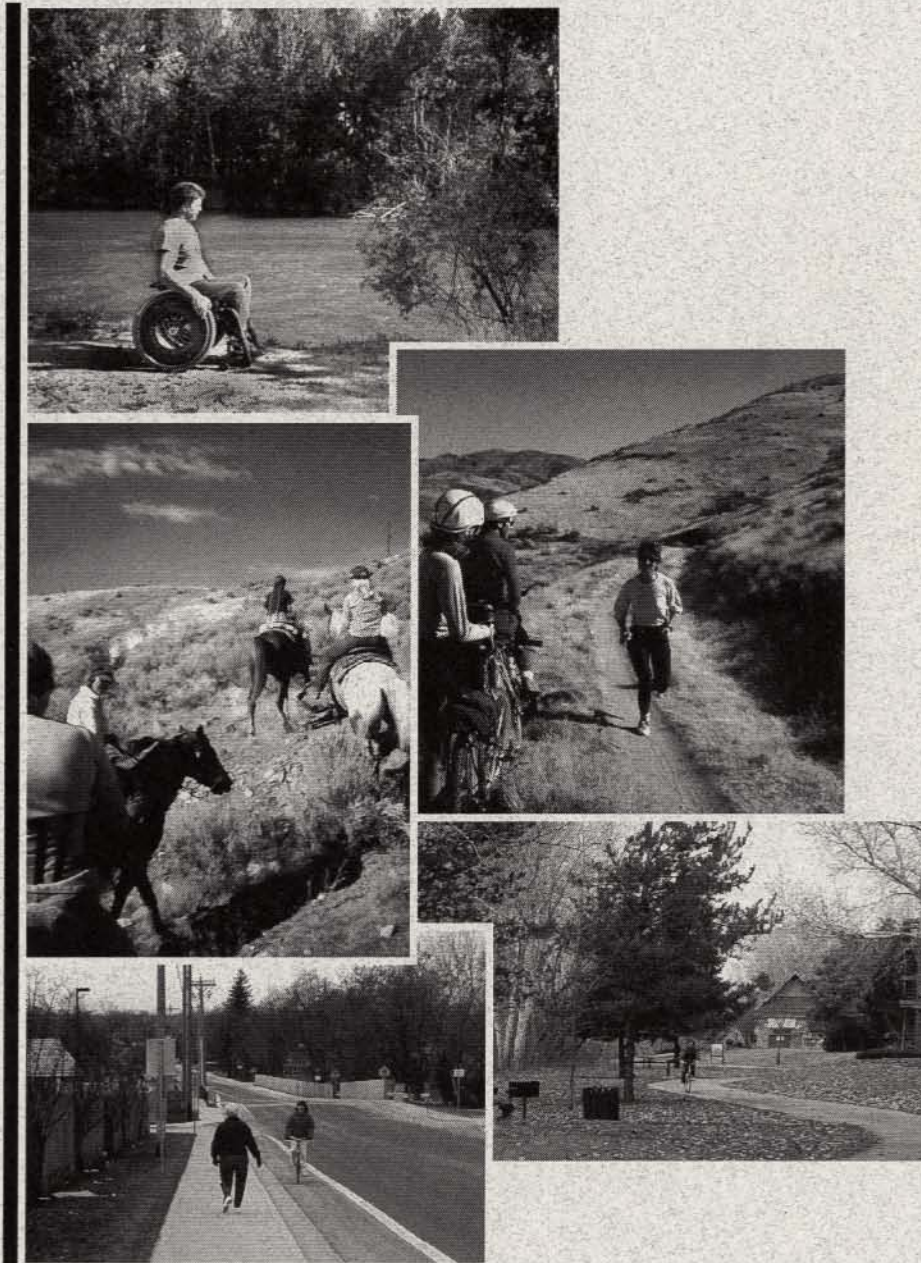




# THE ADA COUNTY RIDGE-TO-RIVERS PATHWAY PLAN

## A CALL TO ACTION



Clair M. Bowman  
Executive Director

Adopted May 17, 1993

# THE PATHWAYS COMMITTEE

## COMMITTEE MEMBERS

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Debb Bowden, Vice Chair, Boise Parks and Recreation  
Bob Brown, Boise City Planning & Development  
Rick Cummings, Garden City Public Works  
Melanie Davis, Idaho Transportation Department  
George Farrow, Bureau of Land Management  
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Bill Stimpson, Ada County Highway District  
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Rick Yzaguirre, Eagle City Council

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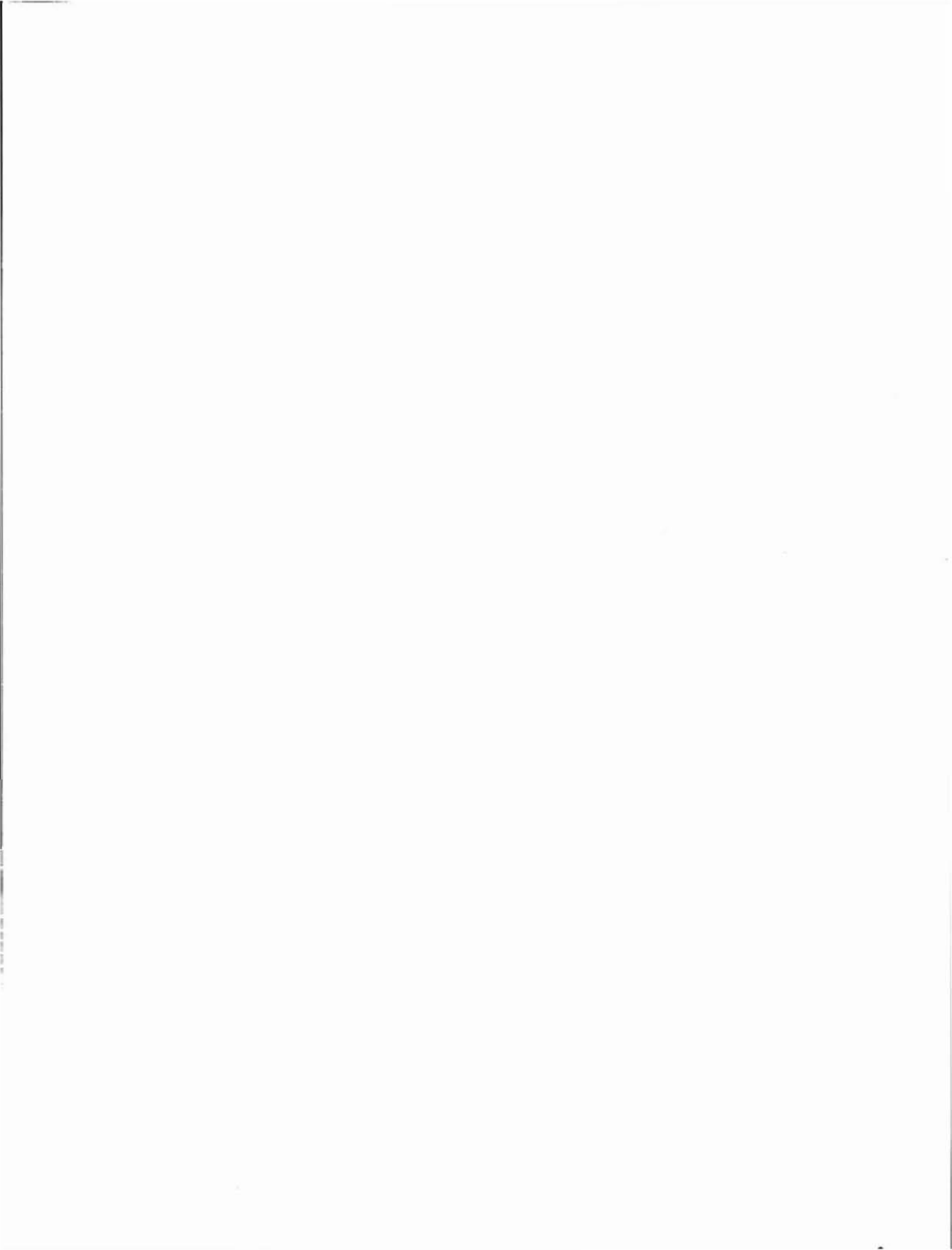
Larry Bledsoe, City of Nampa, Ex-Officio  
Jerry Jones, Canyon County, Ex-Officio  
William Schwind, City of Caldwell, Ex-Officio

## ADA PLANNING ASSOCIATION STAFF

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# Ada Planning Association

413 W. Idaho, Suite 100 Boise, ID 83702-6064 (208) 345-5274 Fax (208) 345-5279

**APA**

Serving Governments in Ada County Since 1977

## RESOLUTION NO. 11-93

### RESOLUTION OF SUPPORT FOR THE RIDGE-TO-RIVERS PATHWAY PLAN FOR ADA COUNTY

**WHEREAS**, the adopted 2010 Regional Transportation Plan for Northern Ada County includes three major objectives:

- Meet the basic needs of the community for mobility;
- Develop an energy efficient transportation system;
- Continue to improve a safe non-vehicular system; and

**WHEREAS**, the Ada Planning Association Board and its individual members have a long-standing policy of supporting the development, expansion and maintenance of pedestrian and non-motorized access along and across the Boise River; and

**WHEREAS**, the public has shown a high degree of acceptance of the Ridge-to-Rivers Pathway Plan through the number and variety of individuals involved in its process and comments received as a result of the public hearing; and

**WHEREAS**, the Pathway Plan will be of great benefit to residents as it will significantly increase non-motorists' safety and access between home, work, neighborhoods and recreation; and

**WHEREAS**, it is widely recognized that a pathway system is an essential ingredient in Ada County's quality of life and that this area's topography and climate are conducive to nearly year round use of the system.

**NOW, THEREFORE, BE IT RESOLVED**, that the Ada Planning Association Board adopts the Ridge-to-Rivers Pathway Plan for Ada County and incorporates it into Ada Planning Association's 2010 Regional Transportation Plan for Northern Ada County.

**BE IT FURTHER RESOLVED**, that the Ada Planning Association Board directs staff to produce and distribute a final version of the Ridge-to-Rivers Pathway Plan for Ada County.

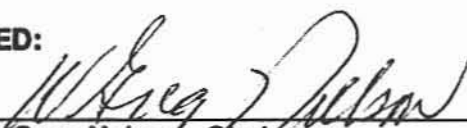
**BE IT FURTHER RESOLVED**, that the Ada Planning Association Board submits the Ridge-to-Rivers Pathway Plan for Ada County to all member agencies and the State of Idaho for formal inclusion in comprehensive plans and capital improvement programs.

**BE IT FURTHER RESOLVED**, that the Ada Planning Association Board directs staff to conduct an annual review and report to the Board on the Plan's implementation.

**DATED** this 17th day of May, 1993.


**APPROVED:**

**BY:**

  
W. Greg Nelson, Chairman  
Ada Planning Association Board

**ATTEST:**

**BY:**

  
Clair M. Bowman, Executive Director  
Ada Planning Association

Ada County Highway District, Ada County, Cities of Boise, Eagle, Garden City, Kuna, and Meridian  
Boise Auditorium District, Boise Independent School District, Meridian Joint School District, and Boise State University

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# EXECUTIVE SUMMARY

Ridge-to-Rivers is a comprehensive Pathway Plan designed to improve pathways in Ada County. These paths will accommodate persons with disabilities, pedestrians, bicyclists, equestrians and other non-motorized uses — and to some extent motorized recreational off-road vehicles.

## GOALS

- Develop a comprehensive on-street pathway system to aid non-motorized transportation.
- Develop a comprehensive multiple-use path system to complement the on-street system and enhance recreational opportunities through the expansion of the Boise River Greenbelt and other waterways as well as inter-neighborhood connections.
- Develop a comprehensive multiple-use trail system in the foothills and outlying areas that will connect neighborhoods, parks and other public open spaces.
- Adopt this plan as public policy by all appropriate units of government and incorporate into local planning documents and processes.

The plan is divided into two phases. Phase I is the near-term strategy that makes up the majority of this plan.

