should ensure that pathway master plans developed for the cities of McCall, Donnelly and Cascade and Valley County are consistent and in synch with each other and the Valley County Pathway Master Plan.

**Goal 12.** The Valley County Pathways Committee should develop a design standard for pathway signage and develop a system of signs that maintain a consistent character and design. Such signs should be placed throughout the pathway system as it is developed.

**Goal 13.** The Valley County Pathways Committee should develop a map and brochure of the Valley County Pathway System in the early stages of development, and update the map over time, as needed, to keep it current.
Funding Opportunities for Pathways

Local and State Funding Sources

Bond Referendums for Greenways. Communities across the nation have successfully placed on local ballots propositions to support greenway development. The Charlotte-Mecklenburg County, NC area passed four consecutive referendums that generated more than $3 million for greenways. Guilford County, NC passed a referendum in 1986 that appropriated $1.6 million for development of a specific greenway corridor. In Cheyenne, Wyoming, a greenway bond referendum was used to fund the first three miles of local greenways. Residents throughout the United States have consistently placed a high value on local greenway development and voted to raise their own taxes in support of greenway implementation. However, this option requires a 66.6% majority in Valley County to succeed – a very high bar indeed.

Serial levy. Idaho State Code provides cities and counties with the authority to raise funds for temporary two-year supplemental property tax levies. The city of Boise used this financial instrument to raise $10 million for the purchase of open space in the Boise Foothills to protect open space, recreation trail corridors, wildlife habitat and watershed values. The measure required a simple majority to pass, and it passed by a 60 percent favorable vote in May 2001. It required a comprehensive grass-roots campaign to pass the serial levy. Although a serial levy raises property taxes, it only does so for a two-year period. This makes the levy increase easier to swallow for voters, knowing it won’t last forever, like school levies and jail bonds.

Creation of a Recreation District. Blaine County has made strong gains in the creation of public trails and pathways and other recreation facilities through the passage of a county-wide recreation district. The Blaine County Recreation District has an annual budget of about $600,000 per year. State law limits the size of property tax levies for recreation districts to 0.06 percent of the taxable value of a district. The size of a district is discretionary. Boundaries can be drawn to coincide with the area where public benefits would be provided. Under state law, recreation districts can charge user fees, and they can use their funds for purchasing private land or easements. They also can accept donations of private property. The South County Recreation District in Valley County raises funds for a planned community center and swimming pool. It may be possible to expand the recreation district boundaries to create an ongoing operations and maintenance fund for pathways in Valley County.

Local-option sales tax. This is a potential tool for so-called “resort cities” in Idaho, cities with a population of fewer than 10,000 people whose principal economy is based around tourism and recreation. However, this tool is not available to counties in the state of Idaho for recreation and parks purposes.

Impact fees. Idaho State law allows cities and counties to collect impact fees on development. There is a multi-step process for determining what type of impact fees would be charged, and what it would be used for. The city of Boise charges five impact fees for parks that total $655.70 for single-family homes. Summit County, Colorado, charges parks and open space impact fees that total $520 for single-family homes. State law provides for a multi-step process for developing impact fees. It might behoove the county to appoint a special panel consisting of
community members, developers, real estate professionals and government officials to develop recommendations for impact fees.

**Greenway Trust Fund.** Another strategy used by several communities is the creation of a trust fund for land acquisition and facility development that is administered by a private greenway advocacy group, or by a local greenway commission. A trust fund can aid in the acquisition of large parcels of high-priority properties that may be lost if not acquired by private sector initiative. Money may be contributed to the trust fund from a variety of sources, including the municipal and county general funds, private grants, and gifts.

**Local Private-Sector Funding.** Local industries and private businesses may agree to provide support for greenway development through one or more of the following methods:

- Donations of cash to a specific greenway segment
- Donations of services by local businesses to reduce the cost of greenway implementation, including equipment, materials and labor to construct and install elements of a specific greenway
- Reductions in the cost of materials purchased from local businesses that support greenway implementation and can supply essential products for facility development

One example of a successful endeavor of this type is the Swift Creek Recycled Greenway in Cary, NC. A total of $40,000 in donated construction materials and labor made this trail an award-winning demonstration project. This method of raising funds requires a great deal of staff coordination. (Note: Some materials used in the "recycled trail" were considered waste materials by local industries!)

**Adopt-A-Trail Programs.** These are typically small grant programs that fund new construction, repair/renovation, maps, trail brochures, facilities (bike racks, picnic areas, birding equipment).

**State Water Management Funds.** Funds established to protect or improve water quality could apply to a greenways/trails project if a strong link exists between the development of a greenway and the adjacent/nearby water quality. Possible uses of these funds include: purchase critical strips of land along rivers and streams for protection which could then also be used for greenways; develop educational materials, displays; or for storm water management.

**Volunteer Assistance and Small-Scale Donation Programs**

**Greenway Sponsors.** A sponsorship program for greenway amenities allows for smaller donations to be received both from individuals and businesses. The program must be well planned and organized, with design standards and associated costs established for each amenity.
Project elements that may be funded can include mile markers, call boxes, benches, trash receptacles, entry signage and bollards, and picnic areas.

**Estate Donations.** Wills, estates and trusts may be dedicated to the appropriate agency for use in developing and/or operating the greenway system. By naming a pathway after the donator, a “legacy” relationship may be established as an incentive to support pathway development.

"Buy-a-Foot" Programs. "Buy-a-Foot" programs have been successful in raising funds and awareness for trail and greenway projects within North Carolina. Under local initiatives, citizens are encouraged to purchase one linear foot of the greenway by donating the cost of construction. An excellent example of a successful endeavor is the High Point Greenway "Buy-a-Foot" campaign, in which linear greenway "feet" were sold at a cost of $25/foot. Those who donated were given a greenway T-shirt and a certificate. This project provided over $5,000 in funds.

**Federal Government Funding Sources**

Some Federal programs offer financial aid for projects that aim to improve community infrastructure, transportation, housing and recreation programs. Some of the Federal programs that can be used to support the development of greenway systems include:

**The Transportation Equity Act for the 21st Century (TEA-21).** The primary source of federal funding for greenways is through the Transportation Equity Act for the 21st Century (TEA-21). There are many sections of the Act that support the development of bicycle and pedestrian transportation corridors. Those sections that apply to the creation of greenway systems include:

*Section 1302 - Symms National Recreational Trails Fund Act (NRTFA):* A component of TEA-21, the NRTFA is a funding source to assist with the development of non-motorized and motorized trails. In fiscal year 1994, Congress did not fund this national program, and it has become apparent that this funding source is not as stable as the national trail community once envisioned it. In 1993, Congress appropriated only $7.5 million of a $30 million apportionment. The Act uses funds paid into the Highway Trust Fund from fees on non-highway recreation fuel used by off-road vehicles and camping equipment.

Motorized and non-motorized trail projects receive a 30-percent share of annual appropriations. Forty percent of the appropriation must be spent on projects that accommodate both user groups. States can grant funds to private and public sector organizations. NRTFA projects are 100-percent federally funded during the first three years of the program. Grant recipients must provide a 20-percent match.

*Section 1047 - National Scenic Byways Program:* This component of TEA-21 is designed to protect and enhance America's designated scenic roads. Money is available for planning, safety and facility improvements, cultural and historic resource protection, and tourism information signage. Bicycle and pedestrian facilities can be developed in conjunction with scenic roadway projects. Some states with Scenic Byway Programs have developed greenways in conjunction with this initiative.
Community Development Block Grant Program (CDBG). The U.S. Department of Housing and Urban Development (HUD) offers financial grants to communities for neighborhood revitalization, economic development, and improvements to community facilities and services, especially in low and moderate-income areas. Several communities have used HUD funds to develop greenways, including the Boscobel Heights' "Safe Walk" Greenway in Nashville, Tennessee.

Land and Water Conservation Fund (LWCF) Grants. This Federal funding source was established in 1965 to provide "close-to-home" park and recreation opportunities to residents throughout the United States. Money for the fund comes from the sale or lease of nonrenewable resources, primarily federal offshore oil and gas leases and surplus federal land sales. LWCF grants can be used by communities to build a variety of parks and recreation facilities, including trails and greenways.

LWCF funds have been used to build pathways and greenbelt segments throughout the state of Idaho. LWCF also have been used to purchase easements for trails in general and to purchase scenic easements in the Sawtooth National Recreation Area. Communities must match LWCF grants with 50-percent of the local project costs through in-kind services or cash. All projects funded by LWCF grants must be used exclusively for recreation purposes, in perpetuity.

Southwest Idaho Resource Advisory Council. This body can fund projects on federal lands for various amounts in the five- to six-figure range. Projects must have the support of the Boise National Forest. Valley County Commissioner Phil Davis and County Public Lands Coordinator Lois Van Hoover are members of the Southwest Idaho RAC.

Conservation Reserve Program. The U.S. Department of Agriculture (USDA), through its Agricultural Stabilization and Conservation Service, provides payments to farm owners and operators to place highly erodible or environmentally sensitive landscapes into a 10-15 year conservation contract. The participant, in return for annual payments during this period, agrees to implement a conservation plan approved by the local conservation district for converting sensitive lands to less intensive uses. Individuals, associations, corporations, estates, trusts, cities, counties and other entities are eligible for this program. Funds from this program can be used to fund the maintenance of open space and non-public-use greenways, along bodies of water and ridgelines.

Wetlands Reserve Program. The U.S. Department of Agriculture provides direct payments to private landowners who agree to place sensitive wetlands under permanent easements. This program can be used to fund the protection of open space and greenways within riparian corridors.

Watershed Protection and Flood Prevention (Small Watersheds) Grants. The USDA Natural Resource Conservation Service (NRCS) provides funding to state and local agencies or nonprofit organizations authorized to carry out, maintain and operate watershed improvements involving less than 250,000 acres. The NRCS provides financial and technical assistance to eligible projects to improve watershed protection, flood prevention, sedimentation control, public
water-based fish and wildlife enhancements, and recreation planning. The NRCS requires a 50-
percent local match for public recreation, and fish and wildlife projects.

