Salmon Valley Trails Feasibility Study Final Report

August 2015
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This document was prepared by Salmon Valley Stewardship (www.SalmonValley.org) in cooperation with Lemhi County, Idaho. Funding support was provided by the U.S. Western Federal Lands Highway Division Federal Lands Access Program (FLAP).
**Abbreviations**

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<tr>
<td>ADA</td>
<td>Americans with Disabilities Act</td>
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<tr>
<td>ATV</td>
<td>All-Terrain vehicle</td>
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<tr>
<td>BLM</td>
<td>Bureau of Land Management</td>
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<td>COE</td>
<td>US Army Corps of Engineers</td>
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<td>ESA</td>
<td>Endangered Species Act</td>
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<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<td>FLAP</td>
<td>Federal Lands Access Program</td>
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<td>GIS</td>
<td>Geographic Information System</td>
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<td>IDFG</td>
<td>Idaho Department of Fish and Game</td>
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<td>ITD</td>
<td>Idaho Transportation Department</td>
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<tr>
<td>IMBA</td>
<td>International Mountain Bicycling Association</td>
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<td>LHTAC</td>
<td>Local Highway Technical Assistance Council</td>
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<td>LOT</td>
<td>Local Option Tax</td>
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<tr>
<td>LWCF</td>
<td>Land and Water Conservation Fund</td>
</tr>
<tr>
<td>MOU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>MP</td>
<td>Mile post</td>
</tr>
<tr>
<td>NEPA</td>
<td>National Environmental Policy Act</td>
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<tr>
<td>NRCS</td>
<td>Natural Resources Conservation Service</td>
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<tr>
<td>OHV</td>
<td>Off-Highway Vehicle</td>
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<tr>
<td>ORV</td>
<td>Off-Road Vehicle</td>
</tr>
<tr>
<td>RRB</td>
<td>Recreational Road and Bridge Program</td>
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<td>ROW</td>
<td>Right of Way</td>
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<td>US Fish and Wildlife Service</td>
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<td>WFLHD</td>
<td>Western Federal Lands Highway Division</td>
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<td>YEP</td>
<td>Youth Employment Program</td>
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Introduction

Lemhi County, located in Central Idaho, is known world-wide as a premiere outdoor recreation destination. A large majority of the county’s land base is public (91%), an attraction for hunters and anglers, whitewater boaters, and hikers and campers. The area is home to the Lewis and Clark National Historic Trail, the Nez Perce National Historic Trail, and the Continental Divide National Scenic Trail.

Although public lands are abundant in the area, access to those lands can be problematic. The public access routes to and from our communities are the state highways. As parcels of private land change hands and agricultural lands are converted to subdivisions, public access points are becoming fewer and fewer. Traditional local access is disappearing, resulting in the need to travel further to reach public land. The only way to reach outlying recreation sites without a vehicle is predominantly along the narrow undeveloped shoulder of these roadways, a very unsafe option for visitors, recreationists, and resource users alike. While there are hundreds of miles of trails within 20 miles of Salmon, you need a car to get there.

In recent years, the area has become known for outstanding mountain biking opportunities – a result of community partnerships with public land managers to increase the number and quality of existing bike trails. In 2014, the Salmon Field Office, Bureau of Land Management (BLM) and the community received recognition for their partnership managing the Discovery Hill trail network just northeast of Salmon. The Coalition for Recreational Trails recognized Salmon with its Annual Achievement Award for Outstanding Use of Recreational Trails. In addition, the American Recreation Coalition honored the BLM’s Salmon Field Office with the Beacon Award, which recognizes innovative use of technology in visitor services and recreation management, for the use of podcasts to tell a story along a family-friendly stretch of the Discovery Hill trail system.

Working with the Federal Lands Access Program and the Salmon Valley Trails Committee, Lemhi County requested a feasibility study be performed to assess existing trail access and explore alternatives to driving to popular trailheads. This study was slated to examine trail network and connectivity options along the Salmon River, Highway 93, and from the Discovery Hill trail network to the Carmen Creek Road north of Salmon.

A primary purpose of this feasibility study was to determine which of the potential trail segments would be most likely to be constructed according to design constraints, environmental concerns, public support, and economic feasibility in the near term. Additionally, this study was intended to address the reality that rural citizens in the area lack safe alternatives to using a motorized vehicle to go to work, shop or conduct business in town. With the recent economic downturn, our community severely lacks a safe alternative for citizens who wish to utilize transportation that doesn’t rely on fossil fuels.

The proposed trail segments were assessed and categorized according to potential for development as near term (1-10 years), mid-term (10 – 20 years) or long term (20+ years). Findings from this study, as well as public input, indicate that the Highway 93 right of way trail, north and south of Salmon, would have the most immediate opportunity, benefit both commuter and recreational users, provide a direct connection for non-motorized users to public lands and high use recreation sites, and improve safety for existing and future users along Highway 93.
Accomplishing the Highway 93 phase of the Salmon Valley Trail Network would take a coordinated effort among many partners. The following next steps are recommended:

- Acquire Highway 93 North right of way (2.5 miles north of Salmon) on a private parcel where the right of way has not been included in the formal deed. The property boundary extends to the centerline of the highway corridor according to deed records. The current owner of this property is willing to donate an easement for the purposes of a trail. This opportunity should be acted upon as soon as possible.
- Formalize easement agreement with private landowner at the Stagecoach Hotel property. The landowner currently supports a private trail that connects to a public crosswalk and Island park. This crosswalk is heavily used to cross Highway 93 and access the downtown area and park. The hotel owners have indicated they are in support of the proposed Highway 93 North trail alignment.
- Formalize a Public – Private Trails Partnership. The Salmon Valley Trails Committee should work with Youth Employment Program (YEP) and Lemhi County to finalize the proposed Memorandum of Understanding (MOU) for trail management.
- Initiate Fundraising and Grant Writing. A fundraising plan, including a timeline for implementation should be created and maintained. This fundraising plan should address construction, operations, and maintenance of a community trails system. Lemhi County and the City of Salmon have limited funds for roads and bridges, as well as parks and recreation. Trails advocates have pledged to play a lead role in performing and funding trails maintenance and oversight. Potential funding sources are identified in this document, and template grant applications included.

While the Highway 93 right of way trails filtered out as a top priority as a result of this study, other mid-term options were identified as having a high potential for future trail development. The results for all of the proposed routes are presented here to provide documentation of these findings, preserve information for the future development other trail segments, and retain key information for improved connectivity for the Salmon Valley Trails network.

**Project Background**

In August 2012, the Salmon Valley Trails Committee completed the Salmon Valley Trails Action Plan (Appendix A). This Action Plan was incorporated into the Lemhi County Master Transportation Plan in 2012, and has been incorporated into the draft City of Salmon Master Transportation Plan Update (final scheduled for release in 2015). The Salmon Valley Trails Committee includes trails advocates, federal land management agency staff, local government, the Community Transportation Association of Idaho, business owners, and nonprofit groups from Lemhi County. Their goal: to preserve and improve multi-modal access to public land and the Salmon and Lemhi Rivers, as well as multi-modal travel within and between communities of Lemhi County. The Salmon Valley Trails Action Plan specifically recommended that a feasibility study be conducted for identified trail segments.

The purpose of this feasibility study was to determine which of five potential trail segments would be most likely to be constructed, according to design constraints, environmental concerns, public
support, and economic feasibility. Four of the trail segments considered were identified as near term (1-10 years), or mid-term (10 – 20 years) priorities in the 2012 Salmon Valley Trails Plan. The Action Plan also included one segment, located in the Discovery Hills area, of an emergency route corridor identified in the 2012 Lemhi County Master Transportation Plan. Along with benefits to visitors, recreationists, and resource users, this route would provide emergency easement across BLM and State managed lands in the event that the Salmon River Bridge near the junction of Main Street and Highway 93 North became compromised.

One of the primary goals identified for assessing the candidate trails segments was to provide safe, non-motorized routes to public lands access points. Many public recreation sites near Salmon provide fantastic recreational opportunity. However, the only way to reach these lands is by driving or risking non-motorized travel along the narrow highway shoulders. Alternative public routes do not currently exist.

Another goal of this study was intended to address the reality that rural citizens in the area lack safe options to using a motorized vehicle to go to work, shop or conduct business in Salmon. Our community lacks safe alternatives for citizens and visitors alike. Creating a multi-modal transportation plan for the community was considered a priority by the Salmon Valley Trails Committee and highly recommended by the Idaho Department of Transportation.

As parcels of private land change hands and agricultural lands are converted to subdivisions, Lemhi County is concerned about losing public access points. Private lands and access routes are situated primarily on the valley floor. Public lands lie adjacent to the valley on the upland benches and surrounding wilderness. In many instances, private land interests have blocked access to public land. Citizens and trails advocates have strongly indicated a desire to preserve existing public access routes and prevent the loss of these key points of access as well as reduce potential conflict as private lands transition.

This feasibility study was funded by a Federal Lands Access Program (FLAP) grant, private matching funds from the Steele-Reese Foundation, and in-kind donations from the Salmon Valley Trails Committee.

**Project Location**

Lemhi County in East-Central Idaho supports a population of 7,967 (US Census Bureau 2011) and is characterized by the majority of private land (8%) lying along the floodplain of the Lemhi and Salmon Rivers and bordered by federal land (91%). Almost half of county residents live in the City of Salmon, with most of the population depending on this small municipality for goods and services. The closest metropolitan area is more than 150 miles away (Missoula, Montana) over Lost Trail Pass, elevation 7,014 feet; while the metropolitan area of Idaho Falls, Idaho is 160 miles away and involves another mountain pass (Gilmore Summit, elevation 7,186 feet) (Map 1).

Compared to the rest of the United States, Lemhi County is considered a low-income area. The 2012 average per capita income for the county was $35,391, as compared to $36,146 in Idaho and $44,765 nationwide (Idaho Department of Labor 2014). Statewide, Lemhi County ranks 41st out of 44 counties in terms of median household income (University of Idaho Extension 2012).

Lemhi County’s economy is heavily dependent on agriculture, natural resources, and recreation.
Given the Salmon Valley’s remote location and natural amenities, it is not surprising that natural resources are considered vital to the area’s economy. In some cases, industries such as mining and logging have lost infrastructure and provide uncertain economy. Meanwhile, ranching and recreation are holding and attracting families to our rural area. Lemhi County supports a high level of recreational use with visitors traveling to use and enjoy the rivers, fish and wildlife, high desert and forested environments, as well as access the Frank Church River of No Return Wilderness, the Lewis and Clark National Historic Trail, the Nez Perce National Historic Trail, the Salmon River Scenic Byway (US Highway Hwy 93), the Sacajawea Scenic Byway (Hwy 28), and the Continental Divide National Scenic Trail.

Fish and wildlife provide a cornerstone for the recreational and tourist community as the Salmon Valley is considered a premier hunting and fishing destination. The Salmon River Valley supports abundant and varied fish and wildlife. Steelhead and Chinook salmon provide popular sport fishing throughout the region. Wildlife species include larger mammals such as moose, elk, deer and pronghorn, as well as healthy populations of other smaller mammals, birds and amphibians.

The Salmon River is a popular day use destination and receives heavy use, particularly by recreational floaters in the summer months and steelhead anglers in the spring and fall. Within the Salmon Valley, six popular river access and recreation facilities exist (Map 2, Table 1). The general public as well as commercial river outfitters and guides use these sites. These sites provide the only public access the river since most of the river banks are located along private property.

<table>
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<tr>
<th>Recreation Site</th>
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<tr>
<td>Shoup Bridge Recreation Site</td>
<td>BLM</td>
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<tr>
<td>Island Park</td>
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<tr>
<td>Lemhi Hole Sportsman Access</td>
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<tr>
<td>Carmen Bridge Sportsman Access</td>
<td>IDFG</td>
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</tr>
<tr>
<td>Morgan Bar Recreation Site</td>
<td>BLM</td>
<td>27,136</td>
</tr>
<tr>
<td>Tower Rock Recreation Site *</td>
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<td>24,450</td>
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</table>

*Tower Rock is outside the project area, but is immediately downstream and commonly used in conjunction with other recreation sites for boat take out and access. Included here for visitor use information only.
Physical Characteristics

The Salmon Valley is located in a transitional zone between the maritime climate of Northern Idaho and the continental climate of Southeastern Idaho. It is characterized by warm dry summers and relatively dry cold winters, with a mean annual precipitation of less than 10 inches per year. Precipitation is fairly evenly distributed between winter and summer, with June typically bringing the heaviest rain. Snow pack is an important component of water availability in the spring and early summer and is often a critical factor in flooding during spring and early summer high water events.

The soils within the Salmon Valley exhibit a complex pattern that reflects the geologic history, topography, and climate of the area. Valley bottom soils are primarily composed of sandy to gravelly loam derived from river deposition. Large inclusions of "badlands" or bentonite soils are often encountered on the benches directly above the valley floor. These soils are susceptible to slumping and heavy erosion during high water runoff or precipitation events. The mid-level benches, above the valley floor, also contain deposits of highly weathered material. These sandy soils are well drained and often subject to erosion on steep slopes.

The Idaho Department of Lands is responsible for administering the rivers and streams in the State with these lands held in trust and administered for public benefit. Private property is typically considered up to the high water mark according to this authority. Lemhi County Development Code requires structures to be built a minimum of 50-foot setback from the river’s edge. In many instances in the valley, private homes and infrastructure have been sited very near the river bank according to this narrow setback.

Biological Characteristics

Native vegetation within the Salmon River Valley generally varies with elevation and aspect. The river bottoms and floodplain historically support riparian cottonwood, willow, and native shrubs. The hillsides surrounding the Valley are characterized by sagebrush-steppe, semi-arid uplands composed of low elevation native bunch grasses and sagebrush. Southern slopes tend to be hot and dry with woodier vegetation comprising the north facing slopes.

The riparian woodland in the Valley lies along the Salmon and Lemhi Rivers and their tributaries. It has been significantly diminished due to agricultural clearing, livestock grazing and land development. The majority of private land lies in these areas. Trees and brush have been commonly removed in order to increase acres available for cropland and pasture. Numerous protective dikes and levees have been constructed to prevent/reduce hazards associated with flooding and natural stream course changes. These serve to limit water’s access to the floodplain and contribute to the loss of riparian habitat.

The wetlands associated with the Salmon River Valley and its floodplain are influenced by seasonal high water, ground water and irrigation practices. True wetlands are uncommon in this arid region and are usually associated with back channels and sloughs connected to the Salmon River or irrigation overflow areas.

Within the project reach, the sagebrush-steppe vegetative type occurs on the uplands above and adjacent to the Salmon River floodplain, and is largely public land managed by the BLM. This plant
The community is primarily comprised of native shrubs and grasses typical of low water regimes and well-drained soils. Many outlying recreational trails and roads can be found on the BLM lands in this habitat type, which is also used to support public grazing.

Arable land within the project area is private cropland or pasture that is characterized by irrigation, and production of livestock feed and grazing. Much of the Salmon River Valley has been converted to agricultural production. These working agricultural lands offer open space and minimal development.

The State of Idaho lists 65 noxious and invasive plant species, many which can be found in Lemhi County. Disturbance and alteration of native plant communities are key vectors that increase the density and spread of these species. The irrigation ditches, roads and waterways are primary transport mechanisms for many weeds.

The Salmon and Lemhi Rivers support four species of Endangered Species Act (ESA) threatened or endangered fish: Chinook and sockeye salmon, and steelhead and bull trout. As such, the rivers themselves are considered critical habitat for these species. Additionally, a 300-foot corridor setback from the top of bank has been designated as critical habitat for Chinook salmon. Any federally permitted or funded activities within this riparian corridor may require Section 7 ESA consultation with National Marine Fisheries Services and/or the U.S. Fish and Wildlife Service (USFWS).

**Initial Screening**

The five candidate trail segments considered in the initial screening phase of this feasibility study were selected from the Salmon Valley Trails Action Plan based on their potential to provide new or improved alternative transportation routes to Lemhi County’s public lands:

1) Discovery Hill BLM recreation area to Carmen Creek Road (approximately 2.0 miles).
2) Salmon River North from City of Salmon to Carmen Bridge Sportsman Access (approximately 4.1 miles).
3) Salmon River North from Lemhi County Fairgrounds to BLM Morgan Bar Recreation Site (1.9 miles).
4) Highway 93 South, Salmon to the BLM Shoup Bridge Recreation Area (4.9 miles).
5) Highway 93 North, Salmon to the Lemhi County Fairgrounds (3.6 miles).

**Initial Screening Methodology**

This feasibility study focused on six main issues in consideration of trail development in the Salmon River Valley. Initial screening considered the first four of these criteria:

1) Private Property Concerns and Right of way (right of way) Authorities
2) Potential Use Compatibility
3) Physical Inventory and Assessment of Trail Corridor
4) Public Input
5) Trail Operation, Maintenance and Safety
6) Financial Feasibility
Private Property Concerns and Right of Way Authorities

In the Salmon Valley, near the City of Salmon, the Salmon and Lemhi River corridors are privately owned with a few exceptions where the BLM, City of Salmon or Idaho Department of Fish and Game (IDFG) maintain public recreation sites. These private lands are typically bordered by land managed by the BLM and the US Forest Service as you progress out of the floodplain.

Highway 93 lies in the floodplain of the Salmon River and generally follows the river corridor. Highway 28 runs through the Lemhi Valley ending in the City of Salmon. The Salmon and Lemhi Rivers serve as a barrier for access in many parts of the valley as public bridges and crossings are limited. In the immediate Salmon area, Highway 93 is the primary transportation corridor. It crosses the Salmon River in three places within ten miles of the City of Salmon. These three crossings comprise the only public access across the Salmon River (Map 3).

Many levees and dikes have been constructed along the rivers to keep the channel in its existing alignment and prevent flooding and/or encroachment on private property. The Army Corps of Engineers (COE) National Levee Database shows six separate levees within the project area. The records for period of construction were not found; however, at least one levee was constructed as early as 1957. In addition to these formally designated levees, numerous berms and push up dikes have been constructed to protect private property.

It is a common misconception that the COE manages all levees in the Valley. In reality, the levees included in the COE Levee Safety Program represent only a small portion of the levees present. The levees designated by the COE are maintained by Lemhi County under the Federal Emergency Management Agency (FEMA) floodplain management plan, but are in fact located on private property.

In many communities in Idaho, dikes and levees have been improved and designated as public greenbelts or trail corridors. Any consideration for the use of a levee for a trail system may not jeopardize the integrity of the levee according to the COE, otherwise use and development of this property is up to the landowner on which the levee resides.

US Highway 93 and State Highway 28 comprise the only motorized travel routes into and out of the valley. They are predominantly double lane roads with narrow shoulders that accommodate 65 mile per hour traffic, except where they encounter towns and narrow winding canyons. The Idaho Transportation Department (ITD) maintains and operates the state highway system, which includes interstate highways, US highways, and state highways. The highway right of way in Idaho is defined as 50 feet where there is no official declaration or survey to the contrary (Idaho Code § 40-2312).

Potential Use Compatibility

To consider the compatibility of use by trail users and the proposed trail locations, the study team examined existing use, potential increase or change in use, and solicited input from existing user groups such as the Lemhi County Sheriff’s Department, Back Country Horsemen, private landowners and Central Idaho Mountain Bike Association for areas of concern. The input received included motorized and non-motorized use, safety, private property and privacy, and agricultural compatibility such as irrigation, fencing and grazing practices.
Public Input

Five public meetings were held in conjunction with this feasibility study and landowners adjacent to proposed trail locations were surveyed by mail to determine their interest in a community trails project. The public meetings attracted more than 100 separate individuals, representing a diverse cross-section of the community. The age range of attendees spanned between 7 and 88 years old. Attendees cited improved safety, increased transportation options, enhancing visitor experience and local economic benefit, and improvement of overall quality of life as key components for their desire of a trail system in the valley.

A public survey conducted at the onset of this study found that privacy, litter, animals and dogs and maintenance were issues of the most concern for the potential development of a trail (Figure 1). Approximately 200 surveys were mailed to residents along the proposed trail corridors with 67 responses collected (n=67).

Figure 1. Public Survey Response to Proposed Trail Construction
Map 3. Overview of Public Roads, Bridges and Levees in Salmon River Valley

The local road system depicted includes public roads on the Salmon Challis NF and the Salmon BLM road networks.
\textit{Trail Operation, Maintenance and Safety}

A public trail system represents a significant public and private investment by the community. Routine and long term maintenance, as well as safety are mandatory components of a successful system and were identified as a top priority by this study. The quality and condition of a shared-use pathway is essential to the long-term success of the Salmon Valley Trails System. A well-planned maintenance and operations program would protect existing infrastructure, ensure public safety, and assist in future trail development or extensions.

\textit{Financial Feasibility}

Funding and maintaining a public trail system are key components of this feasibility study, as well as the issue most commonly raised by both County and City governments. A review of other trails initiatives in Idaho and the Bitterroot Valley in Montana found that there are many funding mechanisms being utilized to support community trails. These include partnerships, grants, and federal, state and local funding sources.

The Salmon Valley Trails Action Plan specifically addressed potential funding mechanisms for future trail development in the area. A variety of funding programs relevant to trails and greenways are available from several federal agencies. Because federal lands are so prevalent in the Salmon Valley, this region is in an excellent position to take advantage of federal funding programs that are not universally available to other areas. State, local and private grants should also be explored as sources of matching funds.

\textit{Initial Screening of Proposed Trail Segments}

\textit{Discovery Hill to Carmen Creek Road}

Discovery Hill is a popular recreation area located approximately two miles north of Salmon. This area is predominantly managed by the BLM with an inclusion of State land near the Carmen Valley and a few small private land parcels (Appendix B). Formerly called “Dump Hill” because the city landfill was located here until 1993, archaeological surveys and historic data show this area to be part of the Lewis and Clark Corps of Discovery and also reveal several remnants of ancient Indian trails and vestiges of a 1880s wagon road.

This area is characterized by upland sagebrush-steppe habitat and supports identified sage-grouse habitat as well as critical deer and pronghorn winter range. Leafy spurge, rush skeletonweed, spotted knapweed and cheatgrass are weed species of concern in this area. Bentonite badlands are common here and extremely vulnerable to disturbance and susceptible to erosion and colonization by weeds.

The BLM identifies Idaho range lichen, blue grama and Lemhi penstemon as sensitive plants in this area. Any development activities on BLM managed and State lands would be required to meet planning criteria for each agency, including the National Environmental Policy Act (NEPA) and ESA. The 2010 Salmon Field Office Travel Management Plan states that motorized access to the area may be seasonally limited if soil moisture levels indicate resource damage is likely.
The Discovery Hill area is designated by Lemhi County as a potential connectivity route from the City of Salmon to Carmen Creek for the purpose of providing an alternative route around the Salmon River and Highway 93.

In Idaho rangelands make great playgrounds for outdoor recreationists, but they are also important workplaces for ranchers. The public land in the Discovery Hill area supports public grazing under the oversight of the BLM. These public grazing allotments are critical to the overall grazing operation of local ranchers.

In February 2015, the Idaho Falls District of the BLM learned that funding would be made available for the acquisition of access to Discovery Hill from the Carmen Creek vicinity. This funding is part of the High Divide Land and Water Conservation Fund proposal. Negotiations with landowners are expected to take place later this year. This project area ranked high because the Carmen Creek area provides strategic access to Discovery Hill, and the Lewis and Clark National Historic Trail segments that are located within the Discovery Hill Special Recreation Management Area. A detailed review of the existing Discovery Hill trail system and potential connectivity routes can be found in Appendix B.

**Salmon River North to Carmen Bridge Sportsman Access**

The majority of the west side of the Salmon River Corridor from the City of Salmon to Carmen Bridge Sportsman Access is privately owned (approximately 4.1 river miles) and is characterized by working ranches and private residences. This area is located within the Salmon River floodplain and was historically cottonwood riparian habitat until the conversion to agriculture and private land development.

Critical habitat has been defined for this portion of the Salmon River for four listed fish species and includes the river itself as well as a 300 foot buffer extending from the high water mark laterally along the length of the river.
One BLM conservation easement exists on a private parcel within this reach, granting public access adjacent to the Salmon River. The Hoffman Conservation Easement was established in 2005 between the BLM and Wendy Hoffman. This easement provides for approximately 12.5 acres along the Salmon River from adjacent public lands or adjacent nonfederal land that is legally accessible to the public. Access is allowed for foot, horseback or boat only.

Water is commonly diverted from the Salmon River for flood and line irrigation to support agricultural practices. Idaho Department of Water Resources authorizes surface water rights. Water diverted from the river is channeled through surface irrigation ditches throughout the valley. The largest ditch in this area, the Norton Ditch, carries water to irrigators from its diversion near the City to properties across the valley and terminates at the Carmen Creek Highway 93 Bridge.

Many levees, dikes and rip rapped banks occur along this stretch of the Salmon River. Spring flooding due to high water, erosion and occasional winter flooding due to ice jams extending from below North Fork are not uncommon.

**Salmon River North Lemhi County Fairgrounds to Morgan Bar**

This section of the Salmon River retains the same general characteristics as the river corridor extending from town to Carmen Bridge. Highway 93 North crosses the Salmon River at the Carmen Bridge near the Lemhi County Fairgrounds. From here, private property lines the river until it reaches the BLM Morgan Bar Recreation Site (approximately 1.9 river miles). A levee runs north along the river approximately 0.4 miles from the Carmen Bridge and terminates on private property.

One BLM conservation easement exists on a private parcel within this reach, granting public access adjacent to the Salmon River. The Stokes Conservation Easement was established in 1999 and is approximately 10.1 acres. It extends 4,400 feet along the Salmon River for a width of 100 feet from the mean high-water line. The BLM purchased this easement to assure its availability for public use and to protect its natural and cultural resources. Public access to the property will be from adjacent public lands, adjacent non-federal public lands legally accessible to the public or from the river. The property is closed to unauthorized motorized use.

**Highway 93 Right of way**

US Highway 93 is a major north–south route in the western United States. The southern terminus is in Wickenburg, Arizona. The northern terminus is at the Canadian border north of Eureka, Montana, where the roadway continues into British Columbia. It is a designated Scenic Byway from Lost Trail Pass at the Idaho/Montana state line through Challis. In the Salmon Valley, Highway 93 is a two-lane road with limited passing and narrow shoulders. Here it runs along the valley floor in the floodplain of the Salmon River and is bordered primarily by private land.

The ITD maintains and operates the state highway system, which includes interstate highways, US highways, and state highways. The highway right of way in Idaho is defined as 50 feet where there is no official declaration or survey to the contrary (Idaho Code § 40-2312). Highway 93 right of way information was gathered from ITD and the Lemhi County Assessor’s Office. This project benefitted from a recent ITD statewide initiative that integrated recorded property deeds and rights of way into a Geographic Information System (GIS) database (Figure 2). This streamlined the research required to determine the width and location of the right of way (Figure 2).
Figure 2. Recorded property deeds utilized in the right of way delineation include information about rights of way dating back to the original surveys and deeds for the properties.
### Summary of Initial Trail Segment Screening

Table 2 summarizes the initial screening of all six trail segments including a look at private property and right of way, compatibility, physical constraints and public input.