It is approximately a five-year program of specific projects, cost estimates recommended funding sources, and an organizational structure to oversee the interests of pathway users. The intent of Phase I is to institutionalize pathways into local planning, creating a foundation for Phase II. Phase II represents the long-term strategy of this plan and is less defined.

## PHASE I

### *Specific Projects*

Projects for Phase I encompass three identified pathway components. Phase I maps have been developed to show existing and proposed pathways for each component. They are intended to be used as a flexible planning tool for the next five years representing a balanced approach to the three pathway components.

Approximate mileage represented on the Phase I maps

are as follows:

On-Street	100
Multiple-Use Paths	50
Multiple-Use Trails	60

## PHASE I

### *Funding Recommendations*

A combination of several funding sources is required to implement a pathway plan. The five-year total cost estimate for Phase I of this plan is \$13.1 million. This includes:

Maintenance	\$1,000,000
Construction	\$11,650,000
Administration	\$450,000

The plan has identified specific sources of funding that can be used to implement this plan. The table below summarizes the average annual and total five-year contributions from each source.

FUNDING RECOMMENDATIONS		
Source	Annual Contribution	5-Year Total
<b>FEDERAL</b>		
CMAQ	\$540,000	\$2,700,000
Enhancement	\$760,000	\$3,800,000
Symms	\$25,000	\$125,000
<b>IMPLEMENTING AGENCIES</b>		
ACHD	\$650,000	\$3,250,000
ITD	\$150,000	\$750,000
Boise Parks	\$115,000	\$575,000
APA Board	\$50,000	\$250,000
BLM	\$12,000	\$60,000
USFS	\$3,000	\$15,000
Ada County	\$10,000	\$50,000
<b>GRANTS</b>	\$25,000	\$125,000
<b>DEDICATIONS &amp; UNFUNDED</b>	\$260,000	\$1,300,000
<b>OTHER</b>	\$20,000	\$100,000
<b>TOTAL</b>	<b>\$2,620,000</b>	<b>\$13,100,000</b>

## **PHASE I**

### ***Organizational Recommendations***

- Integrate pathway coordination into the existing development review process.
- Integrate pathway coordination into the transportation planning process.
- Formalize pathway coordination responsibilities in two Pathway Coordinator positions:
  - 1) Recreation Pathway Coordinator (existing position)
  - 2) Transportation Pathway Coordinator (new position)
- Locate the Pathway Coordinators where they can be most effective in their respective duties:
  - 1) Recreation Pathway Coordinator
    - APA employee, housed at BLM
  - 2) Transportation Pathway Coordinator
    - APA employee, housed at APA

These positions will be reevaluated annually to make adjustments in the scope of work relative to the needs
- Retain the Pathway Planning Technical Committee as the “Ridge-to-Rivers Technical Advisory Committee” and the “Ridge-to-Rivers Citizen Task Force Committee.”

## **PHASE II**

Phase II recognizes the dynamic changes occurring locally and makes special mention of longer-term issues that affect pathways.

Phase II will become more clearly defined with time as the plan is reviewed annually and adjustments are made to changing circumstances.

## **CONCLUSION**

The time is right to begin planning for pathways. Pathway planning should not be considered an amenity, but a necessary component of the planning process. The Ridge-to-Rivers Pathway Plan reflects an extensive effort undertaken by a coalition of federal, state and local government agencies, with the cooperation of many individual citizens and citizen groups. This plan calls attention to the fundamental needs of pedestrians, cyclists, persons with disabilities, equestrians and other pathway users.



## Section I

# VISION AND GOALS

### Imagine the Possibilities . . .

Imagine . . . a completed greenbelt along the Boise River, spanning Ada County from east to west. People of all ages ride bicycles, jog or walk and persons with disabilities enjoy safe and easy access at many points along the way. In outlying areas, equestrians take a pleasant ride along a lush riverbank.

Imagine an expanded and improved on-street pathway system with convenient access points that lead to the downtown core and other destination points. Everyone moves safely and efficiently using their choice of non-motorized travel. Workers enjoy uncongested commutes, children ride bicycles and walk safely to school and between neighborhoods without relying on rides from their parents.

Imagine this urban pathway system stretching into the foothills, and deserts of southern Ada County. A web of unpaved trails weaves through fascinating terrain and scenic views, beckoning recreationists who seek exercise and solitude.

The vision is clear: a system of non-motorized pathways to any destination from the ridge of the Boise Front to the Boise and Snake Rivers. It is this vision that led to development of the Ridge-To-Rivers Pathway Plan.

### What Is the Ridge-To-Rivers Pathway Plan?

The Ridge-To-Rivers Pathway Plan is a conceptual regional pathway system with a long-term commitment to extend beyond county boundaries. It is a pathway system that meets essential transportation and recreational needs, implemented at a relatively low cost through creative planning and design. The Ridge-To-Rivers Pathway Plan includes all types of non-motorized pathway users.

Ada County's Ridge-To-Ridges Pathway plan is divid-

### PATHWAY PLAN GOALS

- 1) **Develop a comprehensive on-street pathway system to aid non-motorized transportation.**
- 2) **Develop a comprehensive multiple-use path system to complement the on-street system and enhance recreational opportunities through expansion of the Boise River Greenbelt and other waterways as well as inter-neighborhood connections.**
- 3) **Develop a comprehensive multiple-use trail system in the foothills and outlying areas that will connect neighborhoods, parks and other public open spaces.**
- 4) **Adopt this plan as public policy by all appropriate units of government and incorporate into local planning documents and processes.**

ed into two phases. Phase I is the near-term strategy that makes up the bulk of this plan. It is composed of sections 3 and 4, with a projected time frame of approximately five years. It is intended to institutionalize pathways into local planning, creating the foundation for Phase II.

Phase II is found in Section 5, and represents the long-term strategy of this plan. Because of rapid growth and numerous changes taking place locally Phase II is less defined than Phase I. The intent is to have this plan reviewed regularly, make adjustments to changing circumstances, and become more clearly defined with time.

### Why Now?

Currently, the pathway system in Ada County is incomplete and fragmented. Since the early 1980s, use of Ada County roadways, the Boise River Greenbelt and the foothills by non-motorists has increased dramatically. In addition, the high cost of automobile use to soci-

An old adage:

*"If you don't know where you're going, you're surely not going to get there."*

ety has forced us to look seriously at alternatives to transportation and land-use patterns. As growth continues at a record pace throughout Ada County, it is important to plan for non-motorized connections between schools, parks, shopping centers and neighborhoods. Pathways are the key to creating neighborhoods instead of subdivisions and improving an area's quality of life.

### Who Is Responsible for This Plan?

The Ridge-to-Rivers Pathway Plan was developed with extensive citizen and government participation, building upon planning efforts of the past. The Ada Planning Association assembled a 23-member Pathway Planning Technical Committee composed of local, state and federal agency staff. The committee met monthly throughout 1992, gathering public input and finalizing the plan.

### Here is how the process worked:

#### Step One — Establishing the Foundation

The Committee inventoried existing pathways in Ada County. This inventory, published as the 1992 Interim Pathway Plan, served as a starting point upon which to build.

#### Step Two — Reaching Out to the Public

The committee divided the county into 18 geographic task force areas. These task forces held an average of three meetings each with more than 300 general public participants.

#### Step Three — Identifying Priorities

Each task force developed a list of goals and objectives and identified pathway needs on an area map. Pathways were identified on the road network, along the river, in the foothills, along irrigation canals and on open land. After prioritizing their work, they assigned a task force representative to follow through with development of the plan.

#### Step Four — Developing the Plan

The Pathway Planning Technical Committee reviewed the data, maps and input to develop a visionary but realistic plan that can provide constructive guidance to improve and expand Ada County's pathway system. This information was then presented to the task force

## EXISTING & PROPOSED PATHWAYS

### Existing Pathways

<u>TYPE OF PATHWAY</u>	<u>NO. OF MILES</u>
Multiple-Use Paths	32
Multiple-Use Trails	48
On-Street System	26
TOTAL	106

### Long-Term Pathways Plan

(Including existing pathways)

<u>TYPE OF PATHWAY</u>	<u>NO. OF MILES</u>
Multiple-Use Paths	90
Multiple-Use Trails	180
On-Street System	300
TOTAL	570

representatives for their feedback which eventually resulted in this plan.

### Progress Is Already Under Way

Many communities in the region already recognize the benefits of local pathways and are planning for them. The City of Boise is working toward establishing foothills trails; the Ada County Highway District (ACHD) and Idaho Transportation Department (ITD) are including bicyclists in their planning; Garden City is extending the Boise River Greenbelt; Eagle is establishing right-of-way for Greenbelt extension; Kuna has identified sidewalk needs to aid pedestrian activity; and Canyon County and Caldwell are building or expanding their respective greenbelt paths along the Snake and Boise Rivers.

---

*The strength of the plan is that it can be implemented by existing organizations without creating another layer of government.*

---

## The Challenge Is Ours

This report is presented as Ada County's component of a Ridge-to-Rivers Regional Pathway System. With active citizen participation, support of elected officials, planners and engineers, and cooperation from land owners and developers, we can demonstrate that Ada County citizens and leaders are committed to enhancing our quality of life.

Our challenge, as citizens and as government leaders, is to provide incentives, management and funding mechanisms to direct growth in ways that further economic vitality without sacrificing the basic qualities that make living in Ada County special.

Much work remains to be done to implement this pathway plan. However, the key to this plan's success is not the plan itself, but how well we organize people and resources.

---

*“Incorporate bikeway and pathway planning into any transportation facility planning, and develop a system of non-motorized pathways to accommodate both commuters and recreation enthusiasts by connecting places of employment and places of recreation.” — BOISE VISIONS*

---

## PUBLIC SUPPORT FOR PATHWAYS

In a Boise State University survey of Boise River Greenbelt users:

*40% said they would use the greenbelt more often if it were improved.*

An unofficial Ada Planning Association survey of employers at major employment centers in this area reveals:

*83% of respondents said they would commute more often by bike if improvements were made to accommodate bicyclists.*

A recent Boise City Parks and Recreation needs assessment survey reveals:

*The most desirable pathway system would combine on-street bicycle commuter lanes and off-street walking paths.*