**Urban and Community Forestry Assistance Program.** The USDA provides small grants of up
to $10,000 to communities for the purchase of trees to plant along city streets and for greenways
and parks. To qualify for this program, a community must pledge to develop a street-tree
inventory, a municipal tree ordinance, a tree commission, committee or department, and an urban
forestry-management plan.

**Small Business Tree-Planting Program.** The Small Business Administration provides small
grants of up to $10,000 to purchase trees for planting along streets and within parks or
greenways. Grants are used to develop contracts with local businesses for the plantings.

**Economic Development Grants for Public Works and Development of Facilities.** The U. S.
Department of Commerce, Economic Development Administration (EDA), provides grants to
states, counties and cities designated as redevelopment areas by EDA for public works projects
that can include developing trails and greenway facilities. There is a 30-percent local match
required, except in severely distressed areas where federal contribution can reach 80 percent.

**National Recreational Trails Program.** These grants are available to government and non-
profit agencies, for amounts ranging from $5,000 to $50,000, for the building of a trail or piece
of a trail. It is a reimbursement grant program (sponsor must fund 100% of the project up front)
and requires a 20% local match. This is an annual program, with an application deadline at the
end of January. The available funds are split such that 30% goes towards motorized trails, 30%
to non-motorized trails, and 40% is discretionary for trail construction. The Idaho Department of
Parks and Recreation administers this program in the state of Idaho.

**Design Arts Program.** The National Endowment for the Arts provides grants to states and local
agencies, individuals and nonprofit organizations for projects that incorporate urban design,
historic preservation, planning, architecture, landscape architecture and other community
improvement activities, including greenway development. Grants to organizations and agencies
must be matched by a 50-percent local contribution. Agencies can receive up to $50,000.

**Grants through Private Foundations and Corporations**

Many communities have solicited greenway funding from a variety of private foundations and
other conservation-minded benefactors. Some grants are:

**American Greenways Eastman Kodak Awards.** The Conservation Fund's American
Greenways Program has teamed with the Eastman Kodak Corporation and the National
Geographic Society to award small grants ($250 to $2000) to stimulate the planning, design and
development of greenways.

**REI Environmental Grants.** Recreational Equipment Incorporated awards grants to nonprofit
organizations interested in protecting and enhancing natural resources for outdoor recreation.
The company calls on its employees to nominate organizations for these grants, ranging from $500 to $8,000, which can be used for the following:

- Protect lands and waterways and make these resources accessible to more people
- Better utilize or preserve natural resources for recreation
- Increase access to outdoor activities
- Encourage involvement in muscle-powered recreation
- Promote safe participation in outdoor muscle-powered recreation, and proper care for outdoor resources

**Coors Pure Water 2000 Grants.** Coors Brewing Company and its affiliated distributors provide funding and in-kind services to grassroots organizations that are working to solve local, regional and national water-related problems. Coors provides grants, ranging from a few hundred dollars to $50,000, for projects such as river cleanups, aquatic habitat improvements, water quality monitoring, wetlands protection, pollution prevention, water education efforts, groundwater protection, water conservation and fisheries.

**Bikes Belong.** Bikes Belong Coalition is sponsored by members of the American Bicycle Industry. The grant program is a national discretionary program with a small budget, to help communities build TEA-21-funded projects. They like to fund high-profile projects and like regional coalitions. An application must be supported by the local bicycle dealers (letters of support should be attached). Bikes Belong also offers advice and information on how to get more people on bikes. Government and non-profit agencies are eligible and no match is required. The maximum amount for a grant proposal is $10,000. Applications may be submitted at any time and are reviewed as they are received.

**Wal-Mart Foundation.** This foundation supports local community and environmental activities and educational programs for children (among other things). An organization needs to work with the local store manager to discuss application. Wal-Mart Foundation only funds 501(c)3 organizations.

**Idaho Foundation for Parks and Lands.** Founded in 1972, the Idaho Foundation for Parks and Lands is a statewide public benefit privately funded organization whose mission is to preserve and protect open space lands and unique natural, scenic settings for public benefit through various flexible conservation methods. The Foundation has been instrumental in the purchase of valuable lands and easements for state parks, greenbelt pathways, blue-ribbon trout streams and more. The Foundation's board president is Don K. Weilmunster.
Pathway Development – Design Standards

National standards and guidelines have been developed for pedestrian pathways (cite ASHTO). These standards and guidelines have been embraced by the Idaho Transportation Department and other states to protect the safety of pathway users and to provide a consistent policy direction to highway planners and engineers.

ASHTO design guidelines divide pathways into two categories: separate/detached pathways (Class I) and road-side bike lanes (Class II).

Definitions:

Pathways are defined as facilities that provide for pedestrian and bicycle travel.

A Class I Pathway or Bike Path provides for multi-use two-way travel completely separated and detached from any streets or roads. The pathways should comply with standards and guidelines developed under the American Disabilities Act.

A Class II Pathway or Bike Lane provides a striped lane for one-way bike travel along a street or highway auto travel lane. Bike Lanes are intended to delineate the portion of the right of way assigned to bicycles and automobiles and to provide for more predictable movements by each.

A Class I Separated Multiple-Use Path is physically separated from motor vehicle traffic by open space or barrier, and it may be within the roadway or independent right of way.

Where a separated path parallels a roadway, there must be a 5-foot minimum width separating the pathway from the roadway, or a physical barrier of sufficient height (4.5 feet) minimum must be installed.

A 10-foot standard width must be used for a separated multiple-use path. Paths should be 12 feet wide in areas with high bicycle volume or where they are used by a combination of bicyclists, pedestrians, skaters and joggers. A minimum of 2 feet graded area should be maintained.
adjacent to both sides of the pavement to provide clearance (shy distance) from poles, trees, fences, and other obstructions. Because of the relatively low number of public users expected in the short-term, and with limited budgets in mind, the Valley County Pathways Committee recommends a 10-foot standard for paved Class I pathways.

Separated multiple-use pathways are the safest for travel and create opportunities for recreation besides bicycling.

A **Class II Bike Lane** is a portion of the roadway that is designated for preferential use by bicyclists.

Bike lanes are established on arterial and collector streets. The minimum width for a bike lane is 4 feet or 5 feet from the face of a curb or guardrail. There should be a clear riding zone of 4 feet if there is a longitudinal joint between the pavement and the curb-and-gutter section. Bike lanes in excess of 6 feet wide are undesirable as they may be mistaken for a motor vehicle lane or parking area.

**Bicycle Lanes**

Bike lanes must always be well marked and signed to call attention to their preferential use by bicyclists.

If parking is permitted, the bike lane must be placed between parking area and the travel lane and have a minimum width of 5 feet.

**Bike lanes must always be one-way facilities and carry bicycle traffic in the same direction as adjacent motor vehicle traffic.** Bike lanes on one-way streets should be on the right side of the roadway, except in areas where a bike lane on the left will decrease the number of conflicts.
Recommended Implementation schedule

**Highest-priority projects:**

- Work with Idaho Power Co. and adjacent landowners to obtain an easement on the old Railroad ROW from the River Ranch subdivision south of McCall to the city of Donnelly.
- Work with developers at The Reserve at Lake Cascade to support the acquisition of a public easement on the old RR ROW as it runs north-south through the private open space development. Additionally, the county should work plan Class I pathways on the south side of Day Star Lane and on the north side of Kantola Lane to connect with a separate pathway on Old State Highway. The pathways committee intends to work with the developers of Gold Fork Bay Village, Songbird and others to work on a Class I pathway to Idaho Highway 55 and portions of the old RR ROW.
- Develop short-term priority pathway sections identified in the Bureau of Reclamation’s 2002 Resource Management Plan. Four particular pathway segments are identified in the RMP:
  - Tamarack Falls to Osprey Point Group Use Camp Site.
  - North Fork arm of Lake Cascade near West Mountain Road.
  - Develop a loop system starting from the Sugarloaf boat ramp and campground and running around the Sugarloaf peninsula.
  - Van Wyck Park to the southern tip of Lake Cascade.
- In the area bordering Lake Cascade to the south of the Gold Fork arm of Lake Cascade, convert the old RR ROW into a public pathway corridor through obtaining easements from new developments, negotiating access agreements from existing rural landowners, and negotiating access agreements from BOR agricultural lessees.
- In the area north of the Gold Fork arm of Lake Cascade, between Wagon Wheel/SISCRA and the city of Donnelly, convert the old RR ROW into a public pathway corridor through obtaining easements from new developments and negotiating access agreements with existing subdivision owners and rural landowners.
- Connect Whitetail Greenbelt with West Mountain Road Pathway Corridor.
- Launch an engineering study to determine how to complete a public pathway around Payette Lake.
- Develop detached pathways between the city of Donnelly and Tamarack Falls on West Roseberry Road. As soon as possible, the county should determine the feasibility of locating a detached pathway on the north or south side of West Roseberry.
- Develop additional pathway projects along West Mountain Road on BOR and USFS land between Osprey Point and the southern end of Lake Cascade.
- Negotiate access agreements with various private landowners and subdivisions along the old RR ROW between Kantola Lane and the Crown Point Rail-Trail on BOR land near Cascade Dam.
- Look for opportunities to develop detached pathways on county roadways leading to national forest lands.
- Develop a detached pathway along Cabarton Road from Clear Creek to the city of Cascade.
Thumbnail cost estimates for building pathways

The cost of building asphalt or compacted surface pathways seems to vary widely, depending on whether projects are funded on a local, state or federal level, and whether design and engineering costs are completed in-house or by a consulting engineering firm. A number of thumbnail estimates follow from a variety of sources.

Parametrix, a design and engineering firm which currently serves as Valley County’s consulting engineer, has researched costs for design leading to construction of paved 10-foot separated pathway projects for the McCall area. Parametrix has done a number of pathway design projects throughout the Pacific Northwest. They looked at recent average costs for resort community pathway systems. These cost factors are computed in 2005 dollars.

