



THE CITY OF  
*Eagle*  
PATHWAYS &  
TRAILS PLAN

MARCH 2019





# Acknowledgements

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## **City of Eagle**

Steve Noyes, Trails and Pathways Superintendent

## **Stakeholder Committee**

Don Stockton  
Robert Minch  
Michael Robinson  
Brad Pfannmuller  
Dan Friend  
City of Boise (various representatives)  
David Gordon  
Tom Laws  
Trevor Kesner

## **Consultant Team**

Alta Planning + Design  
Agnew::Beck



# Adoption Resolution



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## **Acronyms and Common Terms**

ACHD	Ada County Highway Division
AASHTO	American Association of State Highway Transportation Officials
ACS	American Community Survey
ADA	Americans with Disabilities Act
BLM	Bureau of Land Management
COMPASS	Community Planning Association of Southwest Idaho
FHWA	Federal Highway Administration
GIS	Geographic Information System
ITD	Idaho Transportation Department
IMBA	International Mountain Biking Association
MPO	Metropolitan Planning Organization
MUTCD	Manual on Uniform Traffic Control Devices
NACTO	National Association of City Transportation Officials
NICA	National Interscholastic Cycling Association
SRTS	Safe Routes to School



## Executive Summary

### Plan Overview

The Eagle Pathways and Trails Plan defines a bold vision and implementation strategy that addresses many key community issues including recreation, transportation, quality of life, economic vitality, and community health. This plan seeks to create an environmentally sensitive, perpetually dedicated public, non-motorized trail system and a local and regional pathways system that provides safe mobility options and enhances citizens' lives.

### Purpose of this Plan

This plan identifies a vision for recreation and transportation throughout the City of Eagle's pathway and trail system. Based on existing conditions and public needs, the plan makes infrastructure and operational recommendations that will improve, expand, and connect trails and pathways.

### Guide to the Plan

The Eagle Pathways and Trails Plan is divided into three primary chapters:

1. **Chapter 1- Introduction and Existing Conditions:** This chapter gives an overview of Eagle's existing pathway and trail system, and summarizes public input and needs.
2. **Chapter 2- Recommendations:** This chapter provides infrastructure and operational recommendations to create a world class pathway and trail system for the City of Eagle.
3. **Chapter 3- Implementation:** Chapter 3 prioritizes the recommendations from Chapter 2 and outlines needed funding and operational improvements to realize the vision for the Eagle Pathways and Trails Plan.



*The Boise River Greenbelt has paved pathways (above) and natural surface trails*

### Public Input and Plan Development

The Eagle Pathways and Trails Plan was collaboratively developed with Eagle residents, stakeholders, city staff, and agency partners providing valuable input throughout the process. Various public input strategized were employed including:

- Four stakeholder meetings to vet project deliverables and progress
- Development of an online survey which garnered 200 responses
- Development and distribution of an online input map that allowed site specific comments
- Public workshop with over 100 attendees
- Publicly available draft Pathways and Trail Plan with online public survey (In progress)

## Pathways and Trails Plan Framework

### 1. Provide Great Recreation Choices

Eagle meets community demand for superlative trail and pathway experiences, providing options for all user types and skill levels.

### 2. Promote Community Health

The design and management of the trails and pathways system encourages active, healthy lifestyles and protects and enhances important natural resources.

### 3. Support Economic Opportunity

Trails and pathways contribute to quality of life that supports and attracts business investment and development, and workers' access to jobs.

## Eagle Trails & Pathways VISION

Create an environmentally-sensitive, perpetually dedicated public, non-motorized trail system, and a local and regional pathways system that provides safe mobility options and enhances citizens' lives.

### 4. Ensure Equity

All residents have access to active mobility and recreation options.

### 5. Proactively & Responsively Manage

Utilize demand response management techniques, adhere to best practices, and work collaboratively with partners to responsibly maintain and grow a sustainable trails and pathways system.

### 6. Safely Connect & Circulate

Eagle acts as a regional trail hub, connects the Boise River and Foothills, and its trails and pathways system allows residents and visitors to freely, safely and enjoyably circulate.



**GOAL 1. Provide Great Recreation Choices to Eagle’s Citizens and Visitors.**

Strategy 1.A – Expand the Greenbelt and in-town pathways and trails system.

Strategy 1.B – Enhance and expand trails at Ada/Eagle Sports Complex to accommodate additional users and events.

Strategy 1.C – Develop an expanded, formalized Foothills trail system that accommodates equestrians, hikers, and mountain bikers through collaboration and planning with landowners and land managers.

Strategy 1.D – Develop a water trail system designed to serve small, recreational, non-motorized watercraft users (such as canoes, kayaks, small rafts and stand-up paddleboards (SUPs)).

**GOAL 2. Promote Community Health**

Strategy 2.A – Host events that inform people about trails and pathways recreational opportunities.

Strategy 2.B – Encourage the use of trails and pathways by formal organizations and informal groups.

Strategy 2.C – Share informational materials about trails and pathways routes, conditions and appropriate uses.