## The Pathways Vision at a Glance

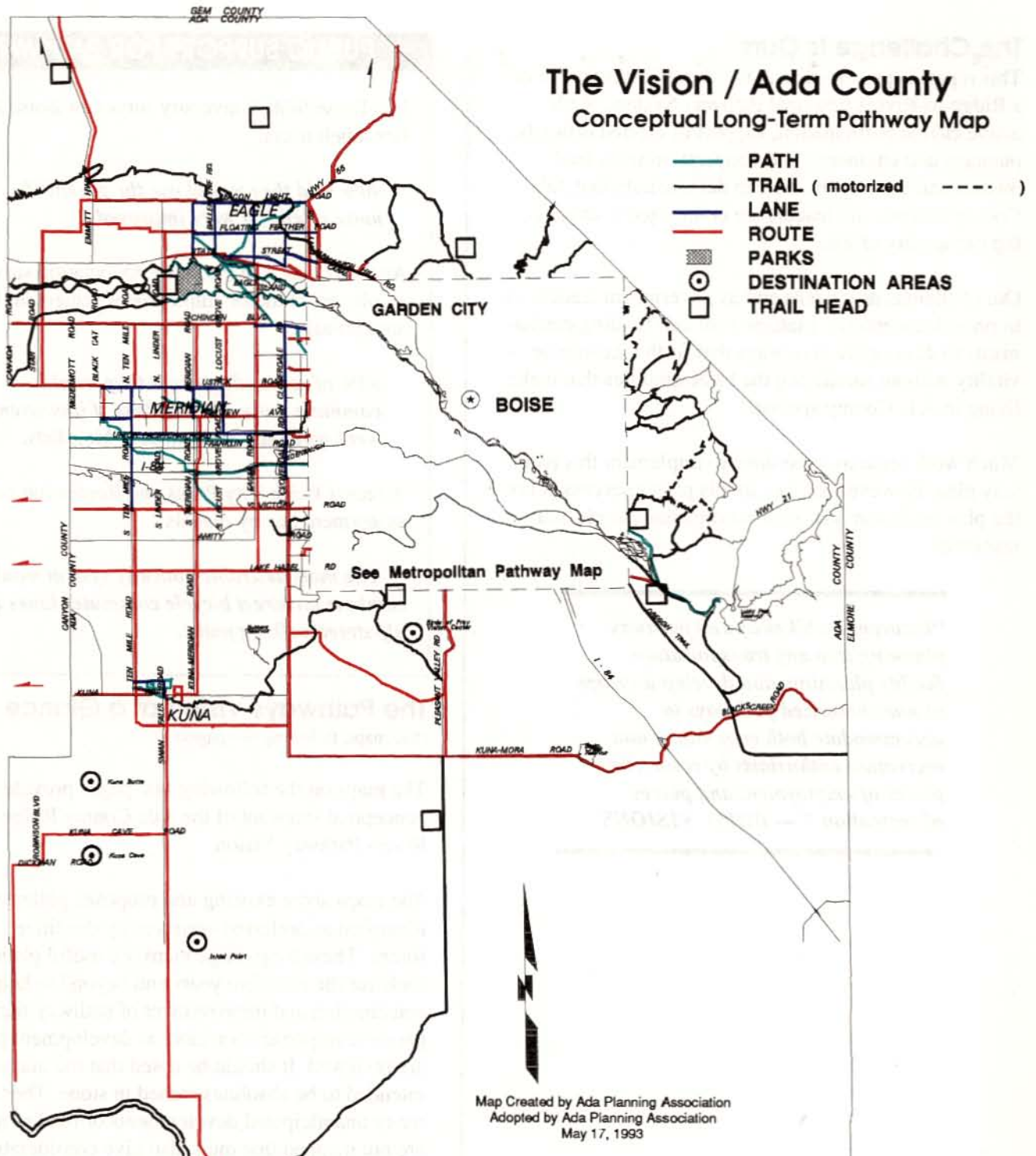
(See maps, following two pages)

The maps on the following two pages provide a conceptual snapshot of the Ada County Ridge-to-Rivers Pathway Vision.

The maps show existing and proposed pathways identified as preferred corridors by the citizen task forces. These long-range maps are useful planning tools for the next five years and beyond to help guide construction and improvement of pathway facilities and preserve important corridors as development proposals are reviewed. It should be noted that the maps are not intended to be absolutes etched in stone. There are many unanticipated developments or road projects that are not mapped that must also give consideration to pathway needs.

# The Vision / Ada County

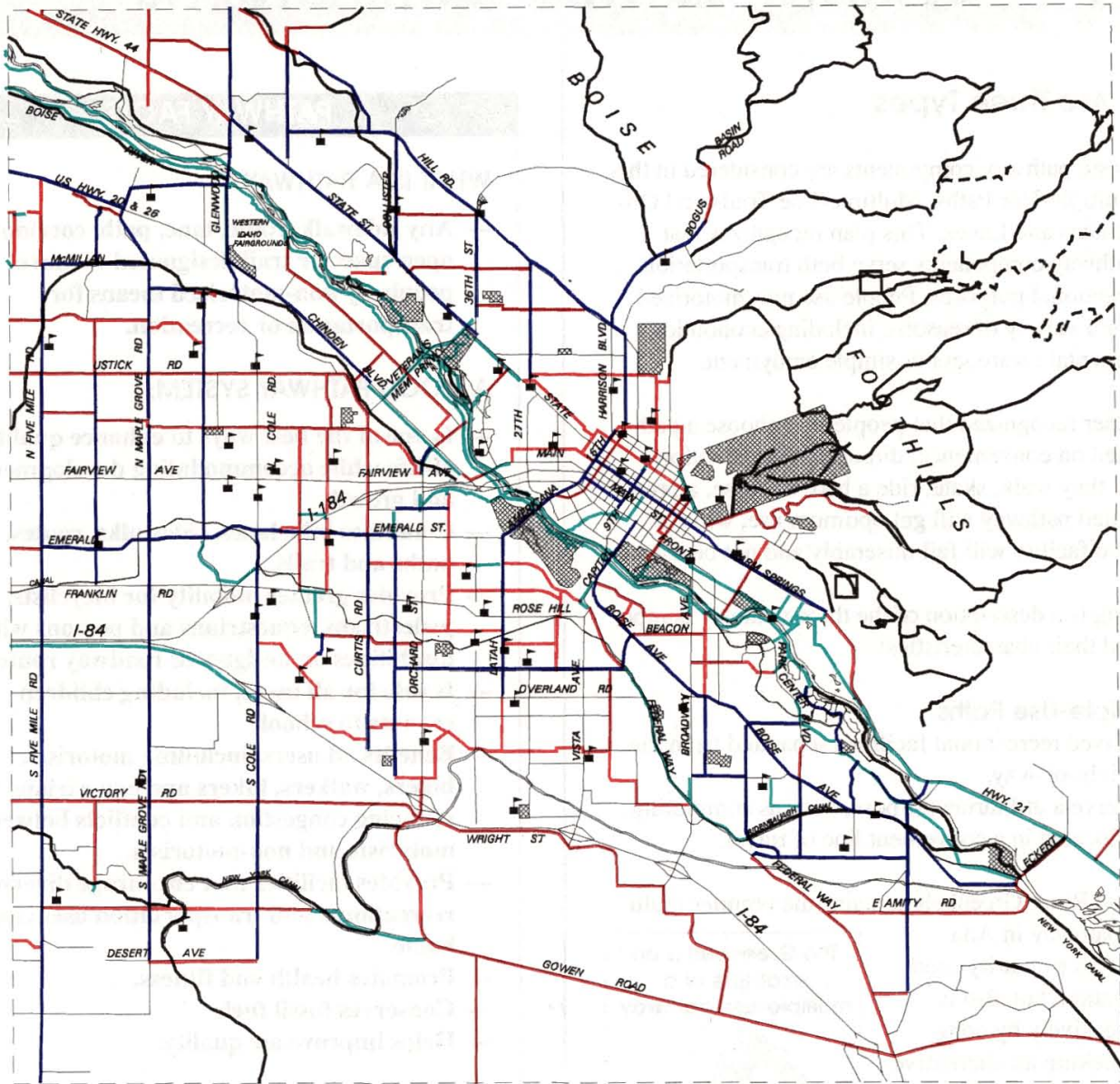
## Conceptual Long-Term Pathway Map



**NOTES:**

1. Implementation of any pathway shown is subject to property owner approval and the cooperation of implementing agencies.
2. Implementation may require some deviation from the plan where constraints do not allow strict adherence to the plan.
3. Alignment of future pathways are conceptual and not intended to be shown as an accurate alignment.

# The Vision / Metropolitan Area Conceptual Long-Term Pathway Map



Map Created by Ada Planning Association  
Adopted by Ada Planning Association  
May 17, 1993



- PATH
- TRAIL ( motorized - - - - )
- LANE
- ROUTE
- PARKS
- DESTINATION AREAS
- TRAIL HEAD
- SCHOOL

## NOTES:

1. Implementation of any pathway shown is subject to property owner approval and the cooperation of implementing agencies.
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# CURRENT PATHWAY COMPONENTS

## There Are Three Types

Three basic pathway components are considered in this plan: Multiple-Use Paths, Multiple-Use Trails and On-Street Routes and Lanes. This plan recognizes that these pathway components serve both transportation and recreational purposes. People use non-motorized travel for a variety of reasons, including economics, environmental awareness or simple enjoyment.

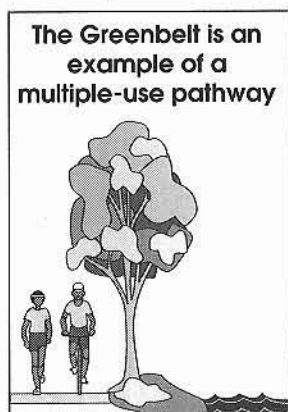
It is further recognized that people will choose a pathway based on convenience, directness, and comfort. Whether they walk, skate, ride a bike or horse, a properly located pathway will get optimum use, while a misplaced facility will fail miserably and not be used.

Following is a description of the three pathway components and their characteristics:

### 1) Multiple-Use Paths

- Are paved recreational facilities separated from the road right-of-way.
- Can serve a utilitarian purpose, such as commuting, when located in a convenient line of travel.

The Boise River Greenbelt contains the premier multiple-use pathway in Ada County. It is primarily used for recreation, but also is used extensively by commuters seeking an alternative northwest/southeast route. Use of the Boise River Greenbelt will increase as Ada County population grows. As linkages in the pathway system are developed, dispersed use will reduce pressure at certain locations along the river.



Multiple-use paths are also valuable as inter-neighborhood connections. They provide mobility for children

## PATHWAY FACTS

### WHAT IS A PATHWAY?

- Any sidewalk, route, lane, path, corridor, open space or trail designated to move people by non-motorized means for transportation or recreation.

### A GOOD PATHWAY SYSTEM:

- Is one of the best ways to enhance quality-of-life while accommodating development and growth.
- Combines bike lanes, sidewalks, routes, paths and trails.
- Provides greater mobility for bicyclists, pedestrians, equestrians and persons with disabilities on designated roadway routes.
- Is safe for all users, including children enroute to school.
- Benefits all users, including motorists, bikers, walkers, hikers and equestrians by reducing congestion and conflicts between motorists and non-motorists.
- Provides facilities that encourage diverse recreational and transportation uses close to home.
- Promotes health and fitness.
- Conserves fossil fuel.
- Helps improve air quality.

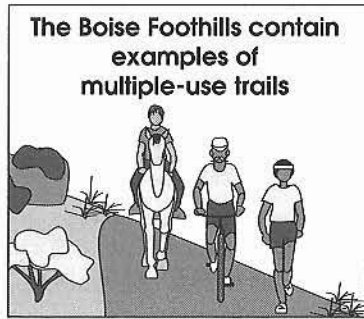
off the major roadways and can provide access to local stores, schools, parks and other neighborhoods.

### 2) Multiple-Use Trails:

- Are unpaved recreational facilities.
- Can also be located adjacent to paved multiple-use paths.

Current examples of multiple-use trails are in the Foothills and along the Snake River.

The foothills and rural areas are unique resources that greatly enhance our quality of life. They offer wildlife habitat, recreation, open space and residential development in close proximity to each other. This rural, open environment has helped make Ada County a desirable place to live, work and play.



Boise Visions identified a need to preserve public access to the foothills. Much of the land in the lower foothills and west of Bogus Basin Road is privately owned, while much of the land in the mid and upper foothills and east of Bogus Basin Road is federal and state land. Landowner approval for trail access will be needed before trails through private land can be part of a legitimate trail system.

Inter-neighborhood connections and the identification of trail heads are important elements of a multiple-use trail system. Trails are the least expensive and most environmentally sensitive of the 3 components. With the advent of the mountain bike it is not always necessary to pave recreational pathways.

It should be noted that multiple-use, paths and trails are not intended to be mutually exclusive. In many areas, such as along the Boise River or rural roadways, they can be combined.

### 3) On-Street Pathways

The on-street pathway system includes a network of sidewalks, bicycle lanes and bicycle routes along Ada County roadways. Roughly 80% of all bike riding is done on roadways because they lead to destinations people seek. The on-street system consists of three types:

#### A) Roadway Bicycle Lanes and Sidewalks

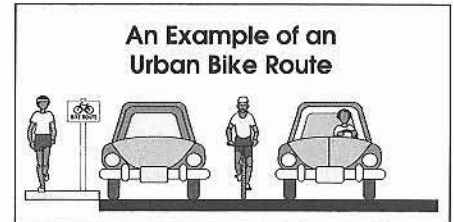
- Separate pedestrians, bicyclists and motorists.
- Are common in urban areas.