#### Table 2. Summary of First Four Screening Criteria for Each Candidate Trail Segment

<table>
<thead>
<tr>
<th>Discovery Hill – Carmen Creek Road</th>
<th>Issue</th>
<th>Initial Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Private Property/right of way</strong></td>
<td></td>
<td>Includes primarily BLM land, one section of State of Idaho land, one private parcel, and one privately owned road connecting to the public Carmen Creek Road. This private road currently has an easement for emergency use only, not for public use. This area includes an extensive trail system and is considered a high use recreation area.</td>
</tr>
</tbody>
</table>
| **Compatibility** | ▪ BLM land is used for recreation and public lands grazing.  
▪ BLM Road #118 to #130 align with potential trail corridor and Lemhi County Alternative Emergency route.  
▪ Private parcel is in a recently platted subdivision that has not yet experienced build-out.  
▪ Lewis and Clark National Historic Trail resources are in the vicinity. The 2010 BLM Travel Management Plan determined existing use did not adversely impact these resources.  
▪ Current uses include Off Road Vehicles (ORVs), full-size vehicles, equestrians, mountain bikers, and hikers. |
| **Physical Assessment** | Many options exist for potential trail alignment including BLM road #118 and #130. “Slump Gulch” is centrally located in this area and is located on steep, unstable (bentonite) soils. This area would need to be improved or re-routed to allow for construction of a long-term trail corridor (Appendix B). |
| **Public Input** | ▪ Members of the public expressed support for creating legal access to one of the area’s most popular public recreation areas from Carmen.  
▪ Public acknowledged that this trail segment would serve recreation users but not commuters.  
▪ Lemhi County emphasized their desire for an emergency overland route in the event the Salmon River Bridge was out of service, but acknowledged that year-round route in this area would be challenging.  
▪ The extension of the Discovery Trail system would require NEPA and coordination with the State of Idaho. |

<table>
<thead>
<tr>
<th>Salmon River - City of Salmon to Carmen Bridge Sportsman Access</th>
<th>Issue</th>
<th>Initial Findings</th>
</tr>
</thead>
</table>
| **Private Property/right of way** | ▪ The Idaho Department of Fish and Game maintains the Lemhi Hole Recreation Site, providing pedestrian and road access from the river to Highway 93 North.  
▪ Approximately 23 private landowners were identified and solicited for input about a river trail adjacent to their property through written correspondence, an on-line survey, and in public meetings. Four responses were received. One response indicated an intense resistance to the idea of a trail along their private riverfront. |
No public right of ways exist along this section with the exception of a BLM conservation easement on a private parcel granting non-motorized public access adjacent to the Salmon River.

- In several places along this segment, protective levees, berms, and dikes exist on private property adjacent to the Salmon River. These constructs do not convey public access, but are subject to landowner decision in regards to granting public access.

Compatibility

Adjacent land uses include commercial, industrial (city’s wastewater treatment plant and a private gravel operation), private agriculture, and rural residential.

Physical Assessment

- In several places along this segment, protective levees, berms, and dikes exist.
- Critical habitat for ESA fish would need to be considered in trail construction and maintenance.
- Concerns for nesting avian species and important riparian habitat were raised.
- Irrigation ditches would need to be accommodated in trail design.

Public Input

Some landowners adjacent to the proposed trail segment expressed concern about loss of privacy, dogs interfering with livestock operations, and sanitation. Members of the public expressed the desire to continue to consider a river trail as a long-term goal of the Salmon Area Trails Action Plan because of the perceived benefit for local quality of life and retention of river access.

### Salmon River - Lemhi County Fairgrounds to Morgan Bar

<table>
<thead>
<tr>
<th>Issue</th>
<th>Initial Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private Property/right of way</td>
<td>Approximately 8 private landowners were identified and input solicited. One BLM conservation easement exists on a private parcel along the proposed trail corridor, granting public access adjacent to the Salmon River. Landowners were surveyed about their level of interest in considering a river trail adjacent to their property. Three responses were received of varying support. A levee exists on private property adjacent to the Salmon River on the southern end of this route. This construct does not convey public access, but is subject to landowner decision in regard to granting public access.</td>
</tr>
</tbody>
</table>

Compatibility

Adjacent land uses include agricultural, rural residential, and a BLM recreation site popular for camping, boating, and fishing.

Physical Assessment

- Critical habitat for ESA fish would need to be considered in trail construction and maintenance.
- Concerns for nesting avian species and important riparian habitat were raised.
- An existing levee (0.5 miles) runs along the Salmon River from the Stormy Peak Road north.

Public Input

- Some landowners adjacent to the proposed trail segment expressed concern about loss of privacy.
- Members of the public expressed the desire to continue to consider river trail as a long-term goal of the Salmon Area Trails Action Plan because of the perceived benefit for local quality of life and retention of river access.

### Highway 93 South

<table>
<thead>
<tr>
<th>Issue</th>
<th>Initial Findings</th>
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</table>
| Private Property/Right of way | Right of way layer from ITD provided to Lemhi County.  
No conflicting boundaries were encountered from review of plats and property records.  
Five private residences on the east side of the highway adjacent to the Shoup Bridge turning lane are very close to or encroach within the right of way boundary.  
The borrow pit and right of way adjacent to the highway averaged 35 feet from the edge of highway to private fence line. |
| Compatibility | The borrow pit on the east side of the highway currently experiences moderate use from ORVs and motorcycles, hikers, equestrians, and in some places, bicyclists.  
The west side borrow pit is not used to the same extent but does have evidence of traffic – existing two track.  
Adjacent land use is commercial, agricultural, and some rural residential. |
| Physical Assessment | The terrain is primarily flat.  
Numerous driveway approaches would need to be considered in trail design.  
Airport Road and Shopko turning lane projects are underway, narrowing right of way at these locations.  
Shoup Bridge is slated for reconstruction in 2015 and will see an increase in construction activity until complete.  
Irrigation ditches are present and cross through the right of way, under the highway in some places.  
Some utilities such as road signs and mailboxes are located in the right of way.  
Underground utilities would need to be considered in construction.  
Adequate visibility on both sides of highway providing extended line of sight.  
Lemhi County Sheriff emphasized that motorized use is not allowed in the right of way unless it is for agricultural maintenance.  
No significant environmental issues found. |
| Public Input | Residents from this area expressed concern for existing dangerous conditions for bicyclists and pedestrians using Highway 93 east borrow pit trail due to use by motorized users.  
Public indicated utilizing the west side of highway was a better option to avoid user conflicts.  
Some private landowners on this segment expressed interest in donating access easements to connect a Highway 93 right of way trail to other traffic arterials such as South St. Charles Street. |

### Highway 93 North

<table>
<thead>
<tr>
<th>Issue</th>
<th>Initial Findings</th>
</tr>
</thead>
</table>
| Private Property/right of way | Right of way layer from ITD provided to Lemhi County.  
Two areas were identified in the review of plats and property records, where an easement would need to be granted.  
The borrow pit and right of way adjacent to the highway here averaged 45 feet from the edge of highway to private fence line. |
| Compatibility | The west side borrow pit is already used to some extent for equestrian and non-motorized use, but the deepness of the borrow pit makes current pedestrian and bicycle travel along the highway white line (fog stripe), an unsafe situation. |
### Physical Assessment

- Adjacent land use is commercial, agricultural, and some rural residential.
- The terrain is primarily flat but some borrow pits closer to the City are deeply excavated.
- A flat bench exists on the far (westerly) side of the right of way along most of the fence line and would accommodate trail use.
- Some wetlands exist within the borrow pits and would need to be considered for design and jurisdiction.
- Irrigation ditches are present and cross through the right of way in some places. Norton Ditch runs in the northern portion of the east borrow pit.
- Irrigation ditches are present and cross through the right of way, under the highway in some places.
- Some utilities such as road signs and mailboxes are located in the right of way.
- Underground utilities would need to be considered in construction.
- Adequate visibility on both sides of highway providing extended line of sight.
- Lemhi County Sheriff emphasized that motorized use is not allowed in the right of way unless it is for agricultural maintenance.
- Two comments were received regarding the existence of milkweed and monarch butterfly habitat within the borrow pit.

### Public Input

- Many private landowners adjacent to this route expressed strong support for a trail in the right of way and the desire for improved safety and access to town.
- Members of public expressed need for non-motorized route to get to Lemhi County Fairgrounds.
- Accommodating equestrian use to the fairgrounds was recommended, particularly for youth.
Public Input to Initial Screening Recommendations

A public meeting was held on December 2, 2014 to solicit comment on the initial screening observations and recommendations. Ms. Susan Law of the Federal Highway Administration Western Federal Lands Division attended the meeting and shared news of upcoming funding solicitations pertinent to Salmon Area Trails. This meeting summary is included in Appendix C Public Involvement Documentation.

At this public meeting, the study team presented the three trail segments recommended as potential near-term opportunities and asked members of the public to help narrow the segments to two choices. Those in attendance favored the Highway 93 North and South Corridor trails to be considered in more detail for the purposes of this feasibility study.

Members of the public in attendance at the meeting were also asked to indicate if they agreed or disagreed with the Salmon River trail segments being considered as long-term opportunities. Only one person in attendance disagreed with including the river trail segments in a long-term trail strategy.

On December 8, the study team presented the initial screening recommendations and public input to the Lemhi County Commissioners. The Commissioners approved the further analysis of the highway corridor trail segments.

Recommendations Based on Initial Screening

Based on public comment and assessment of the first four evaluation criteria, the study team concluded that three trail segments emerged as candidates with the best potential for near-term construction:

1) Highway 93 North Right of way
2) Highway 93 South Right of way
3) Discovery Hill to Carmen Creek Road

Based on the number of private landowners affected by the potential Salmon River trails and the less than unanimous consent to a trail by landowners, the study team concluded that the Salmon River corridor did not present a feasible near-term trail opportunity due to private property and easement acquisition concerns. Members of the public, however, expressed a strong desire to continue to pursue these river trails as a long-term opportunity. Members of the public also expressed interest in including a Salmon River route south of town in these long-term considerations.

Detailed Screening of Highway 93 Right of Way Trail

The following analysis looks more closely at the proposed development of a trail in the Highway 93 Right of way and its suitability for construction considering key evaluation criteria as well as considerations encountered during the public input process.

Private Property Concerns and Right of Way Authorities

The study team worked closely with the Lemhi County Assessor’s Office and ITD to clarify the location of the Highway 93 right of way. This assessment coincided with a statewide initiative by the transportation department to record and align deeds of record into a right of way GIS database. This
streamlined the research required to determine the width of the right of way and possible encroachment issues. Right of way research is summarized below. Unless specifically indicated, the information that follows pertains to proposed trail segments for both Highway 93 North and South.

The initial screening process found that the most accommodating alignment for a trail along the highway was on the west side of the roadway. This conclusion was based on private property boundaries, existing use, access to trail infrastructure, irrigation and wetlands, power line easements and public comment.

One property within the proposed trail corridor lacked a deeded right of way easement along Highway 93 North. The property owner has indicated a willingness to donate an easement for the trail right of way.

Underground utilities exist within the right of way on both sides of the highway. These lines would need to be located and considered in trail design and construction. CenturyLink recently located underground fiber optic cable on the east side of Highway 93 North and installed utility boxes. Many of these utility boxes are within the right of way and would need to be considered in the trail design. Other infrastructure such as road signs and private mail boxes may also need to be relocated outside of the right of way to accommodate a trail corridor.

Overhead power lines run along the west side right of way. Consultation with Idaho Power found that as long as the overhead lines have five feet of clearance from a proposed obstruction, no conflicts would need to be addressed. The power poles themselves need to be accessible for maintenance but a trail may be built directly adjacent to a pole. The power lines along both highway sections commonly align with the right of way boundary and existing fences.

Landowners occasionally use the right of way to maintain property line fences and irrigation ditches. This access would need to be preserved.

Some landowners are encroaching on the right of way for parking and staging of materials and equipment. Perpetuation or removal of these uses would need to be addressed during design. Continued use of the right of way for non-transportation purposes may require an approved ITD encroachment permit.

Private driveways cross the right of way throughout the highway corridor. Within the City limits, many commercial businesses use the right of way to access their properties. Positive comments were received from at least three businesses along the proposed route as safety has become a concern for pedestrians using the highway shoulder and they felt a designated corridor could mitigate this concern.

Motorized traffic by off-road vehicles such as all-terrain vehicles (ATVs) or snowmobiles is illegal in the right of way according to the Lemhi County Sherriff’s office, although agricultural equipment is allowed. The proposed highway right of way trail would therefore be for non-motorized traffic except for landowners or workers maintaining agricultural property or ditches.

The proposed right of way trail would need to cross the highway near the City limits for both the north and south sections of trail. It is recommended that these crossings be within the 45 mph speed zone if possible and signed with a flashing marker similar to that recently installed on Highway 93 South in the school zone.
Compatibility of Use

Many of the private lands bordering the highway right of way are working agricultural lands. Fence maintenance and irrigation activities occasionally take place within the right of way and property owners and other members of the public indicated a strong desire to make sure a proposed trail would not interfere with these existing uses.

Accommodation of multi-modal use within highway corridors is consistent with community livability principles promoted by the Federal Highway Administration. Federal law now provides that bicycle and pedestrian facilities should be accommodated in new highway construction projects where there is current or potential demand (23 US code 271(g).) The ITD’s Long Range Plan, adopted in 2010, emphasizes improving transportation safety and promoting accessible, affordable and convenient transportation choices. Non-motorized accommodation in the Highway 93 right of way would also be consistent with goals outlined in Idaho’s September 2014 Statewide Bicycle and Pedestrian Study, which was sponsored by ITD.

Because Highway 93 currently serves as a primary transportation corridor for the region, adding non-motorized facilities to the corridor would expand and enhance the existing transportation use. The compatibility of use analysis for highway alignment options therefore focused primarily on safety issues where motorized and non-motorized vehicles may interact.

Existing Safety Concerns for Non-Motorized Travel

Currently pedestrians and cyclists must use a narrow (less than one foot wide) highway shoulder to travel along Highway 93. The narrowness of the highway shoulders for both the Highway 93 North and South proposed trail sections is an inhibiting factor for bicycles and pedestrians. Residents and recreationists expressed a high level of concern about the narrow shoulder and its safety implications. Given the unsafe nature of the highway shoulder, local ITD staff has also expressed concern for increased non-motorized use of the existing highway shoulder.

Appropriate Facility Type for Non-Motorized Travel

Options for providing non-motorized travel accommodation in rural highway corridors include widening shoulders on both sides of the roadway, or constructing a separated multi-use pathway. The age, experience and confidence level of potential non-motorized users are critical factors in the selection of an appropriate facility type.

Community meeting participants represented people of all ages and levels of bicycling and walking abilities, emphasizing the importance of selecting and designing facilities that are suitable for casual users.

Public response included a strong desire to provide safe access to town for youth. Children and other less confident cyclists and walkers may have difficulty gauging traffic hazards immediately adjacent to them, and since traffic speeds reach 65 mph on US Highway 93, due to public safety concerns, shoulder widening is not considered the best option. Providing separation from vehicular traffic is preferred and a separated, multi-use pathway is recommended. In most high-speed areas of the US Highway 93 corridor, it should be possible to attain a buffer of 10 to 20 feet between vehicular traffic and a new multi-use path -- a significant safety improvement over the current situation for non-motorized users.
**Safety Analysis**

An analysis of crash data for US Highway 93 was undertaken to evaluate the number and type of crashes that have occurred within the most recent five years of available data from ITD (2009-2013). Appendix D provides a summary of crashes that occurred within the stretch of US Highway 93 that extends from just south of the Shoup Bridge (approximate milepost 299) to just north of the Lemhi County Fairgrounds (approximate milepost 309).

There were 34 vehicular crashes within the five-year analysis period. Of these, none were fatal crashes. One crash was a serious/incapacitating injury event ("A Injury"); three involved visible but non-incapacitating injuries ("B Injury"); and two were possible injury events ("C Injury"), where an injury was reported or claimed which was not an evident injury. The remaining 28 crashes involved property damage only. None of the crashes involved commercial vehicles such as large trucks.

Crash data was reviewed specifically to identify any areas with clusters of run-off-the road and other roadside collisions that may be a concern for trail design. While nine of the crashes within the five year analysis period involved a "ran off road" (Appendix D), these events appear to be distributed along the highway with no identifiable clusters or areas of chronic concern that would affect trail design. It should be noted, however that the steep highway embankment and ditches were cited as factors in many run-off-road events, and in some cases led to vehicles overturning.

**Clear Zone Issues**

An analysis of vehicular clear zone issues was conducted as part of this assessment. Simply stated, the clear zone is an area beyond the edge of the highway lanes that should be free of fixed objects and provide a flat enough slope so that motorized vehicles do not overturn if they leave the road.

The clear zone width is selected based on rates of speed, terrain, traffic volumes and other highway design factors. For example, a clear zone of 30 to 32 feet may be appropriate adjacent to a straight sections of a flat, level 60 mph highway such as US Highway 93, with an average daily traffic of 6000 vehicles. For steeper slopes on a 70 mph roadway the clear zone range increases to 38 to 46 feet, and on a low speed, low volume roadway the clear zone range drops to 7 to 10 feet. For curves the clear zone can be increased by up to 50 percent.

On US Highway 93, the location of existing power poles parallel to the highway roughly define the recommended clear zone width within the different speed zones. However, many sections of the Highway 93 North borrow pit have steep embankment slopes and roadside ditches that are non-recoverable (slopes of 1:4 to 1:3, or 25% to 33%), or non-traversable (slopes greater than 1:3, or 33%).

While a separated multi-use pathway should be located as far from the highway travel lanes as available right of way and other physical constraints allow, it is important to acknowledge that clear zone standards are intended for the protection of motorized vehicles, not trail users. Since even a small separation of 5 to 10 feet between trail users and highway traffic would vastly improve the current safety conditions for non-motorized travelers on US Highway 93, trail construction within the highway clear zone may be appropriate provided that it does not worsen existing vehicular hazards.

Given that US Highway 93 does not currently meet clear zone standards, trail construction may actually provide an opportunity to improve or mitigate existing non-recoverable areas next to the highway by flattening roadside slopes.
During trail design, the location of fixed amenities such as benches or kiosks should be considered with respect to the clear zone, and in some cases large objects may need to be shielded to reduce the potential for being struck by errant vehicles.

**Highway 93 South**

A user-created route exists within the borrow pit on the east side of Highway 93 South. This route receives use from off-highway vehicles (OHVs), pedestrians, runners, mountain bikes, and equestrians. This area includes some of the largest places of employment in Lemhi County (the Public Lands Center and Quality Motors), the airport, several residential subdivisions, and a popular Salmon River access site (Shoup Bridge BLM Recreation Site).

Some of the OHV use noted is associated with irrigation practices adjacent to the borrow pit. However, many local residents along the east side of the highway expressed concern about high speed, recreational motorcycle and OHV use in the borrow pits, noting that the unsanctioned motorized uses could compromise the safety of non-motorized trail users. Enforcement issues related to unlawful use of the highway right of way by recreational vehicles is outside the scope of this feasibility study, however, to avoid conflicts with motorized users the proposed trail route is aligned on the west side of Highway 93 South.

**Highway 93 North**

Close to town, due to a steep hillside adjacent to the travel way, pedestrians and bicyclist commonly use the east side of the highway. Two motels, a commercial campground, a restaurant, a rafting and fishing guide service with coffee shop, and a city park with Salmon River access are located on the east side of Highway 93, at or near the junction of Highway 93 North and Salmon’s Main Street. A large employer, the Idaho Fish and Game’s Salmon Region office, is located 1.5 miles from this junction, and many bicyclists use the narrow shoulder to commute to work. Other features along this route include a popular Salmon River fishing access site (Lemhi Hole), a public access boat ramp and campground operated by Idaho Department of Fish and Game at Carmen, and the Lemhi County Fairgrounds.

Members of the public provided input that equestrian use, especially by youth traveling to the Fairgrounds, is not uncommon in this section. It was recommended that if a proposed trail were to be paved, a compacted gravel side trail should be added to accommodate this use.

Adjacent neighbors such as Bob Moore and Dogwood Lane subdivisions expressed a strong desire for safe accommodations along the highway for youth and access to schools, parks and businesses downtown.

The Lemhi County Fair Board met with the feasibility analysis team and approved the creation of a trailhead on fairground property at the northern end of the Highway 93 right of way trail. This trailhead would serve as a springboard for access to public lands north of the City and along the Salmon River (Map 4).
Map 4. Preliminary Lemhi County Fairground Trailhead Layout

Lemhi County Fairgrounds

-113.897169  45.227205 Decimal Degrees

0 0.0175 0.035 0.07 Miles

Proposed 15' Trail Alignment
Existing Fence
Weigh Station
Weigh Station Shoulder
Preliminary Wetland
Hwy 93 Centerline
Private Property

Potential Restroom Location
Potential Trailhead Parking

Preliminary Wetland Boundary established by Aspect Consulting LLC
Environmental Analysis

Surface Water

The Clean Water Act was enacted in 1972 to restore and maintain the chemical, physical and biological integrity of our nation’s waters and is used to oversee federal water quality programs. The Army Corps of Engineers (COE), Walla Walla District regulates those waters, as well as irrigation, drainage canals and ditches that are tributaries to other waters in the State of Idaho. (The Walla Walla Regulatory Division has issued Regional Guidance that irrigation canals that receive water from natural streams and lakes, and divert water to streams and creeks, are connected as "tributaries" to those other waters and are therefore considered jurisdictional and subject to the regulations of the Clean Water Act).

Within the Highway 93 right of way four identified waters of the US exist: Norton, Hot Springs and Salmon River Ditches and Kids Creek. Other smaller tributary ditches also exist in or near the right of way. These smaller ditches may also be considered jurisdiction by the COE. Determination of jurisdiction is the responsibility of the COE.

The ITD noted that the borrow pits in the right of way are intended to be dry and not retain water. Many of the borrow pits close to town on the Highway 93 north corridor do not drain or have outlets. These pits are typically very deep and some were used in the past as sources for gravel. Filling of these deep pits and improvements for adequate drainage should be considered in trail design and construction.

Norton Ditch runs north along Highway 93 North and is a large ditch that supplies much of the northern Salmon Valley with irrigation water. Its point of diversion is located downstream from Highway 93 Bridge in Salmon on the west side of the Salmon River, it returns to the highway at the north end of the valley near the Carmen Creek Bridge. Norton Ditch does not run directly in the highway right of way. This ditch or its smaller laterals cross under the highway within a defined channel and culvert four times between the City and the Carmen Bridge (Table 3). Overflow from Norton Ditch is causing heavy pooling in the east borrow pit close to Carmen Bridge. Recent maintenance has been conducted on this section of the highway to improve drainage.

Kids Creek runs under Highway 93 South near Kids Creek City Park and is considered a perennial stream. It is identified as critical habitat for at least two listed ESA fish species. It runs north westerly from Kids Creek Pond and ties into Hot Springs Ditch on private land within the City. The highway culvert was maintained after a spring 2015 flooding event to correct ponding upstream along the east side of the highway.

Hot Springs Ditch runs from the east side of the Valley, crossing under Highway 93 South near Kids Creek Park, prior to Bean Lane. It flows westerly through private property within the City and terminates on the east bank of the Salmon River, east of Island Park. Opinions vary on where the ditch ends and the perennial creek begins. Consideration should be given for any crossings of this water and a bridge may be most appropriate for the size and location of the right of way intersection.
A **Salmon River Ditch** which is derived near Shoup Bridge, runs along the east side of Highway 93 South crossing near Airport Lane. This ditch feeds multiple small lateral ditches and crosses under the highway twice again near Guth Lane and Lovers Lane. It was unclear if this ditch and the Hot Springs Ditch interact.

Any ditches or creeks that the proposed trail would cross may be subject to the permitting authority of the COE (Appendix F) including the installation of culverts. Discussions with ITD maintenance personnel indicate that the full extension of the culverts under the highway to the edge of the right of way would be desirable (Table 3).

**Wetlands**

The construction of Highway 93 and subsequent development of the borrow pit have resulted in the creation of small disconnected wetlands along the highway. At times, this borrow pit is also used to convey and connect irrigation ditches as well as runoff from the highway itself. Some of these wetlands may be jurisdictional dependent on their connection to and contribution to other Waters of the United States.

Under Section 404, the US Army Corps of Engineers issues general permits to authorize activities that have minimal adverse environmental effects. These Nationwide Permits authorize a wide variety of activities. The development of a trail within the highway right of way would most likely fall under Nationwide Permit 14 - Linear Transportation Projects (Appendix E). This Nationwide Permit covers activities required for the construction, expansion, modification, or improvement of linear transportation projects (e.g., roads, highways, trails) in waters of the United States. For linear transportation projects in non-tidal waters, the discharge cannot cause the loss of greater than 0.5 acres of waters of the US including wetlands.

A preliminary review of wetlands conducted from June of 2014, through February 2015 of the Highway 93 right of way and associated borrow pits found approximately .35 acres of wetlands within or near the proposed trail corridor of US Highway 93 North and .02 acres of wetland along Highway 93 South.
**Table 3. Review of Wetlands and Jurisdictional Considerations for the Proposed Highway 93 Right of Way Trail**

<table>
<thead>
<tr>
<th>Trail Section</th>
<th>Approximate Wetland*</th>
<th>Highway Culverts</th>
<th>Water of US/Ditches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highway 93 North</td>
<td>.35 acres</td>
<td>4</td>
<td>Norton Ditch</td>
</tr>
<tr>
<td>Highway 93 South</td>
<td>.02 acres</td>
<td>5</td>
<td>Hot Springs Ditch, Salmon River Ditch, Kids Creek</td>
</tr>
</tbody>
</table>

*The jurisdiction of these wetlands have not been verified by the COE. The plants encountered in these areas are typical of facultative hydrophytic vegetation in Lemhi County at this elevation. Soils range from hydric to upland along the US Highway 93 corridor according the Lemhi-Custer Soil Survey. It is assumed however that many of these soils are disturbed and do not display natural conditions due to the construction and excavation of the highway borrow pit. Hydrology of the corridor is influence by irrigation ditches and water runoff from the asphalt of the highway.

**Soils**

According to a review of the Custer-Lemhi Area, Idaho, Parts of Blaine, Custer, and Lemhi Counties Soil Survey data, the soils encountered along the proposed highway corridor range from somewhat limited (66%) to very limited (34%) for pathway and trail development. These ratings are based on soil properties that affect trafficability and erodibility, or rather stoniness, depth to a water table, ponding, flooding, slope, and texture of the surface layer. Any unsuitable soils can be mitigated with proper design and construction methods.

These soil ratings are based on a course survey and do not take into account the soils disturbance that ensued when Highway 93 was constructed. Field review of the proposed highway corridor indicate that some soils identified as very limited do not exist. Other areas associated with the identified wetlands do indicate soils limitations and would need to be accounted for in the design of the proposed trail. These areas are typically deeply excavated, lack outflow such as a culvert, and fill seasonally with runoff from the highway and adjacent uplands. These areas would require additional fill and drainage consideration (Appendix E).