Strategy 2.D – Work collaboratively with community health and transportation partners to promote coordinated planning.

**GOAL 3. Trails and Pathways Support Economic Activities and Opportunities.**

Strategy 3.A – Use trails and pathways system to attract investment, jobs and commercial activities.

Strategy 3.B – Promote the City of Eagle trails and pathways system as part of what makes Eagle a great place to live and do business.

**GOAL 4. Ensure Equitable Access to Trails and Pathways.**

Strategy 4.A – Ensure all parts of the community have similar levels of access to public pathways and trails.

Strategy 4.B – Continue to provide trails and pathways access and opportunities for adaptive recreationalists and people with different ability levels.

**GOAL 5. Proactively and Responsively Manage the Trails and Pathways System.**

Strategy 5.A – Define and implement consistent trails and pathways standards that emphasize safety and comfort.

Strategy 5.B – Adopt and implement a routine maintenance schedule for trails and pathways that protects the City’s investment and extends its longevity.

Strategy 5.C – Invest in staffing, operations and capital projects at a level that is sustainable and allows priorities to be implemented.

Strategy 5.D – Actively engage with citizen groups, partner agencies, private developers and related organizations on an ongoing basis to assess trail and pathway needs and coordinate and implement projects.

Strategy 5.E – Collect and utilize data in trails and pathways management.

Strategy 5.F – Evaluate additional public funding mechanisms.

**GOAL 6. Use Trails and Pathways to Safely Connect and Circulate within and around the Community.**

Strategy 6.A – Improve wayfinding.

Strategy 6.B – Add desired bridges and crossings.

Strategy 6.C – Complete routes connecting key destinations and activity centers in Eagle.

Strategy 6.D – Create desired trail connections in the Foothills.

Strategy 6.E – Connect to neighboring communities.

# MAP 9. PROPOSED NETWORK

## EXISTING NETWORK

-  PAVED PATHWAYS
-  NATURAL SURFACE TRAILS
-  EXISTING TRAILHEAD

## PROPOSED NETWORK

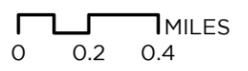
-  PATHWAY
-  WALKING/BIKING CORRIDOR
-  WATER TRAIL
-  CANAL PATHWAY LEVERAGE THROUGH DEVELOPMENT

## PROPOSED SPOT IMPROVEMENTS

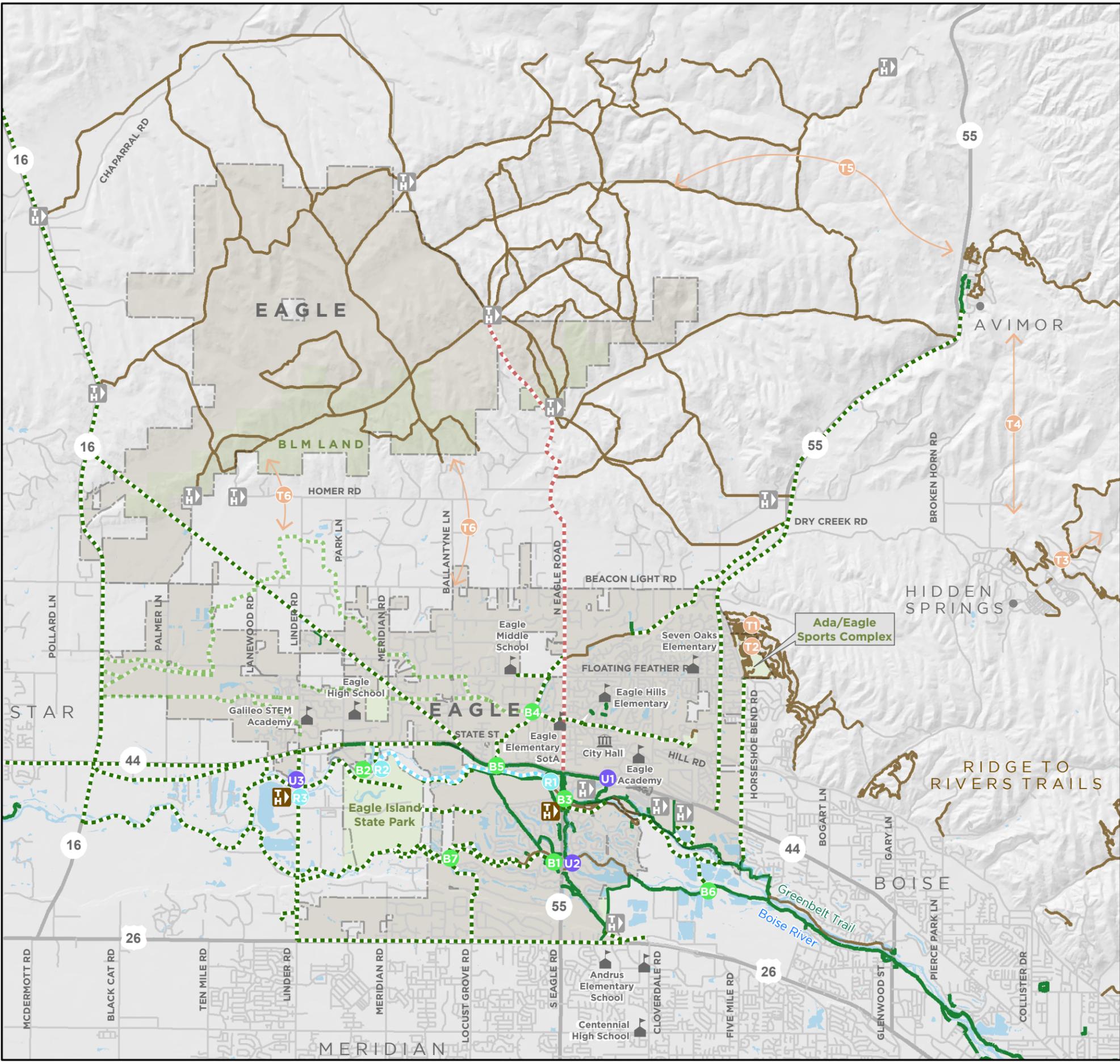
-  NATURAL SURFACE TRAIL IMPROVEMENT
-  PATHWAY BRIDGE
-  PATHWAY UNDERPASS
-  WATER TRAIL IMPROVEMENT
-  IMPROVED TRAILHEAD