- Enhance mobility and create a safer traveling environment for bicyclists, pedestrians and motorists.
- Follow the roadway system, providing a distinct and well-marked travel lane for bicyclists so motorists recognize the bicycle as a legitimate vehicle, not an intruder into their space.

#### B) Urban Bicycle Routes and Sidewalks

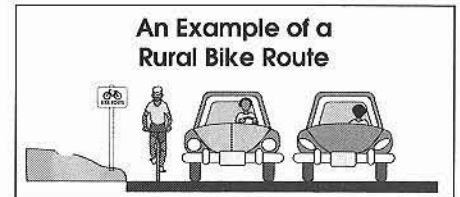
- Are designated along selected streets and sidewalks.
- Are not a specially designed facility for cyclists.



- Serve as connecting links to attraction points when bike lanes or multi-use paths are not feasible.

#### C) Rural Bicycle Routes

- Are located where pedestrian and bicycling activity is less than in urban areas.



- Provide greater mobility in the roadway system, similar to bicycle lanes.
- Are located in rural areas that have less motorized traffic, traveling at higher speeds.
- Provide more room on the road for bicyclists, joggers, equestrians and children walking to rural schools, parks and neighborhoods.
- Serve as links between Ada County's three western cities.

These are the major classifications of pathways. However, there are also numerous hybrid types or combinations that may be more appropriate in a given location.

There are many determining factors in properly locating a given facility. These factors will need to be examined in detail during the design stages of a given development.

# The Different Pathway Types and Respective Users

No one type of pathway can serve all users equally well. Traffic tolerance, experience and ability of the users are important considerations in planning a pathway system. The following table describes the three basic pathway components, with their respective types, users and locations.

<b>Pathway Types — How and Where Each Pathway Type Is Used</b>			
<b>PATHWAY COMPONENTS</b>	<b>PATHWAY TYPE</b>	<b>PATHWAY USERS</b>	<b>PATHWAY LOCATIONS</b>
<b>ON-STREET SYSTEM</b>	Sidewalks Bike Lanes Urban Routes Rural Routes	Pedestrians Joggers Bicyclists Persons with Disabilities	Residential Streets Collectors Arterials
<b>MULTIPLE USE PATHS</b>	Greenbelt Paths Neighborhood Paths	Walkers Joggers In-Line Skaters Bicyclists Persons with Disabilities	Neighborhoods Boise River
<b>MULTIPLE USE TRAILS</b>	Unpaved Trails Neighborhood Trails	Hikers Joggers Bicyclists Equestrians Cross-Country Skiers Off Road Vehicles Persons with Disabilities	Foothills Oregon Trail Outlying Areas Snake and Boise River Irrigation Canals Neighborhoods

Pathways are for children, adolescents, young adults, middle-aged and elderly. They are for every and anybody who chooses to either transport themselves or simply recreate without the use of an automobile.



## Section 3

# PHASE I — A BLUEPRINT FOR ACTION

### Maps Outline First Phase

The maps on the following pages meet the first three goals in developing a comprehensive pathway system and constitute the first phase strategy for action. They reflect the existing system; priority projects identified by each task force; and projects that interface with ACHD and ITD's 5-year roadway improvement programs.

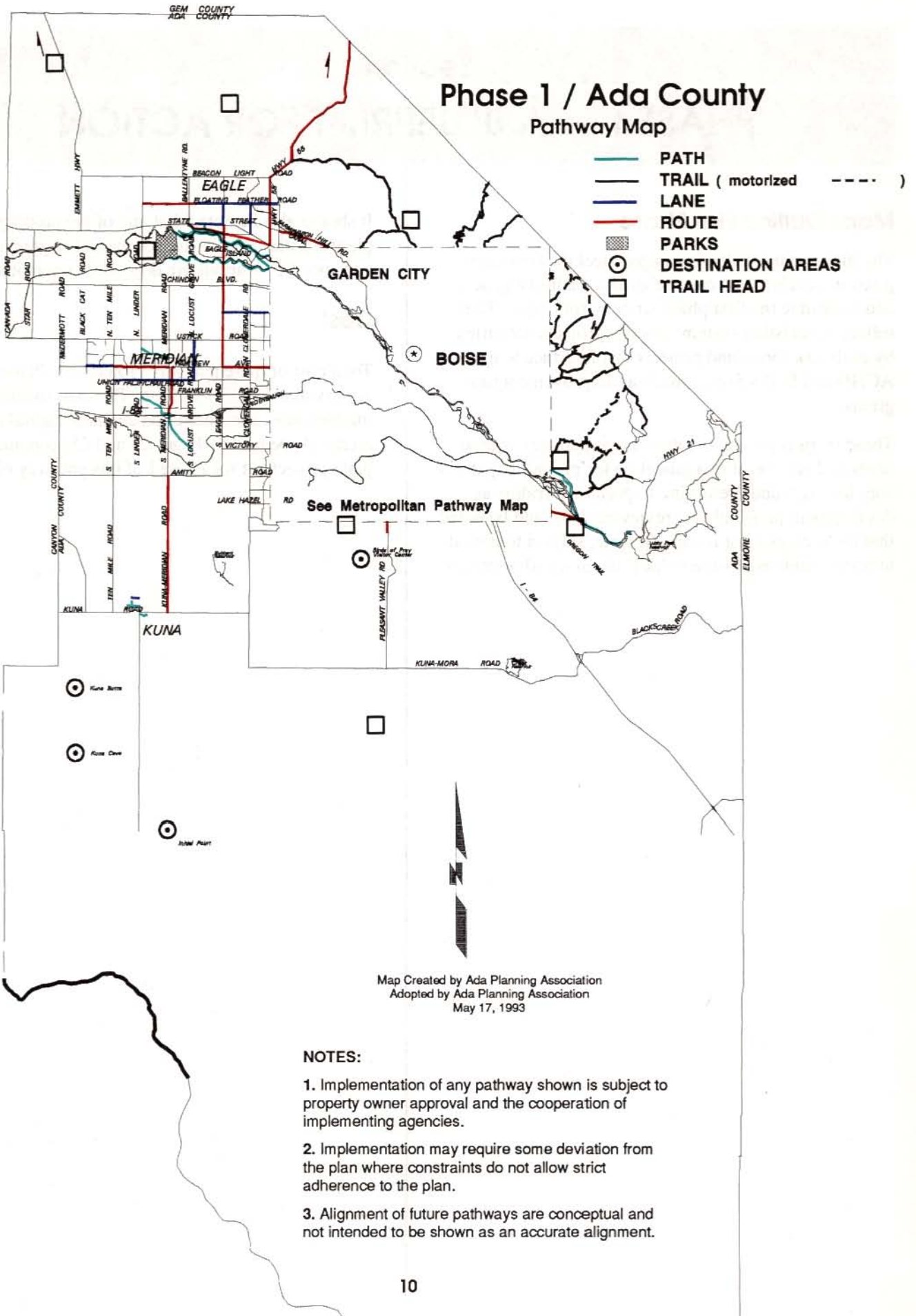
These maps represent the three basic pathway components and are useful as a guideline for providing pathway facilities and preserving important corridors as development proposals are reviewed. It should be noted that these maps must remain flexible, subject to periodic review and responsive to local planning adjustments.

It should also be noted that any of the proposed multiple-use paths or trails are conceptual alignments. Final and specific locations are dependent upon other factors.

### Cost

Total cost of these pathway projects for Phase I is approximately \$13.1 million. This cost includes annual maintenance, administration and new capital improvements. Appendix B (Pages 24 and 25) contains a complete project list for Phase I of this pathway plan.

# Phase 1 / Ada County Pathway Map

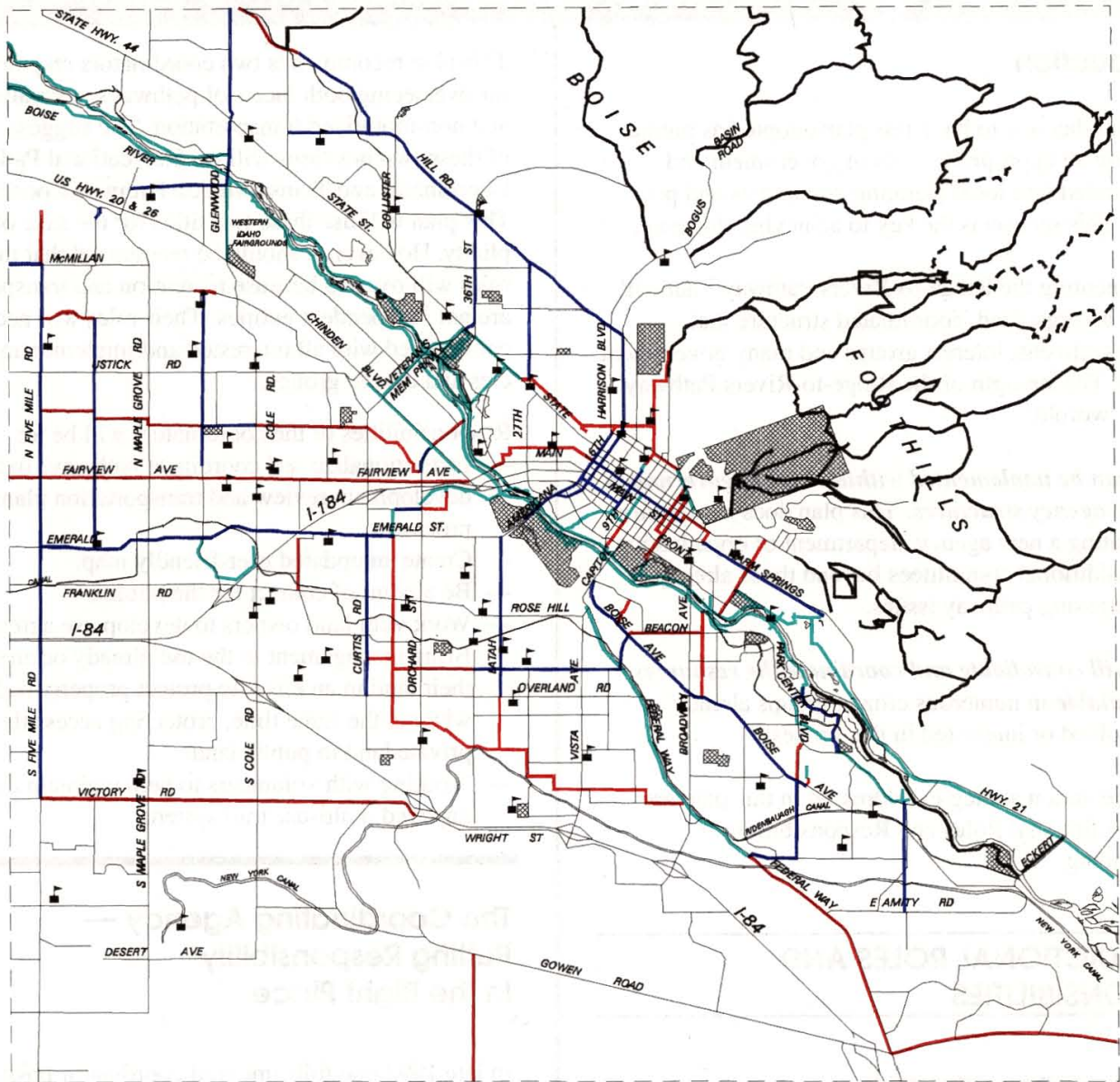


Map Created by Ada Planning Association  
 Adopted by Ada Planning Association  
 May 17, 1993

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# Phase 1 /Metropolitan Area Pathway Map



Map Created by Ada Planning Association  
 Adopted by Ada Planning Association  
 May 17, 1993

- PATH
- TRAIL ( motorized - - - - )
- LANE
- ROUTE
- PARKS
- DESTINATION AREAS
- TRAIL HEAD
- SCHOOL



- NOTES:**
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## Section 4

# PHASE I — STRATEGIES FOR IMPLEMENTATION

### Introduction

Goal Number 4 is to have this plan adopted as public policy by all appropriate units of government and incorporated into local planning documents and processes. This section is the key to achieving this goal.