**Slope**

The proposed right of way trail would lie within flat terrain that borders the highway and private property. Slope considerations would be for driveway and access point approach and in a few instances, side slopes from deep borrow pits. All of these instances may be remedied with appropriate design.

**Runoff**

The existing highway borrow pit is used as a reservoir for highway runoff and irrigation ditch overflow in some areas. As the proposed trail would be located as far from the highway as possible, and located primarily out of the soil borrow zone, the vegetated portion of the borrow pit adjacent to the highway would be retained and would still allow for runoff from the roadway, irrigation overflow and heavy precipitation. A review of these areas conducted in February of 2015 during heavy area flooding showed only one instance of ponding within the proposed trail corridor along...
Highway 93 South. Consideration should be given to areas within the borrow pit that do not currently have an outflow channel.

**Proposed Design Standards**

It is recommended that trail design would be in compliance with the current Americans with Disabilities Act (ADA) requirements, including a paved trail surface, with trail centerline grade not to exceed 5% and trail cross slope not to exceed 2%, as well as other ADA requirements. It is further recommended that the trail design be based upon the Idaho Bicycle and Pedestrian Transportation Plan (1995) and the Federal Highway Administration Special Report: Accessible Public Rights of Way Planning and Design for Alterations, Part 2 Best Practices for Design Guide (2001).

**Proposed Alignment for Connectivity of Salmon Valley Trails**

*BLM Morgan Bar Recreation Site to Lemhi County Fairgrounds (2.0 miles)*

This portion of the trail system would use the existing U.S. Forest Service (USFS) Stormy Peak Road (#60023) and BLM Diamond Creek Road (#65019) beginning at the Lemhi County Fairgrounds and terminating at Morgan Bar Recreation Site. These are low-volume, low-speed facilities where shared use of the roadway by motorized and non-motorized users may be acceptable until a paved trail can be provided. The 50-acre Morgan Bar Recreation Site sits on the bank of the Salmon River and hosts a medium-sized campground, picnic area, restrooms and a boat ramp. Within the recreation site, a small nature trail winds around a wetland pond and along a mile of the Salmon River’s west bank.

The Lemhi County Fairgrounds trailhead would be developed to accommodate trail users with parking, signage, hitching post for equestrians, and a vault toilet. A trail system map would be installed at both the Fairgrounds and Morgan Bar Trailheads, as well as additional directional signage along the route as appropriate, for example where USFS Road 60023 and BLM Road 65019 merge. Although a river trail extension between Morgan Bar and the Fairgrounds was explored as an alternative in this study, this option was recommended as a long-term trail objective because of private property issues.

*Lemhi County Fairgrounds to Island Park (3.6 miles)*

A 10’ wide asphalt trail with a 5’ wide gravel side trail to accommodate equestrians is proposed to be constructed within the right of way on the west side of Highway 93 North (Figure 3). The west side was selected as the best alternative due to a large irrigation ditch (Norton) that runs in the borrow pit near Carmen Bridge Sportsman Access, the avoidance of crossing the highway at the intersection with the Fairground and recreation site (65 mph), and access to public lands and the Fairgrounds on the west side of the valley. The equestrian side trail would begin at the Lemhi Hole Recreation Site road (mile post (MP) 306.0) and terminate at the Lemhi County Fairgrounds.

The Highway 93 North trail would need to cross from the west side of the highway to the east prior to reaching the congested Highway 93/Main Street intersection. Terminating the proposed Highway 93 North trail on the east side of the Highway at the intersection with Main Street aligns the trail with a pedestrian sidewalk to Island Park, avoids crossing a three-way intersection where Highway 93 and Main St. meet Courthouse Drive (mp 305.4), and places the trail intersection along Main Street where there is increased sight distance.
Design consideration would be needed in the area immediately south of Lemhi Hole Road where the trail alignment is proposed adjacent to commercial properties. Because portions of the highway right of way in this area are currently used by retailers for access, the design team would need to work with property and business owners on access management strategies and trail/driveway crossings. The line of sight from existing driveways to the highway is unobstructed, and driveway volumes appear low. Extensive cautionary signing is not recommended. Rather, design should consider aesthetically pleasing ways to clearly delineate the highway corridor.

Trail construction/designation in this segment would require modification of many of the business accesses to comply with the ADA maximum trail side slope of 2%. Trail location through this area could utilize pavement markings and possibly landscaped or hardscaped features. Vehicles entering or leaving driveways would yield to all through travelers in the trail corridor. Discussion with at least one business owner indicated that a designated pedestrian route in this area is desirable as many people currently walk in the right of way behind business parking.

Figure 3. Typical Cross Section for Highway 93 North Right of Way Trail

The location of the Highway 93 North trail crossing was the subject of much scrutiny during this study and would need to be addressed during final design.

**Vicinity of Infanger Lane (MP 306.7)**

Crossing to the east side of the highway prior to reaching the City Limits facilitates access to Island Park, reduces conflict with a narrow right of way adjacent to a steep slope on the west side, and resolves a trail conflict with an irrigation ditch. A crossing with pedestrian activated flashing lights,
appropriate signage and pavement marking would be installed. Due to the 65 mph speed zone, additional flashing lights may be needed to provide adequate warning to approaching vehicles. This is however a straight corridor and provides extended line of sight.

Ideally, this crossing would be within a 45 mph speed zone which would require extension of the 45 mph zone by 800 feet. ITD stated that such a request to move the speed zone change would have to be initiated by the Lemhi County Sheriff’s department and the county commissioners.

During access design for this option, the potential for private easements to re-route the trail to the back (river) side of these commercial uses could also be explored. In many instances setback from the river may not provide adequate room for a trail however.

**West side of Highway 93 near Elks Road**

Crossing closer to town near and immediately north Highway 93 North intersection with Elks Road would provide for a crossing within the existing 45 mph speed zone. This option however would require that the trail cross through a narrow highway corridor, where a private residence has encroached into the right of way (Figure 4) and need to be designed alongside or around a waste water/irrigation ditch in a narrow right of way. Elks Road is a popular access route to the community hockey facility and Bar Hill Neighborhood. This intersection and line of sight would need to be considered during final design.

![Figure 4. Private property encroaching into Highway 93 North Right of Way](image)
From MP 306.4 to MP 306.6 along the west side of the highway right of way, deep borrow pits from the construction of the highway and an old gravel pit exist. These low lying areas are approximately 4-5 feet lower than the adjacent highway and intersecting access roads. These areas would require additional fill for approach slopes and trail construction (Figure 5).

Figure 5. Potential Mitigation for Narrow Right of Way

Recent discussions with the City indicate that the crosswalk across from the entrance to Island Park has been declared by ITD to be not compatible with ADA requirements. The City reports that ITD has proposed to remove this crossing. The feasibility study team found that this cross walk is a high use pedestrian and bicycle access point within the City. No other crossings are available that enable users to avoid the three way intersection of Court House Drive and Highway 93. It is recommended that this crossing be brought up to ADA standards and retained as a key component of the connectivity of the City for pedestrians and cyclists.

From the crosswalk a gravel path runs north through private property to a hotel, no sidewalks exist on the north side of Highway 93/Main Street in this location. An easement should be obtained from the hotel landowner and the gravel path brought up to ADA standards, or a new ADA compliant trail constructed within the highway right of way around the hotel.

Island Park is an established recreation site with restroom, parking, picnic areas, skate park, a popular walking trail, and a pedestrian bridge spanning the Salmon River that links users to downtown. Island Park is a city owned park that serves as public access to the Salmon River. A kayak park is being proposed at this location but no construction date has been set. Informational kiosks have been constructed here and an additional kiosk providing trail information is proposed as part of this trail project.
Island Park to Kids Creek Park (0.8 miles)
There are a variety of options for bicycle and pedestrian accommodation through town that have been studied by the City of Salmon in recent years. A connectivity plan should be developed in conjunction with the City of Salmon Parks and Recreation Department to guide trail users from Island Park to Kids Creek Park. Kids Creek Park is a City-owned park with a community fishing pond, vault toilet, parking area, and an informational kiosk.

Both City-owned parks have adequate parking and restroom facilities, and could serve as trailheads. Signs depicting the trail network should be installed at both locations, as well as way-finding signs along the designated route. Additional opportunities to connect trail users from Kids Creek Park to City Park and other nearby amenities (Sacajawea Center, City Park, Discovery Hill) using side streets would reduce the need to use the highway/Main Street through town. Kids Creek Park is a city owned park with a community fishing pond, vault toilet, parking area, and an informational kiosk.

Kids Creek Park to BLM Shoup Bridge Recreation Site (4.9 miles)
A 10' wide asphalt trail would be constructed as part of the trail system to connect Kids Creek Park on the east side of Highway 93 South to the Shoup Bridge Recreation Site and USFS Road 60021 (Figure 6). This trail would initiate at Kids Creek and cross the highway at MP 304.2 within a 35 mph speed zone.

Figure 6. Typical Cross Section for Highway 93 South Right of Way Trail

Idaho Department of Transportation is in the process of improving turning lanes at MP 303.7 and 300.5 for a new shopping center and the Airport Road intersection (east side of highway). These
enhancements would widen the highway and thereby narrow the right of way (Figure 7). Design of the trail along these section would need to consider the proximity of the trail to the 65 mph lane of traffic. Design could consider a physical barrier placed between the highway and the trail (Figure 8), or other options, such as narrowing of the trail, or acquiring additional right of way to provide the necessary clearance between the trail and highway. Narrowing of the right of way would require special consideration by the design team.

Figure 7. Highway 93 South Bound right of way at Airport Road turning lane
At Airport Road, a pedestrian crossing with pedestrian activated flashing lights, appropriate signage and pavement marking would be installed to accommodate the pedestrian traffic generated by the subdivisions in that area. Due to the 65 mph speed zone, additional flashing lights may need to be installed at a suitable distance from the crossing to provide adequate warning to approaching vehicles.

The intersection of Highway 93 South and USFS Road 60021 supports a turning lane for south bound traffic. This turning lane accommodates vehicles turning west onto 60021 from a 65 mph zone. Where the turning lane exists, the right of way has been narrowed to 12 feet. Design consideration would need to be given for this narrowed right of way corridor.

Another option to avoid the turn lane issue would be to move the trail to east side of the highway utilizing the pedestrian crossing at Airport Road. This would by-pass the turn lane and the ATV and motorcycle traffic on the west side of the highway between Airport Road and Shoup Bridge. This option would require another pedestrian crossing similar to that at Airport Road that could cross the highway at the Shoup Bridge Recreation site, the proposed trailhead. Line of sight at this location is however limited for north bound traffic.

Just beyond the Shoup Bridge turning lane is the BLM Shoup Bridge Recreation Site. The Shoup Bridge Site is a small campground located on the main Salmon River. It is a popular launch site for rafters and anglers. This BLM facility currently has a parking area and vault toilet, but additional parking may be warranted and signage for the trails network would be required. The BLM is supportive of this proposal and is initiating the planning for expansion or modification of this site to accommodate trail users.
The three way intersection prior to the Shoup Bridge Recreation Site is currently problematic as turning traffic often misinterprets the turn lane to the bridge as the lane to use to access the entrance to the recreation site. As part of trail design, the design team in conjunction with ITD could examine ways to reconfigure the southbound highway travel lanes in this area, to reduce driver confusion and distraction where trail users and motorized vehicles would be accessing the recreation site. Conversion of the existing right turn lane for Williams Creek road to a "through and right" lane, and extending it to the recreational site approach may be an option.

Shoup Bridge is currently a single lane structure scheduled for replacement and upgrade in 2015. Trail proponents have requested that the new two lane bridge include accommodation for bicycles and pedestrians since the bridge provides access to significant public lands and recreational areas in the nearby foothills. Improvements to the intersection and bridge itself could serve to improve the narrow right of way and potential trail configuration in the future.

**Trail Implementation Plan and Design Guide**

The Salmon Valley Trails Action Plan recommends the creation of a trail implementation and design guide. The purpose of these guidelines would be to establish a consistent pattern to the development and maintenance of the Salmon Valley community trail system. This master plan would include recommendations for trail construction and design in specific areas and conditions, connectivity, signing, aesthetic treatments, multiple use standards, and trail expansion provisions. A key component of this plan would include different classifications and specifications for trails such as 1) paved and removed from the roadway, 2) non-paved, and 3) on street connections. The creation of this plan would allow for identification of maintenance authority and scheduling, long term financial planning and consistent design standards.

**Operations and Maintenance**

The Salmon Valley Trails Committee includes a broad based membership representing a variety of different interest groups such as school officials, mountain bikers, equestrians, seniors, the business community, and public land managers. As a trails network in the community is developed, this committee needs to continue to stay engaged and work toward achieving a high level of community support for trails. The interest of member organizations may vary with the type of trail; Backcountry Horsemen are more likely to support the maintenance of backcountry trails and the Salmon Idaho Mountain Bike Association is more likely to support the maintenance of single track trails, for example. But working as a committee to prioritize and support projects has proven to be the most effective way to accomplish trails action items, and this approach should continue and expand.

One member, Youth Employment Program (YEP), has invested time and resources in training youth crews to build and maintain trails, and this organization expressed an interest in maintaining the Highway 93 trail network proposed in this study. To be in a financial position to accomplish this, YEP would need to be supported by the Salmon Valley Trails Committee in terms of raising funds and enlisting the help of volunteers.

On March 4, 2015, YEP Director Steve Adams and Salmon Valley Stewardship (SVS) staff member Rachel Layman met with Lemhi County Road and Bridge Department staff members Kerrie Cheney and Jay Davis to discuss the YEP’s interest in a leadership role in trails operations and maintenance.
During the feasibility study process, the model of a public/private partnership coordinated by a nonprofit organization has emerged as the most common management structure among community trails efforts studied. This is a fitting concept for the Salmon Valley Trails effort. Under a private/public management structure, YEP staff and/or volunteers would independently manage routine maintenance tasks such as litter control, encroaching vegetation, mowing, pathway sweeping, etc. However, larger periodic maintenance projects such as slurry seal coating (completed approximately every 10 years as needed) would require partnership with a public entity such as county or city maintenance departments. It is likely that all routine and periodic maintenance work would be accomplished using a combination of public and private funding.

In the March 4 meeting, Lemhi County Road and Bridge Department staff noted that trail upkeep work could be dovetailed with the county’s annual planned capital improvement efforts when needed. Following the March 4 meeting with Lemhi County Road and Bridge, YEP drafted a memorandum of understanding (MOU) with Lemhi County Commissioners for the express purpose of operations and maintenance for the proposed Highway 93 trail. The MOU (Appendix G) details each entity’s roles and responsibilities, though revisions are expected as more specific details about trail physical design and construction emerge. The MOU is in draft form at this time, and could be finalized during the trail design process.

This feasibility study set out to explore the following maintenance and operations issues:

1) Determine ownership/maintenance/management options for involved entities,
2) Identify potential roles of public and non-public agencies,
3) Identify areas for in-kind contributions from involved entities,
4) Propose the appropriate organizational structure to provide trail maintenance, operation and security,
5) Identify trail Operation, Maintenance and Safety best practices,
6) Work with involved parties to propose individuals or groups responsible for maintenance tasks.

Best Management Practices

As the initial highway trail segment(s) are implemented, a collaborative process is recommended to detail specific practices and procedures needed for successful management of the trail system. Recommendations for the scope of this effort include:

- A written “Maintenance Manual” should be developed with a specific listing of all functions, frequency of tasks, and quality standards. Typical routine and periodic maintenance tasks that could be considered for the manual are summarized later in this section.
- An annual budget should be developed based on projected maintenance, operations and safety tasks.
- Fundraising goals for large-scale periodic maintenance projects should be identified and included in annual budgeting exercises.
- The trails management program must be cost-effective, with sustainable funding sources identified based on the “owner’s manual” and annual budget projections.
- The county commissioners should designate an individual, committee, or organization to serve as liaison/advocate for the alternative transportation system.
• A lead organization with trails development, management and fundraising skills should be
designated which would have management authority over the Salmon Valley Trails system. A
formal contract or agreement should be established with the appropriate departments and/or
outside private contractors as appropriate to carry out the various operations, management, and
programming functions.
• The lead organization should also work cooperatively with other stakeholders, non-profit and
private sector partners, and agency staff to assure a coordinated effort amongst all of the
alternative transportation modes including: shared use paths, sidewalks, and on-street bicycling.

With the full build-out of a Salmon Valley trail system, annual operations and programming could
include the following responsibilities and tasks:

• Special Events Planning
• Volunteer Coordination
• Environmental Education/Stewardship
• Outreach Programming
• Program Development
• Safe Routes to School Coordination
• Health and Fitness Coordination
• Trail Patrol Coordination (includes volunteers and/or staff)
• System Engineering/Planning

**Typical Routine Maintenance**

• Sweeping of the pathway as needed to keep clear of excessive dust and debris
• Mowing/weed-whacking pathway edges
• Invasive weed spraying along pathway edges
• Maintenance of trailhead facilities—including trash removal, care of restrooms, water system
  and fences
• Pedestrian highway crossing signal lighting and signage
• Snow plowing on year-round trails
• Litter removal along pathway
• Trimming of vegetation blocking site distance
• Asphalt crack sealing and repair
• Water drainage maintenance such as culverts and ponding water
• Re-grading of eroded areas
• Removal of rocks in equestrian pathway
• Planning for periodic maintenance and repairs

**Periodic Maintenance Projections**

• Slurry seal coat of asphalt pathway surfaces—should occur initially within first year of
  construction, and again on a 5-10 year basis
• Replacement of damaged pathway infrastructure elements as needed—including fencing,
  signage, bike racks, benches, etc.
• Graffiti management
• Pathway striping
• Re-seeding damaged shoulders

The trails maintenance program should maintain the following elements:

• Off-street shared-use pathways
• Natural surface/single track trails (part of Salmon Valley Trails Action Plan (linkage to future integrated system)
• Trail-related corridors (landscaped and open space areas associated with trails and including streams and conservation areas)
• Pathway wayfinding throughout city of Salmon to link up north and south trail segments (signage directing users from trailhead to trailhead, bike routes, etc.)
• Trailhead development
• Wayfinding signage, fixtures and furnishings (on-street and off-street)
• Regulatory and safety signage
• Highway pedestrian crossing infrastructure
• Trail rest areas
• Access parking areas
Trail Costs and Potential Funding Analysis

Estimated Construction Costs for Highway 93 Right of Way Trail

Construction costs for the Highway 93 Right of way trail are estimated in Table 4. These costs include an asphalt surfaced trail from Lemhi County Fairgrounds to Island Park and from Kids Creek Park to the BLM Shoup Bridge Recreation Site, as well as trailhead development and improvements, and other related items.

An asphalt surface is considered desirable from the standpoint of accommodating the greatest number of user groups, but a compacted gravel surface is a less expensive option in terms of initial construction costs. Based on funding availability, the Salmon Valley Trails Committee and other community members may wish to prioritize sections of this trail system for construction.

Table 4. Estimated Construction Costs by Segment for the Highway 93 Right of Way Trails

<table>
<thead>
<tr>
<th>HIGHWAY 93 SOUTH SEGMENT</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>KIDS CREEK POND TO SHOUP BRIDGE</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Quantity</td>
<td>Price</td>
<td>Total</td>
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<tr>
<td>Pathway &amp; trailhead excavation &amp; compaction</td>
<td>25,600 ft.</td>
<td>$0.82</td>
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<td>Imported borrow, place &amp; compact</td>
<td>25,600 ft.</td>
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<td>Asphalt concrete pavement</td>
<td>3,280 tons</td>
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<td>Crushed aggregate base</td>
<td>5,350 cy</td>
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<td>Culvert modification &amp; extension</td>
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<td>Highway pedestrian crossings &amp; signal lighting</td>
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<td>$135,000</td>
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<td>Signage &amp; pavement marking</td>
<td>Lump sum</td>
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<td>Miscellaneous items</td>
<td>Lump sum</td>
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<td><strong>Subtotal Estimated Construction Costs: Highway 93 South</strong></td>
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<td><strong>$731,662</strong></td>
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<tr>
<td>Mobilization</td>
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<td>Contingencies</td>
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<td>Overhead &amp; Profit</td>
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<td><strong>Total Estimated Construction Costs: Highway 93 South</strong></td>
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<td>Estimated Preliminary Engineering Costs</td>
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<tr>
<td>Estimated Construction Engineering Costs</td>
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<td><strong>Total Project Costs: Highway 93 South</strong></td>
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<td><strong>$1,382,841.18</strong></td>
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### Table 4. Estimated Construction Costs by Segment for the Highway 93 Right of Way Trails

#### HIGHWAY 93 NORTH SEGMENT

**ISLAND PARK TO LEMHI COUNTY FAIRGROUNDS**

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
<th>Unit price</th>
<th>Total</th>
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<td>Asphalt concrete pavement</td>
<td>3,850 tons</td>
<td>$100</td>
<td>$385,000</td>
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<td>Asphalt demolition</td>
<td>13,000 sq.</td>
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<td>Crushed aggregate base</td>
<td>4,260 cy.</td>
<td>$24.20</td>
<td>$103,092</td>
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<td>Culvert modification &amp; extension</td>
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<td>Retaining wall</td>
<td>600 sq. ft.</td>
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<td>Highway pedestrian crossings &amp; signal lighting</td>
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<td>Fairgrounds trailhead vault toilet and lighting</td>
<td>Lump sum</td>
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<td>Fairgrounds trailhead water system</td>
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<td>Fairgrounds fencing &amp; gates</td>
<td>Lump sum</td>
<td>$11,000</td>
<td>$11,000</td>
</tr>
<tr>
<td>ADA ramps at both ends of Island Park Bridge</td>
<td>Lump sum</td>
<td>$60,000</td>
<td>$60,000</td>
</tr>
<tr>
<td>Signage &amp; pavement marking</td>
<td>Lump sum</td>
<td>$12,000</td>
<td>$12,000</td>
</tr>
<tr>
<td>Miscellaneous items</td>
<td>Lump Sum</td>
<td>$6,800</td>
<td>$6,800</td>
</tr>
</tbody>
</table>

**Subtotal Estimated Construction Costs: Highway 93 North**

$768,629.50

Mobilization: 10% of Construction: $76,862.95
Overhead & Profit: 25% of Construction: $192,157
Contingencies: 22.5% of Construction: $172,941

**Total Estimated Construction Costs: Highway 93 North**

$1,210,590.45

Estimated Preliminary Engineering Costs: 10% of Total Construction: $121,059.05
Estimated Construction Engineering Costs: 10% of Total Construction: $121,059.05

**Total Project Costs: Highway 93 North**

$1,452,708.55

Estimated Preliminary Engineering Costs: 10% of Total Construction: $121,059.05
Estimated Construction Engineering Costs: 10% of Total Construction: $121,059.05

**Total Project Costs: Hwy 93 North (Lemhi County Fairgrounds) to Hwy 93 South (BLM Shoup Bridge Campground)**

$2,835,549.73
Salmon Valley Trails Funding Program

A complete funding program for the Salmon Valley Trail system requires not only securing capital funds for initial construction of trails and facilities, but also strategies for accomplishing long-term management activities to keep trail facilities in good condition.

A feasibility-level funding analysis performed by the project team indicates that adequate resources are available to accomplish both construction and ongoing management of the trail system. This chapter provides:

- An overview of federal funding resources that would be appropriate for initial construction of the Salmon Valley Trail, including:
  - Recommended primary federal funding.
  - Alternate capital resources, that could be used for future expansion, or if the recommended funding source becomes unavailable.
- Matching resources for capital funding.
- Long-range strategies for funding trail maintenance and operations.

Capital Funding

Initial Construction

Estimated costs for initial construction of trail facilities and appurtenances are outlined above. Approximately $2 million in capital funding would be needed to construct approximately 9 miles of separated pathway adjacent to the US Highway 93 corridor from the Lemhi County Fairgrounds to the Shoup Bridge.

Because initial trail construction costs are beyond the financial capacity of local governmental jurisdictions, outside grants and funding must be sought.

In Idaho, federal-aid funding programs tend to offer much larger value grants than state funding programs. As a result, the most promising funding resources for initial construction of the Salmon Valley Trail originate from federal sources. The capital resources described below are all federal-aid funding sources, even though many are administered by state agencies.

Recommended Primary Capital Funding Source: Federal Lands Access Program

The Federal Lands Access Program (FLAP), which is administered by the Western Federal Lands Highway Division (WFLHD) of the Federal Highway Administration, is currently the region’s best opportunity for securing capital funding for Salmon Valley Trail construction. FLAP provides funding for construction of pedestrian and bicycle facilities that improve access to federal lands. Since the FLAP program provided funds for this initial feasibility study, continued FLAP funding to complete the project development process would demonstrate public stewardship by protecting and building upon WFLHD’s original investment.

In Idaho, FLAP may fund up to 92.66% of total project costs, leaving a local match requirement of 7.34%, or approximately $146,800. Cash matching funds are easiest to administer; however, donated land or in-kind labor, equipment and materials may also be eligible.
Funding and in-kind resources from many sources may be counted as match, provided that they do not originate from federal funding appropriations under US Code Title 23 (Highways) or Title 49 (Transportation). This means that in some cases, matching resources contributed by federal agencies such as the BLM or US Forest Service can be counted as match for federal-aid transportation projects. Matching resources that are suitable for use with the FLAP program are outlined in Table 5, and an overall funding schedule for initial construction of the Salmon Valley Trail is provided in Table 6.

**Alternate Capital Funding Options**

Additional federal and state funding programs that could be targeted for initial construction and/or future expansion of the trail system are summarized below.

**Transportation Alternatives Program (TAP)**

The Transportation Alternatives Program (formerly Community Choices for Idaho) is a federal program administered by ITD that provides funding for projects that emphasize pedestrian and bicycle facilities, scenic byways, safe routes to schools, archaeological and historic preservation activities, and environmental mitigation. Available funds total approximately $3.5 million annually for projects statewide.

Because TAP program amounts are significantly less than those available in the FLAP or Transportation Investment Generating Economic Recovery (TIGER) programs, use of the TAP for construction of the initial Salmon Valley Trail would require a phased approach over a much longer implementation period.

Local matching funds of 7.34% of the total project cost are required for the TAP program. It should also be noted that the TAP program is a reimbursement based funding program. This means that if a project is approved for funding, a local sponsor must generally front costs to pay consultants and contractors, and then seek monthly reimbursements from ITD.

**Recreational Trails Program (RTP)**

Administered by the Idaho Parks and Recreation Department, RTP funding may be used to maintain and restore existing recreational trails; develop and rehabilitate trail facilities and linkages; purchase and lease equipment for trail construction and maintenances, and construct new recreational trails. A 20% match is required, and at least 5% of the overall project costs must be non-federal funds. A total of approximately $1.5 million is available annually for projects statewide.

Because the RTP is federal funding that originates under US Code Title 23, this program may not be used to match a FLAP application. However, in the event that FLAP funding is not secured for constructing the Salmon Valley Trail, RTP could be explored as a back-up plan. However, the amount that the Salmon Valley could expect to secure from the RTP is significantly less than the from the FLAP program, so use of the RTP as a primary funding mechanism for the Salmon Valley trail would require a phased implementation over a much longer time period.

The RTP is also an excellent resource for future expansion of the Salmon Valley Trail system.