## BOUNDARIES

-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



**alta** PLANNING + DESIGN  
 Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



## NATURAL SURFACE TRAIL IMPROVEMENTS\*

-  T1 Create an armored, all-weather loop trail at the Ada / Eagle Bike Park
-  T2 Expand intermediate / advanced skill areas at the Ada / Eagle Bike Park
-  T3 Connect Hidden Springs to Ridge to Rivers with natural surface trails\*
-  T4 Connect Avimor to Hidden Springs with natural surface trails\*
-  T5 Through the development process, connect Avimor to existing and/or future trails within the area\*
-  T6 Through the development process, connect the City of Eagle to BLM land with natural surface trails\*

## PATHWAY BRIDGES

-  B1 Bridge to cross the South Channel on the west side of HWY 55
-  B2 Bridge to connect Eagle Island State Park to Mace
-  B3 Bridge on the west side of HWY 55 to cross the North Channel
-  B4 Bridge over the Dry Creek Canal at Clear Creek Crossing
-  B5 Bridge across the North Channel from HWY 44 and Dry Creek Trail to the south Side of the North Channel
-  B6 Bridge over the South Channel from Williamson River Ranch
-  B7 Bridge over the South Channel at Locust Grove Rd

## PATHWAY UNDERPASS

-  U1 Tunnel under HWY 44 between Edgewood Lane and Eagle Road (HWY 55)
-  U2 Tunnel under HWY 55 on the south bank of the South Channel
-  U3 North Channel undercrossing at Linder Road

## WATER TRAIL IMPROVEMENTS

-  R1 Water trail put-in site
-  R2 Water trail take-out site at Eagle Island State park
-  R3 Sportsman's access site at Linder Rd. (put-in, restroom, parking)

\* Recommendations not entirely within Eagle city limits. Annexation or coordination with other agencies may be required.



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## Pathway and Trail Implementation Priorities

The Eagle Pathways and Trails plan recommends priorities for implementing the recommended pathway and trail system. The general framework for priorities and phasing is as follows:

- Priority 1: Repair pathway and trail system impacted by 2017 flooding
- Priority 2: Connectivity: Install key connections and fill gaps in the existing network
- Priority 3: Improve the existing system by upgrading substandard infrastructure, providing new recreational amenities, and creating more integrated pathway and trail networks.
- Priority 4: Expand the existing system

After repairs due to 2017 flooding have been completed, new project priorities include developing connections to Eagle Island State Park, development of official trails in and around the Foothills, improvements to the Ada Eagle Sports Complex and Bike Park, and better connectivity to and within the Greenbelt.

High Priority Capital Projects			
Project Code	Project Name	Planning-Level Cost*	Notes
B2	Connect to Eagle Island State Park using concrete pavement and Two Bridges	\$1,600,000.00	Estimate subject to market conditions at time of RFP. Bridge spans and design TBD. Fencing and other security measures, and alternative access for irrigation management, will be conditions of approval.
T6	BLM Foothills Trail Development, North of Beacon Light Road	\$1,500,000.00	Trail construction, signage, trailhead(s) parking. This estimate considers some land acquisition, use of BLM lands, and construction of parking and restroom facilities, but still only amounts to a \$60,000.00 per mile -- or \$100,000 per developed acre. These types of trails deliver a high return on investment.
T1, T2	Bike Park Development -- Ada Eagle Sports Complex	\$450,000.00	Adaptive trails, Skills park evolution, All-weather trails, improvements for competitive events, user amenities, and improvements to the BMX facility.
B1	Bridge West Side of South Channel	\$1,400,000.00	Complete bridge construction required.
U2	Underpass HWY 55 South Side of South Channel	\$900,000.00	Complete tunnel construction.