For typical pathways in flat or rolling terrain, construction costs would range from $300,000 to $600,000 per mile. In steeper mountainous terrain, such as around Payette Lake, construction costs could be $1,000,000 or more per mile. Design costs would vary substantially depending on funding sources. If local funds are used, design costs (assuming no Rights of Way or structures are included) would vary between 15%-20% of construction costs, or $40,000 to $100,000 per mile. If federal funds are used, the design costs would increase to 40% or 50% of construction costs because of environmental and other requirements.

Boise Parks & Recreation Department experience: The Boise Parks and Recreation Department uses a thumbnail of $150,000 per mile for a 12-foot asphalt pathway, using in-house design and engineering services.

Tamarack Pathway experience: Tamarack Resort has constructed more than five miles of 8-foot-wide cart paths in the resort’s Osprey Meadows Golf Course. Tamarack’s thumbnail estimate for building asphalt cart paths has been running approximately $2.50 per square foot, including excavation, clearing, material costs, asphalt and preparation. Using this thumbnail, a 5-mile pathway 10 feet wide would cost about $132,000.

Strawberry Construction has built a number of wooden bridges 12 feet wide on Tamarack’s golf course. The thumbnail cost for the bridges has been about $500 per linear foot. The bridges can be anchored by prefabricated abutments on either side.

All of these estimates are provided to give Valley County Planning & Zoning Commission members and the Valley County Commissioners an idea of how much it will cost to build pathways on a per-mile basis.
Conclusion

The Valley County Pathways Committee envisions that it will take many years – perhaps more than 20 – to realize the vision of a pathway system that the committee has laid out before you with this concept master plan. It will take time to obtain easements and rights of way for pathways, and it will take time to secure funding sources for pathway development. But our committee feels it is of paramount importance to get a master plan adopted by the county to help with planning future growth in Long Valley to create a foundation for developing a world-class pathway system.

The committee stands ready to work with the Valley County Planning and Zoning Department, as well as with the Valley County Road and Bridge Department, to begin work in earnest on a Valley County Pathways System. The first step in realizing the vision will be for the Valley County Planning and Zoning Commission to adopt the master plan and its goals as part of the Valley County Comprehensive Plan.

Thank you for considering our concept master plan.
Valley County Pathways
Concept Master Plan Map

Legend
Completed bike lane or pedestrian pathway
Proposed bike path or pedestrian pathway
pathways around McCall

Payette Lake

Map Key
- Bike lane in shoulder
- Share the road
- Separated paved path
- Proposed path
rules
of the trail

Please enjoy the trails! Compliance with local laws and suggested trail etiquette will be appreciated.

Yield to pedestrians.
Pedestrians always have the right-of-way.

Keep right and pass on the left.
The trail is like a roadway.

Announce yourself; for example, "On your left!"
Warn trail users as you approach from behind.

If you stop, get off the trail.
Always allow other trail users to pass on the left.

Report crime and maintenance problems to the appropriate authorities.

Obey all signs and rules.
Stop at intersections.
Travel at safe speeds.
Keep right.

Keep the trail clean.
Don't litter.
Pack out what you pack in.

Keep animals under control.
Keep pets on a short leash.
Walk pets on the right-hand shoulder.
Scoop your poop!

suggested trips

Payette Lake Loop
Distance: 18 miles. Start at Rotary Park. Can be ridden in either direction, although counterclockwise may be less strenuous. Do not follow signs to Ponderosa State Park as there is no access around the lake.

Ponderosa State Park
Distance: 10+ miles; 1.5 miles from Legacy Park to Ponderosa State Park Entrance. NO FEE TO ENTER ON FOOT OR BIKE. Starting at Legacy Park, head north on East Side Dr., turn right on Hemlock St., left on McCall Ave., right on Ruby St., left on Davis Ave., follow signs to Ponderosa. Maps and lists of trails are available at the visitor center.

Spring Mountain Path
Distance: 3.4 miles. Start at Middle School (Samson Trail & Deinhard Ln.), head north on Samson Trail to separated pathway on right just past Floydie St. Follow along golf course and Spring Mountain Ranch neighborhood. Turn around and ride back to school. This is a great ride for kids. This pathway will eventually go through Lick Creek Rd., making it possible to access Ponderosa State Park.

The City of McCall
Shannon Munson
McCall Pathway Committee
McCall Improvement Committee

Special thanks to local artist Marge Layton for donating the watercolor art on the brochure's cover. Marge can be reached via e-mail at slvrfrkr@spro.net

Funding for this brochure was provided by a grant from the USDA-US Forest Service.
City of Donnelly Pathways Master Plan

June 2005

- Proposed Pathway Corridor
- Alternative Route to School

Map showing urban planning details including proposed pathways and routes.
Adopted by the Idaho Transportation Board
January 12, 1995

John X. Combo, Chairman
Leon E. Smith, Vice Chairman
Mike P. Mitchell, Member

Costs associated with this publication are available from the Idaho Transportation Department in accordance with Idaho Code Section 60-202.
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Introduction

At a time when concerns about traffic congestion and air quality are mounting, there is an emerging realization that bicycling and walking are legitimate alternatives to motorized modes of transportation.

There are extensive policies, procedures, and funding mechanisms for highways, transit services, and other transportation systems at the federal, state, and local levels. Before alternative non-motorized forms of transportation can become a viable option for Idaho's communities, numerous issues and concerns must be identified and solutions provided. This Idaho Bicycle and Pedestrian Transportation Plan serves as a first step in establishing a statewide vision, goals and strategies, disseminating information, and providing guidelines pertinent to the cyclist and walker.

Since the establishment of a bicycle and pedestrian planning program within the Idaho Transportation Department, there is a clearinghouse and professional staff support for implementing the vision, goals, and action strategies contained in this plan. Please take advantage of the opportunities to shape the future of non-motorized transportation in Idaho.

Questions, comments, and requests for more information may be directed to:

Bicycle and Pedestrian Planner
Idaho Transportation Department
PO Box 7129
Boise, ID 83707-1129
Telephone: (208)334-8272

Your input is greatly needed and very much appreciated.
Chapter I
Vision and Goals

Vision
Idaho will become a place where people choose to make walking or riding a bicycle a part of their everyday lives. Residents and visitors will be able to walk and ride with confidence, safety, and security in every community. New and enhanced facilities and services will make the trip more pleasant, more convenient, without conflict with motorized modes, and with minimal barriers to the mobility impaired. Bicycle and walking will become a routine part of the transportation system and everyday trips.

Goals
Bicycling and walking are healthy, non-polluting, and fun forms of transportation. They do not consume natural resources and do not require a costly infrastructure to support since they can largely use the existing infrastructure if it is modified to meet their needs. Walking and bicycling are available to all segments of society, to people of all ages, and in every community across this country and state. Increased levels of bicycling and walking can help to alleviate some of the negative effects of growth, including traffic congestion, air pollution, excessive noise, and degradation of the environment.

Idaho's cities have been planned, developed, and paved to support the use of the "SOV"—single occupied vehicle. As a result, cities have grown outward, with people traveling increasingly long distances to destinations such as work, school, and shopping. Distance means time so increased capacity becomes necessary to reduce travel time which in turn allows for new developments farther from primary destinations. As a result, travel by foot or bicycle has become a less desirable and often infeasible option. It is also perceived to be more dangerous and threatening.

The Idaho Bicycle and Pedestrian Transportation Plan of Idaho's long range transportation planning process sets the stage for changes in our transportation mix. The plan is about expanding options for personal
transportation. Most importantly, it is about making the changes needed in Idaho's transportation system to encourage greater use of human-powered travel modes.

The goals of this plan are:

1. To double the percentage of total trips made by bicycling and walking in Idaho;

2. To simultaneously reduce by 10 percent the number of bicyclists and pedestrians killed or injured in traffic crashes.

It is within this context of vision and goals that this plan has been prepared. It offers a plan of action for creating a more balanced transportation system, a system that recognizes the unique benefits of bicycling and walking to individuals as well as communities. Its implementation must be carried out at all levels: individual citizens, support organizations, local and state governments, and the U.S. Department of Transportation which has already adopted the following policy goal: "Bicycling and walking are two overlooked options in our national transportation mix. The Federal Highway Administration is committed to working with the states to encourage their use and make them safer."

Trips by walking can be dramatically increased by designing safe and pleasant downtown environments.
Chapter II
Action Strategies

The Public’s Perspective

The Idaho Transportation Department (ITD) district offices coordinated local-jurisdiction workshops and regional public involvement meetings in 1993 and 1994 to gather information for regional plans and programs. Each Metropolitan Planning Organization was an active participant in the process. The purpose was to inform and interact with local officials and the public on the development of the Idaho Transportation Plan, the draft Statewide Transportation Improvement Program, and the Idaho Bicycle and Pedestrian Transportation Plan.

The meetings were not intended to be hearings, but served as an opportunity for local officials and the public to hear about all transportation modes and learn about the procedures for selecting projects for implementation in their regions. They were given an opportunity to comment on long-range plans and propose changes to current Idaho Transportation Board-approved programs. Local plans and projects were included in the process.

The comments were summarized for each district and potential projects or actions were identified. These were provided to each district engineer and top managers within ITD. Comments were then analyzed and reviewed, and individual responses drafted and published in a report which is available upon request. The participants were asked to express their concerns and suggestions to improve transportation in their areas. Significant comments were received on all modes and issues in each region and grouped under: 1) Long-range Planning, 2) Transportation Improvement Program, 3) Statewide Planning Process.
4) Bicycle/Pedestrian, 5) Aeronautics, 6) Public Transportation, 7) Rail, and 8) Local Projects.

The synthesis of the regional meetings involves a comprehensive compilation and categorization of information and identification of issues, goals, policies, and strategies. The facts and ideas derived from public input has been fully considered and integrated into the Idaho Bicycle and Pedestrian Transportation Plan.