**Recreational Road and Bridge Program (RRB)**

The Recreational Road and Bridge program is managed by the Idaho Parks and Recreation Department. Funds may be used to develop, construct, maintain and repair roads, bridges and parking areas within and leading to recreational areas in Idaho, with no minimum match required. Once the primary Salmon
Valley Trail is in place, the Recreational Road and Bridge program could be explored when additional trailhead parking areas are warranted.

**Land and Water Conservation Fund (LWCF)**

Idaho Parks and Recreation Department manages the Land and Water Conservation Fund (LWCF), and offers grants for acquiring, developing and maintaining property for outdoor recreational purposes. The Fund may pay up to 50% of the cost of land acquisition or development. While right of way donations are anticipated and the purchase of land is not likely to be needed for the initial Salmon Valley Trail, this funding resource should be in the region’s toolbox as future trail system expansion is considered.

**Surface Transportation Program – Local Rural (STP-Rural)**

Idaho’s Local Highway Technical Assistance Council (LHTAC) administers the STP-Rural program, which provides federal-aid funds for transportation projects in rural areas and in cities with populations below 5,000. STP-Rural funds may be used for new construction, reconstruction or rehabilitation of major collector and minor collector roadways. While traditionally used to improve roadways for motorized vehicles, the construction of facilities for bicycle and pedestrian accommodation on collector routes is an eligible activity. This program could be considered for providing safe multi-modal accommodation on collector routes through the City of Salmon, to link northern and southern segments of the Salmon Valley Trail. The STP-Rural program may also be a good resource for funding crossing improvements where the trail intersects a local collector road or street.

A 7.34% local match is required. The STP-Rural program operates on a reimbursement basis, so the local sponsor must front the costs needed to pay project consultants and contractors, and then seek monthly reimbursement from LHTAC.

**Transportation Investment Generating Economic Recovery (TIGER)**

TIGER is a nationally competitive program that offers federal funding for transportation projects with a significant national or regional impact. A broad array of projects are eligible for TIGER funding; however, competition is typically fierce, and the rigorous application process requires significant technical analysis. Projects must demonstrate and quantify significant benefits for safety, economic competitiveness, state of good repair, livability and/or environmental sustainability. The project team has included TIGER in the list of potential funding resources because trail system improvements in the Salmon Valley may have the broader regional or national significance needed to compete in this program. However the FLAP program and other more typical funding streams described above should be explored first.
**Match Strategies for Capital Grants**

Community discussions facilitated by the project team have identified a number of viable matching fund sources, both cash and in-kind. 5 provides an assessment of those most appropriate for use as match for larger federal-aid funding programs.

Table 5. Matching Resources for Initial Capital Investment

<table>
<thead>
<tr>
<th>Match Resource</th>
<th>Value</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Duke Family Foundation</td>
<td>$20,000 - $75,000</td>
<td>Lemhi County would need a 501(c)(3) partner to secure these matching funds. Salmon is the hometown of the Duke family, including several serving on the foundation’s board and leadership committee. Recreation, fitness, and community well-being grants appear to fall in line with this foundation’s goals.</td>
</tr>
<tr>
<td>CHC Foundation</td>
<td>$15,000 - $20,000</td>
<td>Lemhi County would need a 501(c)(3) partner to secure these matching funds. Priority given to innovative and enriching projects which serve the public interest and well-being and significantly improve the quality of life for the people of the region.</td>
</tr>
<tr>
<td>Steele-Reese Foundation</td>
<td>$10,000 - $25,000</td>
<td>Lemhi County would need a 501(c)(3) partner to secure these matching funds. This foundation has a geographic focus that includes Idaho and Montana, and it supports conservation and preservation, health, human and social services in rural areas.</td>
</tr>
<tr>
<td>Salmon City Local Option Tax (LOT)</td>
<td>$5,000 - $25,000</td>
<td>The City’s ordinance guiding the use of LOT allows these revenues to be used for visitor information, special events, marketing and advertising, and recreational opportunities.</td>
</tr>
<tr>
<td>Lemhi County Fairgrounds Property</td>
<td>$25,000</td>
<td>Donation of right of way needed for trailhead construction.</td>
</tr>
<tr>
<td>Overacker Property</td>
<td>$10,000</td>
<td>Donation of right of way needed for construction of north trail segment.</td>
</tr>
<tr>
<td>Lemhi County Weed Department</td>
<td>$4,500</td>
<td>In-kind donation of hydrosedding labor, materials and equipment</td>
</tr>
<tr>
<td>BLM</td>
<td>$50,000</td>
<td>In-kind donation of labor, materials and equipment for Shoup Bridge trailhead improvements, and directional signs to Morgan Bar and Discovery Hill.</td>
</tr>
<tr>
<td>County, City, Private Contractors</td>
<td>$40,000</td>
<td>In-kind donation of fill, staging area, and delivery for trail construction.</td>
</tr>
</tbody>
</table>
Recommended Capital Funding Schedule

6 provides a recommended plan for funding the initial Salmon Valley Trail from Lemhi County Fairgrounds to BLM Shoup Bridge Recreation Site.

Table 6. Recommended Capital Funding Schedule

<table>
<thead>
<tr>
<th>2L Trails Capital Funding Plan</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Primary Funding</strong></td>
<td>FLAP $ 2,479,298</td>
</tr>
<tr>
<td><strong>Minimum Match Required</strong></td>
<td>7.34% $ 181,980.45</td>
</tr>
<tr>
<td><strong>Project Phase</strong></td>
<td>Cost of Phase</td>
</tr>
<tr>
<td>Preliminary Engineering</td>
<td>$ 203,708</td>
</tr>
<tr>
<td>(Design and Environmental)</td>
<td></td>
</tr>
<tr>
<td>Right of Way Acquisition</td>
<td>$ 34,800</td>
</tr>
<tr>
<td>Construction and Construction Engineering</td>
<td>$ 2,240,790</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Match Value:</strong></td>
<td></td>
</tr>
</tbody>
</table>
**Funding for Ongoing Operations and Maintenance**

Table 7 describes the anticipated trail management functions, including the level of effort and costs needed for ongoing trail maintenance and operation. A proper trail management program would reduce long-term costs by extending the life of trails and trail amenities, and it would help to win and grow the support of community residents and businesses.

<table>
<thead>
<tr>
<th>Typical Routine Maintenance Tasks</th>
<th>Frequency</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mowing</td>
<td>3-4 times annually</td>
<td>Flail type mower best - less debris on trail</td>
</tr>
<tr>
<td>Pruning/Tree Removal</td>
<td>Annually</td>
<td></td>
</tr>
<tr>
<td>Weed Management</td>
<td>Annually</td>
<td>Already a maintenance duty of Lemhi County Weeds Dept.</td>
</tr>
<tr>
<td>Signage</td>
<td>Periodically, as required</td>
<td>Maintenance and/or replacement of directional signage &amp; kiosks</td>
</tr>
<tr>
<td>Drainage Features</td>
<td>Annually, at a minimum</td>
<td>Keep numerous culverts along trail clear of debris</td>
</tr>
<tr>
<td>Litter Removal</td>
<td>Weekly</td>
<td>Removal of trash at trailhead receptacles and cleanup of litter dropped along trail</td>
</tr>
</tbody>
</table>

**Estimated Annual Routine Maintenance Costs**

$1,000 - $1,500/trail mile

<table>
<thead>
<tr>
<th>Periodic Maintenance Tasks</th>
<th>Frequency</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Slurry seal coating</td>
<td>Approximately every 10 years, as needed</td>
<td>Pricing calculated for coinciding with Lemhi County annual maintenance contract for seal coating</td>
</tr>
</tbody>
</table>

**Estimated Periodic Seal Coat Cost**

$2,500/trail mile
Trail Operations and Management Funding Structure

Most federal-aid funding programs for initial trail construction require the project sponsor, in this case Lemhi County, to assume responsibility for funding long-term operations and maintenance activities. The county has three basic options for structuring the trail management functions:

1. Direct trail management by Lemhi County
2. Management by a state or federal agency partner such as Idaho Parks and Recreation or the BLM, under an interagency agreement with Lemhi County
3. Management by a private entity, under contract to Lemhi County.

A benefit of contracting trail management activities to a private organization is the potential for private revenue generation to offset costs. While for-profit entities can conduct fundraising programs, they are at a disadvantage to non-profit organizations which have greater access to private charitable resources.

The project team recommends that the County contract with a private non-profit group for all-inclusive administration of the County’s regional trail program. This would include:

- Development and biennial update of an official Operations and Maintenance plan that includes:
  - Maintenance: Routine and Remedial
  - User Safety and Risk Management
  - Programming and Events
  - Resource Stewardship and Enhancement
  - Marketing and Promotion
  - Oversight and Coordination
- Raising money and securing other donations for implementing the Operations and Maintenance plan
- Providing an annual progress report and budgetary information to the County

A stand-alone non-profit organization could be created for this purpose; however, the region has a number of existing non-profit groups which might serve in this capacity. The feasibility study team determined that a trail fundraising and stewardship program would be consistent with YEP’s mission, organizational charter and IRS registration, and the project team recommends YEP as the lead organization for trail management. YEP provides employment opportunities for area youth, and this organization has 20 years of experience maintaining miles of trails on public lands. The organization also sponsors the annual “12 Hours of Disco” mountain bike race at Discovery Hill, intended to bring visitors to the area and raise funds for YEP programs. YEP is a member of the Salmon Trails Committee and is well suited to providing labor, involving youth, and serving as a lead partner in raising funds needed for ongoing trail maintenance. On March 9, 2015, this concept was presented to the Lemhi County Commissioners and met with a favorable response.

Funding the Initial Operations and Management Setup

Funds to develop an initial detailed Operations and Maintenance Plan should be covered within the next FLAP application to implement the Salmon Valley Trail.

While the Operations and Maintenance Plan is being developed, the Salmon Valley Trails committee should seek private funding totaling $35,000 - $50,000 to cover the first year of management,
fundraising and coordination activities. Startup funding would need to be adequate to cover the cost of a primary staff person to serve as a coordinator, as well as financial and legal consultants to assist as needed.

Table 8 outlines potential sources of funding for the initial startup period. Continued funding for activities beyond the start-up year are outlined in the On-Going Funding Strategies section below.

Table 8. Potential Operations and Maintenance Startup Resources

<table>
<thead>
<tr>
<th>Funding Resource</th>
<th>Potential Amount</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steele-Reese Foundation</td>
<td>$35,000</td>
<td>This foundation has a geographic focus that includes Idaho and Montana, and it supports conservation and preservation, health, human and social services in rural areas.</td>
</tr>
<tr>
<td>Duke Family Foundation</td>
<td>$35,000</td>
<td>Listed above as a source of capital funding, this foundation could also be considered for initial startup of a trail management organization.</td>
</tr>
<tr>
<td>Idaho Community Foundation</td>
<td>$5,000</td>
<td>Regional competitive grant cycles support activities including recreation.</td>
</tr>
<tr>
<td>Lemhi Valley Community Foundation</td>
<td>$1,000</td>
<td>Local foundation whose intent is to benefit the citizens of Lemhi County.</td>
</tr>
<tr>
<td>Highways Bettering the Economy and Environment Pollinator Protection Act (H.R. 2738)</td>
<td>TBD</td>
<td>The bill was reintroduced in June 2015, and if reauthorized, H.R. 2738 could provide funding to reduce roadside maintenance costs for the state and county, while providing habitat for pollinators.</td>
</tr>
</tbody>
</table>

On-Going Funding Strategies

Once established, the maintenance entity and the trails committee must be committed to on-going fundraising. Suggested strategies to generate an income stream for on-going management activities are outlined below.

Volunteer Labor

While volunteer programs do not generate liquid cash, with effective management they can significantly reduce the need for cash. The value of volunteer programs in implementing major elements of an Operations and Maintenance plan can therefore be considerable. Volunteers can assist with nearly every aspect of trail management, from fundraising and promotion, to litter pickup and other maintenance activities. For example, an “Adopt a Mile” program for litter control, similar to the ITD’s Adopt-A-Highway program, would allow residents and local businesses to show their support for the trail system when cash donations are beyond their means.

Volunteer programs should foster both trail ambassadors whose commitment of time is regular and on-going, as well as opportunities for one-time volunteers.
Membership
Donors could contribute to a Friends of Salmon Valley Trails fund, which may include benefits to them of a newsletter, email updates, invites to special events, etc.

User Donations
The ability to receive private donations electronically is essential. A website for the trail system should offer a “donate now” button, and information on how to easily donate should be provided at trailheads, with a QR code or other features that facilitates donations from smart phones.

Business Sponsors
The Salmon Valley’s recreational tourism industry includes a number of recreational outfitters, hospitality, and other businesses which are a natural fit for joint marketing of the regional trail system with local businesses. Trail marketing literature and on-line programs can provide advertising for local businesses that help to fund the trail.

Mile Marker or Bench Sponsors
Donors could be solicited to annually sponsor a trail marker or bench. For the Sleeping Bear Trail in northern Michigan, this strategy generates $1,500 annually per marker and $250 (one-time payment) per bench. For the Salmon Valley Trail, marker and bench sponsors could be acknowledged with a trailhead poster, or via printed or on-line publications.

Fundraising Events
Many non-profit groups host fundraising events to offset a portion of their annual revenue. Currently, there are several recreational events in the area sponsored by local citizens and non-profit organizations. These events include the Salmon Marathon, 12 Hours of Disco, Beaverhead Endurance Run, and the Lemhi Valley Century Ride. It would be important not to dilute or compete with the fundraising efforts of other non-profit groups in the region, but discussions with some of the event organizers indicate that staffing these events is often a difficult proposition. There may be opportunities to enlist Salmon Valley Trail supporters to help staff events and in turn share some of the profits for trail operations and maintenance.

Grants
Grants from both private and governmental sources should continue to be featured in the overall funding program for trail Operations and Maintenance.

For the larger, less frequent trail maintenance expenditures, state and federal grants are available. For example, in addition to funding planning and capital projects, the FLAP program can also fund preventative maintenance, rehabilitation and restoration activities. The Recreational Trails Program administered by the Idaho Parks and Recreation would be another good source of funding for occasional big ticket items.

Local Option Tax
Because of its status as a resort area in Idaho, the City of Salmon has the ability to generate revenue through a local sales tax (commonly referred to as “local option tax” (LOT) in addition to the state sales tax. The City’s ordinance guiding the use of LOT allows these revenues to be used for visitor information, special events, marketing and advertising, and recreational opportunities, among other uses. These emphasis areas are entirely consistent with marketing and promotion of the trail system.
As the initial Operations and Maintenance program is set up, discussions with the City could explore directing an annual portion of LOT revenues to a trails marketing program.

**Endowment**

The ultimate goal of the trail fundraising program should be self-sustainability at some point in the future. Setting up an endowment would help the trails committee begin to build principal anchor funds from which interest could be drawn to pay for trail management. Establishing an endowment should be explored during the first year of trail management.

Many fundraising groups overlook the potential of this financial tool. While an endowment is not difficult or costly to start, the long-term effort needed for an endowment to grow into a fully sustainable funding stream for the trail can initially seem daunting. However, establishing an endowment has a number of advantages:

- As the fund grows over time, it can help to diversify the income stream for the trail, reducing dependency on grants and individual donations.
- An endowment also lends a sense of permanence to the trail funding program, which can be attractive to donors. Many donors and grant makers appreciate knowing that their contribution would provide benefits for generations to come.

Endowment contributions can be made by anyone, at any time. However, most contributions typically come from estate bequests, so educating and cultivating potential donors requires a long-term commitment. Private organizations and foundations who contribute matching funds for capital investments in the trail may also be interested in contributing to an endowment fund to build on their initial investment.
Public Involvement

Five public meetings have been held in conjunction with the feasibility study and landowners adjacent to proposed trail locations were surveyed by mail to determine their interest in a trails project. The public meetings attracted more than 100 separate individuals, representing a diverse cross-section of the community. The age range of attendees spanned between 7 and 88 years old.

The response from the public has been overwhelmingly in favor of constructing a trail in the Highway 93 right of way. Attendees cited improved safety, increased transportation options for residents and visitors, enhancing the visitor experience at public lands recreation sites and city-owned parks, benefit to the local economy, and improvement of overall quality of life.

Negative comments received from landowners were primarily associated with Salmon River trail alignment options, citing concerns of decreased privacy, increased vandalism, and interference with livestock operations. The feasibility study recommends that the Salmon River trail be considered as a long-term option, as the community begins to experience the benefits of trails on property values and land owners become more accepting.

One written comment was received citing concerns of a Highway right of way trail interfering with cattle drives and that trail projects constitute a waste of tax dollars. Some property owners who attended the public meetings expressed support for the Highway right of way trail, but indicated that irrigation and fence maintenance activities would need to be considered in the trail’s design.

Other Constituent Involvement

The Salmon Field Office BLM has been an integral part of both Action Planning process and the feasibility study, with the Field Office Manager in attendance at every public meeting. In 2014, the Salmon Field Office and the community received recognition for their partnership managing the Discovery Hill trail network. The Coalition for Recreational Trails recognized Salmon with its Annual Achievement Award for Outstanding Use of Recreational Trails. In addition, the American Recreation Coalition honored the BLM Salmon Field Office with the Beacon Award, which recognizes innovative use of technology in visitor services and recreation management, for the use of podcasts to tell a story along the trail system.

Salmon-Challis National Forest supervisor Chuck Mark was also present at some of the public meetings. He indicated he supports the trails project because of its emphasis on increasing accessibility to National Forest lands, as well as serving to provide a safer, non-motorized transportation option for
Forest Service employees stationed at the Salmon Public Lands Building and the Forest Service Helibase co-located at the airport.

The proposed trail is consistent with ITD direction to increase alternative modes of transportation and to design a travel network that promotes bicycle and pedestrian safety. Conversations with local ITD maintenance staff acknowledged increasing non-motorized uses on Highway 93, and the safety concerns the current highway configuration presents for bicycles and pedestrians.

The study team met with members of the Lemhi County Fair Board. The Board considered a proposal to dedicate Fairgrounds property for the purpose of serving as a trailhead.
Appendix A

Salmon Valley Trails Action Plan
Salmon Valley Trails Action Plan – 2015 Update
Executive Summary

A full version of this plan can be found at http://www.salmonvalley.org/wp-content/uploads/2015/01/Salmon-Valley-Trails-Action-Plan-2015-1.pdf

Trails advocates, federal land management agency staff and non-profit groups in Lemhi County, Idaho are working to preserve and improve multi-modal access to public lands and the Salmon and Lemhi Rivers, as well as multi-modal travel within and between communities. This group works collaboratively to explore funding opportunities; discuss potential stakeholder resources, issues and concerns; and outline/update a trails action plan annually. The 2015 update of the Salmon Valley Trails Action Plan summarizes the group’s recommendations for future development of the regional trail system.

The region’s existing trail system is comprised of highway corridors, which currently provide the primary means of connecting communities with public land and river access points, as well as a robust network of trails and roadways on lands managed by the U.S. Forest Service (USFS) and Bureau of Land Management (BLM).

Many people choose to live and work in the Salmon Valley because of a deep appreciation and enjoyment of the outdoors, wildlife and scenic resources. Vast areas of public land contribute to a strong sense of freedom and openness in the area. The ability to move freely across large expanses of land is highly valued, especially since these opportunities are diminishing in other parts of the country with surrender of open space to urban and suburban development.

Trails advocates also understand and appreciate that ranching and mining are important contributors to the area’s economy. They respect that public lands provide both recreational and economic opportunities, and understand that consideration of different perspectives is important as the trail system is developed.

Efforts to promote and support a healthy local economy have been balanced by strong desires to safeguard the area’s existing rural character and quality of life. Significant value is placed on healthy families in the Salmon Valley, not only from the standpoint of physical health and safety, but also economic health. The ability to travel safely without a car is important, especially for our children. Trail system development could support more affordable travel options as fuel prices continue to fluctuate.

After considering these values, the group adopted an overarching vision statement:

“A safe system of trails that connects Lemhi County communities and assures access to public lands and rivers for everyone”.

The full action plan can be viewed at: http://www.salmonvalley.org/
Detailed Analysis of Discovery Hill Existing Trails and Potential Connectivity Routes to Carmen

Conducted by Max Lohmeyer, Trail Design Specialist

Using the proposed Blackhawk/BLM trail head access there are a couple viable options for connecting Discovery Hill to Carmen Creek. A loop begins and ends with the road at Slump Gulch, this loop is part double track, part single track.

Double Track Section
Starting at the end of the road in Slump Gulch there is an existing double track that goes to the gate at the back of the Blackhawk property. This route as is would be suitable for ATV, UTV, and 4X4 vehicles like jeeps. There are a couple sections that have grade’s in excess of 25% which is considered unsustainable, these sections are fairly short and for the most part probably do not make sense for rerouting.

Single Track Section
Starting at the Blackhawk Trail Head the proposed single track section crosses the ditch and heads off directly toward the Beaverhead peaks. At the ditch crossing it is recommended to install a bridge that would give access to hikers, horse, and bike users as the trail could tie into the Discovery Hill network of trails that is open to those same uses. This trail has only one short section that is greater than a 10% grade. This section is only about 25 feet long and really can’t be avoided. The rest of the trail would be more like a 2% up to 6% average grade making it a nice experience for all skill levels of trail users. After this “hike-a-bike” section the trail could tie into the existing Slump Gulch Single-Track trail and go back to the starting point, the end of the slump gulch road.

This new trail uses existing game trails in some areas where the game trail is of sustainable grade. The actual construction of the trail would be quite straightforward. A majority of the proposed route would fall under “light duty” conditions for trail building, the rest of it would be “medium duty”, with only a couple of short sections where trail building would be “heavy duty.” These definitions are intended for building trail that would be similar in nature to the existing single-track trails that comprise the Discovery Hill network.

Note: The end of the Slump Gulch road is only the end of the road on the Maps, in reality ATV’s, Jeeps, and Motorcycles are going past there traveling up the existing single-track and traveling off road in multiple directions from there. Interestingly enough, tracks can be found almost everywhere in these gullies but the existing road section/ (double track section.) To control use or travel routes, a short jack fence section in the bottom of the Slump Gulch would help immensely. There are not many areas on Discovery where there are natural pinch points that can aid in restricting or allowing uses, this is one of them. With Jack Fence in the bottom of slump gulch, a bridge at the Carmen trailhead, some proper trail signage, and opening the existing double track section, all allowed uses in the area would benefit from improved trail condition, increased trail availability and connectivity to Carmen.
Map of Discovery Hill Existing Trails and Potential Connectivity Routes to Carmen

Discovery Hill Recreation Area

- Single Track Option Connection to Carmen
- Existing Two Track Slump Gulch to Carmen
- Existing Trailhead
- Existing Trails
- BLM Roads

BLM
STATE
USFS
Salmon Valley Trails Feasibility Study
Public Participation Plan Updated February 2015

Lemhi County wishes to complete a feasibility study on five candidate segments of multi-use trails that would provide access to federal lands. Candidate trail segments are expected to provide safe, non-motorized access between the City of Salmon and high use recreational areas within our community. The trail corridors would also provide alternative commuter transportation options for residents of the County.

The feasibility study will focus on 6 specific factors concluding with an executive summary of study findings and recommendations. These areas include: Private Property Concerns, Potential Use Compatibility, Physical Inventory and Assessment of Trail Corridor, Trail Operation, Maintenance and Safety, Financial Feasibility, and Public Input.

This plan details a public participation strategy to ensure that representative groups, property owners, and citizens have opportunities to add value to the feasibility study.

<table>
<thead>
<tr>
<th>Type</th>
<th>Description</th>
<th>Ideas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Informational Materials</td>
<td>Print and electronic materials that deliver project information, updates, and news to stakeholders.</td>
<td>• Maps to display at public meetings and public places such as library, county courthouse, city hall, Oddfellows Bakery, etc. • Fact sheets</td>
</tr>
<tr>
<td>Event</td>
<td>Exhibits at community events</td>
<td>• Farmers Market, Lemhi County Fair</td>
</tr>
<tr>
<td>Online</td>
<td>Internet-based tools that serve as a destination for stakeholders, e.g., websites, and/or deliver outbound communications vehicles.</td>
<td>• SVS website • SVS, Salmon Idaho Mountain Bike Association (SIMBA) Facebook • SVS email distribution list</td>
</tr>
<tr>
<td>Print, Broadcast and Online Media Outreach</td>
<td>Working with print, broadcast, and online media to deliver information to stakeholders.</td>
<td>• News Releases — Issue a news release or media advisory to announce project milestones, and report on results (Recorder Herald, KSRA, LemhiWeb). • Public Service Announcements, Voice of the Valley</td>
</tr>
<tr>
<td>Presentations</td>
<td>Project info and updates delivered at events sponsored by partners or civic or other organizations, speeches or slide presentation.</td>
<td>• Rotary, Kiwanis, Id Outfitters &amp; Guides Assoc., Lemhi Horse and Stock Growers Assoc., SVS Meet</td>
</tr>
</tbody>
</table>
Many communities have embraced trails projects as an important lifestyle asset and economic benefit. But trails projects are not without controversy based on private property concerns, user group conflicts, or issues over long-term maintenance, as examples. This public involvement strategy recognizes the importance of partnerships to achieve effective outreach to these varied audiences. The figure below describes potential audiences and partnerships that might be helpful in reaching some stakeholder groups.

Table 2: Outreach goals, associated outreach activities, strategies and an approximate timeline.

<table>
<thead>
<tr>
<th>Goal</th>
<th>Activities</th>
<th>Strategies</th>
<th>Timeline</th>
</tr>
</thead>
</table>
| 1. Introduce stakeholders to feasibility study concept and solicit involvement | Public kickoff | Reach out to attract stakeholders and cast wide net for feasibility study working group. | • Press release by 6/30  
• SVS email blast 7/7  
• Flyers distributed by 7/7  
• Meeting on 7/9  
• Initiate project stakeholder contact list, 7/10 |
| 2. Establish study working group | Field trips to trail segment sites of interest; meetings of working group participants | Give citizens who have a high level of interest in the project more ownership and responsibility for final study product | • Create study group after 7/9 meeting  
• Determine issues/sites that would benefit from more public engagement/input by 8/15 |
### 3. Reach target audiences at key events

<table>
<thead>
<tr>
<th>Event</th>
<th>Have maps and comment sheets/survey to solicit input, raise awareness.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Farmers Market</td>
<td></td>
</tr>
<tr>
<td>Lemhi County Fair</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Maps prepared by 7/9</td>
</tr>
<tr>
<td></td>
<td>• Comment sheet prepared by 7/9</td>
</tr>
<tr>
<td></td>
<td>• Survey prepared by 7/25</td>
</tr>
<tr>
<td></td>
<td>• Farmers Market date 7/26</td>
</tr>
<tr>
<td></td>
<td>• Fair date week of 8/11</td>
</tr>
</tbody>
</table>

### 4. Landowner contacts

<table>
<thead>
<tr>
<th>Contact Type</th>
<th>Create mailing lists, identify neighborhood hosts for neighborhood meetings. Partner with Lemhi Regional Land Trust.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Letters, phone calls and neighborhood meetings to explain study and solicit input.</td>
<td></td>
</tr>
<tr>
<td>Mailing list creation by 7/11.</td>
<td></td>
</tr>
<tr>
<td>Draft letter to residents to county commissioners 7/15</td>
<td></td>
</tr>
<tr>
<td>Mail letters 7/22</td>
<td></td>
</tr>
<tr>
<td>Follow up letters and online survey 8/15</td>
<td></td>
</tr>
</tbody>
</table>

### 5. Idaho Transportation Dept, Corps of Engineers communications

<table>
<thead>
<tr>
<th>Understanding rights-of-way issues and authorities</th>
<th>Personal outreach</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Bill Shaw, ITD meeting, 1/8/15</td>
</tr>
</tbody>
</table>

### 6. Draft study

<table>
<thead>
<tr>
<th>Explain trail segments being recommended for further consideration and rationale</th>
<th>Press releases, social media, websites, direct mail to distribution list</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Public meeting 12/2/14</td>
</tr>
<tr>
<td></td>
<td>• Commissioners mtg 12/8/14</td>
</tr>
<tr>
<td></td>
<td>• Public meetings 3/3 &amp; 3/4/15</td>
</tr>
</tbody>
</table>

### 7. Final study

<table>
<thead>
<tr>
<th>Study distribution</th>
<th>Presentation to commissioners, press release, website postings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• April 2015</td>
</tr>
</tbody>
</table>

This public participation plan will be updated with news clippings, social media post statistics, press releases, brochures, contact information, meeting summaries, and other outreach materials and events as an attachment to the final feasibility study.