Implementing the Ridge-to-Rivers Pathway Plan will require an organized, coordinated structure that involves citizens, interest groups and many government entities. The strength of the Ridge-to-Rivers Pathway Plan is twofold:

*It can be implemented within existing government and agency structures.* This plan does not require creating a new agency, department or organization or additional committees beyond those already addressing pathway issues.

*It will consolidate and coordinate the resources available* in numerous citizen groups already involved or interested in this process.

Implementation strategies addressed in this plan are:

- Jurisdictional Roles and Responsibilities
- Funding

---

### JURISDICTIONAL ROLES AND RESPONSIBILITIES

---

### Pathway Coordination Is a Critical Priority

A successful pathway plan is one that is incorporated into all aspects of local planning. The highest priority identified in the pathway plan public outreach effort, was the need for pathway coordination.

**Recommendation 1**  
**Establish two Pathway coordinator positions**

This plan recommends two coordinators responsible for overseeing both facets of pathways: recreational and non-motorized transportation. The suggested titles of these two positions will be: Recreational Pathway Coordinator and Transportation Pathway Coordinator. This plan will use these two titles for the sake of simplicity. However, it should be recognized that their roles will overlap because recreation and transportation are not independent entities. Their roles will need to be coordinated with all interested and implementing agencies and citizen groups.

Responsibilities of the coordinators will be to:

- Institutionalize and coordinate pathways in the development review and transportation planning processes.
- Create an updated user-friendly map.
- Be a point of contact for the public.
- Work with land owners to develop use agreements. Bring management to the use already occurring on their land in an effort to protect property rights, while at the same time, protecting access through private land to public land.
- Working with volunteers to help maintain the unpaved multi-use trail system.

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### The Coordinating Agency — Putting Responsibility In the Right Place

In late 1992 one full-time trail coordinator position was funded by Boise City Parks and Recreation, Bureau of Land Management and the U.S. Forest Service. The trail coordinator was hired by the Ada Planning Association to initiate trails and work with landowners in the foothills and is housed at the Boise BLM headquarters. He has direct access to local elected officials and state and federal agencies with jurisdiction in the foothills. The foothills trail coordinator is incorporated into this plan as the recreational pathway coordinator. There is still a need to fill the transportation pathway coordinator position to monitor the on-street component of this pathway plan.

### **Recommendation 2**

**The transportation pathway coordinator will be an APA employee, to assist implementing agencies with pathway issues**

This plan recommends that initially, a half-time transportation pathway coordinator be housed at APA to assist and coordinate efforts of the various implementing agencies. This position will provide technical data and design options to accommodate non-motorists within the intent of this plan. Details of how this coordinator will be integrated with agency staff will be worked out within the framework of each independent agency. The strategy is to locate these positions where they can be most effective in their respective roles. This may change over time as circumstances change and shall be reviewed annually.

### **Coordinating the Coordinators — Overlapping Jurisdiction Must Be Integrated**

The 23-member Pathway Planning Technical Committee has been the driving force behind this effort. It should now be officially renamed the Ridge-to-Rivers Technical Advisory Committee.

### **Recommendation 3**

**Incorporate the Ridge-to-Rivers Technical Advisory Committee and Ridge-to-Rivers Citizen Task Force Committee into the planning process**

This plan recommends that this committee be composed of the most active and interested parties whose primary role and responsibility will be overseeing the activities of the pathway coordinators to ensure conformance with the plan and monitor their work. This committee will then serve an advisory role to the various local, state and federal, committees, commissions and boards regarding pathway issues.

This plan also recommends retaining the Ridge-to-Rivers Citizens Task Force Committee, composed of one member from each of the independent Task Forces. This committee will meet with coordinators on a quarterly or as-needed basis and provide continuous citizen

input to the Ridge-to-Rivers Technical Advisory Committee. Details concerning appointments, terms, and other issues will be among the first issues the committee will address.

This plan does not suggest any change in the respective roles or goals of any other existing committee, but recommends that the activities of these committees be coordinated. Since there are several pathway types and numerous criteria for proper facility location, it is important to ensure that all committees have consistency on pathway use and selection.

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### **Integrating Pathway Planning Into Development Review Processes**

The most effective way to meet the goals espoused in this plan is to allow the coordinators to assist local planning by providing pathway insights and technical support to the implementing agencies.

This will ensure accuracy in the most appropriate facility type based on anticipated or actual need.

### **Recommendation 4**

**Involve Pathway Coordinators In Development Application Review**

This plan recommends that the coordinators become a vital part of the development review process through careful communication and coordination with respective agencies.

Planning is currently done by staff of the local governments in Ada County who review development proposals for compliance with respective comprehensive plans. In addition, ACHD staff reviews these same designs for compliance with roadway specifications to ensure smooth and safe traffic flow.

Involving the two pathway coordinators at some level of the local planning process will provide input and insights for integrating pathways into local development plans.

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## **Integrating Pathways Into The Transportation Planning Process**

### **The Future Begins Today**

Pathway planning needs to be coordinated with the current transportation planning procedures of APA, ACHD and the ITD, which follow a five-year Transportation Improvement Program (T.I.P.). The T.I.P. is the mechanism used to apply for federal aid highway dollars to meet state and local transportation needs. The Federal Highway Administration recognizes the bicycle as a legitimate form of transportation so it is appropriate to include applicable non-motorized transportation projects into these plans.

#### **Recommendation 5 Include the Transportation Pathway Coordinator in Annual Review of Transportation Plans and Programs**

This plan recommends that the Ridge-to-Rivers Technical Advisory Committee, through the transportation pathway coordinator, work with the respective transportation agencies to establish yearly projects that will integrate non-motorized and motorized transportation projects. Pathway planning will be a routine part of the Transportation Improvement Program process, which includes annual review, prioritization and recommendations through the Ada Planning Association in accordance with established procedures for public and inter-agency involvement and participation. Projects will be taken from the Pathway Planning Vision Map to ensure conformance with pathway planning goals.

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### **IN SUMMARY**

This plan makes no attempt to change or reorganize existing structures. Agencies currently responsible for some element of pathways will continue in their respective roles.

An organizational chart (Page 22, Appendix A) gives a general concept of how this process will interact with the various agencies.

The only change recommended in this plan is to inject a greater awareness of pathways and a spirit of cooper-

ation into existing committees and organizations to ensure that pathway planning is included in all plans. The success of the Ridge-to-Rivers Pathway Plan depends on its ability to organize people and resources within existing agencies.

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## **FUNDING STRATEGIES — THE FIRST IMPORTANT STEP**

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A short-term funding strategy (Phase I) is the first step in getting this pathway plan started. Funding will support the administration, maintenance and construction of the pathway system. The time frame for this short-term strategy corresponds with the five-year transportation planning process used by the Idaho Transportation Department, Ada County Highway District and Ada Planning Association.

The short-term strategy in this plan includes:

- A Phase I cost estimate
- Funding options and recommendations

### **Phase I Cost Estimate**

The first phase of this plan is a \$13.1 million program. This cost estimate includes administration (two pathway coordinators), maintenance and capital improvements. A project list is provided in Appendix B (Pages 24 and 25) for reference.

Since the pathway plan is dynamic, this project list and subsequent costs will be monitored and reconsidered annually.

This cost estimate does not include right-of-way. While right-of-way is a real cost, it is difficult to develop a reasonable estimate due to the variables such as:

- Land values change with time and location.
- Policy decisions can preclude the need for additional right-of-way to accommodate bicyclists.
- Alternative roadway designs utilizing striping can minimize the need for additional right-of-way.

This plan recognizes these costs and does not treat them lightly. However, cost alone does not determine whether all users should be accommodated on roads or in land-use decisions. Due to the cost differential and the difficulty in developing even a rough estimate of these improvements, only the construction costs have

been included for Phase I projects.

The key is to recognize that pathway designs can be flexible and do not necessarily dictate special facilities. The idea is to prevent developments or roadway projects from becoming barriers to pedestrians, persons with disabilities or other non-motorized pathway users.

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## Funding Options and Recommendations

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Several funding sources are generally required to implement a pathway plan. Most of the identified funding sources are transportation related. This reflects the reality of current fund availability.

The intent of this plan is to identify existing sources and have an officially recognized plan with which to pursue additional unknown funding sources.

Following is an inventory of available options to meet the financial needs of this plan.

### Federal Dollars

The Intermodal Surface Transportation Efficiency Act (ISTEA), signed into law in December 1991, recognizes the transportation, social and ecological value of bicycling and walking, and offers mechanisms for implementing pathway needs. ISTEA provides a number of new funding programs for pathways through the year 1997. Applicable programs within ISTEA include:

— **The Congestion Mitigation and Air Quality Improvement Program (CMAQ)** directs funds toward transportation projects that benefit air quality through reductions in emissions or traffic congestion. It is estimated that Ada County could receive \$2.7 Million each year for the next five years with this section of ISTEA money. *This plan recommends as public policy that 20% of all Ada County CMAQ monies be allocated for eligible multiple-use pathway projects.* Under existing assumptions, this will contribute approximately \$540,000 per year for the next 5 years. In accordance with the act itself, applicable projects must be principally for transportation rather than recreation and be able to quantify air quality benefits.

— **Transportation Enhancements projects** must also be principally for transportation rather than recreation.

*This plan recommends applying for enhancement money for projects difficult to quantify air quality benefits. We estimated \$760,000 annually for Phase I.*

— **The Symms National Recreational Trails Act** is a new recreational funding source. It provides funds to states for recreational trails and trail-related projects. Funding from this source is expected to be available in 1993. Details of this source have yet to be determined. Again, for estimating purposes only, recognizing that funds have yet to be appropriated for this federal funding program, *this plan recommends pursuing \$25,000 annually for trail development in the foothills.*

### Implementing Agencies

Due to economies of scale it is more efficient and less expensive for implementing agencies to include pathways in the initial design and construction of a project than to build a separate facility after the fact. Current policy at ACHD and ITD is to rebuild roads with consideration for bicyclists and pedestrians. This plan acknowledges these contributions to the pathway system and recommends that this policy continue. *This policy represents a substantial commitment of these agencies with an annual estimated contribution of \$650,000 and \$150,000 respectively.* In addition, Boise City currently provides approximately \$100,000 annually for maintenance of the Boise River Greenbelt and ACHD estimates \$100,000 for maintenance of on-street bike facilities.

Currently, Boise City, the Bureau of Land Management and the U.S. Forest Service are contributing to the recreational pathway coordinator's salary. This position is only fully funded through FY93. *This plan recommends an annual contribution of \$10,000 by Ada County to continue full funding of this position.*

### Grants

These include federal Community Development Block Grants, Land and Water Conservation Grants and others. *For estimating purposes, this plan assumes the pathway coordinators will pursue annual grants valued at \$25,000.*

## Dedications and Unfunded

There is growing recognition in Ada County and throughout the country that private development must assume a fair share of the cost of new infrastructure needed to support community growth. Mandatory contributions can be incorporated into municipal land use requirements and transportation components of local comprehensive plans. An example of such a requirement is inter-neighborhood paths that connect neighborhoods to parks, schools and other destination points. These are difficult to quantify since land value depends on location and time. Development review agencies will work with developers to obtain improvements in accordance with the goals of this plan. *For estimating purposes, this plan uses developer dedications to make up the unfunded portion of this plan, to be valued at \$260,000 a year.*

### Other

Other funding options to be considered are:

- User fees such as bike licensing.
- Endowment programs that encourage financial contributions or property access for pathway development.

*For estimating purposes, this plan assumes \$20,000 annually.*

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## IN SUMMARY

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The estimated cost of this first phase is \$13.1 million. The plan has identified several sources of funding that can be used to implement this plan. The following table summarizes the annual and five-year contribution of these sources. Some of these are existing, some are a redistribution, while others are new sources.

A combination effort of all sources would accomplish the first phase in the county's visionary plan.