The comments received during the public involvement meetings are summarized as follows:

- Provide for and make safety improvements for bicyclists and pedestrians
- Provide more safety promotion, education, training, and enforcement for bicyclists and motorists
- Involve local citizens advisory committees in the planning process
- Establish a State Bicycle Advisory Committee
- Place greater emphasis on separated bike paths for children and family transportation
- Recognize a network of bicycle and pedestrian facilities which also includes pathways outside of the highway right-of-way
- Provide better maintenance of all pathway facilities
- Make improvements to the local roads for capacity, safety, width, bicyclists, pedestrians, condition, and arterial movements
- Encourage railroads to sell unneeded properties along inactive tracks for other non motorized transportation needs
- Preserve abandoned rail corridors for trails and rail banking
- Provide better coordination of all transportation providers and inter-modal connections
- Accommodate bicyclists on public transportation buses

The Wood River Trail System utilizes an old railroad right-of-way to connect several Blaine County communities together.

Proposed Strategies

When bicycle/pedestrian programs began in the late 1960's, the emphasis was strictly on providing and improving facilities. The summarization of public comments listed above demonstrates the continuing prevalence of this perspective in Idaho. However, it has been demonstrated many times in communities across the country that simply providing a bicycle- and pedestrian-friendly physical environment cannot address all of the challenges associated with non-motorized...
transportation. Some safety problems, for example, may be more easily solved through programs than through facilities. As communities have gained experience, identified key ingredients to successful programs, and considered other needs, the concept of a comprehensive “4-E” program has emerged. This approach combines the elements of Engineering, Education, Enforcement, and Encouragement.

The Intermodal Surface Transportation Efficiency Act (ISTEA) is a mandate for action which has sparked a growing interest in bicycle and pedestrian transportation. Yet few communities in Idaho have the technical or informational guidelines for a successful program.

In addition, Idaho’s extensive network of trails also serves a transportation function under certain circumstances, such as the Boise River Greenbelt, Wood River Trail System (Sun Valley), and the North Idaho Centennial Trail (Coeur d’Alene). It is also important to identify and assess existing corridors which have potential to provide vital links or major components of a bicycle/pedestrian transportation network. Therefore, in order to address this need, the 1993 Idaho Trails Plan which includes the Idaho Rail-Trail Plan, is incorporated by reference into this plan.

Cooperatively, the ITD and the Idaho Department of Parks and Recreation will pursue the respective goals, strategies, and actions where opportunities for partnerships are presented.

The remainder of this chapter proposes a comprehensive “4-E” program of action strategies implemented at the state and local level. This approach is directed toward the goal of increasing safe and convenient travel by non-motorized modes. It must combine the efforts of many people at all levels of government with full participation and support by the public. Officials in public works, planning, enforcement, education, ITD districts, cities, counties, highway districts, operations, maintenance, and so on all have a role and must work together if this state is to be successful in this goal.

These actions comprise the non-motorized strategy for accomplishing the overall statewide goals established in the 20-year Idaho Transportation Plan. Therefore, a brief description which lists the goals, objectives and strategies of that document is also included. Copies of the Idaho Transportation Plan (ITP) can be obtained by contacting the ITD at the address and phone number on page 1.

### E #1: Engineering and planning

Pathways (on-street and separated) are a principle element of quality-built environments in that they provide a means for non-motorized transportation. In order to attain and maintain these potentials, pathway planning, implementation, and
Consider bicycle parking at all existing destinations.

2. Set up standard procedures for addressing on-going pedestrian and bicycle needs.

- Adopt bicycle/pedestrian-friendly roadway design standards
- Eliminate small problems through a “spot improvement” program
- Modify land-use policies and planning and zoning ordinances to make short nonmotorized trips more feasible and useful. Develop a model local ordinance for bicycle and pedestrian transportation.

- Ensure that the Americans with Disabilities Act requirements are met on all transportation projects
- Review chip-seal policies of state and local agencies and revise as necessary
- Develop design and construction guidelines for rumble strips on highway shoulders

Action strategies

1. Develop regional and local master plans, as appropriate, of bicycle and pedestrian considerations and adopt them to be included as the transportation element of comprehensive land-use plans.

- Map current and potential non-motorized destinations
- Identify necessary improvements for existing roads
- Target major barriers for removal
- Provide new or expanded separated pathways where needed
- Provide linkages to public transportation

Bicycle lanes (shown above) and separated pathways (below right) are the other two standard types of bicycle facilities.

development must keep pace with the growing urban environment and changing needs of its citizens. A commitment to planning, implementation, development, maintenance, and funding of these elements is the first step to the realization of a successful pathway plan. These action strategies reflect such a commitment. Officially adopted engineering design standards are included in Appendix B.
Reference to the 20-year Idaho Transportation Plan

Goal #2 in the ITTP states, "Transportation plans, programs, and strategies will integrate the intermodal needs of the state." The following objectives and strategies are dependent upon the successful implementation of the actions listed above in order to achieve acceptable performance outcomes.

Objective A:

Plan, Manage, Maintain, and Improve the Intermodal Transportation System.

Strategy 1: Local agencies, MPOs and ITD, in conjunction with transportation providers, will take reasonable actions to make each trip flow smoothly from start to destination regardless of the mode used;

Strategy 2: Local agencies, MPOs and ITD, in conjunction with transportation providers, will preserve and improve the system by prioritizing state and local funding and programs to maintain service and the existing infrastructure in good condition;

Strategy 3: ITD will implement management systems which are directly related to planning, managing, maintaining, and improving the transportation system;

Strategy 4: ITD and MPOs will analyze various modal alternatives as needed to upgrade the transportation system.

Objective B:

Manage Transportation Demand.

Strategy 2: Local agencies, MPOs and ITD, in conjunction with transportation providers, will plan cooperatively to coordinate all modes and provide public information for a wider selection of trip choices;

Strategy 5: ITD, in coordination with MPOs and others, will consider multi-modal transportation systems in high density corridors.

Federal highway project funds will convert this former route of Interstate 90 into a multi-use separated pathway.
Objective C:
Coordinate Land Use and Transportation Decisions.

Strategy 1: ITD, MPOs, and regional planning organizations will encourage local land use
decision-makers to consider the consequences of land development on the transportation system and
take measures to mitigate the effects;

Strategy 2: Cities, counties, local and regional air quality agencies, the private sector, state, and federal
agencies will coordinate the exercise of their respective responsibilities under statutes regarding air
quality.

Objective D:
Develop and Maintain Roadway, Bicycle, and Pedestrian Facilities.

Roadway Strategies:

Strategy 1: ITD and local agencies will complete reconstruction and relocation of deficient segments
of state and local roadways as funding priorities allow;

Strategy 2: ITD will annually update the Recommended Roadway Widths Map, which serves as a
guide to highway improvements based upon the functional classification of state highways, traffic vol-
umes, and level of development.

Bicycle and Pedestrian Strategies:

Strategy 1: Local agencies, MPOs, and ITD, in coordination with bicycle groups and transit providers,
will plan bikeway networks;

Strategy 2: Local agencies, MPOs and ITD, in coordination with transit providers, will provide for
pedestrian circulation and connection with other modes;

Strategy 3: Local agencies will encourage developers to: 1) design mixed use and increased density;
2) facilitate the interface with other transportation services; 3) reduce distances between destinations;
4) provide for convenience and safety;

Strategy 4: ITD will encourage local bicycle and pedestrian plans by giving priority for state/federal
funding to projects drawn from adopted bicycle/pedestrian plans.

Goal #5 states, “Transportation decision-making process will provide opportunities for interagency
cooperation, coordination, public involvement, and privatizing public works and services.” The
following objectives and strategies are dependent upon the successful implementation of the actions
listed above in order to achieve acceptable performance outcomes.

Objective A:
Provide a continuing and cooperative planning process.

Strategy 1: ITD will initiate a cooperative transportation planning process with local elected officials
that have jurisdiction over transportation for the non-metropolitan urban or rural parts of the state;
Strategy 2: ITD will initiate a cooperative transportation planning process with local elected officials that have jurisdiction over transportation for the metropolitan areas of the state.

**Objective B:**

Achieve transportation goals through public involvement and effective partnerships with capability to resolve conflicts.

**Strategy 1:** Transportation agencies will provide for early and ongoing public and governmental involvement by all affected and interested parties;

**Strategy 2:** ITD, in cooperation with local entities, will develop and initiate procedures to quickly resolve disputes on land use, transportation, and air quality concerns.

---

**E #2: Education**

Engineering alone cannot reduce the conflicts between bicyclists/pedestrians and motorists. Education is the key in reducing the number and severity of accidents. In addition to basic rules of the road, there is also education on safe riding techniques and maneuvering out of a particular situation. There needs to be a realization that bicycling is not "riding" but "driving." We need to begin teaching those involved in this form of transportation that they are active participants on the roadway which carries certain responsibilities and expectations.

**Action strategies**

1. Provide instruction in lawful, responsible behavior among bicyclists, pedestrians, and motorists.
   - Teach bicycling and walking "rules of the road" to children
   - Teach bicycling and walking "rules of the road" to adults
Include bicycle and pedestrian information in driver education.

2. Deliver safety messages through print and electronic media.

- Design messages which are targeted to different audiences.
- Create a process for effective, consistent, and ongoing delivery of these messages.
- Develop a statewide bicycle-helmet promotion targeted at school-aged children.

Reference to the 20-year Idaho Transportation Plan

Goal #1 states, "Transportation improvements will promote and sustain the safe and efficient movement of people, goods, services, and information." The following objectives and strategies are dependent upon the successful implementation of the actions listed above in order to achieve acceptable performance outcomes.

Objective C:
Provide Reasonably Safe and Secure Travel Environment.

Strategy 1: Provide safety and security measures for pedestrians and transit users commensurate with the problems to be addressed;

Strategy 3: Provide bicycle security racks and other accommodations at major destination points and other strategic locations;

Strategy 4: Provide a reasonably safe roadway environment to avoid or reduce the severity of vehicle accidents;

Strategy 5: Implement the Highway Safety Management System which contains goals and strategies for safety improvements on highways;

Strategy 6: Provide driver’s licensing measures that promote safety.

E #3: Enforcement

Predictability is the key to harmony on the roadway. Sometimes bicyclists will make a maneuver unexpected by a motorist and a conflict occurs. On the other hand, motorists sometimes feel bicyclists do not belong on the roadway and treat them as such. Motorists and bicyclists have rules and responsibilities by which they must abide.