### Frequently Asked Questions

#### Questions about the Study Purpose and Anticipated Outcomes

*What is the purpose of the Salmon Valley Trails Feasibility Study?*

*Lemhi County is sponsoring this study to examine safe, non-motorized travel opportunities between the City of Salmon and high use recreational sites in the region. Providing alternative commuter transportation options for residents of the County is also a key goal.*
The purpose of this initial feasibility study is to examine potential trail corridors north and south of Salmon, in order to understand potential advantages, physical constraints, right of way needs, compatibility with adjoining land uses, environmental impacts and benefits, maintenance and operational needs, and financial feasibility.

What are the benefits of a regional trail system?

Trails have numerous community benefits. Trails make communities more livable by encouraging active transportation and improving overall health and enjoyment of life. Providing attractive, safe, and accessible places to cycle and walk allows people of all ages to incorporate exercise into their daily routines by connecting them with places they want or need to go. Communities that encourage physical activity by making use of trail corridors can see a significant effect on public health and wellness.¹

Trails also stimulate tourism and recreation-related spending, and in some communities have helped to jump-start a stagnating economy. A National Park Service study revealed that the economic impact of trails includes the expansion of existing businesses related to travel, equipment, clothes, and food, and trail-related jobs.² In Teton County, Wyoming, for example, the trail system generated an estimated $18 million in economic activity in 2010, with $1.1 million spent by local trail users and $17 million by non-local trail users. (Employment and wages relating to the trail system in Teton County totaled $3.6 million in the summer and fall of 2010.)³

What happens after the feasibility study is complete?

Findings from the feasibility study will indicate which trail corridor(s) have the greatest advantages for the region and the highest likelihood of successful implementation. After the study is complete, Lemhi County Commissioners will determine whether to accept the study recommendations.

Before any construction could begin, the appropriate land management agency or governing authority would need to complete an environmental clearance, design the project, and acquire any additional land needed to construct a trail. Federal funding will likely need to be secured. Trail development will likely require a phased approach, and may take a number of years before actual construction work could start.

Questions about Project Decision-Making

What is the process for making decisions during the study?

1 Health and Wellness Benefits Fact Sheet, Trails and Greenways Clearinghouse, Washington DC,
3 Kaliszewski, Nadia; Jackson Hole Trails Project Economic Impact Study, University of Wyoming, 2011.
A Trails Study Group will be convened to assist the project team with decisions during the study. The study is using a two-step process to prioritize trail corridors for funding and development.

Step 1: Initial Screening. Initially four corridors will be considered, along both river and state highway corridors. After a high level analysis of potential recreational and community connections that can be accomplished, as well as the complexity of property and right of way issues and the level of public support expressed, two candidate corridors will be selected to move forward in the study process.

[Update Feb 2015: Highway 93 South and Highway 93 North will selected for more detailed screening. This decision was made following input at a December 2, 2014 public meeting and a subsequent December 8, 2014 Lemhi County Commissioners meeting.]

Step 2: Detailed Screening. A more detailed analysis of the two candidate corridors selected in Step 1 will be performed to examine trail compatibility with adjacent uses; physiography, natural features and biological issues; infrastructure and utilities needed; potential access points and intersection safety; and environmental hazard screening. At the end of this analysis, one corridor will likely be recommended for further development.

[Update Feb 2015: the detailed screening is about 85% complete. Tonight’s meeting with the Lemhi County Fair Board is one example of how findings and recommendations are being backed up with conversations. Public input has shaped the feasibility study in many ways. Members of the public expressed concern about the existing Off Highway Vehicle use on the east side of Highway 93 South, for example, so the proposed alignment is on the west side, away from the potentially incompatible use.]

Step 3. Follow up. The remaining trail segments that are not selected as a top priority will be prioritized. Additional items that need to be addressed in order to move forward will be identified. In subsequent years, the Salmon Valley Trails Committee will work with local decision makers and the ITD on resolving outstanding issues and moving these trail segments forward as appropriate.

The project team will also work with the Trails Study Group on recommendations for future trail management, including maintenance strategies. Ultimately, the Lemhi County Commissioners will decide whether to accept the final feasibility study recommendations. Decisions regarding implementation of individual trail segments will be made by the surface management entity such as Idaho Department of Transportation, Bureau of Land Management, Lemhi County, private property owners, or the City of Salmon.

How are public comments used in the decision-making process?

Community input is essential for a successful project! Public input opportunities have been designed to coincide with the technical work and key decision points. Public comments are summarized by the project team and reviewed by the Trails Working Group, so they can be considered as study recommendations are made.
The figure below shows the study timeline, including opportunities for public review and input. An initial public open house was held in July, 2014, to gather preliminary input and feedback on potential trail corridors, and to gauge the level of public interest. An additional open house was held on December 2, 2014 before two candidate corridors were selected for detailed screening, and there will also be an opportunity for public review of the final recommendations, scheduled for March 3 and March 4, 2015.

Where can I find the most accurate information about the project?

As project information is developed, it will be posted and updated on the Salmon Valley Stewardship’s website here: http://www.salmonvalley.org/

Material prepared by the project team is the best source of information for the project. If you do not find what you are looking for online, the information may still be under development by the project team. We encourage you to check back, submit a question via the website, or call our project manager, Gina Knudson for help at 756-1686.

How can I provide comments?

Comments may be made at public meetings, or submitted by email to info@salmonvalley.org. If you prefer to provide comments by US Post, written comments can be sent to:

Lemhi County Salmon Valley Trails Study

c/o Salmon Valley Stewardship

107 South Center Street

Salmon, ID 83467

How can I stay updated as the project moves forward?
Check back for updates on the Salmon Valley Stewardship website, or submit your email address with a request to be added to the project’s email distribution list to info@salmonvalley.org.

What if I don’t like the final decision?

Someone will be impacted no matter what decision is made. This is true even if the decision is to do nothing, since a decision not to develop a trail system would mean lost opportunities to improve community and economic vitality.

On this and every public project, decision-makers must weigh and balance many competing interests and needs. An open, transparent process is the fairest way we have to make decisions, even if the final outcome is not everyone’s first choice.

Don’t wait to make your opinion known! Taking advantage of public input opportunities during the study means your comments can be considered, and if possible addressed, as potential trails corridors are examined.

Questions about Trails in Roadway Corridors

Who has the authority to permit trails in the state highway right of way?

Idaho state law vests the Idaho Transportation Board with the authority to construct or permit trails along state highways, in areas that are outside of incorporated cities. (See Idaho Statutes, Title 40, Chapter 3.)

How are safety and traffic addressed?

The project team will use engineering standards and guidelines developed by the Federal Highway Administration and the Association of State Highway Transportation Officials to safety accommodate both non-motorized and motorized travelers. Typically, providing facilities for bicyclists and pedestrians separate from the motorized lanes used by cars and trucks can significantly improve safety.

Trail crossings at roadway intersections will be scrutinized by the study team’s technical experts to confirm that good visibility for both trail users and drivers can be provided. Where needed, the team will identify crossing improvements and other strategies to enhance safety. Trail crossings at driveways will also be examined, and design strategies will consider the line of sight and stopping distances, both trail users and for drivers turning on and off the highway.

Providing trails in state highway corridors should not increase traffic congestion. In fact, providing a safe opportunity to travel by bicycle or on foot could help reduce the number of cars on the road.

Questions about Trail Management

I’m concerned about litter and upkeep - who will take care of new trails? Who will pay to keep our trails maintained?
These questions highlight one of the principal reasons for doing this study. A key task for the project team and the Trails Study Group is to develop trail management strategies, to take care of trails after they are constructed.

The scope of the feasibility study includes estimating typical management and maintenance budgets and identifying potential sources for capital and operating revenues, such as grants; municipal contributions; user fees; and/or private sector support such as business sponsorships, friends groups or foundations.

As an example, a 27 mile trail corridor at Sleeping Bear Dunes in rural Michigan was funded through a combination of public grants and private philanthropy over a 10 year period. To help pay for maintenance and upkeep, project sponsors entered into a formal fundraising agreement with a private company and launched a philanthropic campaign called “Pathways to Sleeping Bear,” which has since generated over $1.6 million for the trail.

It should be noted that the Salmon Valley region is already a national leader when it comes to trail management strategies. On June 11, 2014, the national Coalition for Recreational Trails awarded the 2014 Recreational Trails Program Achievement Award to the Bureau of Land Management’s office in Salmon, for multiple-use management and corridor sharing strategies used on Discovery Hill Community Trails.

Prior to the construction of any of the trail segments, a trail management plan should be developed. Examples of a trail management plan will be included in the feasibility study.

How will multiple users be accommodated on the trails? What if there is conflict?

Understanding the needs of trail users is also a key element of the feasibility study.

Potential trail users could include pedestrians, bicyclists, mountain bikers, equestrians, cross-country skiers, inline skaters, river rafters, and possibly motorized ATV users in some corridors. Nearly all of these users could benefit from trail amenities such as benches, drinking fountains, shaded rest areas and restrooms. However, some users may have unique needs, such as mounting blocks for pedestrians at the ends of bridges so that riders can dismount to lead their horses across the structure. Heavy winter use may warrant the installation of warming shelters.

A minimum width of 10 feet is usually recommended for multi-use trails; however, where heavy use is anticipated, the trail width may need to be increased to 12 or 14 feet. In some areas it may make sense to provide separate, parallel paths for different users. For example, a hard-surfaced path could be provided for bicycles, with softer areas adjacent for pedestrians and equestrians.

In the Salmon Valley, another “user” of trail corridors and adjacent areas may be wildlife. Strategies for protection of critical wildlife habitat such as buffer zones, or limited amenities and facilities in sensitive locations will be considered.
The study team will evaluate the needs of multiple potential users and consider appropriate design features to minimize conflicts. User conflict best management practices should also be addressed in a trail management plan.

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Questions about Private Property Impacts

**Do trails affect property values?**

*While specific case studies related to trails and property values are predominantly for urban areas, this research does indicate that recreational trails can have a positive effect on home values. In national surveys, trails are the most popular amenity preferred by home buyers. In a study sponsored by the National Association of Homebuilders, when new homeowners were asked about the importance of community amenities, trails came in second only to highway access.*

**How will trail designers and managers discourage trespassing and protect privacy for adjacent landowners?**

*Design features to help protect adjacent properties may include fencing, vegetative screens, signs and other physical and visual barriers. A developed trail system may also help to reduce unauthorized travel across private lands by providing easily identified public access points to the river and other recreational sites, and clear directional signing for trail users.*

*Trail kiosks, maps and other published literature can also be designed to emphasize rules of use, including respecting adjoining private properties.*

**What are the liabilities of having a trail on or adjacent to my property?**

*Idaho laws include a recreational statute that limits the liability of land owners who make land and water areas available to the public free of charge. This statute protects land owners by providing that the owner owes no duty of care to people entering for recreational purposes. For more information, see Title 36 Chapter 16 of Idaho Statutes, which may be found online at http://legislature.idaho.gov/idstat/TOC/IDStatutesTOC.htm*

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Meeting Summaries

Salmon Valley Trails Feasibility Study Public Involvement Meeting
Salmon Valley Business Innovation Center

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4 National Association of Home Builders and the National Association of Realtors, Consumer’s Survey on Smart Choices for Home Buyers, April 2002.
Tuesday, July 8, 2014

6 p.m. – 8 p.m.

Meeting Summary

Participants:

Jerry Hamilton – Private Citizen
Gina Knudson – SVS
Michelle Tucker – SVS
Rachel Layman – SVS
Tim Carroll – SCA
Martha Edgar – Private Citizen
Bob Nall – Private Citizen
Dave Lingle – SIMBA
Don Backstrom – Private Citizen
Suzy Russell -- Private Citizen
Chuck Kempner – Working Together
Mary Cerise – City of Salmon
Rick Pringle -- Private Citizen
Jo Myers -- Private Citizen
John Burns – Backcountry Horsemen
Grant Havemann – private citizen
Jessy Stevenson – Northwest Connections
Bonnie Rose -- Private Citizen
Abbie Gongloff -- Private Citizen
Sean Bascom – Salmon Environmental Services
Ronda Cluff -- Private Citizen
Fritz Cluff – Private Citizen
Ken Hill – City of Salmon
Robert Wiederrick -- Private Citizen
Marla Huntelman -- Private Citizen
Alexia Cochrane -- Private Citizen
Scott Brand -- Private Citizen
Bill Clementz – Backcountry Horsemen
Chris Swenson – SIMBA
Erin Swenson – SIMBA
Liz Townley – BLM
Linda Price -- BLM

Discussion

- Introduction of Salmon Valley Trails feasibility study proposed plan and team members.
- Meeting participants were asked to share concerns so they could considered in moving forward with the study.
- Gina presented planned issues to be addressed during feasibility study of proposed trails.
  - Private property concerns
  - Compatibility of uses, identification of possible user conflicts
  - Research & contact entities with legal rights-of-way in trail segment areas
  - Physical/design constraints
  - Predicted maintenance needs for trail & identification of possible partnerships
  - Estimated costs for construction & maintenance of select trail segments

Bob Wiederrick said he was supportive of plans to create a trails network. He spends winters in Lake Havasu, AZ and he provided resources from that area’s trail system. He said volunteers maintain the trails and suggested that Salmon could also enlist volunteers to minimize the costs of maintenance.

Bill Clementz of Backcountry Horsemen suggested that users of the trail system be made aware of trails etiquette around horses. Chris Swenson of Salmon Idaho Mtn. Bike Association and Bill agreed to co-sponsor
a seminar about trail user **compatibility** in September. Bill and Chris will coordinate with SVS to help promote the event.

Martha Edgar lives along the river segment of the north trail. She would be willing to talk to her neighboring **landowner** Scott Turner about the project.

Sean Bascom spoke to the need of a trail along Highway 93 North for **safety** reasons. Sean used to commute by bicycle to the Fish and Game office.

Fritz and Ronda Cluff live along Highway 93 South. A trail there would provide residents with a **safe** non-motorized commuter option for the schools, public lands building, soccer and football fields, Kids Ck Park. Fritz said motorcycles and 4-wheelers use the east side of Highway 93 South currently so **compatibility** of these uses should be examined.

Grant Havemann said former BLM field office manager Dave Krosting had at one time (more than 10 years ago) investigated a trails option that would connect Smedley Estates and the Perreau Ck Road via the Spring Creek Road.

Erin Swenson expressed interest in a river route to the West of South St. Charles.

Rick Pringle and Bonnie Rose asked what the possibilities of a **rails to trails** project using the old Gilmore and Pittsburg rail lines.

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**Salmon Valley Trails Feasibility Study Public Involvement Meeting**

**Salmon Valley Business Innovation Center**

**Monday, October 27, 2014**

**5 p.m. – 7 p.m.**

**Meeting Summary**

**Participants:**

- Gina Knudson – Salmon Valley Stewardship (SVS)
- Michelle Tucker – SVS
- Rachel Layman – SVS
- Don Backstrom – Private Citizen
- Charli Williams – Lemhi Reg Land Trust (LRLT)
- Bonnie Rose -- Private Citizen
- Wes Rose – Private Citizen
- Bob Deurloo - Private Citizen
- Mike Overacker – Private Citizen
- Kristin Troy - LRLT

**Discussion**

- Gina presented background of the funding source (Federal Lands Access Program) and application process (Lemhi County was the applicant), and issues to be addressed during feasibility study of proposed trails.
  - Private property concerns
  - Compatibility of uses, identification of possible user conflicts
Research & contact entities with legal rights-of-way in trail segment areas
- Physical/design constraints
- Predicted maintenance needs for trail & identification of possible partnerships
- Estimated costs for construction & maintenance of select trail segments

Research to date has concentrated on private property concerns, but compatibility, right of way, and physical/design constraints have also gone through an initial screening stage. Research on other community trails initiatives has been started. Costs will be estimated during next phase of project.

- Private Property Concerns.

Outreach letters were sent to more than 200 property owners along proposed trail segments. 59 responses were received. Gina explained green, yellow, red light method of rating, and the Salmon River north segment did have a red light indicating a potential fatal flaw for the river trail option. We discussed easements allowing access that are currently in place along this segment and the fact that the BLM invested a significant amount of funding to secure access. New development has begun along the river north section since we first started researching property owners, and one willing landowner sold river north property to a landowner who did not respond to the survey. Conditions on the ground change quickly.

Some respondents also identified specific concerns. These have been categorized in the Public Response Summary document (attached).

The suggestion was made to canvass some of the other trail groups about how they are handling expressed concerns such as litter, dogs on the loose, or restroom facilities.

Kristin mentioned that other land trusts such as Prickly Pear and Gallatin County have extensive trails programs.

- Initial Screening Matrix.

Ease of Acquisition or Right of way Availability – Working with Idaho Transportation Dept has been slightly challenging because of the many discrepancies about actual right of way boundaries. Mike O. suggested that Idaho Power or other utilities may have more specific survey information because they are very careful about where they put power lines.

Discovery Hill trail segment has just three landowners: BLM, State, and owner of Blackhawk Subdivision. Land and Water Conservation Funding has been approved for Blackhawk lot to provide connectivity between Carmen Ck Road and Discovery Hill.

Public Support – At July meeting, public support for trails in general was overwhelming and many residents living near the proposed 93 South segment expressed strong desire to see safety improved along that corridor. Landowner responses along the Highway 93 corridor indicated some resistance to trails on their private property, but they were not asked about their opinion in the event the trail was placed in the right of way. The group was reminded that Idaho Transportation Dept determines if a trail can be placed in the R.O.W., not the landowner. However, goodwill among those adjacent to the trail is the most desirable option. Public involvement opportunities in future phases of the study will continue to measure public support, both adjacent residents and the general public.

Compatibility – Discussed how highway crossing will be a serious safety consideration for highway and river segments. Currently, Discovery Hill has lowest amount of compatibility issues. The existing use of motorized
vehicles on Highway 93 South trail will present a compatibility challenge. The perception that a new trail would take away long-time uses would be negative.

Environmental Screening – Highway 93 North has an issue with slope from highway to borrow pit. Fill would be needed, and would likely requiring permitting because of wetlands issues. Michelle did not feel that permitting in a borrow pit would not be that difficult, but the fill could result in extra expense. It was noted that the county currently dumps extra fill at Tower Ck and if we would like to pursue a highway corridor trail, we should ask them to consider filling in strategic locations along 93 N. Discovery Hill route has some slope and soils (bentonite) issues to overcome in the Slump Gulch area of that route. Again, not seen as insurmountable but may play a factor as costs become considered.

- Other Trail Group Research

Document is attached. Discussion centered on Ravalli County trail system that had been maintained by county but because the width of the trail was not compatible with the county’s equipment, a private group has now taken over maintenance. Could be a key lesson learned.

- Other Relevant Issues

Shopko development and Shoup Bridge replacement project for Highway 93 South section. Third-party developer of Shopko plaza has not been very responsive to requests for a trail setback on the property. Don Backstrom, Gina, and Carole Richardson of the study team have made comments to Western Federal Lands requesting that pedestrian access on new bridge be considered. This is reflected in their public scoping summary, but it is unknown at this time if the design will reflect the requests.

Susan Law of Federal Highway Administration’s Western Federal Lands program indicated to Gina on Oct 23: “We are gearing up to issue another call for projects for the Idaho Federal Lands Access Program coming up this Winter/Spring, so the timing will be good if your planning effort comes up with a solid project that can go in as a proposal for funding in 2017/2018.”

- New Routes Proposed During Public Comment Period

Highway 93 South linkage to South St. Charles: A landowner with 93S frontage indicated he would be open to providing trail access through his property. There are 2 properties to the west that would also need to allow access to connect with South St. Charles.

Salmon River South route: Several people suggested that the feasibility of a trail along the Salmon River south should be explored.

- Advisory Recommendations

1. The group recommends that the county OK landowner outreach along Salmon River south and the South St. Charles connection in similar fashion as has been conducted for the other trail segments. Property owners would be identified, invited to respond to survey, responses catalogued and mapped.

2. The Salmon River corridor is tremendously special. The group understands the value in providing non-motorized access next to Highway, but the real scenic and recreational value is along the river. Even if a through route is not possible because of current landowner sentiment, a partial route should not be discounted. Offering incentive to landowners will gain some converts. These river routes may be long-term options, but they should not be shelved just because there are some red lights on the map now. Research from the Prickly Pear and Gallatin County Land Trusts should be included in research about other trails groups.
3. Given the funding timeline from Western Federal Lands, considering the highway segments and Discovery Hill makes the most sense for short-term. “Success breeds success.”

4. The Highway 93 South option should not displace current users of the “trail” being used now. An adjacent trail or one on the West side of road should be considered.

- Public Meeting Schedule
  - Last part of Nov/1st part of Dec

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Salmon Valley Trails Feasibility Study Public Involvement Meeting
Salmon Valley Business Innovation Center

Tuesday, December 2, 2014

5 p.m. – 6:30 p.m.

Meeting Summary

Participants:

Chuck Kempner – Private Citizen
Mary Cerise – City of Salmon
Rick Pringle -- Private Citizen
Adair Muth -- Private Citizen
Chuck Mark – Salmon-Challis N.F.
Jan Blackadar – Private Citizen
Bob Blackadar – Private Citizen
Eric Aiello – Private Citizen
Don Mogensen – Salmon Id Mtn Bike Assoc (SIMBA)
Marc Landblom – SIMBA
Tiffanie McAllister – Private Citizen
Amanda LaRiche – SIMBA
Jonah Gray – SIMBA
Katelin Isaacson – Private Citizen
Max Lohmeyer – Study Team
Leo Marshall – Mayor, City of Salmon
Roy Barrett – Private Citizen
Steve Frazee – Study Team
Jody Brostrom – Private Citizen
Suzy Avee – Private Citizen

Ken Hill – Councilman, City of Salmon
Maryann Beasley -- Private Citizen
Barbara Miller -- Private Citizen
Nancy Russell -- Private Citizen
Natalie Hughes -- Private Citizen
Chris Swenson – SIMBA
Mary Wright – Private Citizen
Kay Smith – Private Citizen
Doug Leyva – Private Citizen
Beth Leyva -- Private Citizen
Susan Law – Western Fed Lands Highway Division
Skeet Townley – BLM
Linda Price – BLM
Gina Knudson – Study Team
Michelle Tucker – Study Team
Rachel Layman – Study Team
Jenny Gonyer – Study Team
Wayne Hecker – Private Citizen

Discussion
Introduction of Salmon Valley Trails feasibility study team members, partners and dignitaries.

Update of study progress to date.
  - Three segments identified as most feasible for near-term opportunities.
    - Highway 93 North
    - Highway 93 South
    - Discovery Hill to Carmen Creek.
  - River corridor property owners were surveyed and group determined that these segments (Morgan Bar to Highway 93 and Idaho Dept of Fish; Game Carmen Access Site to Island Park) should be categorized as long term opportunities.
  - Public input suggested that a river corridor to the south should also be added as long term opportunity and for the purposes of this study, landowners should be surveyed.

Federal Land Access Program

Susan Law, community planner with the Western Federal Lands program of the Federal Highway Administration, provided information about the Federal Lands Access Program (FLAP), the federal funding source being used to complete the feasibility study. FLAP funding can pay for planning efforts like the feasibility study or construction. A call for construction (implementation) proposals is expected to be made early in 2015. Audience members asked if Lemhi County would be more or less likely to get funded having already received FLAP funding for the study. Susan said we would be more likely to be funded because the planning work had been done upfront. Audience members asked what kinds of projects would be prioritized for the next round of funding. Susan said projects that can demonstrate safety improvements to federal highways will be more strongly considered. Audience members asked how much money Lemhi County could request during the next round of funding. Susan said that Idaho will have approximately $17 million available but that the selection panel tries to spread the dollars around, so $5 million seems to be about the maximum the panel would award. She said funding awarded would be expected to go toward construction in 2017. For this funding program, she does not expect another funding round to be offered for the next two years.

Public Input Exercise
  - Attendees were given 2 dots and asked to select 2 of the 3 long-term trail candidates for further study.
    RESULT: Highway 93 South and Highway 93 North segments received the most support for further study.
  - Attendees were asked to mark long-term candidates (river segments north and south) with a green star (in favor of keeping as a long-term trail goal) or a red star (should not consider as a long-term trail goal).
    RESULT: All but one voter recommended keeping river segments as long-term trail pursuit.

Next Steps
  - Study team will present findings to date to Lemhi County Commissioners on Dec. 8 at 11:30 a.m.
    Commissioners will be asked to approve team moving forward with Highway 93 North and South trail segments.
Trail Segments Investigated

- River Trail – Morgan Bar to Fairgrounds
- River Trail – Carmen Fish & Game Access to City of Salmon
- Carmen Creek Road to Discovery Hill
- Highway 93 N – Carmen Creek Park to City of Salmon Recreation Site
- Highway 93 S – Kids Creek Park to BLM Shoup Recreation Site

Issues to Address

1. Private Property Concerns
2. Compatibility of Uses
3. Right-of-Way
4. Physical/Design Constraints
5. Maintenance
6. Cost

Initial Screening Results

River Segments

- More than 30 landowners
- Some recreational easements already in place, but several landowners opposed to providing trail access
- Levees do not automatically grant public access
- Recommendation: Maintain as long-term opportunity

For more information or to comment, email info@salmonvalley.org or call 756-1686.
Initial Screening Results

Carmen Creek to Discovery Hill

- Three landowners – 1 private, State of Idaho, BLM
- Funding likely obtained for acquisition of private land, restoring public lands access
- A longer route that might not benefit all user groups or accommodate commuter use
- County would like to improve BLM routes 118-130 as emergency year-round route
- Environmental issues include unstable soils, slope, and sage grouse habitat
- Recommendation: Consider as Mid-term Opportunity

Highway 93 North & South Right of Way

- Emerged as Final Candidate
- Best near term opportunity to fund and construct
- Accommodates both commuter and recreational use
  - Requires obtaining Idaho Transportation Department (ITD) right-of-way (ROW) encroachment permit
  - Safety and Maintenance concerns

Detailed Screening

Highway 93 Right of Way Trail

- The highway Right of Way (ROW) in Idaho is defined as 50 feet where there is no official declaration or survey to the contrary (Idaho Code § 40-2312).
- In 2013 this statute was amended to allow for:
  - A road's width is established by some legally operative document, that controls, and
  - Unless the road falls into one of the identified exceptions its width will be a minimum of 50-feet.