\* 2018 estimate, based on most recent local data available. Estimates subject to market conditions at time of RFP.



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# Chapter 1 – Introduction & Existing Conditions

## 1.1 Introduction

The Eagle Pathways & Trails Plan is the result of collaboration between Eagle residents, stakeholders, trail users, and the City of Eagle. The plan analyzes the conditions of existing pathways, trails, and support facilities, and then provides recommendations that will improve the health, quality of life, economic position, and freedom of choice for the residents of and visitors to the City of Eagle.

Pathways and trails are among the most desirable amenities in Eagle, Idaho, a community with access to more than 60 miles of paved pathways, natural surface trails, bike lanes, and shared roadways. Eagle residents' and visitors' desire for more and improved pathways and trails, as evidenced by the public feedback received during this planning process, is one of the principal goals of this plan. In order to ensure increased development and refinement of the system, the Eagle Pathways & Trails Plan serves as a guide to improving the network of pathways and trails in the city. The plan includes a capital improvement plan and operating cost model that will help the City effectively plan for and promote implementation.

### Benefits

Planning for and expanding the trails and pathways system in the City of Eagle will not only benefit those who choose to use the infrastructure, but also those who cannot or choose not to use an automobile for transportation or recreation. A healthy system of connected pathways, trails, bike lanes, and sidewalks for people walking, bicycling, or on horseback (known also as “non-motorized” modes in this plan) enables a higher quality of life.

### Freedom of Choice

Investing in and improving trails and pathways for non-motorized use in the City of Eagle will ultimately increase freedom of choice: to drive to work one day, to bike the next, or to walk or ride a bike to the park, the drug store, or to school instead of driving or being driven. Approximately 30% of Eagle's population are either too young to drive or old enough that they are much less likely to drive.

Others have disabilities and impairments that make driving more difficult or impossible altogether. Improving Eagle's pathway and trail system will enhance mobility and freedom for those people. Many more still would like to be able to spend less money and time on their cars, feel safer on their community's streets, and be confident allowing their children to walk to school, to the park, or to friends' houses.

### Diversified Economic Investment

Non-motorized trails and pathways will help the city diversify its transportation system investment. Like an effective stock portfolio or a well-designed computer system, fiscal diversification and network redundancy, respectively, are key to resilience and prosperity. A transportation and recreation network designed for people of all ages and abilities will improve flexibility when repairs, natural disasters, or other closures reduce one or more parts' utility.



*The Boise River Greenbelt has paved pathways (above) and natural surface trails*

## Healthy and Safe Community

Streets with non-motorized transportation and recreation infrastructure not only improve safety for people walking and riding bikes but also for those driving. These results are caused by increasing predictability, slowing speeds in some cases, increasing separation between cars and more vulnerable users, and encouraging a more deliberate and attentive use of the roadway system.<sup>1</sup> There is also a “safety in numbers” effect of active transportation. When walking and bicycling rates double, per-mile pedestrian-motorist collision risk can decrease by as much as 34%.<sup>2</sup>

People riding bikes are more comfortable when using separated facilities instead of on-street facilities, and people driving cars also prefer separated bicycle facilities.<sup>3</sup> This increased separation between bicycle facilities and car travel lanes increases rider preference for those routes<sup>4</sup> while also reducing risk of injury<sup>5</sup> and can increase total use, even on streets that were upgraded from traditional on street facilities such as bike lanes or shared lane markings<sup>6</sup>.

## Economic Competitiveness

Nationally, people prefer walkable communities.<sup>7</sup> Non-motorized infrastructure, like trails and pathways, also often improve property values. Americans say that having bike lanes or paths in their community is important to them, and 2/3 of homebuyers consider the walkability of an area in their purchase decision<sup>8</sup>, proven by homes in walkable neighborhoods having property values \$4,000 to \$34,000 higher than houses in areas with only average walkability.<sup>9</sup>

## Quality of Life

People who can easily and safely walk and ride a bike are happier and experience a higher quality of life, including factors discussed previously like freedom of choice, health, and safety.

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<sup>1</sup> Ewing, R. and Dumbaugh, E. (2010). The Built Environment and Traffic Safety: A Review of Empirical Evidence. *Injury Prevention* 16: 211-212.

<sup>2</sup> Jacobson, P. (2003). Safety in Numbers: More Walkers and Bicyclists, Safer Walking and Bicycling. *Injury Prevention* 9: 205-209

<sup>3</sup> Sanders, R. L. (2014). Roadway design preferences among drivers and bicyclists in the Bay Area. *TRB Annual Meeting Compendium of Papers*.

<sup>4</sup> Winters, M. and Teschke, K. (2010). Route preferences among adults in the near market for cycling: findings of the Cycling in Cities Study.