The most effective enforcement technique is education but sometimes it is necessary to consider other active methods of law enforcement.

Action strategies

1. Improve existing traffic laws and enforcement of laws.
   - Review and, if necessary, modify laws that affect bicyclists and pedestrians
   - Enforce laws that impact bicycle and pedestrian safety
   - Identify locations of extreme non-compliance and conduct a “spot enforcement program.”

2. Reduce the incidence of serious crimes against non-motorized travelers.
- Reduce the number of bicycles stolen and increase the proportion of recovered bicycles
- Develop a program for reducing physical assaults on bicyclists and pedestrians
- Use non-motorized modes to help accomplish unrelated law enforcement goals.
- Implement bicycle patrols in appropriate areas

Reference to the 20-year Idaho Transportation Plan

Goal #5 states, “Transportation decision-making processes will provide opportunities for interagency cooperation, coordination, public involvement, and privatizing public works and services.” The following objectives and strategies are dependent upon the successful implementation of the actions listed above in order to achieve acceptable performance outcomes.

Objective B:
Achieve transportation goals through public involvement and effective partnerships with capability to resolve conflicts.

Strategy 1: Transportation agencies will provide for early and ongoing public and governmental involvement by all affected and interested parties;

Strategy 2: ITD, in cooperation with local entities, will develop and initiate procedures to quickly resolve disputes on land use, transportation, and air quality concerns.

E #4:
Encouragement

People desire mobility options. The simplest way to encourage other modes is simply not to discourage. For decades, planners and engineers have sought ways to accommodate the mobility of cars. Today we recognize a need and value for other forms of transportation as well. Encouragement then is the culmination of the previous three “Es:” engineering roads that are safe and convenient; educating motorists and non-motorists of conventional rules and the importance of predictability and harmony; and enforcement for those who choose to follow unlawful behavior.

Action strategies
1. Increase incentives for bicycling and walking and reduce incentives for driving single-occupant motor vehicles.
   - Add non-motorized options to agency/company motor pools
   - Require companies and agencies to produce balanced transportation plans for their employees’ commuting needs
- Recognize participants and promote successful trip-conversion programs sponsored by agencies and companies
- Offer key target audiences detailed information on non-motorized travel

2. Provide casual introduction to bicycling and walking as transportation to non-participants.
- Include bicycling and walking activities in local recreation programs
- Promote utilitarian non-motorized transportation through introductory special events
- Develop and disseminate positive messages through public-service announcements, special-events promotion, and news releases

Reference to the 20-year Idaho Transportation Plan

Goal #5 states, “Transportation decision-making processes will provide opportunities for interagency cooperation, coordination, public involvement, and privatizing public works and services.” The following objectives and strategies are dependent upon the successful implementation of the actions listed above in order to achieve acceptable performance outcomes.

Objective A:
Provide a continuing and cooperative planning process.

Strategy 1: ITD will initiate a cooperative transportation planning process with local elected officials that have jurisdiction over transportation for the non-metropolitan urban or rural parts of the state;

Strategy 2: ITD will initiate a cooperative transportation planning process with local elected officials who have jurisdiction over transportation for the metropolitan areas of the state.

Objective B:
Achieve transportation goals through public involvement and effective partnerships with the capability to resolve conflicts.

Strategy 1: Transportation agencies will provide for early and ongoing public and governmental involvement by all affected and interested parties;

Strategy 2: ITD, in cooperation with local entities, will develop and initiate procedures to quickly resolve disputes on land use, transportation and air quality concerns.
Chapter III
Comprehensive Approach to Bicycle and Pedestrian Transportation Planning

Transportation planning is a process for making decisions about the development of transportation facilities. This includes providing accurate information about the effects proposed transportation projects will have on the community and projected users. Bicycle and pedestrian planning is no exception. However, because much of the information necessary to reach sound decisions about providing for safe, efficient use is already available as a by-product of the normal operation of the road system, the bicycle/pedestrian planning process is a specific application of the overall transportation-planning process.

This is also true of efforts to produce or update a transportation element of a local comprehensive land-use plan. The planning process used to develop or improve roadways for motorists as part of local planning efforts is equally valid for the non-motorized modes.

There are, however, some important design features to be taken into account to best accommodate bicyclists, and for this reason planners and engineers should refer to the AASHTO Guide (see Additional Reference Publications, page 30) and the State Design Manual (bicycle element is included in this plan as Appendix B) during the planning process for streets and highways. Eventually, bicycle “drivers” should be anticipated and provided for on all roadways where bicycles are not excluded by statute or regulation, regardless of functional classification.

Many model planning processes could be used to select routes and design facility treatments to accommodate bicyclists and pedestrians. The following process is only one example. It consists of six steps:
1. Establish Performance Criteria for a Bicycle/Pedestrian Network

Performance criteria define the qualitative and quantitative variables to be considered in determining the desirability and effectiveness of a facility network. These can include:

Accessibility: This is measured by the distance a facility is from a specified trip origin or destination, the ease by which this distance can be traveled by bicycle or on foot, and the extent to which all likely origins and destinations are served. More importantly, no residential area or high-priority destination (such as school, shopping center, business center, or park) should be denied reasonable access by bicycle or foot.

Directness: Most bicyclists will not use even the best bicycle facility if it greatly increases the travel distance or trip time over that provided by other alternatives. Therefore, routes need to be reasonably direct.

Continuity: The proposed network should be as complete as possible. If gaps exist, they should not force bicyclists and pedestrians into traffic environments that are unpleasant or threatening, such as high-volume or high-speed motor-vehicle traffic with narrow outside lanes or no sidewalks.

Route Attractiveness: This can encompass such factors as separation from motor traffic, visual aesthetics, and the real or perceived threat to personal safety along the facility.

Low Conflict: The route should present few conflicts between bicyclists, pedestrians, and motor-vehicle operators.

Cost: This would include the cost to both establish and maintain the system.

Ease of Implementation: The ease or difficulty in implementing proposed changes depends upon available space and existing traffic operations and patterns.

2. Inventory Existing System

Both the existing roadway system and any existing bicycle/pedestrian facilities should be inventoried and evaluated. The condition, location, and level of use of existing facilities should be recorded to determine if they warrant incorporation into the proposed network or if they should be removed. If existing facilities are to be used as the nucleus of a new or expanded network, the inventory should note what improvements to the existing portions of the network may be required.
to bring the new network up to uniform design and operations standards.

A simple inventory of the roadway system could be based on a map of the annual average daily traffic counts (including bicycle traffic) on each road segment within a community or region. A more complex inventory could include factors like the number of the traffic lanes, width of the travel lanes, posted speed limit or actual average operating speed, pavement condition, and certain geometric and other factors (e.g., the frequency of commercial driveways, grades, and railroad crossings).

3. Identify Appropriate Travel Corridors

Predicting non-motorized travel corridors for a community is not the same as identifying the routes that bicyclists and pedestrians currently use. Instead, travel corridors can be thought of as "desire lines" connecting neighborhoods that generate trips with other zones that attract a significant number of trips.

For motor-vehicle traffic, most peak morning trips are made between residential neighborhoods and employment centers. During the afternoon peak, the opposite is true. In the evening or on weekends, the pattern of trip generation is much more dispersed as people travel to shopping centers, parks, and other residential areas.

Estimating these trip flows for an entire city can be a complex, time-consuming effort requiring significant amounts of raw data and sophisticated computer models. Transportation planning for bicyclists and pedestrians is much the same. Non-motorized planning attempts to provide for use based upon existing land uses, assuming that the present impediments to bicycle and pedestrian use are removed. The underlying assumption is that people on bicycles or on foot want to go to the same places as people in cars (within the constraints imposed by distance), and the existing system of streets and highways reflects the existing travel demands of the community. Further, most adults have a mental map of their community, based upon their experience as motor-vehicle operators, thus, they tend to orient themselves by the location of major streets and highways.

Although the use of existing traffic flows is a useful overall predictor of bicyclists' desired routes, a few special situations may require adjustments to the corridor map:

- Schools, especially colleges and universities, and military bases can generate a fairly large share of bicycle trips. This is especially true for campuses where motor vehicle parking is limited.
- Parks, beaches, libraries, green ways, rivers and lakes, scenic roads, and other recreational facilities attract a proportionately higher percentage of bicycle trips.

Identifying corridors for bicycle facility improvements is an important part of local bikeway plans.
4. Evaluate and Select Specific Route Alternatives

The corridor-identification procedure identifies desire lines for bicycle and pedestrian travel between various locations. The next step is to select specific routes within these corridors that can be designed or adapted to accommodate and provide access to and from these locations. The aim is to identify the routes that best meet the performance criteria established in the first step of this planning process.

Typically, this step and the selection of appropriate design treatments are highly interactive processes. The practicality of adapting a particular route to accommodate cyclists and walkers may vary widely, depending upon the type of design treatment selected. For example, a less direct route may become the best option if comparatively few, inexpensive, and easily implemented design improvements are required.

Therefore, step 4 should be approached as a process in which both route selection and design treatment are considered together to achieve a network that is highly advantageous and affordable to the user, has few negative impacts on neighbors and other non-users, and can be readily implemented.

In summary, the selection of a specific route alternative is a function of several factors, including:
- The degree to which a specific route meets the needs of the anticipated users as opposed to other route options.
- The possible cost and extent of construction required to implement the proposed facility treatment.
- The comparative ease of implementing the proposed design treatment. For example, one option may entail the often-unpopular decision to alter or eliminate on-street parking while another does not.

- The opportunity to implement the proposed design treatment in conjunction with a planned highway construction or reconstruction project.

A more inclusive list of factors to be considered in the selection of a specific route is presented in the AASHTO Guide.