Highway 93 Right of Way Boundary

- Actual boundary has been a question in the past
- ITD connected deeds to actual maps (GIS)
- Resulted in very few “pinch points”
- Idaho Power poles, ditches and fences typically along ROW boundary
Detailed Screening
Highway 93 Right of Way Trail

Compatibility of Use
- Public uses on 93 S will require proper easements to be set forth in deed in line with the ROW.
- Highway 93 N will use currently existing easements.
- Public uses on 93 S will be used by DOT in order to address safety concerns.

Private Property Concerns
- Aligning trail on Highway ROW minimizes private property concerns.
- Working with ITD to establish ROW boundaries provided much needed information to County and landowners.
- Only one property within proposed trail corridor lacked a defined Highway ROW easement.

Compatibility of Use
- 93 S east borrow pit currently used by motorized vehicles could be a conflict.
  - Trail sited on west side of highway to address safety concerns.
- 93 N trail will get use by equestrians heading to fairgrounds; if paved, provide gravel side feature.
- ITD concerns about "clear" zone - trail would be sited as far from white line as possible.

Physical/Design Constraints
- Deep borrow pits will require extra fill.
- Some utilities have been placed in the ROW and will need to be moved.
- Culverts – ITD recommends extending culverts to the fence/edge of ROW.
- Private Access – driveways and roads create a steep approach for trail.
- Irrigation ditches

Right of Way
- "Pinch Points" – Places of Narrow Passage
  - ROW typically 35-50 feet on both sections.
  - 1 narrow constriction on 93 N where home has been built close to road.
  - 1 93 N property without deeded ROW - landowner supportive of donating easement.
  - Airport Lane and Shoup Bridge turning lanes on Hwy 93S restrict and significantly available ROW.

Nearby Property Concerns
- Property owner on 93 N near intersection with 360 does not want a fence.
Detailed Screening  
Highway 93 Right of Way Trail

Environmental Issues
• Wetlands – Created by excavation of borrow pits, irrigation and runoff
  ✓ Some may be considered jurisdictional
  ✓ .35 acres found in preliminary review
  ✓ Up to .50 acres covered under Nationwide Permit with US Army Corps
Runoff – Water from roadway needs a place to go
  ✓ Buffer between roadway and trail is adequate for runoff
  ✓ Some borrow pits don’t have an outlet, ITD prioritizes these sites for improvement to prevent the creation of wetlands.

Maintenance
• ITD requires a maintenance agreement with Lemhi County and the City of Salmon for a ROW trail
• Similar community trails projects have public-private partnerships in place
• In each case, local tax funds contribute to maintenance
• Local non-profit community interested in assisting

Detailed Screening  
Highway 93 Trails

Costs
• Pre-Construction Costs
  ✓ Engineering, permitting, connectivity through town
• Construction
  ✓ Trail, trailhead facilities, signage
• Maintenance

Planning Costs
• Feasibility Study
• Permitting (National Environmental Policy Act, wetlands, etc)
• Connectivity plan through town - to provide safe and non conflicting access for bikes and pedestrians to city parks and trails
**Engineering Costs**
- Typically 10% of Construction Costs

**Basic Construction Costs**
- **Highway 93 N**
  - Gravel: $215,000
  - Paved: $718,000
- **Highway 93 S**
  - Gravel: $318,000
  - Paved: $1,005,000

**Trail Infrastructure Construction Costs**
- Lemhi Co. Fairgrounds - Fair Board supportive of establishing a trailhead at the fairgrounds
- BLM Shoup Recreation Site – BLM supportive of upgrading rec site to provide additional parking

**Maintenance**
- If paved, major cost is periodic seal coating, approximately $2,500/trail mile – completed on a 10-yr rotating basis
- Annual Routine Maintenance:
  - Estimated $1,000 - $1,500/mile
- These tasks would include: Encroaching vegetation and weed control, water drainage/culvert maintenance, pathway sweeping, graffiti control, and trailhead care -- litter control, restroom maintenance
Detailed Screening
Highway 93 Right of Way Trail

Potential Funding

- Federal Lands Access Program
- Idaho Parks & Recreation
- Recreational Trails Program
- Private Foundations
- Local Fundraisers
January 11, 2015

Dear Members of the Salmon Valley Stewardship 2L Trails Committee:

Thank you for providing a comment forum for the paved pathways project. I would like to share my thoughts.

Let me begin by saying that I understand Salmon Valley Stewardship is responding to a request from Lemhi County, guided by its transportation plan, which seeks expanded access and alternate pathways. I do not, however, know whose agenda is represented in this component of the transportation plan.

I am concerned about the expressed pathway plans because I doubt that the benefit received will merit the costs involved.

First, I wonder who will use these paths. Roughly 35 people compose the pathways committee, but what effort has been made to survey potential users? What percent of the county’s population would benefit? Are the users elderly? Are they joggers, hikers, and bikers who prefer asphalt and exhaust fumes to one of the county’s numerous existing paths? Are they children seeking safe, exercise-ridden, alternate routes to school?

I also fail to see how the paths accomplish a goal or serve a broad purpose. Since the proposed paths will run parallel to an existing highway, they don’t increase accessibility, and alternate commuter transportation that terminates at recreational areas just a few miles from town affords limited utility.

While I support the goal of maintaining access to the public lands in our area, I am skeptical that the pathways project accomplishes this goal either. Properties in the area of the Black Hawk subdivision are completely accessible from Discovery Hill.

Therefore, the real agenda must be to provide an outdoor exercise area and social gathering place to a group of outdoor enthusiasts. I can see how riding a bicycle on one of these paths would be safer and more enjoyable than riding on the highway, but would the benefit be experienced by enough people to merit the costs?
A certain viewpoint, like the biased Trails and Greenways Clearinghouse source material used in the SVS Salmon Valley Trails Feasibility Study, contends that building exercise infrastructure will promote healthier lifestyles among groups who never before knew the rewards of physical activity, but let’s be honest--putting another bowl of spinach on the table doesn’t make the Cheetos less appetizing. Consider, for example, the gaudy green and purple exercise equipment on Island Park that no one uses.

I know that long-term maintenance of the paths will be considered as plans develop. However, my concern is that the solution for maintenance will be short-sighted. Our closest neighbors boasting paved paths, the Bitterroot Valley folks, desperately want to rid themselves of the financial burden imposed by the paths built by the Montana Department of Transportation. The county would like to relinquish responsibility back to the state. Only a fool would believe that volunteers will sustain the paths indefinitely, and certainly Lemhi County residents will balk at increased taxes for such a project because the users will represent a distinct minority, and the purpose is spurious.

A lesson we have experienced repeatedly in our city and county, but not yet learned, is that grants build, but taxes sustain. Consider the Sacajawea Center, for example, or the foot bridge with expensive onramps. While many beneficial projects in our valley have relied on grant money, grants have also produced some dubious results. Project enthusiasts salivate at the willingness of government agencies to waste a dollar where they could conserve a dime, but we should know by now that, in the end, the locals pay.

We in this community have also been misled by the continued rhetoric that building infrastructure in and of itself will spur economic growth. Economies grow because of jobs, not trails. Suggesting, as the feasibility study does, that economic growth experienced by Teton County may compare or predict what will happen in Lemhi County is a deceptive farce.

As an aside, I wonder if anyone has considered that the barrow pit corridor along Highway 93 North serves as a cow trail for ranchers moving cattle seasonally? Piles of fresh manure will inevitably mar the path, and which will be the nuisance--the cattle (which are the real economic boon in this community) or the path?

Salmon is special because of its untamed places. People may run, walk, or bike on countless miles of country roads and trails or trapse through the hills and mountains on uncharted courses. Who benefits from paving these untamed places over and what measure will you use to assess the cost-benefit? Discourse on this point between our elected officials, project planners and citizens would be beneficial. We need unbiased sources and truly comparable communities as a basis for comparison. Most importantly, the community members and taxpayers of this county deserve the privilege of voting on project proposals that will result in long-term maintenance costs.
Thank you for considering my concerns.

Regards,
Kristin Foss

cc: Lemhi County Commissioners
June 30, 2015

Dear Salmon Valley 2L Trails Committee,

Thank you for providing a comment period to the Salmon Valley Trails Feasibility Study Draft Report, June 2015.

I am writing in support of the proposed trail recommendations contained within the report, which provide for improved recreational access for hiking, biking, and fishing. While there are numerous biking and hiking trails in Lemhi County, there are no safe routes that readily connect outlying residences to town without the use of a motorized vehicle. Bike riding along the shoulder of the road is hazardous and not all bikes, pedestrians, or runners are willing or able to use the borrow ditch route on Highway 93 South. The proposed trails along Highway 93 will enable safe biking and walking between town, several public river access points, the airport, the fairgrounds, and residential areas. I am also supportive of the increased access to public lands that the Discovery Hill to Carmen Road route would provide following the required BLM NEPA process.

While supportive of the proposed trails plan, I have 3 main concerns and comments, which I hope can be addressed prior to the project implementation phase.

1. The proposed project will impact several patches of showy milkweed (Asclepius speciosa) growing in the borrow ditches all along the Highway 93 North route, particularly along the west side adjacent to the Norton Ditch. The loss of milkweed is one of the key factors contributing to the critical decline of the iconic Monarch butterfly across the U.S. over the last decade. The USFWS is currently conducting a year-long status review prior to considering whether the Monarch butterfly should be listed as a threatened or endangered species. Milkweed surveys conducted by IDFG in 2014 identified several patches in Lemhi County as very productive for Monarch butterfly larva, yielding at least one to two generations that contribute an unknown number of migrants to the overwintering population each year. This survey placed Lemhi County on the map and filled a critical gap in knowledge about Monarch distribution across the Northwestern states.

In particular, a milkweed patch at the junction of Hwy 93 and Aldous Lane, across from Infanger Lane, was highly utilized by monarch butterflies in 2014. The trails plan identifies this junction as a potential for routing the trail from the west to the east side of the road. An alternative route proposed closer to town could offset
impact to the Aldous Lane milkweed habitat. Overall, less impact to established milkweed would occur if the trail were routed on the east side of the road through to town. If this is not possible, mitigation for milkweed loss should be established well in advance of project implementation as it may take several years for milkweed to mature. Propagation of seedlings and establishment of milkweed in identified mitigation areas might help offset impacts, but there remain many unknowns. Among these is that science has not yet identified why Monarchs show preference for some milkweed patches over others. Hence, removal of existing patches may impact milkweed that is just becoming prime habitat, attractive to Monarch butterflies.

The irrigation ditch within the Blackhawk subdivision area also supports extensive milkweed all along the irrigation ditch bank running through the subdivision. Monarchs were observed in this area during summer 2014. It was unclear whether the proposed trail route would impact the Blackhawk milkweed.

2. The possibility of using guard rails and concrete walls where the trail must run adjacent to the highway, as identified for the Highway 93 South trail, is of concern for wildlife movement and vehicle collisions with wildlife. Because these structures may limit the view of approaching vehicles for wildlife and, visa versa, the drivers’ view of animals, greater consideration of wildlife crossing areas seems warranted. Wildlife road mortality along the Highway 93 corridor occurs year-round, but may occur at specific points favorable for crossing. The IDFG maintains a database on wildlife road mortality, and while not extensive, it could provide information essential for identifying preferred wildlife crossings useful for consideration when placing guardrails or concrete safety barriers between the road and trail system.

3. The timing of trail development was not given, but is of concern. Birds, Monarch butterflies, and other pollinators arrive to breed and produce young in spring through late summer. The project would best be implemented in late September or October. While this may not be possible, all should be done to minimize disturbance of milkweed where Monarchs have laid eggs and larvae are active prior to the fall out migration, which could be determined through surveys prior to project disturbance.

In closing, the trial system should not burden the county with maintenance costs. To this end, I support the proposed long-term maintenance of the trails through a public/private partnership coordinated by a nonprofit organization such as YEP and via funding and volunteer strategies outlined in the proposal. Along with sources of funding identified in the report, implementation of the trail plan perhaps provides the opportunity to create a Pollinator Pathway along the trail route outside the city limits in the event that reauthorization of the "Highways Bettering the Economy and Environment Pollinator Protection Act" (H.R. 2738) occurs or other such funding is available. If reauthorized, H.R. 2738 could provide funding to reduce roadside maintenance costs for the state and county, while providing habitat for pollinators. The bill was reintroduced in June 2015 and would make it easier for state DOT’s to
reduce mowing and weed spraying on highway rights of way, while protecting and establishing habitat for monarch butterflies, honeybees, and other pollinators.

Thank you again for the opportunity to comment on the Trails Feasibility Study.

Sincerely,

Toni K. Ruth
Lemhi County Resident and Recreationist
June 30, 2015

Gina Knudsen, Executive Director
Salmon Valley Stewardship
107 South Center Street
Salmon, ID 83467

Re: Comments on the Salmon Valley Trails DRAFT Feasibility Study

Dear Gina and Feasibility Study Team,

Idaho Department of Fish and Game (IDFG) staff has reviewed the Salmon Valley Trails Feasibility Study Draft Report. We appreciate this opportunity to provide comments that reflect our agency’s mission to preserve, protect, perpetuate, and manage Idaho’s fish and wildlife resources.

We offer the following comments relative to the Highway 93 North and Highway 93 South Right of way trail segments recommended as highest potential for near-term construction:

Highway 93 North Right of way

The Highway 93 North right of way trail segment supports some of the most robust populations of showy milkweed and breeding monarch butterflies in east-central Idaho based on surveys conducted by IDFG in 2014. Conservation of monarchs is currently a high continental priority. The monarch was specifically named in a pollinator memorandum issued by the White House in June of 2014, and in September of 2014, U.S. Fish and Wildlife Service Director Dan Ashe directed his agency to develop a holistic monarch conservation strategy. A petition to list the monarch butterfly as a threatened species under the ESA was submitted in 2014 and received a positive 90-day finding on December 29, 2014.

Construction of this trail segment will directly eliminate existing stands of showy milkweed providing natal habitat to western monarch butterflies. The study states that trail construction will entail a 15-foot wide trail (paved plus graveled) within a 35-foot right of way from highway edge to fencelines. Additional trail maintenance, such as vegetation moving and weed abatement is expected to impact more of the existing vegetation in right of ways. IDFG anticipates this impact to affect 40–100% of existing milkweed patches in this trail segment. We recommend that construction impacts to milkweed be minimized by the following actions:

1. Conduct fine scale, pre-construction reconnaissance surveys to quantify milkweed patch extent and area in this trail segment.
2. Identify and quantify milkweed patches to be impacted and develop precise mitigation measures to minimize impacts to affected milkweed. Mitigation measures to consider include:
   a. Dig and replant milkweed rhizomes in peripheral areas along the trail segment.
   b. Procure locally-sourced milkweed seed and broadcast along trail segment.
   c. Avoid mowing and herbicide/pesticide spraying of newly established milkweed.

The proposed trail system on Highway 93 North and South offers a unique opportunity to manage roadsides to support pollinator species. This approach brings benefits for both local natural areas and adjacent ranches and farms. One of the key considerations is the presence of native plants. Roadsides with a rich diversity of native plants support more pollinators. Incorporating native plants into roadside management strategies will not only make these areas better for wildlife, but it can also promote motorist and trail user safety, reduce maintenance costs, and improve roadside esthetics. The publication *Pollinators and Roadsides: Managing Roadside for Bees and Butterflies* developed by the Xerces Society for Invertebrate Conservation (http://www.xerces.org/wp-content/uploads/2010/05/roadside-guidelines_xerces-society1.pdf) is an excellent resource for creating and maintaining roadside pollinator habitat. Numerous funding sources are emerging and available to fund these initiatives due to heightened awareness of pollinator declines.

We suggest a few more minor technical edits on the draft study document:
- On page 5, “Steelhead trout” should be changed to “Steelhead.”
- On page 5, “antelope” should be changed to “pronghorn.”
- We noticed inconsistent hyphenation of sagebrush-steppe in the document.
- On page 7, paragraph 5, we suggest adding “roads” as a primary transport vector for weed species.
- On page 10, under Public Input, we suggest omitting the word “incredibly.”
- We suggest adding the actual sample size (n = 67) to Figure 2.
- Please change the name of “Carmen Bridge Recreation Site” to “Carmen Bridge Sportsman Access.”

Thank you for this additional opportunity to provide input on the Salmon Valley Trails Feasibility Study Draft Report. Please don’t hesitate to contact me if you have any questions pertaining to these comments.

Sincerely,

Beth Waterbury
Regional Wildlife Biologist
Salmon Region

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http://fishandgame.idaho.gov
It would be nice to connect the trail to the Natures Classroom near the Alternative High School and to get as many trail segments down to the river even if they are rough paths at first, then the easements or rough paths can keep the option of access open in the future.
Thank you for your coordination and research efforts related to trails development feasibility in Lemhi County. Please incorporate my comments into the project record.

I strongly support the construction of a trail in the Highway 93 right-of-way. Connectivity to established recreation facilities to the north and south of the City of Salmon is particularly appealing to me. Improved safety for foot and bike traffic along Highway 93 would be another significant benefit to the community.

Each time I drive through the Bitterroot valley of Montana, I see numerous users enjoying the trail network beside Highway 93. I recognize that this feasibility study is in no way related to the trail in Montana. However, I believe the enhanced quality of life the trail brings to the Bitterroot communities can be expected to be replicated in Lemhi County should a similar trail be developed here.
Appendix D

US Hwy 93 Crash Summary: Milepost 299 to Milepost 309
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<th>Date</th>
<th>Severity</th>
<th>Approx Location</th>
<th>Direction of Travel</th>
<th>First Harmful Event</th>
<th>Most Harmful Event</th>
<th>Other Events</th>
<th>Weather Conditions</th>
<th>Light Conditions</th>
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Appendix E: Environmental Permitting

US Army Corps of Engineers

Nationwide Permit 14 - Linear Transportation Projects

Activities required for the construction, expansion, modification, or improvement of linear transportation projects (e.g., roads, highways, railways, trails, airport runways, and taxiways) in waters of the United States. For linear transportation projects in non-tidal waters, the discharge cannot cause the loss of greater than 1/2-acre of waters of the United States. For linear transportation projects in tidal waters, the discharge cannot cause the loss of greater than 1/3-acre of waters of the United States. Any stream channel modification, including bank stabilization, is limited to the minimum necessary to construct or protect the linear transportation project; such modifications must be in the immediate vicinity of the project. This NWP also authorizes temporary structures, fills, and work necessary to construct the linear transportation project. Appropriate measures must be taken to maintain normal downstream flows and minimize flooding to the maximum extent practicable, when temporary structures, work, and discharges, including cofferdams, are necessary for construction activities, access fills, or dewatering of construction sites. Temporary fills must consist of materials, and be placed in a manner, that will not be eroded by expected high flows. Temporary fills must be removed in their entirety and the affected areas returned to pre-construction elevations. The areas affected by temporary fills must be revegetated, as appropriate. This NWP cannot be used to authorize non-linear features commonly associated with transportation projects, such as vehicle maintenance or storage buildings, parking lots, train stations, or aircraft hangars.

Notification: The permittee must submit a pre-construction notification to the district engineer prior to commencing the activity if: (1) the loss of waters of the United States exceeds 1/10-acre; or (2) there is a discharge in a special aquatic site, including wetlands. (See general condition 31.) (Sections 10 and 404) Note: Some discharges for the construction of farm roads or forest roads, or temporary roads for moving mining equipment, may qualify for an exemption under Section 404(f) of the Clean Water Act (see 33 CFR 323.4).

General Condition 31. 31. Pre-Construction Notification. (a) Timing. Where required by the terms of the NWP, the prospective permittee must notify the district engineer by submitting a pre-construction notification (PCN) as early as possible. The district engineer must determine if the PCN is complete within 30 calendar days of the date of receipt and, if the PCN is determined to be incomplete, notify the prospective permittee within that 30 day period to request the additional information necessary to make the PCN complete. The request must specify the information needed to make the PCN complete. As a general rule, district engineers will request additional information necessary to make the PCN complete only once. However, if the prospective permittee does not provide all of the requested information, then the district engineer will notify the prospective permittee that the PCN is still incomplete and the PCN review process will not commence until all of the requested information has been received by the district engineer. The prospective permittee shall not begin the activity until either: (1) He or she is notified in writing by the district engineer that the activity may proceed under the NWP with any special conditions imposed by the district or division engineer; or (2) 45 calendar days have passed from the district engineer’s receipt of the complete PCN and the prospective permittee has not received written notice from the district or division engineer. However, if the permittee was required to notify the Corps pursuant to general condition 18 that listed species or critical habitat might be affected or in the vicinity of the project, or to notify the Corps pursuant to
general condition 20 that the activity may have the potential to cause effects to historic properties, the permittee cannot begin the activity until receiving written notification from the Corps that there is “no effect” on listed species or “no potential to cause effects” on historic properties, or that any consultation required under Section 7 of the Endangered Species Act (see 33 CFR 330.4(f)) and/or Section 106 of the National Historic Preservation (see 33 CFR 330.4(g)) has been completed. Also, work cannot begin under NWPs 21, 49, or 50 until the permittee has received written approval from the Corps. If the proposed activity requires a written waiver to exceed specified limits of an NWP, the permittee may not begin the activity until the district engineer issues the waiver. If the district or division engineer notifies the permittee in writing that an individual permit is required within 45 calendar days of receipt of a complete PCN, the permittee cannot begin the activity until an individual permit has been obtained. Subsequently, the permittee’s right to proceed under the NWP may be modified, suspended, or revoked only in accordance with the procedure set forth in 33 CFR 330.5(d)(2).

(b) Contents of Pre-Construction Notification: The PCN must be in writing and include the following information: (1) Name, address and telephone numbers of the prospective permittee; (2) Location of the proposed project.
Appendix F

Physical Inventory of Proposed Hwy 93 Right of Way Trail
<table>
<thead>
<tr>
<th>Physical Inventory of Proposed Hwy 93 Right of Way Trail</th>
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<tr>
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<tr>
<td>Underground, Overhead Power</td>
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<td>Underground, Overhead Power</td>
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</table>
Appendix G

Draft Memo of Understanding: Lemhi County and Youth Employment Program
MEMORANDUM OF UNDERSTANDING
BETWEEN YOUTH EMPLOYMENT PROGRAM AND
LEMHI COUNTY, IDAHO

I. Introduction

The purpose of this Memorandum of Understanding, (MOU) is to set forth the agreements and understandings which have been reached between Youth Employment Program (Organization) and Lemhi County, Idaho (County) regarding the acquisition, development, and operation of approximately 10 miles of alternate transportation/recreational trail located in the Highway 93 right-of-way corridor in Lemhi County, Idaho known as the 2L Trails System (Trail). The property is presently/will be owned by Lemhi County, Idaho. The County is interested in preserving the corridor for trail purposes. The Organization is interested in developing, maintaining, and operating a trail on the corridor provided the County acquires the corridor. The Organization and the County agree to work together to achieve their mutual goals as set forth below.

II. Description of the Property

The property subject to this MOU is described generally as the Highway 93 right of way corridor from Lemhi County Fair Grounds to Shoup Bridge Recreation Site. An exact legal description of the property shall be attached to this MOU as Exhibit A and a map attached as Exhibit B. This MOU shall be attached to the trail easement as Exhibit C. Exhibits A, B, and C shall become part of the Cooperative Trail easement.

III. Consideration

The County has acquired/will acquire the trail footprint located in the Highway 93 right of way from Lemhi County Fair Grounds to Shoup Bridge Recreation Site from Idaho Transportation Department (ITD) the corridor owner. The Organization will develop, operate, repair, and maintain the Trail.

IV. Obligations of the County

1. The County will convey by easement to the Organization the right to develop, operate, repair, and maintain the Trail as a component of the trails master plan. The Organization accepts the property "as is" on the date of conveyance.
2. The County represents that it has made reasonable inquiry and has no reason to believe that hazardous waste, noxious waste, or any other condition of the land subject to this MOU exists that would inhibit the ability of the Organization to possess and improve the property as contemplated by this MOU. If, however, such prohibitive conditions are discovered, either the County shall take all steps reasonably necessary to remove such conditions or the intent of this MOU being frustrated, the MOU shall terminate.

3. The County will work cooperatively with the Organization to pursue funding sources for the development and maintenance of the Trail.

V. Obligations of the Organization

1. The Organization, with the assistance of the County and the Salmon Valley Trails Committee, will coordinate and prepare a master plan for the Trail within two years of the conveyance of the easement. Specific recreational uses will be determined through the master planning process. The master plan must include, at a minimum:
   
a. A public notification and participation process allowing for draft plan comments.
b. A list of allowed trail uses, including where and when they are allowed.
c. If motorized vehicles will be allowed on the any part of the property, and if so what seasons will be allowed and where (include a map).
d. A list of anticipated support facilities (e.g. restrooms, parking lots).
e. A map showing locations of anticipated support facilities and use zones.
f. Projected development costs.
g. Plans to address any environmentally sensitive or culturally or historically significant areas.
h. Development of a set of management alternatives for the Trail, with a preferred alternative (the alternative that will be used) identified.
i. Estimated number of users per year.
j. Name and address of the office that will be managing the Trail.

2. The Organization in partnership with Salmon Valley Trails Committee will conduct public meetings, which may be necessary for the establishment and development, management, and improvements of the Trail project, including for any major changes to the trails master plan, such as eliminating or adding allowed trail uses.
3. The County shall have final review approval over the plan.

4. The Organization, following construction of the Trail, and during the term of this agreement, shall, maintain, repair, and operate the Trail located within Lemhi County for transportation and recreational purposes, as funding becomes available.

5. The Organization agrees the Trail will meet or exceed County trail standards.

6. The Organization shall secure and comply with all federal, state and local permits and licenses required for the construction, installation, operation, maintenance, repair, reinstallation, of the Trail including, without limitation, zoning, building, health, environmental permits or licenses, and shall indemnify the County against payment of the costs therefore and against any fines or penalties that may be levied for failure to procure or to comply with such permits or licenses as well as any remedial costs to cure violations thereof. The County agrees to cooperate with the Organization in securing any such permits or licenses by providing information and data upon request.

7. The Organization agrees that any signage or display material relating to the Trail shall clearly identify the property is owned by the County and under the management and control of the Organization. The Organization may allow signs providing directional information about Trail-related services. The County reserves the right to remove non-compliant signage located on the property.

8. The Organization, in connection with this MOU, shall open the facilities to the general public subject to reasonable rules and regulations, fees, and charges, as outlined in the trails master plan, for the management and operation of the Trail.