“Most respondents were likely or very likely to choose to cycle on the following broad route categories: off-street paths (71%-85% of respondents); physically separated routes next to major roads (71%); and residential routes (48%-65%). Rural roads (21%-49%) and routes on major streets (16%-52%) were least likely to be chosen. Within the broad categories, routes with traffic calming, bike lanes, paved surfaces, and no on-street parking were preferred, resulting in increases in likelihood of choosing the route from 12% to 37%.”

<sup>5</sup> Teschke, K., Harris, M.A., Reynolds, C.C., Winters, M., Babul, S., Chipman, M., Cusimano, M.D., Brubacher, J.R., Hunte, G., Friedman, S.M., Monro, M., Shen, H., Vernich, L., Crompton, P.A., (2012). Route infrastructure and the risk of injuries to bicyclists: a case-crossover study.

<sup>6</sup> Pucher, J. and Buehler, R. (2016). Safer cycling through improved infrastructure.

<sup>7</sup> Racca, D.P. and Dhanju, A. (2006). Property Value/Desirability Effects of Bike Paths Adjacent to Residential Areas. Prepared for Delaware Center for Transportation and the State of Delaware Department of Transportation.

<sup>8</sup> Bureau of Transportation Statistics. (2010). Transportation Statistics Annual Report. Retrieved from [http://www.bts.gov/publications/transportation\\_statistics\\_annual\\_report/2010/](http://www.bts.gov/publications/transportation_statistics_annual_report/2010/).

<sup>9</sup> Cortright, J. (2009). Walking the Walk: How Walkability Raises Housing Values in U.S. Cities. *CEOs for Cities*.

### 1.3 The City at a Glance

The City of Eagle, Idaho is growing quickly, with the population doubling from 11,085 in 2000 to 22,711 in 2016. Projections predict more than 30,000 residents by 2025 and more than 42,000 by 2040 (see Figure 1-1). Compared to Ada County as a whole and adjacent communities (with the exception of Star), Eagle is the fastest growing since 2010 (35.3% population growth). Idaho was the fastest-growing state in 2017, further indicating that Eagle’s growth is likely to continue or even increase. With such a population increase and a national trend toward more people walking and riding bicycles for transportation and recreation, Eagle can expect large increases in the number of people using pathways and trails.



Local developers, even outside of City limits (Dry Creek development advertisement pictured) sell the Eagle area’s reputation as an enjoyable place to bike and hike

Table 1-1. Population Growth in Ada County Since 2010

Location	Population (2017)	% Growth since 2010
Ada Co. (Not Inc.)	59,760	0.0%
Boise	228,930	11.3%
<b>Eagle</b>	<b>26,930</b>	<b>35.3%</b>
Garden City	11,500	4.8%
Kuna	19,700	29.5%
Meridian	98,300	30.9%
Star	9,290	60.4%
Ada Co. Total	454,400	15.8%

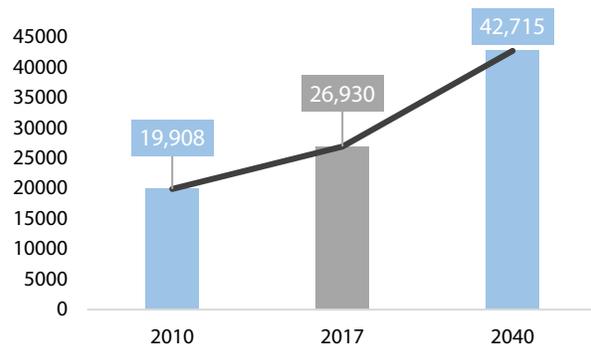


Figure 1-1. City of Eagle Population Growth Projections: 2010 to 2040

Eagle’s current population is unique, with relatively few residents in their 20s and 30s and a median age of 43.4 (6 years older than the national average and 7.5 years older than in Boise). This is due in part to a large population of retirees, as seen in 2016 American Community Survey (ACS) data that indicates low employment and a large population over 65 (16.7%), when compared to Boise, Ada County, Idaho or the national average (12.7%, 12.6%, 14.3%, and 14.5%, respectively). Combined with young families, this makes the majority of Eagle’s population either over 40 years old or under 18. Narrowing even further, 30.6% of Eagle residents are either under 16 or over 70 years old and are therefore too young or significantly less likely to drive. Nearly a quarter (23.3%) of Eagle’s population is school age (5-17) and 22.4% are under 16. Notably, 52% of Eagle’s pathways, trails, bike lanes, and other non-motorized infrastructure are within ½ mile of Eagle schools. These demographics present unique opportunities for planning pathways and trails, as older and younger populations tend to favor more comfortable facility types.

#### Commute to Work (ACS)

Among working-age residents, the average commute time is 21.6 minutes. Despite this relatively short average, only 0.9% commuted by transit, walking, or bicycling in 2015, down from 1.6% in 2009 and 2010. However, Eagle residents work from home (20.3%) at four times the national or state rate. This is a large portion of the population with unique possibilities for non-motorized trips both for recreation or for family and personal errands.