5. Select Appropriate Design Treatments

Guidelines for evaluating an appropriate design treatment are presented in Appendix B. The principal variables affecting the applicability of a design treatment are:

a. The design bicyclist. Is the proposed route projected to be used primarily by group A bicyclists or is it intended to also serve as part of a network of routes for group B and group C bicyclists?

b. The type of roadway project involved on the selected route. Is the roadway scheduled for construction or reconstruction, or will the incorporation of design improvements be retro-fitted into existing geometries or right-of-way widths?

c. Traffic operations factors. The most significant traffic-operations factors for determining the appropriateness of various design treatments are:
   - Traffic volume
   - Average motor vehicle operating speeds
   - Traffic mix
   - On-street parking
   - Sight distance
   - Number of intersections and entrances

Special note when considering separated multi-use pathways:

Street and driveway crossings of pathways create a significantly critical condition resulting in the potential for conflicts between bicyclists/pedestrians and motor vehicles.
A suggested analysis of separated multi-use pathways:

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<thead>
<tr>
<th>Number of Crossings per Mile</th>
<th>Design Consideration</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>Ideal for safe pathway</td>
</tr>
<tr>
<td>1 - 4</td>
<td>Use special care to treat the conflicts</td>
</tr>
<tr>
<td>5 - 8</td>
<td>Proceed with extreme caution. Consider substituting with on-street bicycle lanes.</td>
</tr>
<tr>
<td>&gt; 8</td>
<td>DANGEROUS CONDITION. Substitute with on-street bicycle lanes or other treatment.</td>
</tr>
</tbody>
</table>

6. Evaluate the Finished Network Plan using the Established Performance Criteria

Will the proposed network meet the criteria established at the start of the planning process? If it does not meet most of these criteria, or inadequately meets a few critical goals, either the proposal will require further work or the performance criteria must be modified. In the latter case, the planning process as a whole should be reviewed to determine if previously discarded routes should be reconsidered. They may now be the more-preferred options in light of the newly modified criteria.

This reality check is important. Many well-considered proposals become ineffective when it is determined that the finished product no longer meets its established objectives.

Because so little is known about the bicycling and walking situations in most communities, it is difficult to predict what level of expenditure and planning activity will be needed to implement a comprehensive program. Until the needs have been identified and the problems assessed, the necessary scope of the program will likely remain unknown. However, the basic approach suggested here is to make bicycling and pedestrian considerations part of the normal process of land-use planning. In many cases, this may require little extra effort and expense.

An active public-participation process is another key ingredient to a successful planning process. In most Idaho communities, this should lead to the creation of a citizen’s advisory committee. Several Idaho communities now have such committees that have been favorably recognized for their efforts and exhibit a high level of commitment and continuing participation in the local planning process.
Appendix A
Idaho Transportation Department Policies

It is the mission of ITD to provide a quality transportation system that is safe, reliable, and serves the needs of the traveling public, commerce, and industry. The agency supports the planning and development of a balanced, multi-modal (including bicyclists and pedestrians) transportation system.

Policies to accomplish this undertaking were adopted by the Idaho Transportation Board in June, 1993 (B-09-08) and subsequent administrative policies were established (A-09-08). ITD's director is authorized to establish standards and specifications for the provision of bicycle/pedestrian facilities in conjunction with federal-aid or state-funded highway projects.

These policies further state:

General
Development and construction of bicycle/pedestrian facilities shall be assessed on all federal-aid or state-funded highway projects. Bicycle/pedestrian facilities should be compatible with local bicycle/pedestrian comprehensive plans. If no plan exists, ITD should make every effort to provide facilities compatible to the area.

Where a need has been determined and highway rights-of-way are inadequate for bicycle/pedestrian facilities, additional right-of-way may be purchased in fee or by easement. If the facility is not contiguous to the highway right-of-way, the non-contiguous right-of-way must be purchased by another public entity. The matching ratio must also be provided by another agency.

Bicycle/pedestrian facilities shall not be maintained by ITD unless they are an integral part of the roadway surface.

Bicycle Facilities
All federal-aid projects in or adjacent to urbanized areas and recreation areas should be reviewed for possible inclusion of bicycle facilities, unless the project location makes their addition impractical.
State policy requires that the development and construction of bicycle and pedestrian facilities shall be assessed on all federal-aid or state funded highway projects.

The recommended method for providing bicycle facilities is to widen the roadway shoulders in accordance with the American Association of State Highway and Transportation Officials (AASHTO) standards or others set by ITD.

Paved shoulders that are widened for bicycle use should include a special surface treatment during the application of seal coats. Examples are plant mix seal, fog, or slurry seal. A standard cover or chip coat should not be used on bicycle facilities.

Duplicate facilities (widened shoulders and a separate bicycle path) shall not be financed (federal-aid/state) or constructed by ITD unless special circumstances make this desirable, as determined by the director.

Adequate traffic controls shall be installed to protect bicyclists and the motoring public in accordance with the Manual of Uniform Traffic Control Devices (MUTCD) standards or others set by ITD.

Alternative recreational uses such as in-line skating, jogging, skate boarding, and equestrian use should be regulated by the agency that is responsible for maintaining the pathway.

All facilities shall comply with the standards and specifications in this statewide plan and also with city and county comprehensive plans as required by section 67-6508, Idaho Code.

**Pedestrian Facilities**

Sidewalks shall be constructed on all federal-aid urban projects. If the existing need is not apparent, right-of-way should be purchased and grading provided to allow future construction of a sidewalk.

Pedestrian paths in suburban or rural areas shall be considered when a need is shown, such as proximity to schools or recreation areas.
Appendix B
Design Standards for Bicycles

This appendix is taken directly from the design standards manual developed by ITD. These standards should apply to most situations where facilities are being designed to accommodate bicycle traffic. If not, planners, designers, and engineers are recommended to follow standards set forth in the AASHTO Guide.

A copy of the state design standards manual is available from the Roadway Design Section, ITD Headquarters, P.O. Box 7129, Boise, ID 83707 or by calling 208-334-8591.

Glossary of Terms

AASHTO
American Association of State Highway and Transportation Officials.

BICYCLE
A vehicle having two tandem wheels propelled solely by human power upon which any person or persons may ride.

BICYCLE FACILITIES
A general term denoting improvements and provisions made by public agencies to accommodate or encourage bicycling including parking facilities all bikeways and shared roadways not specifically designated for bicycle use.

BICYCLE ROUTE (BIKE ROUTE)
A designated segment of a transportation system that is the preferred route for bicycle travel. This designation may be established by the jurisdiction having authority through signing or identification on a map. The term “bike route” should be used for operational purposes and not for bicycle system or facility planning.

BICYCLE LANE
A portion of a roadway which has been designated by striping signing and pavement markings for the preferential or exclusive use of bicyclists.

BIKEWAY
Any road, path, or way open to bicycle travel regardless of whether such facilities are designated for the preferential use of bicycles or are to be shared with other transportation modes.
CLEARANCE, Lateral
Width required for safe passage of a bicycle as measured in a horizontal plane.

CLEARANCE, Vertical
Height necessary for the safe passage of a bicycle as measured in a vertical plane.

COMMUTER/UTILITY CYCLIST
An individual who uses a bicycle primarily to reach a particular destination for practical purposes, such as to purchase or deliver goods and services, or to travel to and from work or school. Messengers are classified as utility cyclists.

GRADE SEPARATION
Vertical separation of travelways through use of a structure so that traffic crosses without interference such as a pedestrian overpass.

HIGHWAY
A general term denoting a public way for purposes of vehicular travel, including the entire area within the right-of-way. Idaho Code Section 40-109 reads, “Roads, streets, alleys, and bridges laid out or established for the public or dedicated to the public.”

LEGEND
Words, phrases, or numbers appearing on all or part of a traffic-control device.

MOTOR VEHICLE
A vehicle that is self-propelled or designed for self-propulsion.

MUTCD
Manual on Uniform Traffic Control Devices is approved by the Federal Highway Administration as a national standard for placement and selection of all traffic control devices on or adjacent to all highways open to public travel.

PAVEMENT MARKING(s)
Painted or applied line(s) or legend placed on any pavement surface for regulating, guiding, or warning traffic.

PEDESTRIAN
A person whose mode of transportation is on foot. A person “walking a bicycle” becomes a pedestrian. A general term denoting land or property (or interest therein), usually in a strip, acquired for or devoted to transportation purposes.

RIGHTOF WAY
The right of one vehicle or pedestrian to proceed in a lawful manner in preference to another vehicle or pedestrian.

ROADWAY
The portion of the highway for vehicle use, including bicycles. That portion of a motor vehicle law which contains regulations governing the operation of vehicular and pedestrian traffic.

SEPARATED MULTI-USE PATH
A bikeway physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way.

SHARED, ROADWAY
A type of bikeway where bicyclists share the roadway with motor vehicles.

SHOULDER
A portion of a highway contiguous to the roadway that is primarily for use by pedestrians, bicyclists, and emergency use of stopped vehicles.

SHOULDER BIKEWAY
A type of bikeway where bicyclists travel on the shoulder of the roadway.
SHY DISTANCE
The distance between the bikeway’s edge and any fixed object capable of injuring a cyclist using the facility.

SIDEWALK
The portion of a highway or street designed for preferential or exclusive use by pedestrians.

SIDEWALK BIKEWAY
Any sidewalk signed and/or striped to permit bicyclists to share the sidewalk right-of-way with pedestrians.

SIGHT DISTANCE
A measurement of the bicyclist’s visibility, unobstructed by traffic along the normal path to the farthest point of the roadway surface.

TRAFFIC CONTROL DEVICES
Signs, signals, or other fixtures, whether permanent or temporary, placed on or adjacent to a travelway by authority of a public body having jurisdiction to regulate, warn, or guide traffic.

TRAFFIC VOLUME
The given number of vehicles that pass a given point for a given amount of time (hour, day, year).

TRAVELWAY
Any way, path, road, or other travel facility used by any and all forms of transportation.

VEHICLE
Any device in, upon, or by which any person or property is or may be transported or drawn upon a public highway and includes vehicles that are self-propelled or powered by any means.

The Design Bicyclist
Transportation improvements intended to accommodate bicycle use must address the needs of both experienced and less experienced riders. One solution to this challenge is to develop the concept of a “design bicyclist” and adopt a classification system for bicycle users which includes the following:

- **Group A: Advanced Bicyclists**
  This group is made up of experienced riders who can operate under most traffic conditions. These bicyclists comprise the majority of the current users of shoulder bikeways and shared lanes on arterial streets and are best served by:
  - Direct access to destinations usually via the existing street and highway system.
  - The opportunity to operate at maximum speed with minimum delays.
  - Sufficient operating space on the roadway or shoulder to reduce the need for either the bicyclist or the motor vehicle operator to change position when passing.