9. In the exercise of its right herein, including but not limited to the operation of the eased property as a trail, the Organization shall not discriminate against any member of the public on the basis of age, race, creed, color, handicap, sex, marital status, arrest or conviction records, ancestry, sexual orientation, or membership in the National Guard, state defense force or any other reserve successors or designees.
10. The Organization may enter into agreement with a Friends Group and the County shall also be a co-signer of any Friends agreement.

11. The Organization may enroll volunteers in trail maintenance activities following County policies and procedures.

12. The Organization will indemnify and hold harmless the County and its employees against all claims, damages, costs, and expenses, including reasonable attorney’s fees, arising from the performance of this MOU by the Organization, its agents, contractors, servants, licensees, permittees, or employees. In case any action or proceeding is brought against the County or its employees by reason of any such claim, the Organization, upon notice from the County, will defend such action or proceeding.

VI. General

1. This Memorandum of Understanding is subject to all applicable laws and regulations. The establishment of this Trail is subject to approval by the Idaho Transportation Department.

2. This Memorandum of Understanding may be revised or amended by mutual written agreement of the County and the Organization.

3. The County must approve, and has sole discretion over, all land transactions, Trail crossings, and easements for the Trail corridor, but the Organization will be the first point of contact for inquiries from the public and/or private entities on these matters. Guidelines relating to easements will be provided to the Organization. If requests conform to trail master plan guidelines, they will be referred to the County for executing an easement, lease, or agreement. If the requests do not conform to master plan guidelines, the Organization will deny the request. The County retains the right to issue other non-conflicting easements, leases, or permits but shall make every effort to not enter into agreements that would physically alter the Trail or its uses. All proceeds from these transactions shall be payable to the County.
4. An annual meeting between the Organization and County will take place to review
development and acquisition progress, operational problems and maintenance
standards needing attention and to exchange ideas and information for the good of the
Trail project.

5. This MOU shall not be construed as creating a public debt on the part of the County
and all payments or obligations hereunder are subject to the availability of future
funding.

6. The County has no obligation to develop, operate, maintain, or repair the Trail at any
time.

VII. Termination

1. Organization. The Organization may terminate their Memorandum of Understanding
or the easement from the County by providing to County one-hundred-twenty (120)
days written notice of said termination. In the event the Organization terminates this
Memorandum of Understanding or the easement from the County, the Organization
will assume compliance responsibility for any state or federal grant obtained for Trail
development and support purposes.

2. County. The County may terminate this Memorandum of Understanding or the
easement with the Organization in the event that:

   A. The Organization breached any term or condition in the Memorandum of
      Understanding or the easement and said breach remains uncorrected for a period
      of sixty (60) days from the receipt of the County’s written notification of said
      breach by the Organization. In the event the Organization breached any term or
      condition of this Memorandum of Understanding or the easement from the
      County, the Organization will assume compliance responsibility for any state or
      federal grant assisted areas.

   B. The County determines that the continued use of the premises as a Trail would
      be inconsistent with the management needs or objectives of Lemhi County. In
      exercising its termination rights under this provision the County shall give the
      Organization 180 days notice of termination and reimburse the Organization for
developed improvements, subject to consideration of any state or federal grant
funds used in the development of the improvements and the availability of
future funding. The County will assume compliance responsibility for any
federal grant obtained for Trail development purposes.
IN WITNESS WHEREOF, the County and the Organization have caused this memorandum to be executed in their respective names by their respective duly authorized representatives.

LEMHI COUNTY, IDAHO

By ________________________________ Date
{NAME AND TITLE}

YOUTH EMPLOYMENT PROGRAM

By ________________________________ Date
{NAME AND TITLE}
Cost estimate for City Limits to Island Park – Highway 93 North trail
July 13, 2015

From Google maps measured approximately 2,980 ft of total trail.
Assumptions:
- 2,540 feet will require tail construction or designation.
- Two ADA ramps will need to be constructed at each end of Island Park Bridge
- 730 feet of “typical” multiple us trail will be constructed (through the campground and portions of Stagecoach Inn property.
- 510 feet of the existing approaches (Buddies and part of Stage Coach Inn) won’t need modification to meet ADA side slope just asphalt markings
- Remaining “trail” (about 1,300 feet) is across existing approaches that will need to be “benched” to reduce the existing side slope to meet ADA maximum side slope requirements, the “benched” sections would then need to be tapered back on the downhill side to the existing approach. All of this will be done with asphalt.

I did include 20% overhead and profit in the estimate, but since table 4 estimate had a 22.5% contingency, I didn’t include a contingency in my estimate (didn’t want to double up).
## City Limits to Island Park

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
<th>Units</th>
<th>Price</th>
<th>Cost</th>
<th>With Overhead &amp; Profit (20%)</th>
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</thead>
<tbody>
<tr>
<td>Asphalt for benching existing approach</td>
<td>1260</td>
<td>tons</td>
<td>$100.00</td>
<td>$126,000.00</td>
<td>$151,200.00</td>
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<td>Cut existing &amp; remove existing asphalt at benching</td>
<td>1300</td>
<td>ft</td>
<td>$10.00</td>
<td>$13,000.00</td>
<td>$15,600.00</td>
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<td>Asphalt for typical x-sec, 2&quot; thick, inplace, 10' wide trail</td>
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<td>ft</td>
<td>$12.10</td>
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<td>$10,599.60</td>
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<td>Crush gravel base for typical x-sec, 6&quot; thick, inplace, 10' trail</td>
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<td>cy</td>
<td>$24.15</td>
<td>$3,622.50</td>
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<td>Earthwork, cut, fill, &amp; compact, ft. of trail</td>
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<td>ft</td>
<td>$0.80</td>
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<td>Imported borrow, haul, place &amp; compact</td>
<td>730</td>
<td>ft</td>
<td>$1.25</td>
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<td>ADA ramps at both ends of Island Pk Bridge</td>
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<td>Signage and asphalt pavement marking</td>
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<td>$220,952.00</td>
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Appendix I

Potential Funding Documentation
2L Trails:

Toward a Healthy, Active Lifestyle in Lemhi County

A generic proposal for private funding

February 25, 2015
Project Summary

The Salmon Trails Committee has been working to promote trail construction, improvement and maintenance in Lemhi County for several years. This group has consisted primarily of area mountain bike and hiking enthusiasts, businesses who know trails will have a positive effect on the local economy, youth employment organizations, public land managers, city and county officials, and community-based organizations.

The Salmon Area Trails Committee has completed several important planning steps to prepare our community for new and better trails. We believe this trails network will increase safety, encourage active lifestyles for all ages, and stimulate local businesses. This proposal seeks to move priority 2L Trails projects from the planning to construction phases. Salmon Trails Committee is respectfully requesting $75,000 from the PRIVATE Family Foundation.

The following sections of this grant proposal will describe investments the Salmon Trails Committee has made to date in developing a trails network, community buy-in, and a work plan that puts dollars on the ground effectively.

Our intention is to provide concise and clear information to the Foundation, but we also welcome a field visit to the proposed trail site at your convenience. Thank you so much for considering this proposal.

Respectfully submitted,

Salmon Trails Committee Representative
How Would Foundation Funds Be Used?

Constructing a compacted gravel trail in the Highway 93 North right-of-way, from the City of Salmon’s Main Street and Highway 93 North junction to the Lemhi County Fairgrounds. This segment of trail would be Phase 1 of a 5 phase work plan that includes:

- Phase 1 – Highway 93 N Junction to Lemhi County Fairgrounds, gravel trail construction
- Phase 2 – Highway 93 S (Kids Creek Park to BLM Shoup Recreation Site), gravel trail construction
- Phase 3 – Signage and connectivity plan through City of Salmon to Highway 93 N and S trails
- Phase 4 – Highway 93 N segment, trail paving
- Phase 5 – Highway 93 S segment, trail paving

Who Would Benefit from this Project?

All ages of Lemhi County residents, visitors to the area, businesses, and the Lemhi County Fairgrounds. At many separate community meetings, concern was expressed about the extremely narrow shoulder of Highway 93 making it impossible to safely walk, run, bike, or ride horses next to the highway. During the Lemhi County Fair, young riders on horseback are frequently seen navigating the highway shoulder because they lack transportation to the fairgrounds, 4-H leaders reported. In other communities, children who live on the outskirts of town can acquire some level of independence by using a bicycle for transportation, but most children in Lemhi County wouldn’t dare – it’s just too dangerous to share the highway with fast moving vehicles. The construction of this trail segment gives local contractors an opportunity for work, and the Youth Employment Project sees the trail network as an opportunity to put local youth to work maintaining the trail. Hotel owners have told us this is the sort of project that can entice visitors to stay
longer in our area. Senior citizens have reported that a safe, fairly flat place to walk would be a significant benefit to them.

What is the Timeline for Construction?

We expect to have funding and final preparations in place for Phase 1 by early summer 2016, with construction anticipated in late summer/early fall 2016.

What is the Total Budget for All Phases of the 2L Trails Highway 93 Project?

<table>
<thead>
<tr>
<th>Phase 1 – Highway 93 N, Salmon Junction to Lemhi Co. Fairgrounds, Gravel Trail</th>
<th>Estimated Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Item</td>
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<tr>
<td>Fill, sloped driveway approaches, culverts (4), 3.6 miles of 10’ wide compacted gravel trail</td>
<td>$215,000</td>
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<td>Acquire easement at Overacker private property where right-of-way encroachment exists</td>
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<td>Develop trailhead at Lemhi County Fairgrounds, value of county property and improvements</td>
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<td>Signage along trail (5 totem-type signs)</td>
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<td><strong>Sub-total of Phase 1</strong></td>
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<tr>
<th>Phase 2 – Highway 93 S, Kids Creek Park to BLM Shoup Rec Site, Gravel Trail</th>
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<td>Fill, sloped driveway approaches, culverts (5), 4.9 miles of 10’ wide compacted gravel trail</td>
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<td>Acquire private property easement where right-of-way encroachment exists</td>
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<tr>
<td>Increase parking spaces and add signage at BLM Shoup Recreation Site</td>
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<td>Signage along trail (5 totem-type signs)</td>
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<td><strong>Sub-total of Phase 2</strong></td>
<td><strong>$365,000</strong></td>
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### Phase 3 – Connectivity Plan & Signage to Link Highway Trails through City of Salmon

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<td>Connectivity plan to designate a safe route for bicyclists through City of Salmon, signage design, and determination of signage placement</td>
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<td>Manufacture and installation of signs, pavement painting</td>
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<td><strong>Subtotal of Phase 3</strong></td>
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### Phase 4 – Highway 93 N, Salmon Junction to Lemhi Co. Fairgrounds, Asphalt Coating

<table>
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<tr>
<th>Item</th>
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<tbody>
<tr>
<td>Pave gravel trail w/ asphalt coating</td>
<td>$505,000</td>
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</tbody>
</table>

### Phase 5 – Highway 93 S, Kids Creek Park to BLM Shoup Rec Site, Asphalt Coating

<table>
<thead>
<tr>
<th>Item</th>
<th>Estimated Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pave gravel trail w/ asphalt coating</td>
<td>$690,000</td>
</tr>
<tr>
<td><strong>Total for 5 Phases of 2L Trails Highway 93</strong></td>
<td><strong>$1,850,500</strong></td>
</tr>
</tbody>
</table>
History of Success

For decades, community groups have put forward trails proposals. While there were some small successes, many of these efforts fizzled because of complications like landowner or agency cooperation, environmental issues, or funding. When the Salmon Trails Committee formed, we wanted to make sure to include those people who had worked on previous efforts, as well as invite new faces. The result was a well-rounded group of go-getters committed to making the long-term goal of developing a trails network around Salmon a reality. The approach has paid off.

Salmon Area Trails Committee Accomplishments

- 2012: Completion of the Salmon Trails Action Plan (Attachment A)
- 2013: Lemhi County Master Transportation Adopted with Inclusion of Salmon Trails Action Plan
- 2014: Lemhi County awarded Federal Lands Access Program funding to complete a Trails Feasibility Study
- 2014: Salmon Field Office Bureau of Land Management wins Recreational Trails Achievement Award for Discovery Hill trails
- 2015: 2L Trails Feasibility Study completed, identifying Highway 93 right-of-way trail as most feasible, immediate opportunity

Summary

This proposal has been built upon years of community engagement and careful planning. The development of a community trails network is a surprisingly complex task, involving dozens of private landowners, county and city officials, Idaho Transportation Department, public land managers, and interested citizens. The Salmon Trails Committee has been patient in engaging these groups and coming up with a strategy that has been met with impressive levels of support. The 2L Trails Feasibility Study, finalized in Spring 2015, will make it easier for our community to tap into transportation funding earmarked for rural areas like Salmon. But the initiative needs to start locally. We hope that the Foundation can help us move
Phase 1 of this plan into action – creating a highly visible demonstration of how a community trail can improve safety, health, and prosperity in Lemhi County.
<table>
<thead>
<tr>
<th>Project Name</th>
<th>2L Trails Highway 93 Trail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Route Name/Number</td>
<td>Highway 93 Right of Way</td>
</tr>
<tr>
<td>Federal Land(s) Accessed</td>
<td>Bureau of Land Management (BLM), Salmon Field Office and US Forest Service (USFS) Salmon-Challis National Forest</td>
</tr>
<tr>
<td>Agency (ies) with Title to Road, Bridge, Trail or Transit System</td>
<td>Idaho Transportation Dept (Trail), Lemhi County (Fairgrounds Trailhead), BLM (Morgan Bar and Shoup Recreation Site Trailheads)</td>
</tr>
<tr>
<td>Agency (ies) with Title to Enhancement Facility</td>
<td>N/A</td>
</tr>
<tr>
<td>Agency (ies) with Maintenance Responsibility for Road, Bridge, Trail or Transit System</td>
<td>Lemhi County</td>
</tr>
<tr>
<td>Agency (ies) with Maintenance Responsibility for Enhancement Facility</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**Type of Proposal**
- [x] Capital Improvements
- [ ] Enhancement
- [ ] Surface Preservation
- [ ] Transit
- [ ] Planning
- [ ] Research

**Key Items of Work**
- [x] Paving
- [x] Earthwork
- [ ] Major Culverts
- [ ] Planning Study
- [x] Bicycle/Pedestrian Facilities
- [x] Major Drainage Improvements
- [ ] Road Base or Surface Course
- [ ] Transit Facilities or Operations
- [ ] Other (specify)

**Proposed Work Summary**
A paved trail would be constructed in the Highway 93 right of way from the Lemhi County Fairgrounds (mile post 308.9) to the BLM Shoup Recreation Site (mile post 299.4). This trail would tie into a community network of trails, primarily located on lands managed by the Forest Service and BLM, and provide non-motorized access to the Salmon River.

**Primary Visitor Destinations**
BLM Morgan Bar and Shoup Recreation Sites, City of Salmon, federal lands trail networks (BLM Discovery Hill, Forest Service Williams Ck Trails), Salmon River

**High Use Federal Recreation Sites and/or Federal Economic Generators (as determined by Federal Land Management Agency)**
High use Federal Recreation Sites within the immediate planning area include (approximate annual visitation numbers 2013-2014 provided by BLM):
- Discovery Hill Trailhead (12,418)
- Morgan Bar Recreation Site (27,950)
- Shoup Bridge Recreation Site (33,176)
- Tower Rock Recreation Site (25,183)

**Project Termini (Location)**

<table>
<thead>
<tr>
<th>Mile Posts</th>
<th>Latitude</th>
<th>Longitude</th>
</tr>
</thead>
<tbody>
<tr>
<td>Begin</td>
<td>308.9 Hwy 93N</td>
<td>45.229092 dec deg</td>
</tr>
<tr>
<td>End</td>
<td>299.4 Hwy 93S</td>
<td>45.098497 dec deg</td>
</tr>
</tbody>
</table>

**Estimated Total Project Costs**
$2,429,329.20

**Funds Requested from Federal Lands Access Program**
$2,214,629.20

**Project Length (miles)**
11.7

**County**
Lemhi
Required Local Match (7.34%) $214,700.00 From Lemhi County and BLM

Other Funding Contributions to Project

Acres of Federal Land Accessed by the Project
108,000 acres of US Forest Service and BLM lands

- National Highway System
- Major Collector
- Local Road
- Arterial
- Minor Collector

Functional Classification of the Roadway
(Show official designations of route)

| Traffic Volumes               | Current Actual Counts | Estimated | 20 Year Projections | Basis for Projections?
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Start of Project</td>
<td>End of Project</td>
<td>Start of Project</td>
<td>End of Project</td>
</tr>
<tr>
<td>Average Daily Traffic (ADT) on Highway</td>
<td>1,700</td>
<td>1,100</td>
<td>2,680</td>
<td>1,750</td>
</tr>
<tr>
<td>Seasonal Average Daily Traffic (peak season) (SADT) on Highway</td>
<td>2,210</td>
<td>1,430</td>
<td>3,484</td>
<td>2,275</td>
</tr>
<tr>
<td>% Trucks</td>
<td>N/A</td>
<td>13%</td>
<td>15%</td>
<td></td>
</tr>
<tr>
<td>% Federal Land Related</td>
<td>N/A</td>
<td>40%</td>
<td>40%</td>
<td></td>
</tr>
</tbody>
</table>

Comments
ADT data generated by ITD March 2015 (attached). The Forest Service estimated 40% of traffic on highway was federal land related. Although actual data was not available to support this figure, the number could be considered conservative based on the 91% federal land composition in the County.

NBI Structure Number
Dimensions (Overall Length x Width)
Bridge Type
No. of Spans
NBIS Sufficiently Rating (1-100)

Problem Statement: What purpose does this transportation facility serve? What is the need for this project? Who will this project serve (such as skiers, communities, hikers...)? What are the conditions requiring relief? Describe the consequences if these conditions are not addressed. Describe physical and functional deficiencies, anticipated changes in use, safety problems, capacity issues, bridge deficiences, pavement or surface conditions, etc.

The proposed trails project would provide a safer, non-motorized route to public land access points in this federally dominated land base (91%). Many public recreation sites near the City of Salmon provide excellent access to federal lands and the Salmon River. However, the only way for non-motorized users to reach these access points is predominantly along the narrow shoulder of Highway 93, a very unsafe option for visitors and residents alike.

Bicycling has become increasingly popular in Salmon, thanks in part to trails investments the BLM has made in the Discovery Hill area just 2 miles north of Salmon, the opening of a bicycle shop in town, and public involvement initiated by the Salmon Area Trails Committee. As such, ITD personnel and others are noting an increase use of the Highway 93 white line by multi-modal users.

Detailed Description of Proposed Capital Improvement, Enhancement, or Surface Preservation: Describe how the proposed project will address the problem. Describe the overall design concept, scope of work, any unusual design elements, design or operational standards, and any work affecting structures (bridges and major culverts). Include widths, surfacing type, surfacing depth, earthwork needs, roadside safety features, ancillary parking areas, signing improvements, bridge work, guardrail improvements, etc. Include optimum year work should be done and year work needs to be done no later than.

The proposed trails project would separate non-motorized users from Highway 93 motorized traffic, traveling at speeds of up to 65 mph. A paved trail would be aligned in the Highway 93 right of way, anchored at the BLM Morgan Bar recreational site to the north and at the BLM Shoup Bridge recreational site to the south. A description of the project from north to south follows:

1. BLM Morgan Bar recreational site to Lemhi County Fairgrounds (2.2 miles). This portion of the trail system would align with the Forest Service (FS) Stormy Peak Road (60023) and BLM Diamond Creek Road (65019) beginning at the Lemhi County Fairgrounds and terminating at Morgan Bar Recreation Site. The 50-acre Morgan Bar Recreation Site sits on the bank of the Salmon River and hosts a
medium-sized campground, picnic area, restrooms and a boat ramp. Within the recreation site, a small nature trail winds around a wetland pond and along a mile of the Salmon River's west bank. The Lemhi County Fairgrounds trailhead would be developed to accommodate trail users with parking, signage, and a vault toilet. A trail system map would be installed at both the Fairgrounds and Morgan Bar Trailheads, as well as additional directional signage along the route as appropriate, for example where FS 60023 and BLM 65019 merge.

2. Lemhi County Fairgrounds trailhead to Island Park, City of Salmon (3.6 miles). A 10'-wide asphalt trail with a 5'-wide gravel side trail to accommodate equestrians would be constructed within the right of way on the west side of Highway 93 N (typical cross section). This portion of the trail system would connect the City of Salmon to the Fairgrounds. The equestrian trail would begin near the Lemhi Hole Recreation Site turn off (mile post (mp) 306.0). The Island Park trail head is an established recreation site with restroom, parking, picnic areas, and a popular walking trail and pedestrian bridge spanning the Salmon River that links users to downtown Salmon (site map attached).

In the vicinity of Infanger Lane (mp 306.7), a trail crossing to the east side of the highway right of way would be established and marked with a flashing beacon and signage. Ideally, this crossing would be within a 65 mph speed zone and sited to avoid a narrow corridor where a residence has encroached into the west right of way (photo attached). This crossing would put trail users on the east side of the road facilitating access to Island Park and the City of Salmon via existing pedestrian walkways, avoiding a three-way intersection crossing where Highway 93 and Main St. meet Courthouse Drive (mp 305.4). Currently the proposed trail crossing is located within a 65 mph speed zone. A design consideration would extend the 45 mph speed zone north by approximately 800 feet to create a safer crossing or moving the crossing further south to align with the existing 45 mph zone.

Underground utilities exist within the right of way on both sides of the highway. These lines would need to be located and considered in trail design and construction. CenturyLink recently located underground fiber optic cable on the east side of the highway and installed utility boxes. Many of these utility boxes encroach within the right of way and would need to be relocated. Other infrastructure such as road signs and private mail boxes may also need to be relocated outside of the right of way to accommodate the trail corridor.

From mp 306.4 to mp 306.6 along the west side of the highway right of way, deep borrow pits from the construction of the highway and an old gravel pit exist. These low lying areas are approximately 4-5 feet lower than the adjacent highway and intersecting access roads. These areas would require additional fill for approaches, slopes, and trail construction (typical cross section attached).

3. Island Park to Kids Creek Park, City of Salmon (0.8 miles). A connectivity plan would be developed in conjunction with the City of Salmon Parks and Recreation Department to guide trail users from Island Park to Kids Creek Park. Both city owned parks have adequate parking and restroom facilities. Signs depicting the trail network would be installed at both locations, as well as way finding signs along the designated route. Additional opportunities to connect trail users from Kids Creek Park to City Park and the Sacajawea Center through city backways, reducing the need to use the highway/Main Street through town are also being considered in this connectivity plan.

4. Kids Creek Park to BLM Shoup Bridge Recreation Site (4.9 miles). A 10'-wide asphalt trail would be constructed as part of the trail system to connect Kids Creek Park on the east side of Highway 93 to the Shoup Bridge Recreation Site and FS Road 60021. This trail would initiate at Kids Creek and cross the highway at mp 304.2 within a 35 mph speed zone. The west side of Highway 93 S was selected due to unauthorized motorized use and a large creek/ditch that runs through a significant portion of the east side right of way. Public input suggested that locating on west side would create a safer experience for non-motorized users and reduce the chance for conflict.

Underground utilities exist within the right of way on both sides of the highway. These lines would need to be located and considered in trail design and construction. Other infrastructure such as road signs and private mail boxes may also need to be relocated outside of the right of way to accommodate the trail corridor.

Idaho Department of Transportation is in the process of constructing a turning lane at mp 300.5 for the Airport Road intersection (east side of highway). This enhancement would widen the highway and thereby narrow the right of way in that location to approximately 15' (photo attached). Design of the trail in this location would need to consider the closeness of the trail to the 65 mph lane of traffic. This narrowing may require a physical barrier such as a guard rail or concrete barrier be placed between the highway and the trail.

The intersection of Highway 93 S and FS Road 60021 supports a turning lane for south bound traffic. This turning lane accommodates vehicles turning west onto 60021 from a 65 mph zone. Where the turning lane exists, the right of way has been narrowed to 12' (photo attached). Design consideration would need to be given for this narrowed right of way corridor. Again, this narrowing may require a physical barrier such as a guard rail or concrete barrier be placed between the highway and the trail.

Just beyond this turning lane is the BLM Shoup Bridge Recreation Site. The Shoup Bridge Site is a small campground located on the main Salmon River. It is a popular launch site for rafters and anglers. This BLM facility currently has a parking area and vault toilet, but additional parking may be warranted and signage for the trails network would be required. The BLM is initiating the planning portion of this enhancement.

Idaho Transportation Department and the BLM have identified this three way intersection prior to the recreation site as problematic as turning traffic often misinterprets the entrance to the recreation site. Additionally, the bridge across the Salmon River (FS 60021) at this location is a single lane structure scheduled for replacement and upgrade in 2015. Trail proponents have provided input that a pedestrian lane be designated with the new bridge construction. Improvements to these two points of congestion could serve to improve the narrow right of way and potential trail configuration in the future.
**Detailed Description of Proposed Transit Service:** Provide operational details of the proposed service. What are specific destinations the route will serve? Is the service year-round or seasonal? What are the operating dates/service hours/day of week? Describe transit route details, including miles, number of stops, and variability in service operations. Describe any marketing, way finding, or other information that will be disseminated to promote service.

N/A

**Detailed Description of Proposed Planning:** Describe the details of this planning and the final product that will be developed. Would this planning effort support projects that could be submitted under future Federal Lands Access Program requests for proposals?

N/A

**Detailed Description of Proposed Research:** Describe the type of research and the final product for this effort. Describe the need for the research and how this research enhances safety, access or stainability.

N/A

**Right-of-Way Acquisition:** Describe which agency (agencies) has title for the project and how that title is documented. Describe which agency (agencies) has maintenance responsibilities for the project. Does new ROW need to be acquired? If so, how much, how many owners, and what is the anticipated time (months) to acquire all needed ROW? How does the applicant plan to acquire the ROW? Will coordination with any railroads be needed? What is your agency's experience acquiring ROW for federally-funded or assisted projects?

Idaho Department of Transportation holds title to the right of way easements along Highway 93. This is documented in state code (Idaho Code § 40-2312) and the original deeds filed for the properties. In one instance along the Highway 93 N proposed right of way trail a new right of way would need to be acquired where the road is not established in the original legally operative document. This portion of the trail easement would be donated by the landowner prior to construction of the trail according to Title 23 U.S.C. 323.

**Utilities:** Identify utilities in the roadway corridor or project site. Would relocation be needed? What agreements exist and who pays for relocation costs?

Underground utilities exist within the right of way on both sides of the highway. These lines need to be located on site and considered in trail design and construction. CenturyLink recently located underground fiber optic cable on the east side of Highway 93N and installed utility boxes that encroach within the right of way and would need to be relocated. Other infrastructure such as road signs and private mail boxes may also need to be relocated outside of the right of way to accommodate the trail corridor.