## Funding Recommendation Table

Source	Annual Contribution	5-Year Total
<b>FEDERAL</b>		
CMAQ	\$540,000	\$2,700,000
Enhancement	760,000	3,800,000
Symms	25,000	125,000
<b>IMPLEMENTING AGENCIES</b>		
ACHD	650,000	3,250,000
ITD	150,000	750,000
Boise Parks	115,000	575,000
APA Board	50,000	250,000
BLM	12,000	60,000
USFS	3,000	15,000
Ada County	10,000	50,000
<b>GRANTS</b>	25,000	125,000
<b>DEDICATIONS AND UNFUNDED</b>	260,000	1,300,000
<b>OTHER</b>	20,000	100,000
<b>TOTAL</b>	<b>\$2,620,000</b>	<b>\$13,100,000</b>



## Section 5

# PHASE II — WORK TO BE DONE

### Introduction

Phase I of this plan discussed the necessary steps to begin implementing the Ada County Ridge-to-Rivers Pathway Plan.

Since Phase I does not have a hard time frame from which it will be completed, Phase II doesn't have a hard time frame from which it will begin.

The concept is that Phase I gets the wheels turning and longer term issues will be addressed at appropriate times in the evolution of a long-term pathway planning effort.

Phase II views these long-term issues as opportunities, but makes no specific recommendations on how they should be addressed.

Detailed procedures for the pathway planning process must be woven into the many opportunities currently available for Ada County citizens and leaders as we plan for the future and accommodate the fast pace of growth.

Some of those opportunities and potential for change are:

- Boise City Parks and Recreation is completing a comprehensive plan.
- Local cities are revising their comprehensive plans.
- The Foothills Steering Committee is developing a land use plan in the foothills.
- ITD is adjusting its transportation planning process to accommodate ISTEPA.
- ACHD recently completed a new strategic plan.
- Potential changes in transportation planning procedures if the urbanized area exceeds the 200,000 population threshold.
- The possibility of another tax limiting measure which will affect the operation of local governments.
- A movement to consolidate some county-wide government operations.
- ACHD impact fee legislative requirements.

This plan makes no attempt to dictate these changes, but would like to be considered and allowed to adjust as these changes occur.

A couple issues constantly brought up throughout this process were those of using pathways along irrigation canals and the critical importance of maintaining access through private land to public lands.

Therefore, the purpose of Phase II is to recognize dynamic changes occurring locally that affect pathways, and to make special mention of longer term issues such as the use of irrigation canals, private land and long-term funding issues.

### Irrigation Canals

Ada County is blessed with a network of irrigation canals. Many residents currently use the maintenance roads along these canals for both recreation or transportation, and feel these corridors are ideal for public use as pathways. This plan does not propose any changes to this use or any improvements to the maintenance roads. The intent of identifying irrigation canals is for protection status. As development occurs along these canals, they should be preserved for public access.

This plan further recognizes that the ultimate purpose of these canals is to irrigate agricultural lands and that will be the primary concern when evaluating for potential pathways.

### Private Land

Undeveloped land provides a potential for pathway development through right-of-way acquisition or the establishment of easements. A proactive approach to pathway planning will help public agencies address future recreation and alternative transportation needs. The recreation pathway coordinator will be working with landowners in the foothills to address their concerns, educate users to respect land owners' property and protect the fragile environment.

Other land on the fringe of urban areas and in rural areas of the county present many opportunities to provide safe and efficient corridors between schools, parks, shopping and neighborhoods. This is a continuous process that needs full-time attention as land is developed.

This plan recognizes the rights of private land owners and supports a cooperative effort to establish public use pathways where feasible. The plan further recognizes that pathways, when properly planned and managed, can enhance property values and protect land owners from property degradation or the limiting of future development potential.

## **Funding Is Key to Pathways Plan**

The key to the plan is establishing stable, long-term funding sources. The Phase II funding options will require more time to initiate than the Phase I options. Some will require legislative action or at least some hard policy decisions. While this plan does not develop specific overall cost estimates of the pathways vision, it presents options that would provide economic stability to the plan and allow most projects to move forward. Many of these sources have been successful in other communities and are presented here for future evaluation and analysis.

## **Phase II Funding Options**

### **Growth Dividends:**

These are revenues from existing public sources, such as sales taxes and property taxes, which grow as the community expands. Growth dividends are used to finance improvements to the community. A portion of growth-generated revenues could be appropriated to fund pathway expansion within existing county and municipal budgets.

For example, growth dividend revenues were over \$4 million in Boise City alone in 1992. A 5% allocation of these growth dividends to pathways would contribute \$200,000 annually to the city of Boise. A county-wide mandate would distribute funds to the respective jurisdictions to implement local pathways.

### **Developer Dedication**

These are off-site system improvements required of land developers under a revenue dedication strategy. A variation of this is a development impact fee, which

can be assessed to finance the share of the pathway system attributable to land development. This program would require construction of on-site pathway elements.

County-wide development and growth was valued at \$270 million in 1991. Assessing a Pathway Development Fee of 0.25 of 1% from this value would raise approximately \$675,000 annually.

### **Special Assessments**

A citywide or countywide special assessment, e.g. a Recreation District, could be created to provide capital resources for a comprehensive pathway system. Recreation Districts, are generally funded through a property tax increase and require approval of the voters within the district.

### **Benefit Sharing**

Benefit sharing is difficult to quantify and would fall on those who directly benefit. Interested neighborhoods could develop Local Improvement Districts (LIDs) to help improve their respective neighborhoods.

### **Tax-Specific Targeting**

Sales tax options include general or limited sales tax. Proposed local-option tax legislation would empower governmental agencies to establish a general or limited sales tax within Ada County to fund a pathway system. The local-option tax is controversial, but the opportunities are great. The end result is a tax that could be used to target a specific use group.

### **Specific Fees:**

- Funding of a pathway program could be provided in part through a selective fee on bicycles and related purchases. If successful in Phase I, a bicycle license fee program could be continued for the long-term. The key to this program's success is developing a product that gives a return on an individual's investment, resulting in high voluntary conformance.
- Equestrians make significant contributions to Idaho's economy. Many have expressed a willingness to contribute to a voluntary trailer fee, or have a portion of taxes they pay for equipment, go towards an allocation to build and maintain trails and trail heads.

### **Private Donations:**

The endowment program mentioned in Phase I could continue into Phase II. Donations could be contributed

directly, as a checkoff on utility bills, as an annual fund drive, or numerous other options.

### **Non-Profit Organization**

Many communities around the country have established non-profit organizations, structured to work with local and state implementing agencies to accomplish pathway goals.

Non-profit organizations collect membership fees and work with the implementing agencies to apply for federal funds for non-motorized transportation projects. These organizations can sometimes provide matching funds, freeing up existing government resources.

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## **IN SUMMARY**

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The intent of Phase II is to minimize obstacles that could prevent the long-term implementation of a pathway plan. Phase II does not make specific recommendations regarding local opportunities for change, pathways along irrigation canals, pathways through private property, or funding options.

By continuing the annual review process of Phase I, Phase II will become more defined and structured with time.

# CONCLUSION

The Ridge-to-Rivers Pathway Plan reflects an extensive effort undertaken by a coalition of federal, state, and local government agencies, with the cooperation of many individual citizens and citizen groups. The immediate study area of this plan includes all of Ada County, with a vision and intent to reach beyond political boundaries in anticipation of a regional pathway network.

This plan calls attention to the fundamental needs of pedestrians, cyclists, persons with disabilities, equestrians and other pathway users. Pathway Planning should not be considered an amenity, but a necessary component of the planning process.

Pathway Planning is much more than just building special facilities to accommodate recreation or a small user group. It is a commitment that benefits the whole community in the form of diverse transportation alternatives, reduced congestion for those who still choose or have to drive, a cleaner environment, and improved recreation, health and fitness.

Pathway planning creates a community where road construction no longer carves up neighborhoods . . . where children are not dependent on parental chauffeuring for their mobility . . . where recreational opportunities are right out a person's back door even if they have to travel miles to reach their destination . . . where commuting cyclists wave to one another on their journeys to work rather than honking at each other in congestion . . . where the air is clean and the noise minimal . . . where pedestrians can feel like pedestrians rather than moving targets . . . where equestrians can enjoy the solitude of long uninterrupted loop rides. This is the vision of the Ada County Ridge-to-Rivers Pathway Plan.

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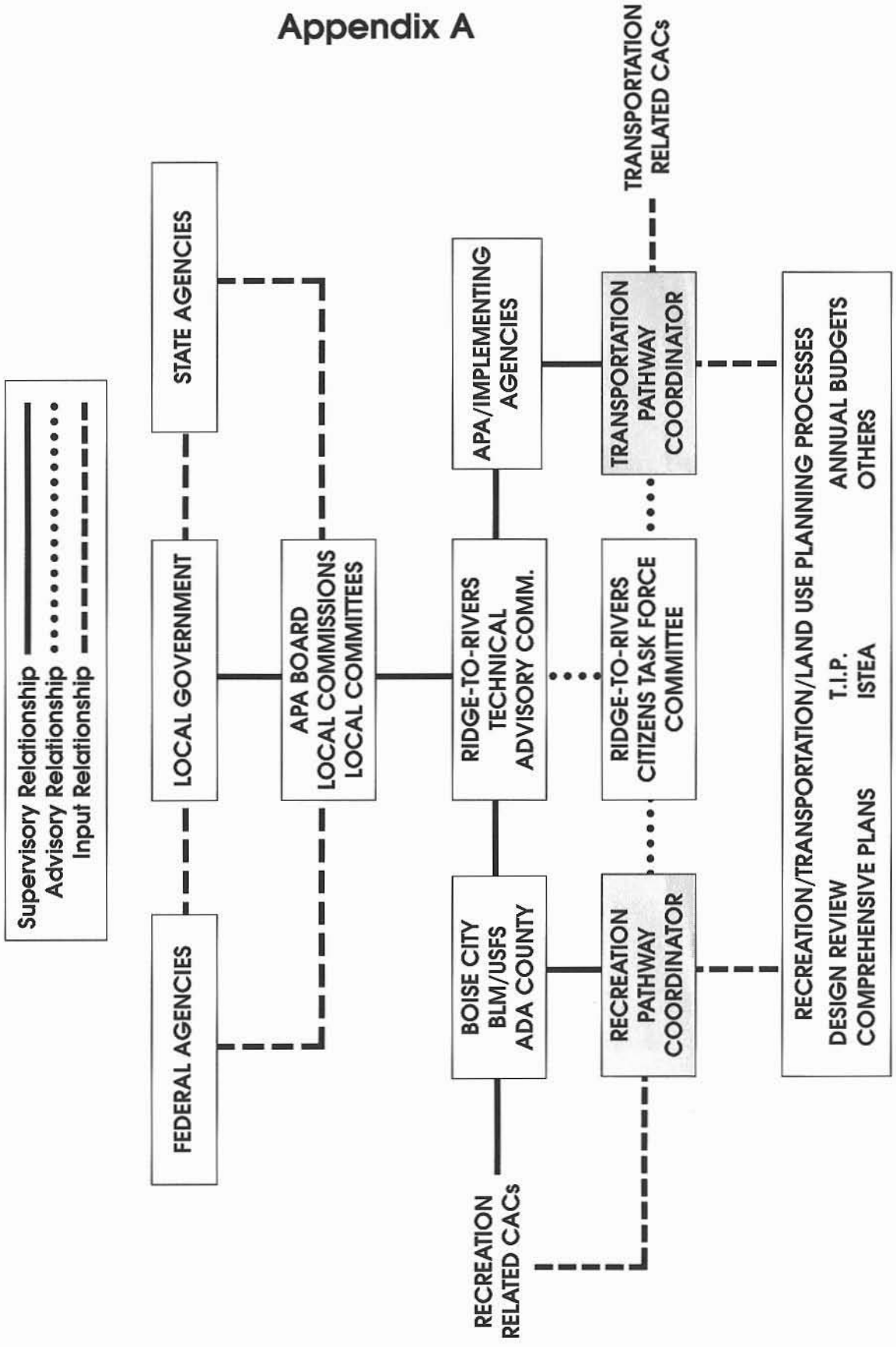
***"The problems we have created  
cannot be solved with the same  
thinking that created them."***