- **Group B: Basic Bicyclists**
  These bicyclists are less confident of their ability to operate in traffic without special provisions for bicycles. They include casual or new adult and teenage riders as well as serious riders who are uncomfortable cycling in traffic. These bicyclists require:
  - Comfortable access to destinations preferably by a direct route and either low-speed low traffic-volume streets or designated bicycle facilities.
- Well-defined separation of bicycles and motor vehicles on arterial and collector streets (bike lanes or wide shoulders) or on separated multiple-use paths.

- **Group C: Children**
  Preteen riders whose roadway use is initially monitored by parents. Eventually these riders are accorded independent access to the system. They and their parents require provisions of separated multiple-use paths and:
  - Access to key destinations surrounding residential areas including schools, recreational facilities, shopping, or other residential areas.
  - Residential streets with low motor vehicle speed limits and volumes.
  - Physical separation (multi-use pathways) of bicycles and motor vehicles on arterial and collector streets.

Generally, Group A bicyclists will be best served by designing all roadways to accommodate shared use by bicycles and motor vehicles. Group B and Group C bicyclists will be best served by a network of neighborhood streets and separated, multi-use pathways.

Full implementation of this approach will result in a condition where every street will incorporate at least the design treatments recommended for Group A bicyclists. In addition, a network of routes will be enhanced by incorporating the bicycle facilities recommended for Group B and Group C bicyclists.

### Types of Bicycle Facilities and Design Standards

Bicycles are legally classified as vehicles and can be ridden on all public roadways in Idaho. Therefore, bicycle facilities must be designed to allow bicyclists to ride in a manner consistent with motor vehicle operation. There are four basic types of facilities that accommodate bicycle travel. Figures 1 and 2 describe how each type of facility can be applied to various roadway types for each classification of bicyclist.
### Figure 1

**FACILITY IMPROVEMENTS FOR CHILD (Class C) AND CASUAL (Class B) BICYCLISTS**

<table>
<thead>
<tr>
<th>Roadway Type</th>
<th>Urban</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Arterial</td>
<td>Collector</td>
</tr>
<tr>
<td>Over/Underpass</td>
<td>▲</td>
<td>■</td>
</tr>
<tr>
<td>Traffic Signals</td>
<td>▲</td>
<td>■</td>
</tr>
<tr>
<td>Shared Lane</td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td>Shoulder Bikeway</td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td>Bicycle Lane</td>
<td>●</td>
<td>■</td>
</tr>
<tr>
<td>Separated Multi-use Path</td>
<td>▲</td>
<td>▲</td>
</tr>
</tbody>
</table>

- ▲ Most appropriate
- ■ May be appropriate
- ● Least appropriate
- — Not required
## Figure 2

**FACILITY IMPROVEMENTS FOR EXPERIENCED BICYCLISTS (Some Class B and Class A)**

<table>
<thead>
<tr>
<th>Roadway Type</th>
<th>Urban</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Arterial</td>
<td>Collector</td>
</tr>
<tr>
<td>Over/Underpass</td>
<td>□</td>
<td>—</td>
</tr>
<tr>
<td>Traffic Signals</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Shared Lane</td>
<td>□</td>
<td>△</td>
</tr>
<tr>
<td>Shoulder Bikeway</td>
<td>□</td>
<td>□</td>
</tr>
<tr>
<td>Bicycle Lane</td>
<td>△</td>
<td>△</td>
</tr>
<tr>
<td>Separated Multi-use Path</td>
<td>□</td>
<td>□</td>
</tr>
</tbody>
</table>

- ▲ Most appropriate
- ■ May be appropriate
- ● Least appropriate
- — Not required
**a. Shared Lanes**

On a shared facility, bicyclists and motorists share the same travel lanes. Shared facilities are common on city street systems and roads with limited right-of-way. It can be considered an acceptable solution when there is inadequate width to provide bike lanes or shoulder bikeways.

A lane with 4.2 meters (14 feet) of usable width is desired in an urban setting which allows a motor vehicle and a bicycle to operate side by side. Usable width would normally be from curb face to lane stripe, but adjustments need to be made for drainage grates, parking, and longitudinal ridges between pavement and gutter sections. Widths greater than 4.2 meters (14 feet) may encourage the undesirable operation of two motor vehicles in one lane. In this situation, consideration should be given to striping a bicycle lane or shoulder bikeway. Where bicycle travel is significant these roadways may be signed as bicycle routes.

**b. Shoulder Bikeway**

Smooth, paved roadway shoulders provide a suitable area for bicycling conflicting little with faster-moving motor-vehicle traffic. The majority of rural bicycle travel on the state highway system is accommodated on shoulder bikeways. Roadway shoulders for bikeways should be 1.8 meters (6 feet) wide or greater. This provides ample width for bicycle traffic. If there are severe physical width limitations a minimum 1.2 meter (4 feet) shoulder may be adequate. Shoulder areas against an ordinary curb face should have a 1.5 meter (5 feet) minimum width or 1.2 meters (4 feet) from the longitudinal joint between a curb and gutter and the pavement edge. Shoulder widths of 1.5 meters (5 feet) are recommended from the face of a guardrail or other roadside barriers. Adding or improving shoulders can often be the best way to accommodate bicyclists in rural areas, and they are also a benefit to motor vehicle traffic. Even minimal width shoulders, 0.6-0.9 meters (2-3 feet), is an improvement over no shoulder at all.
Rumble strips are not recommended for roadway shoulders because they create a rough and inappropriate surface for bicycles. However, when it is determined that rumble strips are a necessary design treatment for safety reasons, then a minimum 0.3-meter (1-foot) wide smooth surface should be provided between the shoulder stripe and the rumble strip.

c. Bicycle Lanes
Where bicycle travel and demand are substantial, a portion of the roadway is designated for preferential use by bicyclists. Bike lanes are common in urban areas. Bike lanes must always be well marked and signed to call attention to their preferential use by bicyclists (refer to MUTCD).

Bike lanes are established on urban arterial and major collector streets. The minimum width for a bike lane is 1.2 meters (4 feet), or 1.5 meters (5 feet) from the face of a curb or guardrail. There should be a clear riding zone of 1.2 meters (4 feet) if there is a longitudinal joint between the pavement and the curb-and-gutter section. Bike lanes in excess of 1.8 meters (6 feet) wide are undesirable as they may be mistaken for a motor vehicle lane or parking area. Refer to the Idaho Traffic Manual or the MUTCD for detailed specifications for pavement striping, stencils, and signing of bicycle lanes.

If parking is permitted, the bike lane must be placed between the parking area and the travel lane and have a minimum width of 1.5 meters (5 feet).

Bike lanes must always be one-way facilities and carry bicycle traffic in the same direction as adjacent motor vehicle traffic. Bike lanes on one-way streets should be on the right side of the roadway, except in areas where a bike lane on the left will decrease the number of conflicts (i.e., those caused by heavy bus traffic or dual right-turn lanes, for example).
d. Separated, Multiple-Use Path

A multiple-use path is a bicycle facility that is physically separated from motor vehicle traffic by an open space or barrier, and it may be within the roadway or independent right-of-way. Separated paths are normally two-way facilities. They may be appropriate in corridors not served by other bikeways, if there are few intersecting roadways.

Where a separated path must be parallel and near a roadway, there must be a 1.5-meter (5-foot) minimum width separating them, or a physical barrier of sufficient height [usually 1.4 meters (4.5 feet) minimum is adequate] must be installed.

Three meters (10 feet) is the standard width for a separated multiple-use path. Paths should be 3.6 meters (12 feet) wide in areas with high bicycle volume or where they are used by a combination of bicyclists, pedestrians, skaters, and joggers. A minimum 0.6-meter (2-foot) graded area should be maintained adjacent to both sides of the pavement to provide clearance (shy distance) from poles, trees, fences, and other obstructions.

Multiple-use paths provide excellent bicycle transportation, especially where the path is truly isolated from motor vehicles, such as along green ways or railroad corridors. Special care must be taken to limit the number of at-grade crossings with streets or driveways. Poorly designed paths can put cyclists in a position where the driver of a motor vehicle does not expect them. Motorists are generally looking for traffic on the roadway and may not see a cyclist on a nearby path.

Paths with two-way bicycle traffic should not be placed on or adjacent to roadways. Otherwise, a portion of the cyclists ride against the normal flow of motor vehicle traffic, which is contrary to the rules of the road, with the following consequences:

- Bicyclists and motorists may collide, as right-turning drivers at intersections and driveways rarely look to their right. The drivers fail to see approaching bicyclists who are riding against traffic.
- Some bicyclists ride improperly against the normal flow of traffic to reach the path or continue on against traffic where the path ends. Wrong-way riding is a major cause of bicycle/motor vehicle accidents.

Pathways of 2.4 meters (8 feet) are not recommended in most situations because they become overcrowded. If necessary, they should only be constructed where long-term usage is expected to
Separated, Multiple-use Path

be low; where there is minimum pedestrian use; and with proper horizontal and vertical alignment to ensure good sight distances. Multiple-use paths built along streams and in wooded areas present special challenges. The roots of shrubs and trees, especially cottonwoods, can pierce the path surface and cause it to bubble up and break apart. Preventative methods include removal of vegetation, realignment of the path away from trees, and placement of root barriers along the edge of the path.

Additional Reference Publications

The standards set forth in this publication will be adequate for most situations. However, there are many factors that may affect the specific application of these standards to any given roadway or traffic situation. Therefore, the design professional should consult other sources for more detailed specifications prior to finalizing facility design. These publications are considered supplements to this manual and the standards described adopted by reference:

4. AASHTO Guide for the Development of Bicycle Facilities: width and clearance, design speed, horizontal alignment and superelevation, grade, sight distance, and others.