**Project is identified within the following** (Check all that apply and show plan name)

- [ ] System Transportation Plan
- [✓] Federal Land Management Plan  
  - BLM Salmon Travel Management (North Half) Plan, Salmon-Challis National Forest Travel Plan
- [✓] Regional Transportation Plan  
  - Salmon River Scenic Byway Corridor Management Plan, District 6 Local Mobility Management Plan
- [✓] County Transportation System Plan  
  - Lemhi County Master Transportation Plan
- [ ] Tribal Transportation Plan

Would the proposal require modification or amendments to any of these plans? **No**
Which of the following environmental and social issues are within the project area?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>Unknown</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wetlands</td>
<td>✔</td>
<td>☐</td>
<td>☐</td>
<td>.35 acres of wetland exist within the borrow pits along the proposed trail corridor. A request for a jurisdictional determination would be submitted to the US Army Corps and a Section 404 Nationwide Permit for Linear Transport (14) would be secured. It is not anticipated that this permit would require mitigation.</td>
</tr>
<tr>
<td>Threatened &amp; endangered Species</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>Threatened and endangered species and their associated critical habitat do not occur in the project area.</td>
</tr>
<tr>
<td>Other Fish &amp; Wildlife Habitat</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>The proposed trail is within the Highway 93 right of way. Deer commonly reside in the Salmon River Valley and frequently cross Highway 93. The proposed trail alignment however is not an established migratory corridor.</td>
</tr>
<tr>
<td>Wildlife Movement Corridors</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>The Salmon River within the project area is not designated as Wild and Scenic.</td>
</tr>
<tr>
<td>Wild &amp; Scenic River</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Non-Attainment Air Quality Areas</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>N/A</td>
</tr>
<tr>
<td>Cultural/Archeological/Historic Sites</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>Many areas of the valley are associated with the Lewis and Clark trail, however the Highway 93 corridor along the trail alignment is not one of these sites.</td>
</tr>
<tr>
<td>Public Parks</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>The proposed project would enhance visitor experiences at Island Park and Kids Creek Park, both managed by the City of Salmon.</td>
</tr>
<tr>
<td>Wildlife Refuge</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>N/A</td>
</tr>
<tr>
<td>Hazardous Materials</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>N/A</td>
</tr>
<tr>
<td>Stream Encroachments</td>
<td>☐</td>
<td>✔</td>
<td>☐</td>
<td>Two irrigation ditches run parallel to the right of way and cross under the highway, however these are not natural streams.</td>
</tr>
</tbody>
</table>

**Describe any other environmental or social issues that should be considered that are within the project area:** Is the route included in an area receiving special management considerations for water quality, wildlife security, connectivity?

The Highway 93 corridor along the proposed trail corridor is not considered a connectivity or wildlife security area. Many of the water bodies within the Salmon and Lemhi River valley support species of ESA salmonids and associated critical habitat, however, the highway right of way does not encroach into these areas or contribute direct runoff to these water bodies. Special management considerations for water quality from runoff within the highway right of way also do not apply as these would be disconnected from the Salmon River and most likely percolate into the adjacent soils system. Ground water is not anticipated to be impacted by the construction or addition of a trail in the established right of way.

**Describe the range of attitudes, both support and opposition, that this proposed project may receive from organizations, the public and within your own agency:** State the basis for this supposition and include coordination efforts and public involvement efforts completed to date.

The proposed 2L Trail project originated from a community-wide planning exercise in 2012 that resulted in the Salmon Trails Action Plan (2015 update can be found at [http://www.salmonvalley.org/wp-content/uploads/2015/01/Salmon-Valley-Trails-Action-Plan-2015-1.pdf](http://www.salmonvalley.org/wp-content/uploads/2015/01/Salmon-Valley-Trails-Action-Plan-2015-1.pdf)). Community members engaged in this process included economic development professionals, business owners, federal land management staff and leadership, city and county elected officials, the Community Transportation Association of Idaho, school officials, the local mountain biking association, conservation organizations, and interested citizens. This plan was incorporated into the Lemhi County Master Transportation Plan as a result of input during the transportation plan’s public involvement process. As the City of Salmon updates its master transportation plan, the trails action plan has also been recommended for incorporation into this planning document.

In 2013, Lemhi County received FLAP funding to accomplish a feasibility study examining 5 trail segments described in the Action Plan. Five public meetings have been held in conjunction with the feasibility study and landowners adjacent to proposed trail locations were surveyed by mail to determine their interest in a trails project. The public meetings attracted more than 100 separate individuals, representing an incredibly diverse cross-section of the community. The age range of attendees spanned between 7 and 88 years old. The response from the public has been overwhelmingly in favor of constructing a trail in the Highway 93 right of way. Attendees cited improved safety, increased transportation options for residents and visitors, enhancing the visitor experience at public lands recreation sites and city-owned parks, benefit to the local economy, and improvement of overall quality of life. Some negative comments were received from landowners adjacent to a proposed Salmon River trail, citing concerns of decreased privacy, increased vandalism, and
interference with livestock operations. The feasibility study recommends that the Salmon River trail be considered as a long-term option. One written comment was received citing concerns of a Highway right of way trail interfering with cattle drives and that trail projects constitute a waste of tax dollars. Some property owners who attended the public meetings expressed support for the Highway right of way trail, but indicated that irrigation and fence maintenance activities would need to be considered in the trail’s design. The Salmon Trails Committee continues to support the development and improvement of trails in the area through fundraising, acquiring trails maintenance skills, and sponsoring volunteer work days to take care of existing trails on public lands.

The Salmon Field Office BLM has been an integral part of both Action Planning process and the feasibility study, with the Field Office Manager in attendance at every public meeting. In 2014, the Salmon Field Office and the community received recognition for their partnership managing the Discovery Hill trail network. The Coalition for Recreational Trails recognized Salmon with its Annual Achievement Award for Outstanding Use of Recreational Trails. In addition, the American Recreation Coalition honored the BLM Salmon Field Office with the Beacon Award, which recognizes innovative use of technology in visitor services and recreation management, for the use of podcasts to tell a story along the trail system.

The lead agency for project delivery will be WFLHD: The project proponents may request another agency take the lead for project delivery. If recommending a different agency be lead, indicate below which agency and provide rationale for recommendation. The rationale should include why another agency should take the lead, previous experience in delivering Federal-Aid (Title 23) funded projects, any certifications to deliver Federal-Aid funded projects, and ability to satisfy Federal Highway Administration project delivery requirements. The final decision for project delivery resides with the PDC.

☐ ITD  ☐ Federal Land Management Agency  ☐ Certified Local Agency  ☐ Non-Certified Local Agency

N/A

**Transit Supplemental Questions:** For Transit Proposals only, please answer the following: If transit service is currently being provided to this Federal Land Management Agency unit or service has been provided in the past, please provide details about service parameters, ridership, cost per passenger, and any other pertinent information. What revenue will be collected to support the service? Describe fare pricing, discounts, pass programs, etc. Provide number, type, and age of current fleet. What is the daily number of riders estimated currently and/or at project completion? Describe how the proposed transit service will be financially sustainable with current and future sources of funding.

N/A

**Research Supplemental Questions:** For Research Proposals only, please answer the following: Please provide details on how this research is broad-based and not narrowly focused on a localized problem. Provide specific examples showing how this research product can be used across multiple agencies.

N/A
## Cost Estimate for Capital Improvement, Enhancement, and Surface Preservation Projects

Fill-in estimates for appropriate items. Add items as needed. **Use Current Unit Prices.**

<table>
<thead>
<tr>
<th>Quantity</th>
<th>Item</th>
<th>Unit Price</th>
<th>Unit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>3,000</td>
<td>Roadway Excavation</td>
<td>$14.85</td>
<td>Cubic Yards</td>
<td>$44,550.00</td>
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<tr>
<td>4,200</td>
<td>Imported Borrow</td>
<td>$19.35</td>
<td>Cubic Yards</td>
<td>$81,270.00</td>
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<tr>
<td></td>
<td>Sub-Excavation</td>
<td></td>
<td>Cubic Yards</td>
<td></td>
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<tr>
<td></td>
<td>Water / Dust Abatement</td>
<td></td>
<td>Gallons</td>
<td></td>
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<tr>
<td>5,800</td>
<td>Recycled Asphalt (milling, pulverizing, ripping)</td>
<td>$124.60</td>
<td>Square Yards</td>
<td>$722,680.00</td>
</tr>
<tr>
<td>9,500</td>
<td>Asphalt concrete pavement</td>
<td>$124.60</td>
<td>Tons</td>
<td></td>
</tr>
<tr>
<td>30</td>
<td>Aggregate Base (may include stabilization)</td>
<td>$30.10</td>
<td>Cubic Yards</td>
<td>$285,950.00</td>
</tr>
<tr>
<td></td>
<td>Aggregate Sub-Base</td>
<td></td>
<td>Cubic Yards</td>
<td></td>
</tr>
<tr>
<td>30</td>
<td>Major Culverts</td>
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<td>Each</td>
<td>$44,250.00</td>
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<tr>
<td>600</td>
<td>Minor Culverts</td>
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<tr>
<td>600</td>
<td>Retaining Walls</td>
<td>$37.50</td>
<td>Square Feet</td>
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<td>Revegetation</td>
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<td>Acres</td>
<td>$9,540.00</td>
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<td>Signing</td>
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<td>Square Feet</td>
<td>$11,880.00</td>
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<td>Pavement Marking</td>
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<td>Linear Feet</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Roadside Safety (barriers, guardrail)</td>
<td></td>
<td>Linear Feet</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Bridges</td>
<td></td>
<td>Lump Sum</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Traffic Control</td>
<td>$30,000.00</td>
<td>Lump Sum</td>
<td>$30,000.00</td>
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<tr>
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<td>Utility Relocation</td>
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<td>Mobilization (As percentage of Sub-Total) Typically 10%, input estimated percentage in decimal form. For example: 0.10</td>
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<tr>
<td>Contingencies (As percentage of Sub-Total) Typically 30%, input estimated percentage in decimal form. For example: 0.30</td>
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**Total Estimated Construction Cost**

| Total Estimated Construction Cost | $2,037,081.50 |

**Estimated Preliminary Engineering Costs**

(As a percentage of the Total Estimated Construction Cost)

| Estimated Preliminary Engineering Costs | 0.1 |

Typically 5 to 25 percent, depending upon project scope and complexity. Input estimated percentage in decimal form. For example: 0.15

**Estimated Right of Way Costs**

| Estimated Construction Engineering Costs | 0.1 |

Typically 5 to 20 percent, depending upon project scope and complexity. Input estimated percentage in decimal form. For example: 0.10

| Estimated Construction Engineering Costs | $203,708.15 |

| Total Project Costs | $2,444,497.80 |
Cost Estimate for Capital Improvement, Enhancement, and Surface Preservation Projects (Cont.)

Add items as needed. Use Current Unit Prices.

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<tr>
<th>Quantity</th>
<th>Item</th>
<th>Unit Price</th>
<th>Unit</th>
<th>Total</th>
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<tr>
<td>+ -</td>
<td>1 Trailhead Vault Toilet</td>
<td>$28,000.00</td>
<td>Lump Sum</td>
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<td>+ -</td>
<td>1 Trailhead Water System</td>
<td>$14,000.00</td>
<td>Lump Sum</td>
<td>$14,000.00</td>
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<td>+ -</td>
<td>1 Trailhead Fencing and Security Lighting</td>
<td>$19,000.00</td>
<td>Lump Sum</td>
<td>$19,000.00</td>
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<tr>
<td>+ -</td>
<td>1 Trailhead Pedestrian Bridge</td>
<td>$5,000.00</td>
<td>Lump Sum</td>
<td>$5,000.00</td>
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<tr>
<td>+ -</td>
<td>4 Highway Pedestrian Crossings</td>
<td>$54,700.00</td>
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Sub-Total $284,800.00

Comments: Minor culvert work involves modification of existing culverts, including irrigation and driveway culverts.

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Cost Estimate for Transit Projects

Add items as needed. Use Current Unit Prices.

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Total Project Costs

Comments:

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Cost Estimate for Planning and Research Projects

Add items as needed. Use Current Unit Prices.

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<th>Quantity</th>
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Total Project Costs

Comments:

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Required Local Contribution to Project: Describe the type and source of funds to provide the required 7.34% local match. Describe any soft match, in-kind match, or eligible Federal funds that will be used to satisfy the match requirement.

Excel Spreadsheet Attached

In-Kind Match: Highway 93 N Property Owner ROW Donated Easement ($9,800); Lemhi County Fairgrounds Dedication of Property for Trailhead and Trail ($25,000); Re-vegetation of disturbed area from trail construction ($3,300); City Connectivity Plan ($20,000); Environmental Permitting Donated Services ($10,000); City, County, Local Contractor Donated Fill Material & Delivery ($40,000). In-Kind Match Sub-Total $108,100.

Cash Match: Trail logo design ($1,500); Fairgrounds Trailhead parking & vault toilet ($22,000); Trailhead Kiosks @ Shoup Rec Site, Island Park, Fairgrounds ($22,500); Trailhead & Wayfinding Signs for City Parks ($3,000); 6 Bike Racks for Shoup Rec Site, Island Park, Fairgrounds ($2,400); Totem-style trail markers ($4,000). Cash Match Sub-total $55,400. Note: The Salmon Area Trail Committee members have committed to raising private funding for the project through grants, revenue from events, and private donations. Eligible Federal Match: Parking expansion @ Shoup Recreation Site, including design and construction ($50,000). Total Match: $213,500

Other Contributions to the Project: Describe any additional contributions secured or being sought to implement the project proposal. Does this opportunity possibly leverage other funds?

The proposed trail project has the potential to leverage Idaho Dept of Commerce tourism funds directed to Salmon. It is also expected to open up new opportunities for trail committee members such as the Youth Employment Program, as they explore the potential of using their youth corps to help maintain the trail. Committee members including Idaho Dept of Fish and Game have expressed interest in
helping develop interpretive information and products for the trail network. A whitewater park to be located at Island Park is in the planning stages, and these two projects could help leverage funding for each other.

How does the project relate to the following evaluation criteria?

1. **SAFETY**
   
   **Improvement of the Transportation Network for the safety of its users.**
   
   a) How many and what type of crashes have occurred on the project site in the last five years? Describe the basis for your information and include reported accidents and anecdotal information.
   
   b) How would the proposed project improvement unsafe conditions such as crash sites, inadequate sight distance, roadside hazards, poor vertical/horizontal alignment, hazardous intersections, inadequate lane and shoulders widths, etc?
   
   c) Does the proposed project address potentially unsafe locations such as where recreation use may create traffic conflicts with local or through traffic?
   
   d) Does the project address safety for a wide range of users (freight, destination motorists, touring motorists, bicyclists, pedestrians, public transportation)?
   
   e) What are the results/recommendations of any road safety audits conducted for the project?
   
   f) Is the project identified in a strategic safety plan?

Lemhi County has three main transportation corridors that converge in the City of Salmon: 1) US Highway 93 North, 2) US Highway 93 South, and 3) State Highway 28. Currently pedestrians and cyclists must either drive a vehicle or utilize a narrow (less than one foot wide, undesignated) highway shoulder to travel these corridors. The narrowness of the highway shoulders in all these highway sections is an inhibiting factor for bicycles and pedestrians. No alternate public routes exist for Highway 93 in the valley.

Crash statistics end up being non-existent because safety concerns are such that bicycle and pedestrian users avoid the highways for commuting to Salmon, no alternate routes currently exist, greatly reducing the number of transportation options in the area. A dedicated bike and pedestrian trail along Highway 93 North and South would greatly improve safety for a wide range of users. The proposed project would place bicyclists and pedestrians further away from the lane of traffic (white line) within the right of way in a designated corridor. The safety of motorists using the highway would be improved by eliminating the congestion that the occasional bicyclists and pedestrians cause when they do use the shoulder of the highway to travel to and from Salmon.

2. **PRESERVATION**
   
   **Improvement of the transportation infrastructure for economy of operation and maintenance.**
   
   a) What is the current condition of the existing surfacing? If the surfacing is pavement, what is the Pavement Condition Index (PCI)? If the surface is gravel, what is the PASER rating? How would the project improve the surface condition?
   
   b) How would the project impact maintenance or operating costs? How will this project reduce these costs?
   
   c) If the proposal includes bridge work, how will the project extend the service life of the bridge? Would the proposal correct a "deficient" bridge?

N/A
Development and utilization of the Federal Land and its resources.

a) Describe any high use Federal recreation sites or Federal economic generators (as determined by the Federal Land Manager) that are accessed by this project. How many visitors access/use the site annually? How does the project enhance access to these sites? How does the proposal improve the visitor experience?

b) Which Federal Lands are accessed by this project? How much Federal Land (acres) is accessed by the project? If multiple Federal Lands are accessed, itemize acreage by agency.

Enhancement of economic development at the local, regional, or national level, including tourism and recreational travel.

Note: Direct effects of implementing the project, i.e. construction employment will not be scored.

c) Identify the community or communities economically dependent on the network, and the elements that comprise the economy (e.g. timber, tourism, etc.) How is the economy tied to the transportation network? How will the proposed project improve the transportation network and support the community’s economic goals/needs or other economic plan?

d) If the proposed project is located on a designated federal, state, or county scenic byway, identify the scenic byway and explain the anticipated benefit related to the byway. Would the project meet the needs identified in the Byway’s management plan?

The proposed right of way trail accesses high use federal recreation sites or fed economic generators. The identified north and south terminus’ identified for the trail proposal receive some of the highest use of all developed recreation sites in the BLM Salmon Field Office. Shoup Bridge Campground on the south received approximately 33,000 visitors in 2014. These visitors were a combination of campers, day users using the developed recreation site and day users using the extremely popular BLM boat launch. Morgan Bar Campground, on the northern end of the trail received 27,950 visitors in 2014. Discovery Hill, an increasingly popular day use area just to the north of Salmon received 12,418 visitors in 2014.

All of these areas are significant economic generators for the BLM Salmon Field Office as well as the City of Salmon. Morgan Bar and Shoup Bridge with their popular BLM boat launches see almost year around use. The season starts with spring steelhead fishing as soon as the ice is off the river. This season is popular with both commercial outfitters and guides and the general public. In the summer season salmon fishing becomes increasingly important followed by recreational floating. The highway 93 corridor connects the popular boat launch area and recreationists commonly run vehicle shuttles between sites. The section of the Salmon River between Shoup Bridge and Morgan Bar is one of the most heavily used for recreational floats in the area. As the summer floating season begins to wind down, fall steelhead fishing begins and continues until the ice forces the fishermen off the river. Away from the river, Discovery Hill has attracted several competitive events that draw visitors from all over the country.

This proposal would directly link the three BLM high use recreation areas listed above to the City of Salmon and to one another. It would provide a safe, non-motorized option to access these sites, something that is currently unavailable. The north and south trailheads would serve as “jumping off points” to access the massive amount of public lands that lie beyond, a combination of BLM and United States Forest Service lands. This enhanced access to public lands and the resulting increased utilization of these lands would lay the ground work for further development of trails and even greater public access to the federally managed lands that surround the community of Salmon.

Amount of fed land area accessed: This proposal would provide direct recreational access to approximately 108,000 acres of federally managed public land. This would consist of 30,000 acres of BLM manages lands directly accessed from the two identified trail heads and the Discovery Hill area, as well as BLM land located east of the Salmon Airport that hosts a network of undeveloped trails. United States Forest Service lands accessed as a result of this proposal would conservatively include the eastern half of the Salmon River Mountains from Williams Lake to the community of North Fork, Idaho and would total approximately 78,000 acres.

Supports community economic goals/needs: Encourage development of the tourism industry as it applies to natural resources to attract visitors to the area including recreational facilities, overnight accommodations, and activities to keep visitors in the area longer. (Lemhi Com Plan 2012, Element 6, Natural Resources goal) AND Recreation Element: “Recreation and tourism represent an important segment of Lemhi County’s economy by bringing in millions of dollars from outside the County by people who wish to recreate and enjoy the natural resources found in Lemhi County. Lemhi County should continue to support efforts to promote is abundant recreational opportunities, and to develop an expanded tourism and recreational infrastructure, which will promote increased prosperity for the County’s citizens, create new jobs, and allow for long-term sustainable use of the County’s recreational natural resources, especially those found on public land.”
4. MOBILITY

**Continuity of the transportation network serving the Federal Land and its dependent communities.**

a) Is the road the sole access to the area? Will the proposed project mitigate the potential of the route closing?

b) How would the proposed project improve the continuity of the transportation network? Which gaps or missing links would the proposed project address? What travel restrictions, bottlenecks, or size/load limits impede travel? What work has been completed on adjacent sections to create route continuity?

c) Does the proposed project connect to a designated route on the Federal Land Management Agency’s FLTP inventory? Are there any future improvements planned on the designated route?

d) Identify all planning documents related to this project. Is the project specifically identified in any of these plans? What is the local or regional priority (high, medium, low) of the project considering the Federal Land, State or County network? How does this proposal fit with the Federal Land Management Plan? How does the proposal fit with the county comprehensive plan? How does the proposal fit with any Transportation System Plans or Corridor Plans? What are the consequences to the transportation system of not addressing these needs?

**Mobility of the users of the transportation network and the goods and services provided.**

e) How would the proposed improvements reduce travel time and congestion, increase comfort and convenience for the federal land user?

f) How would the proposed projects improve the choices for alternative modes of travel (pedestrian, bike, bus, or rail)? Would the proposed project make any ADA improvements?

g) What are the major traffic generators within the Federal Land for this route?

The proposed project would fill a missing link in the travel network of the area by providing a safe and direct non-motorized option to access the high use BLM recreation sites identified as the north and south terminus for the trail proposal and the vast amounts of public lands that lie beyond.

Many planning documents support and are related to this proposal and the development of a multi-modal trail system in our community. These include BLM Lemhi Resource Management Plan (1987), the Idaho Transportation Department’s Idaho Bicycle and Pedestrian Transportation Plan (1995), Salmon Travel Management Plan, North Half (2010), the Salmon BLM Travel Route Education & Outreach Plan (2011), the Idaho Local Mobility Management Network (LMN) 6A Plan (2012), the Lemhi County Master Transportation Plan (2012), and the Salmon Area Trail Action Plan (2012).

This proposal is consistent with the BLM’s Lemhi Resource Management Plan and the BLM Travel Management Plan (2010) and specifically addresses key issues of the federal travel plan: 1) Providing public access to public lands where restricted or blocked by private land; 2) Public concern about the increasing number of BLM roads and large blocks of public lands no longer accessible due to gated or posted closures on private lands; and 3) Providing non-motorized trails and opportunities for recreationists. One of the goals of the Idaho Bicycle and Pedestrian Transportation Plan states "This 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."

In 2012, The Lemhi County Alternative Mobility Team formed a subcommittee to draft a detailed action plan to guide the community’s efforts in trails and pathways over the next 20 years. This public planning process included representatives from both the US Forest Service and the Bureau of Land Management. The “Salmon Area Trails Action Plan” was completed in June of 2012. The entire document is included in the LMMN 6A plan as Appendix G.

The Lemhi County Transportation Plan and the Salmon Area Action Plan specifically address and support the development of a community trail system and acknowledge the need for a feasibility study and engineering for the proposed area trail system. Goals of these plans specifically addressed by our proposal include: 1) Incorporating and extending areas of connectivity to trails/pathways, 2) Constructing trails/pathways along the Salmon River and Lemhi River area (complementing the Salmon River Scenic Byways Corridor Management Plan and Sacajawea Historic Byway Corridor Management Plan), 3) Coordinating efforts with the Army Corps of Engineers to utilize the existing levee system for riverside trails, and 4) Working with Idaho Transportation Department to improve safety for pedestrians, such as increased roadway shoulder widths, pavement markings, signage, and other mitigating measures.

The proposed project would construct a trail system that anchors key BLM recreation sites along Highway 93 North (Morgan Bar recreation site) and Highway 93 South (Shoup Bridge recreation site); and would provide a critical linkage between a popular BLM recreation area (Discovery Hill) and outlying county-owned roads. These trails would serve runners, walkers and cyclists who are currently risking their own, as well as public safety when they use the narrow highway shoulder. But it will also benefit many other public land users and recreational sectors. Both Morgan Bar and Shoup Bridge offer Salmon River access so anglers and boating enthusiasts could also enjoy a non-motorized option. Discovery Hill is used by hikers, mountain bikers, horseback riders, and hunters, and is becoming increasingly popular with residents and non-residents alike.

This project would connect the community with public land by providing safe and designated access directly to public land that does not require driving in a car, an opportunity that currently doesn’t exist. This lack of continuity is further emphasized as our community does not conversely offer an alternative way for rural residents to commute to the City of Salmon.
5. SUSTAINABILITY AND ENVIRONMENTAL QUALITY

Protection and enhancement of the rural environment associated with the Federal Land and its resources.

Note: It is assumed all projects will be constructed in accordance with all environmental regulations. This scoring is for projects which enhance environmental goals.

a) Describe how the proposed project contributes to the environmental goals and objectives of the Federal Land Management Plan or other applicable land management plan.

b) How would the project enhance wildlife connectivity, wildlife habitat, and/or aquatic organism passage?

c) How would the project enhance water quality, riparian and/or wetland function?

d) Does the project use design, materials, or techniques that will exceed the minimum environmental requirements?

e) Does the project contribute to improved environmental quality from GHG reduction?

f) Would the project require unique mitigation for impacts?

g) Would the project contribute to the use of sustainable energy sources for transportation?

The proposed project would contribute to improved environmental quality from Green House Gas reduction by offering residents of Lemhi County a safe and direct option for non-motorized commuting. Currently a significant portion of residents have expressed a desire to bike or walk to work but are unwilling or unable to do so because of the risks involved in commuting along the shoulder of the highway. The proposed trail would provide an attractive alternative to those residents. The resulting increase in non-motorized commuting would result in a reduction in Green House Gas production in the Lemhi Valley.
2015 Idaho Federal Lands Access Program

**Joint endorsement** - This project is supported and endorsed by (add agency endorsements as needed)

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<tr>
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<th>Bureau of Land Management Salmon Field Office</th>
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<td>Linda Price</td>
</tr>
<tr>
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<td>James S. Townley</td>
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State, County, Local, or Tribal Government

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<tr>
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<tr>
<td>John Jackovak</td>
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<td>Title</td>
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* Unit manager such as NPS Park Superintendent, USFS Forest Supervisor, USFWS Refuge Supervisor or Hatchery Supervisor, BLM District Manager, USACE Operations Manager, etc.
* Official authorized to commit agency to project such as ITD District Engineer, Highway District Commissioner, Transit District Director, County Commissioner, Mayor, Tribal leader, etc.

**Signatures are required from BOTH the Federal Land Management Agency being accessed and the State, County, Local, or Tribal Government.**

Print this page and sign legibly. After signing, scan to PDF, and attach.

**Instructions:** Applications must be received by **April 3, 2015** to be considered.

1) Download the Request for Proposal packet and the proposal form from the following website:
2) Complete the proposal with the best available data. Provide thorough, realistic and concise responses to questions. Include any assumptions.
3) Proposal is to be completed jointly by Federal Land Manager and State/County/Local/Tribal government. Proposals must be signed by the appropriate Federal Land Managers AND the State/County/Local/Tribal governments. Proposals that **DO NOT** have the appropriate signatures will **NOT** be eligible for consideration.
4) The entire proposal packet (the proposal form, signature pages, maps, photos, and any letters of support) should not exceed 10 megabytes in file size and the total page length should not exceed 30 pages.
5) E-mail your completed application package to **WFL.CallForProjects@dot.gov**