The American Community Survey (ACS) Journey to Work data, included above, measures changes in mode share over time. Unfortunately, the ACS only collects transportation information about the main mode of transportation

for trips from home to work and excludes trips made by those outside of the workforce, including children, retirees, unemployed residents, and stay-at-home parents as well as any trips for shopping, going to and from school, and recreational outings. Though useful in many communities, the American Community Survey's Journey to Work data may not be an accurate representation of current or future walking and bicycling activity.

## 1.4 Relevant Plans

### The City of Eagle Comprehensive Plan (2017)

#### Vision

The City of Eagle's 2017 Comprehensive Plan vision provides guidance about key community values and principles that the Pathways & Trails Plan can implement. Key elements of the vision that relate to trails and pathways planning are highlighted below.

#### CHAPTER 1 VISION

##### 1.1 VISION

Eagle is our **HOME**, we are a community that envision our future as:

#### HEALTHY:

##### LIVABLE:

A highly livable City that successfully balances new growth with the rural and natural features that make our City unique.

##### TRANSPORTATION:

A system of well-connected and user-friendly roadways and pathways that balance regional transportation needs with livability and the needs of local and non-motorized users.

##### ENVIRONMENTAL STEWARDSHIP:

An environmentally aware community with distinctive policies for the foothills, the Boise River and the community at large.

##### ACTIVE COMMUNITY:

A community focused on recreation, open space, and parks.

#### OPTIMISTIC:

##### CHILDREN & FAMILIES:

A community committed to its support of children and families.

##### DIVERSIFIED EMPLOYMENT:

Provide diversified employment opportunities for all citizens.

##### HOUSING OPPORTUNITIES:

Provide housing opportunities for all demographic groups.

##### ECONOMIC SUSTAINABILITY:

A community focused on economic sustainability, the ability for the city to continue to fund, improve and support itself, including infrastructure, parks, and trails without the use of building permit fees, impact fees and zoning fees.

#### MULTI-FACETED:

##### MAINTAIN A RURAL AREA:

A unique community that maintains a rural residential and agricultural area within the community. Establish a clear rural edge that we wish to maintain.

##### DIRECT GROWTH:

Assign and direct growth into appropriate areas and densities as designated by this plan.

##### WELL-DESIGNED ACTIVITY CENTERS:

Create nodes that benefit the community and help create meaningful places.

##### MULTI-GENERATIONAL:

A multi-generational community planning for the needs of our citizens from youth to retirement.

#### ECONOMICALLY VIABLE:

##### STRONG ECONOMY:

An economically strong and balanced community.

##### DISTINCT DOWNTOWN:

A mixed-use City center that includes both residential and commercial uses to provide a center for commerce, culture, and social/citizen interaction. A true main street with small town charm.

##### BALANCED COMMUNITY:

A community that balances residential and commercial growth and encourages mixed use activity centers.

##### LOCAL:

Foster and support local businesses. Ensure significant non-residential land area to allow businesses to grow within the City.

## Goals and Strategies

The specific strategies from Eagle’s Comprehensive Plan that guide pathways and trails development are excerpted below.

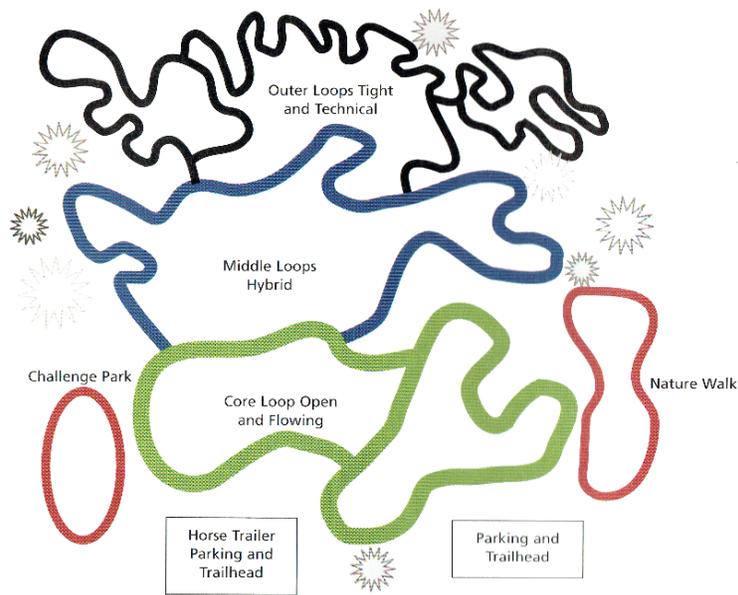
### CHAPTER 9 PARKS, RECREATION, & OPEN SPACE

#### 9.6.1 FOOTHILLS TRAIL GOAL

CREATE AN ENVIRONMENTALLY SENSITIVE, PERPETUALLY DEDICATED PUBLIC TRAIL SYSTEM DESIGNED FOR NON-MOTORIZED USES SUCH AS HIKING, BICYCLING AND HORSE-BACK RIDING.