For additional technical assistance, reference materials, or general information, contact: Bicycle and Pedestrian Planner, Idaho Transportation Department P.O. Box 7129, Boise, Idaho 83707.
Appendix C
Idaho Statutes Pertaining to Pedestrians and Bicycles

Idaho Vehicle Code Title 49, Chapter 7

49-701. Pedestrian obedience to traffic-control devices and traffic regulations.

(1) A pedestrian shall obey the instructions of any traffic-control devices specifically applicable to him, unless otherwise directed by a peace officer.

(2) Pedestrians shall be subject to traffic and pedestrian-control signals as provided in sections 49-802 and 49-803, Idaho Code.

(3) At all other places pedestrians shall be accorded the privileges and shall be subject to the restrictions stated in this title.

49-702. Pedestrians’ right of way in crosswalks.

(1) When traffic-control signals are not in place or not in operation the driver of a vehicle shall yield the right of way, slowing down or stopping, if need be, to yield to a pedestrian crossing the highway within a crosswalk.

(2) No pedestrian shall suddenly leave a curb or other place of safety and walk or run into the path of a vehicle which is so close as to constitute an immediate hazard.

(3) Subsection (1) of this section shall not apply under the conditions stated in section 49-704(2) Idaho Code.

(4) Whenever any vehicle is stopped at a marked crosswalk or at an unmarked crosswalk at an intersection to permit a pedestrian to cross the highway, the driver of any other vehicle approaching from the rear shall not overtake and pass the stopped vehicle.

(5) Except where otherwise indicated by a crosswalk or other traffic-control devices a pedestrian shall cross the highway at right angles to the curb or by the shortest route to the opposite curb.
49-703. Pedestrians to use right half of crosswalks. Pedestrians shall move, whenever practicable, upon the right half of crosswalks.

49-704. Crossing at other than crosswalks.
(1) Every pedestrian crossing a highway at any point other than within a marked crosswalk or within an unmarked crosswalk at an intersection shall yield the right of way to all vehicles upon the highway.
(2) Any pedestrian crossing a highway at a point where a pedestrian tunnel or overhead pedestrian crossing has been provided shall yield the right of way to all vehicles upon the highway.
(3) Between adjacent intersections at which traffic-control signals are in operation pedestrians shall not cross at any place except in a marked crosswalk.
(4) No pedestrian shall cross a highway intersection diagonally unless authorized by traffic-control devices. When authorized to cross diagonally, pedestrians shall cross only in accordance with the traffic-control devices pertaining to crossing movements.

49-705. Pedestrians yield to authorized emergency vehicles.
(1) Upon the immediate approach of an authorized emergency vehicle making use of an audible or visual signal meeting the requirements of section 49-623, Idaho Code, or of a police vehicle properly and lawfully making use of an audible signal only, every pedestrian shall yield the right of way to the authorized emergency or police vehicle.
(2) This section shall not relieve the driver of an authorized emergency or police vehicle from the duty to drive with due regard for the safety of all persons using the highway nor from the duty to exercise due care to avoid colliding with any pedestrian.

49-706. Blind and/or hearing-impaired pedestrian has right of way.
The driver of a vehicle shall yield the right of way to any blind pedestrian carrying a clearly visible white cane or accompanied by a guide dog or a hearing-impaired person accompanied by a hearing-aid dog.

49-707. Pedestrians' right of way on sidewalks.
The driver of a vehicle crossing a sidewalk shall yield the right-of-way to any pedestrian and all other traffic on the sidewalk.

49-708. Pedestrians on highways.
(1) Where a sidewalk is provided and its use is practicable, it shall be unlawful for any pedestrian to walk along and upon an adjacent roadway.
(2) Where a sidewalk is not available any pedestrian walking along and upon a highway shall walk only on a shoulder, as far as practicable from the edge of the roadway.
(3) Where neither a sidewalk nor a shoulder is available, any pedestrian walking
along and upon a highway shall walk as near as practicable to an outside edge of the roadway, and, if on a two-way highway, shall walk only on the left side of the highway.

(4) Except as otherwise provided in this title, any pedestrian upon a roadway shall yield the right-of-way to all vehicles upon the roadway.

49-709. Pedestrians soliciting rides or business.

(1) No person shall stand on a highway for the purpose of soliciting a ride.

(2) No person shall stand on a highway for the purpose of soliciting employment, business or contributions from the occupant of any vehicle.

(3) No person shall stand on or in proximity to a highway for the purpose of soliciting the watching or guarding of any vehicle while parked or about to be parked on a highway.

49-710. Bridge and railroad signals.

(1) No pedestrian shall enter or remain upon any bridge or approach thereto beyond the bridge signal, gate, or barrier after a bridge operation signal indication has been given.

(2) No pedestrian shall pass through, around, over, or under any crossing gate or barrier at a railroad grade crossing or bridge while the gate or barrier is closed or is being opened or closed.


(1) Every person operating a vehicle propelled by human power or riding a bicycle shall have all of the rights and all of the duties applicable to the driver of any other vehicle under the provisions of chapters 6 and 7 of this title, except as otherwise provided in this chapter and except as to those provisions which by their nature can have no application.

(2) Every operator or rider of a bicycle or human-powered vehicle shall exercise due care.

49-715. Riding on bicycles.

(1) A person propelling a bicycle shall not ride other than upon or astride an attached permanent and regular seat.

(2) No bicycle or human-propelled vehicle shall be used to carry more persons at one time than the number for which it is designed and equipped.

(3) An adult rider may carry a child securely attached to his person in a backpack or sling or in a child carrier attached to the bicycle.

49-716. Clinging to or following vehicles.

(1) No person riding upon any bicycle, coaster, roller skates, skateboard, sled or toy vehicle shall attach it or himself to any vehicle upon a highway.

(2) The provisions of this section shall not prohibit the attachment of a bicycle trailer or bicycle semitrailer to a bicycle if that trailer or semitrailer has been designed for that attachment.
(3) No person riding upon any bicycle or human-powered vehicle shall follow a vehicle so closely as to constitute an immediate hazard to the rider.

49-717. Position on highway.

(1) Any person operating a bicycle upon a roadway at less than the normal speed of traffic at the time and place and under the conditions then existing shall ride as close as practicable to the right-hand curb or edge of the roadway except under any of the following situations:

(a) When overtaking and passing another bicycle or vehicle proceeding in the same direction,
(b) When preparing for a left turn at an intersection or into a private road or driveway,
(c) When reasonably necessary to avoid conditions including fixed or moving objects, parked or moving vehicles, bicycles, pedestrians, animals, surface hazards or substandard width lanes that make it unsafe to continue along the right-hand curb or edge.

(2) Any person operating a bicycle upon a one-way roadway with two (2) or more marked traffic lanes may ride as near the left-hand curb or edge of the roadway as practicable.

49-718. Riding two abreast.

Persons riding bicycles upon a highway shall not ride more than two (2) abreast except on paths or parts of highways set aside for the exclusive use of bicycles. Persons riding two (2) abreast shall not impede the normal and reasonable movement of traffic and, on a laned roadway, shall ride within a single lane.

49-719. Carrying articles.

No person operating a bicycle shall carry any package, bundle or article which prevents the operator from using at least one (1) hand in the control and operation of the bicycle.

49-720. Stopping — turn and stop signals.

(1) A person operating a bicycle or human-powered vehicle approaching a stop sign shall slow down and, if required for safety, stop before entering the intersection. After slowing to a reasonable speed or stopping, the person shall yield the right of way to any vehicle in the intersection or approaching on another highway so closely as to constitute an immediate hazard during the time the person is moving across or within the intersection or junction of highways, except that a person after slowing to a reasonable speed and yielding the right of way if required, may cautiously make a turn or proceed through the intersection without stopping.

(2) A person operating a bicycle or human-powered vehicle approaching a steady red traffic-control signal shall stop before entering the intersection, except that a person, after slowing to a reasonable speed and yielding the right-of-way if required, may cautiously make a right-hand turn without stopping or may cautiously make a left-hand turn onto a one-way highway without stopping.

(3) A person riding a bicycle shall comply with the provisions of section 49-643, Idaho Code.

(4) A signal of intention to turn right or left shall be given during not less than the last one hundred (100) feet traveled by the bicycle before turning, provided that a signal by hand and arm need not be given if the hand is needed in the control or operation of the bicycle.
49-721. **Bicycles on sidewalks.**

(1) A person operating a bicycle upon and along a sidewalk, or across a highway upon and along a crosswalk, shall yield the right of way to any pedestrian, and shall give an audible signal before overtaking and passing a pedestrian or another bicyclist.

(2) A person shall not operate a bicycle along and upon a sidewalk or across a highway upon and along a crosswalk, where the use of bicycles is prohibited by official traffic-control devices.

(3) A person operating a vehicle by human power upon and along a sidewalk, or across a highway upon and along a crosswalk, shall have all the rights and duties applicable to a pedestrian under the same circumstances.

49-722. **Bicycle racing.**

(1) Bicycle racing on the highways is prohibited except as authorized in this section.

(2) Bicycle racing on a highway shall not be unlawful when a racing event has been approved by the department or local law enforcement authorities on any highway under their respective jurisdictions. Approval of bicycle highway racing events shall be granted only under conditions which assure reasonable safety for all race participants, spectators and other highway users, and which prevent unreasonable interference with traffic flow which would seriously inconvenience other highway users.

(3) By agreement with the approving authority, participants in an approved bicycle highway racing event may be exempt from compliance with any traffic laws otherwise applicable, provided that traffic control is adequate to assure the safety of all highway users.

49-723. **Light and reflector required at night.**

Every bicycle in use at the times described in section 49-903, Idaho Code, shall be operated with a light-emitting device visible from a distance of at least five hundred (500) feet to the front, attached to the bicycle or the rider, and with a reflector clearly visible from the rear of the bicycle.

49-724. **Additional lights authorized.**

A bicycle or its rider may be equipped with lights or reflectors in addition to those required in section 49-723, Idaho Code.
Appendix D

References


Oregon Bicycle Plan, Oregon Department of Transportation, July 1992

Ada County Ridge-to-Rivers Pathway Plan, Ada Planning Association, May 1993