**-Albert Einstein**

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# APPENDICES

# Preliminary Organization Structure To Implement Phase I of the Pathway Plan



## Appendix A

## Appendix A Contact List

### Local Government

<u>Agency</u>	<u>Phone #</u>	<u>Primary Contact</u>
Ada County	383-4424	Joanne Garnett
Ada County Highway District	345-7680	Bill Stimpson
Ada Planning Association	345-5274	Ross Dodge
Boise City Parks and Recreation	384-4240	Debb Bowden
Boise City Planning and Zoning	384-3830	Bob Brown
Boise School District	338-3660	Rex Squires
City of Eagle	939-6813	Rick Yzaquirre
City of Kuna	345-5274	Ross Dodge
Garden City	377-1831	Jim Burnham
City of Meridian	888-4433	Wayne Forrey
Meridian School District	888-6701	Jerry Reininger

### State Agencies

Idaho Department of Lands	334-3488	Don Stockton
Idaho Department of Parks and Recreation	327-7444	Leo Hennessy
Idaho Transportation Department	334-8340	Melanie Davis

### Federal Agencies

Bureau of Land Management	384-3300	Barry Rose
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### Other Boards, Commissions and Committees

City Councils		
Ada Planning Association		
Ada County Highway District		
Planning and Zoning Commissions		
Boise River Greenbelt and Pathway Committee		
Ridge-to-Rivers Technical Advisory Committee		
Ridge-to-Rivers Citizens Task Force Committee		
Ada Planning Association's Citizen Advisory Committee		
Ada Planning Association's Technical Advisory Committee		
Ada County Highway District's Citizen Advisory Committee		

## Appendix B

### “PHASE I” PATHWAY PROJECT LIST

#### On-Street Pathway System

<u>PROJECT</u>	<u>DESCRIPTION</u>	<u>CLASS</u>	<u>MILES</u>	<u>*COST</u>
Administration	Transportation Pathway Coordinator			\$160,000
Maintenance	Five Year Maintenance Program			\$500,000

#### Programmed Roadway Projects

<u>PROJECT</u>	<u>DESCRIPTION</u>	<u>CLASS</u>	<u>MILES</u>	<u>*COST</u>
Eagle Bypass	Hwy 55 - Ballentyne Road	Route	3	\$3,000
Eagle Road	Fairview - Boise River	Route	4	\$4,000
McMillan	Five Mile - Eagle	Lane	2	\$260,000
Five Mile	Victory - McMillan	Lane	5	\$650,000
Bridge Crossings	Glenwood-Americana-Broadway			\$990,000
Mitchell	Emerald - Edna	Lane	1.5	\$1,500
Gary Lane	State - Hill	Lane	1	\$130,000
36th	State - Hill	Lane	1	\$130,000
10th	Franklin - Heron	Route	1	\$1,000
Emerald	Cole - Phillippi	Lane	1	\$130,000
Victory	Five Mile - Maple Grove	Route	1	\$1,000
Victory	Cole - Orchard	Route	1.25	\$1,250
Pleasant Valley	Gowen - Columbia	Route	1.5	\$1,500
Liberty	Franklin - Emerald	Route	0.5	\$500
Latah	Emerald - Overland	Lane	1.5	\$1,500
Kootenai	Vista - Federal Way	Lane	0.25	\$1,000
Boise Avenue	Capitol - Broadway	Lane	1	\$1,000
Holcomb	Amity - Park Center Bridge	Lane	1	\$130,000
HWY 21	Extension	Route	3	\$3,000
Eagle Road	State Street - Ranch Drive	Lane/Walk	0.5	\$130,000
Edgewood	State - Floating Feather	Lane	1	\$130,000
Floating Feather	HWY 55 - Eagle Road	Lane	2	\$260,000
HWY 69	Amity - Kuna Road	Route	5	\$5,000
Cherry Lane	Meridian - Black Cat	Lane/Route	3	\$132,000
First Street	I-84 - Cherry Lane	Route	1.5	\$1,500
Locust Grove	Ustick - Pine	Lane	1.5	\$195,000
HWY 55	North of State	Route	6	\$6,000
<b>Programmed Totals</b>			<b>51</b>	<b>\$4,000,000</b>

#### Additional On-Street Pathway Projects

<u>PROJECT</u>	<u>DESCRIPTION</u>	<u>CLASS</u>	<u>MILES</u>	<u>*COST</u>
Northview	Milwaukee - 5 Mile(via Granger/Cory)	Route	1.5	
Warm Springs	Penitentiary Rd. - Ave C	Lane	1	
Walnut	Greenbelt - Franklin	Route	0.75	
Bannock	16th - 1st	Lane	1	
10th	Front - State	Lane	0.5	
Grove	10th - 16th	Lane	0.25	
15th	Shoreline - Hill	Lane	2.5	
28th	Hill - Lemp	Lane	1	
Hill Road	Pierce Park - HWY 55	Route	2.5	
Glenwood	Marigold - State	Lane	1	
5 Mile	McMillan - DeMeyer	Route	0.5	
Edna	Mitchell - 5 Mile	Route	0.5	
Emerald	Maple Grove - 5 Mile	Lane	1	
Irving	Phillippi - Orchard	Lane	0.25	
Phillippi	Overland - Targee	Route	0.25	
Beacon	Boise - Leadville	Route	1	
Northview	Cole - Milwaukee	Lane	0.5	
36th	Chinden - Greenbelt	Route	0.25	
Americana	Ann Morrison - Shoreline	Lane	0.25	
16th	Shoreline - Front	Lane	0.25	



<u>Project</u>	<u>Description</u>	<u>Class</u>	<u>Miles</u>	<u>*Cost</u>
15th	Shoreline - Resseguie	Lane	1.25	
Fort	10th - 6th	Route	0.25	
Jefferson	First St. - Avenue C	Route	0.25	
3rd	Julia Davis Park - Fort	Route	1	
4th	Grove - Fort	Route	0.75	
Bergeson	Federal Way - Apple	Lane	0.25	
Apple	Bergeson - Park Center	Lane/Route	0.25	
Pine Street	Locust Grove - 10 Mile	Lane	3	
<b>Estimated Milage and Cost</b>			<b>22</b>	<b>\$1,200,000</b>
<b>TOTAL "PHASE I" ON-STREET PATHWAY COSTS</b>				<b><u>\$5,200,000</u></b>

#### Multiple-Use Pathway System

<u>Project</u>	<u>Description</u>	<u>Class</u>	<u>Miles</u>	<u>*Cost</u>
Maintenance	Five Year Maintenance Program			\$500,000
Boise River Greenbelt	Veteran's Pkwy - Fairgrounds	Path	1.50	\$250,000
Boise River Greenbelt	Willow Lane - Lake Harbor	Path	0.25	\$230,000
Boise River	Municipal Park - Southbank	Bridge		\$460,000
Kuna Side Walk	Locust Street: 4th - Noel	Walk	0.25	\$65,000
Kuna Greenbelt	Indian Cr.: Swan Falls - Orchard	Path	0.25	\$35,000
5-Mile Creek	Near Linder Road	Path	0.50	\$175,000
Dry Creek	State Street - Boise River	Path	0.25	\$140,000
Capitol Tunnel	Capitol Bridge on Northbank	Path	0.25	\$425,000
Boise River Greenbelt	Ann Morrison Park - Davis Ditch	Path	0.25	\$600,000
Kuna Sidewalk	4th: Linder - N. School St.	Walk	0.25	\$120,000
Boise River Greenbelt	Glenwood - Strawberry Glen	Path	0.25	\$180,000
Federal Way	Adjacent to Roadway	Path	3.5	\$850,000
Fairview Tunnel	On Southbank	Path	0.25	\$350,000
Pioneer Walkway	Extend to Downtown Boise	Path	0.10	\$50,000
Boise River	S. Bank @ 52nd - Plantation Is	Bridge		\$150,000
Kuna Sidewalk	Boise Ave: Linder - Marteeson	Walk	0.25	\$70,000
Main Street Tunnel	On South Bank	Path		\$300,000
Rose Street	Terminus - Boise River Greenbelt	Path	0.25	\$95,000
Orchard Extention	R/R R/of/Way: Orchard - Garden	Path	0.25	\$75,000
HWY 69	I-84 Overpass	Bridge		\$275,000
Signal Crossings	3rd Street @ Front and Myrtle	Signal		\$190,000
10 Mile Creek	Victory - Cherry Lane	Path	5	\$875,000
Signal Crossings	Pioneer Walkway @ River Street	Signal		\$50,000
<b>Multiple-Use Path Totals</b>			<b>14</b>	<b>\$6,510,000</b>

#### Multiple-Use Trail System

<u>Project</u>	<u>Description</u>	<u>Class</u>	<u>Miles</u>	<u>*Cost</u>
Administration	Recreation Pathway Coordinator			\$200,000
Eckert Road	HWY 21 - Boise River	Trail/Path	0.25	\$200,000
Boise River Greenbelt	Glenwood - Eagle Road	Trail/Path	5	\$1,000,000
Irrigation Canals	Various Open Space Trails	Trail		
Foothills	Various Foothill Trails	Trail		
Pierce Park	Hill Road North to Cartwright	Trail	2	\$2,000
Boise River Greenbelt	South Bank West of Barber Park	Trail	1	\$50,000
<b>Multiple-Use Trail Totals</b>			<b>8</b>	<b>\$1,452,000</b>

**Multiple-Use Path & Trail Totals** **\$7,962,000**

**TOTAL "PHASE I" PATHWAY SYSTEM COST** **\$13,162,000**

#### NOTES:

\* Does not Include Right-of-Way Costs

# Appendix C

## THE FOUR E'S

### Introduction

The four E's are the foundation of a comprehensive pathway plan. The objective is to increase safety and use of the pathway system through appropriate **ENGINEERING** of pathways, developing **EDUCATION** and **ENFORCEMENT** programs, and **ENCOURAGING** greater pathway participation.

### ENGINEERING

#### A Key Ingredient

Engineering is the act of ensuring a properly located facility is built for maximum effect and efficiency. This effect is different from one location to the next and facilities must be evaluated on a case-by-case basis. All the considerations for the safe engineering of a facility are too numerous to identify within the scope of this plan. A local or state design manual that can be used as a specific working document will be developed. Until this manual is completed, this plan endorses the manuals in appendix "E" as basic guidelines to the engineering of pathway development.

### EDUCATION

#### Safety and Courtesy Are High Priority

Engineering alone cannot reduce conflicts between users and motorists. Education is the key in reducing the number and severity of accidents. The three pathway components identified in this plan share the same need for education, but in different forms.

#### On-Street

Education should be targeted to all age groups but primarily to those under 15 years old. This age group has the least developed handling and judgement skills resulting in the highest percentage of accidents. Education programs can also be targeted to older age groups to inform of the economic benefits to cycling so that at some future point, they may choose not to own a second car. Enhanced driver education programs can help teach motorists how to share a portion of the

responsibility for a safe pedestrian and bicycling environment.

#### Multiple-Use Paths

Multiple-Use Paths have three times the accidents as on-street facilities. This is because multiple-use pathways attract a variety of inexperienced users traveling at different speeds, sharing the same two-way facility. Often these less-experienced pathway users are unaware of safety hazards and are not as alert as they should be. Boise City Parks and Recreation has an informational brochure on the Boise River Greenbelt. This brochure includes tips for users such as:

- Pedestrians have the right of way.
- Bicyclists must keep to the right and ride at speeds safe for conditions.
- Bicyclists are required to signal when passing.
- Motorized vehicles and horses are prohibited. (except patrol, maintenance, and handicapped vehicles)
- Class "A" habitat areas restrict bicycle use.

Wide distribution of this brochure even beyond the boundaries of the Boise River Greenbelt will create greater awareness on the paths improving safety on all multiple-use paths.