##### 9.6.1.1 FOOTHILLS TRAILS OBJECTIVES

- A. Work with the BLM, state, developers and private landowners to preserve a pathway corridor within the Eagle Foothills.
- B. Utilize best management practices for trail system design, management and maintenance;
- C. Provide a “stacked loop” system that allows for various types of distances and experiences allowing departure from a point, and return to the same point without significant repeat of the trail used;
- D. Work with developers and the City to establish trail heads varying in size, in the level of improvements and infrastructure provided.
  1. **Primary Trail Heads**- Provide designated parking for a minimum of eight as well as up to 35-foot long horse trailers. The number of parking facilities will vary depending on the type and level of anticipated use. May include restroom facilities, signs and map information, and garbage receptacles. May be landscaped.
  2. **Secondary Trail Heads** - May not have dedicated off-street parking areas. Have limited facilities including information signs and garbage receptacles.
- E. Connect trails regionally (beyond the impact area, similar to the Boise Ridge to River Trail system) providing access to neighborhoods, public lands and open spaces;
- F. Incorporate trail heads that allow direct public access to the regional trail system from multiple locations throughout the Eagle foothills.
- G. Provides the foundational north/south and east/west linkages and loops through the planning area.
- H. Provide protection and interpretation of culturally important historic trails as well as a natural buffer or view shed on each side of a preserved historic trail segment.
- I. Develop and adopt a city-wide trails plan that includes connections to the existing city for bicyclists, equestrians, and pedestrians focusing on connecting the Boise River and the Foothills and establish standards for different trails.
- J. Work with ITD and ACHD to identify and establish standards for road and trail crossings.
  1. **Core Trail System**: The foundation of the system is the Core Trail System. The vision for this “core” system of trails would:
    - a. Allow multidirectional travel through the planning area.
    - b. Provide connections from the planning area to other trail systems and regional attractions (Stack Rock, Dry Creek, Prospect Peak and Montour Wildlife Management Area, etc.)
    - c. Establish the start of north/south and east/west linkages.
    - d. Become the foundation for the Expanded Stacked Loop Trail System envisioned in the second part of the trail system within the planning area.
    - e. Provide “non-paved” trails suitable for hiking, mountain biking and equestrian users.
  2. **Stacked Loop Trail System**: The second part of the trail system is the “Expanded Stacked Loop Trail System”. It is anticipated that future development will see the value to their communities and to the overall community, and expand the trail system with a network of stacked loop trails that provide connectivity to the core system and to a broader range of experiences within the planning area. These stacked loops will be located both in protected open space and within planned developments and will provide a variety of distances and experiences for various non-motorized users allowing departure from a point, and return to the same point without significant repeat of the trail used.



Stacked loop trail system example from the IMBA's "Trail Solutions"

\* Section 9.6.1.1 of Eagle's Comprehensive Plan references a future stacked loop trail system. Stacked loop trail systems are trail systems which are designed with several different loop trails connected together to provide a wide range of experiences and difficulties within a given area. These systems provide users with variety in difficulty, length, and trail type while also reducing user conflicts, dead ends, and efficiently using available land.

## CHAPTER 8 TRANSPORTATION

### 8.2.3 PATHWAY SYSTEM GOALS

**A.** ENCOURAGE THE DEVELOPMENT OF A LOCAL AND REGIONAL PATHWAY SYSTEM. THE DESIGN OF THE PATHWAY SYSTEM SHOULD BE COORDINATED WITH OTHER ELEMENTS OF THE CITY'S COMPREHENSIVE PLAN. THE PATHWAY SYSTEM IS TO PROVIDE BASIC MOBILITY FOR SOME AND AN OPTION FOR EVERYONE TO TRAVEL WITHOUT DRIVING.

**B.** WORK REGIONALLY TO INTEGRATE THE PATHWAY SYSTEM WITH THE ONGOING PLANNING AND DESIGN EFFORTS FOR THE SH 44, SH 16, SH 55, AND US 20/26 CORRIDORS.

**C.** SUPPORT THE CONCEPT AND GOALS OF DEMAND MANAGEMENT STRATEGIES, SUCH AS TELECOMMUTING, RIDE-SHARING, AND PARK-AND-RIDE FACILITIES, TO REDUCE OVERALL TRAVEL DEMAND.

#### 8.4.3 PATHWAY STRATEGIES

**A.** Use development standards so that new developments provide for pedestrian, equestrian, and bicycle circulation in accordance with adopted local and regional pathway plans, as may be needed for intra-neighborhood connectivity, and to ensure that bike and pedestrian traffic is not unnecessarily pushed out onto arterials and collectors.

**B.** Encourage the provision of equestrian, pedestrian and bicycle safety and comfort with enhanced pedestrian crossings of SH 44 and SH 55. Grade-separated pedestrian/bicycle crossings should be considered. Also, at-grade intersection enhancements, such as landscaping, crosswalk pavers and signage, for pedestrian/bicycle safety and comfort, should be considered.

**C.** Ensure that pedestrians, bicyclists, and recreational users have safe and efficient crossings of the Boise River.

**D.** Plan for separated pedestrian and bicycle crossing infrastructure on SH-55 at the north and south channel of the Boise River.