#### Multiple-Use Trails

A variety of users interact on foothill trails. Off-road vehicles often meet with equestrians; mountain bikers may suddenly meet hikers on a narrow mountain side; and unrestrained dogs can be hazardous to all users.

Increased community education on trail etiquette will be needed to ensure harmony among users.

There are various brochures put out by the Ada County Sheriffs Department, Idaho Parks and Recreation Department, United States Forest Service, and Bureau of Land Management. The following are some key tips for safe and courteous trail use:

- Stay on approved trails, avoid skidding and muddy trails to minimize erosion.
- When approaching horses, speak and move off the trail to the downhill side. When passing horses from behind, speak out and ask for instructions. Let both horse and rider know you are a friendly human.
- Maintain control of speed on turns in anticipation of someone around the bend.
- Respect public and private property, including trail

use signs and no trespassing signs. If you abuse a privilege, you might lose it.

- Be respectful of other trail users by removing evidence of your animal.

During the public task force meetings, many suggested that safety, education and courtesy receive high priority in developing a new pathway program. In response a sub-committee was established to address these issues and integrate them into the planning process. This group researched national and local safety, educational and etiquette issues and developed the following suggestions to reduce conflicts as the pathway system is improved.

- Develop a safety pamphlet for new bike purchases.
- Include more difficult questions regarding bicyclists on the road for State Drivers Licensing.
- Develop and promote hands-on, training classes sponsored by Police Departments, Bike shops, and pediatricians or hospitals for elementary level children.
- Conduct safety and promotional events along with the Twilight Criterium, Women's Challenge, and/or the Boise River Festival.
- Develop a speakers bureau made up of concerned, educated pathway users to speak to groups or at school programs.
- Get a licensed "Effective Cyclist" that has passed the program to teach others in proper cycling techniques.

Education and Safety programs will be an essential ingredient in creating a safer, enjoyable pathway system. There are established curriculums and programs that can be purchased and put to use. However, all the education in the world cannot replace basic common sense. Improving education is one step in improving safety, but it does not excuse the pathway user from their responsibility to use the pathway system in a safe manner.

## **ENFORCEMENT**

### **Innovation Goes a Long Way**

The most effective enforcement technique is education, as greater education results in less enforcement. It is imperative that the interaction of pathway users with one another, as well as motorists, be one of mutual

respect and consideration. Enforcement issues vary among the on-street, multiple-use path, and multiple-use trail components. Currently, some level of enforcement exists in all three of these components. However, with increased use and expansion of the pathway system, there is a need for increased enforcement to ensure safety for all.

### **On-Street**

Bicyclists on the roadway must follow the same rules as motorists if they expect to be considered a legitimate vehicle on the roadway. The only way bicyclists and motorists can share the road harmoniously and reduce accidents is for both to follow the same rules of the road. These rules can be found in chapter 13 of the Idaho Drivers Manual and in a brochure by the Administrative Office of the Courts and Idaho State Automobile Association. Some of these rules are:

- Use hand signals to communicate when it's safe.
- Obey traffic signals, signs and lane markings.
- Ride within posted speed limits or at a rate reasonable for existing conditions.
- Yield to pedestrians in crosswalks and sidewalks and give an audible signal before passing.
- Always yield to pedestrians when on the sidewalk, however, avoid riding on sidewalks whenever possible.
- Bicyclists can ride two abreast if they do not interfere with normal and reasonable traffic movement.
- Bicyclists must ride in control with at least one hand on the handlebars.

There are also several other rules of the road. This information can be obtained by the Idaho Department of Transportation.

### **Multiple-Use Paths**

Multiple-Use Paths are not subject to a higher rate of crime or vandalism than other park or neighborhood locations. Currently there is a mountain bike patrol on the Boise River Greenbelt within the Boise City limits. Their purpose is to ensure users are following the courtesy tips mentioned above and attending to other non-pathway related violations. As the multiple-use path system is expanded, the role of enforcement will likewise have to expand to cover greater distances.

### **Multiple-Use Trails**

For years, misuse of the foothills created scarring and damage to this fragile environment. This was due more to a lack of education than an act of vandalism. The Ada County Sheriffs Department has had patrols on dirtbikes for the past 10 years. This enforcement appears to be helping reduce the numbers of those damaging the foothills. But as the county population continues to rise, constant attention should be given to this need. The Sheriffs Department has a brochure with guidelines to proper trail use.

- You must have property owner approval to be on private lands. The owner is not obligated to post their property for this violation to be charged. Get informed on appropriate public trail locations. The Bureau of Land Management (BLM) and U.S. Forest Service (USFS) have this information.
- You must stay on designated trails. You cannot make your own roads or trails in the foothills.
- If you see someone damaging the foothills contact the Ada County Sheriffs Office at 377-6500 or the BLM Ranger at 334-1582.

Even though enforcement can carry negative connotations, the key is to establish innovative and creative programs that reduce violations while retaining a positive image for the responsible enforcement agency.

### **ENCOURAGEMENT**

#### **Promoting Pathway Use**

Pathways are for everyone. Where engineering, education and enforcement will improve the safety of pathway use, encouragement is the marketing or promoting of pathway use to a broad spectrum of people.

#### **On-Street**

There are various techniques that can be packaged into programs to encourage greater use of the roadway system for non-motorists. As a safe, convenient pathway system is being engineered, incentive programs at employment centers and schools can do a lot to encourage non-motorized transportation.

#### **Multiple-Use Paths**

The Boise River Greenbelt is heavily used by a variety of pathway users. Improved designs and developing pathways in outlying locations will encourage pathway use close to home, which will reduce congestion on the

existing greenbelt.

### **Multiple-Use Trails**

The foothills hold great potential for recreational trails, but the environment is delicate, requiring proper care by all users. Encouragement for proper trail use requires cooperation from all users to tread lightly on unpaved trails and regular volunteer maintenance activities to ensure long-term stability.

Encouragement Programs are difficult to define within the scope of this plan. Future development of these programs will be dependent on the creativity and enthusiasm of the individuals involved.

## **Appendix D**

### **HISTORICAL PERSPECTIVE**

—Pathway planning in Ada county began in 1950 when an equestrian group proposed to develop a greenbelt along the Boise River as a bridle path. The bridle path was never implemented, but the idea of a Boise River greenbelt took hold.

—A paved multiple-use path was first built along the river in the mid 1970's. This path, commonly referred to as "the greenbelt", expanded throughout the 1970's and 1980's but was never fully completed.

—An on-street bike plan also began to take shape in the 1970's but lost focus and funding in the 1980's which hindered its full implementation.

—The Boise Front has always been a popular recreation area for both motorized and non-motorized off-road use. This popularity began to reveal itself in signs of abuse.

—In 1988 a citizen/government group called the Boise Front Coalition, studied trail opportunities and proposed a trail system to manage burgeoning recreation use in the foothills' fragile trail network.

—Road construction and development began to hinder the mobility of pedestrians, bicyclists and other non-motorized use. Citizen and neighborhood groups were concerned with the affects of growth and road construction on neighborhoods.

—Boise Visions ushered in the new decade with a forecast that pathways would play an increasingly important role in maintaining the area's quality of life.

—It was suggested that a coordinated pathway effort be

organized. In the fall of 1991, the Ada Planning Association was assigned the task of coordinating with all interested agencies and general public.

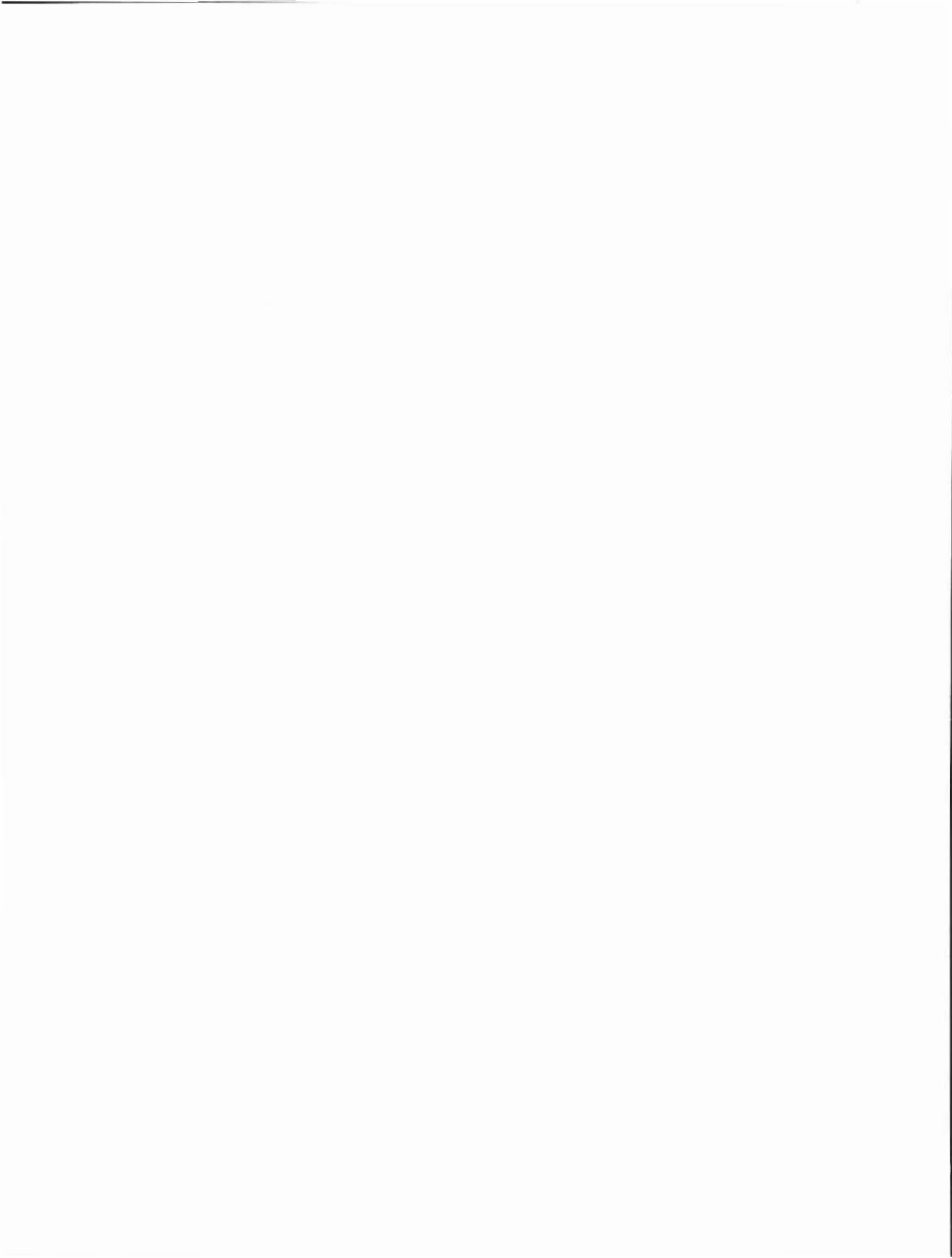
—This plan was developed with extensive citizen and government participation. APA established a 23-member Technical Pathway Planning Committee composed of representatives of key interest groups and local, state and federal agencies. The committee met monthly throughout 1992. It was responsible for gathering public input, shaping and finalizing the plan. APA staff facilitated the committee and prepared draft documents for review. The final draft plan was co-written by APA staff and committee members.

## Appendix E

### BIBLIOGRAPHY

An updated local design manual will be developed upon the completion of this Ridge-to-Rivers Pathway Plan. Until that time, this plan endorses the following manuals to be used in consultation with the coordinators and agency staff to ensure conforming and integrity of this plan. These manuals are:

- Design Guide for Accessible Outdoor Recreation, USDA Forest Service, February 1992
- Bicycle-Pedestrian Design Manual for Ada County, Ada County Highway District, December 1978
- Guide for the Development of Bicycle Facilities, American Association of State Highway and Transportation Officials (AASHTO), August 1991



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Idaho Transportation Department  
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