## 2014-2016 Parks Planning Process

In 2015 a statistically valid survey of Eagle residents (with 295 responses and a 92% confidence level) was conducted to gain input on long-term recreational facilities and programs. This survey contains valuable information on existing usage and provides important context to this Pathways and Trails Plan. This survey revealed that several of Eagle residents' highest priorities are maintaining, improving, and building more pathways and trails. Expanding and developing the Greenbelt and trails was consistently ranked above all other improvements, including traditional or sports-focused parks.

### Existing Usage

47% of respondents reported that they were “avid Boise River Greenbelt users” and use the system on at least a monthly basis. On top of that, 67% of those who responded regularly use open spaces with trails. 87.5% report that a member of their household used the Greenbelt at least once during a 30-day period in the summer. In all, there are at least 500,000 monthly trips to parks and open spaces in Eagle during summer months.

### Needs

Trails and pathway growth and improvements repeatedly topped the list priority investments among Eagle residents surveyed. When asked which recreation facilities were needed the most in Eagle, the two most common responses (290 combined) were “paved walking and biking paths” and “unpaved trails for walking or jogging/biking”. In comparison, typically common responses, like playgrounds (56), baseball and softball fields (36), and splash pads (water/spray parks) (35), came in much lower on the list of priorities. In addition, the most common answer (220 respondents) to the question “What are the five most needed park facilities?” was “Expand and develop the Greenbelt and trails.” In all, an expansion of the Boise River Greenbelt received more support than any other improvement.

When asked to pick two answers to the question “How can we make Eagle’s Boise River Greenbelt more enjoyable for you?”, responses were:

18. Please pick the five (5) most needed public recreation facilities in Eagle:

	Number
Paved walking and biking paths	156
Unpaved trails for walking or jogging/biking	134
River/pond access to boat, fish or swim	115
Swimming Pool	109
Dog park	93
Lacrosse	70
Recreation Centers	65
Playgrounds	56
Covered group picnic shelters	46
Soccer Fields	45
Tennis courts	43
Open play turf areas	41
Ice Rink	37
Shooting Range	37
Baseball/softball fields	36
Water Park/Spray Park	35

19. From the list below, please pick the five (5) most important park improvements needed to serve Eagle:

Expand and develop the Greenbelt and trail system	220
Acquire more land for future parks	148
Upgrade existing parks, recreation facilities, paths and open spaces	147
Develop a multi-purpose indoor recreation center	139
Acquire and protect land for natural open space	133
Build aquatic facilities	110
Develop more sport fields	90

Table 1-2. How to Make the Greenbelt More Enjoyable

Answer	Responses (%)
Paved surfaces	112 (38%)
More support facilities (restrooms, water) at trail access points	111 (37.6%)
Provide alternative trails for other users	76 (25.8%)
Improve maintenance	63 (21.4%)
Provide more seating, viewing areas	46 (15.6%)
Other	30 (10.2%)
Provide more security on pathways	29 (9.8%)
Light more of the Greenbelt	29 (9.8%)
Gravel surfaces	22 (7.5%)
I do not use the Greenbelt	10 (3.4%)

## 1.5 Existing Pathways & Trails

The City of Eagle’s current network of pathways and trails is comprised of the following facility types:

Table 1-3. City of Eagle Pathways, Trails, and Non-Motorized Facility System Mileages

Facility Type	Paved Surface	Natural Surface	Total Miles	Notes
Greenbelt Pathways	11.32	2.58	<b>13.90</b>	8-foot wide or more, separated from motorized vehicle traffic
Hike/Bike/Run	0.00	2.89	<b>2.89</b>	Single-track, narrow, multi-user trails
Bike Only	0.00	4.06	<b>4.06</b>	Optimized for bicycle uses – often one-way or downhill only
<b>Eagle Managed Trails</b>	<b>11.32</b>	<b>9.53</b>	<b>20.85</b>	Miles of public trails and pathways in the City of Eagle
Ada County’s Bike Park	0.00	8.36	<b>8.36</b>	Ada County’s share of Sports Complex trails
Equestrian / Multi-user	0.00	22.15	<b>22.15</b>	Primarily equestrian use, located mainly on private and BLM lands
<b>Connected Trails</b>	<b>0.00</b>	<b>30.51</b>	<b>30.51</b>	Miles of trails connected to and accessed in Eagle
Bike Lanes	11.00	0.00	<b>11.00</b>	Roadway lanes set aside for preferential or exclusive bicycle use
Shared Bike Lanes	2.00	0.00	<b>2.00</b>	Motor vehicle lanes delineated by shared lane markings (sharrows) where bicycles have equal right-of-way
<b>City Bike Lanes</b>	<b>13.00</b>	<b>0.00</b>	<b>13.00</b>	Miles of bike lanes in Eagle (maintained by the Ada County Highway District)

There are nearly five times more facility mileage per person and two times more per square mile in Eagle versus the neighboring community of Boise. This is partially due to less dense development patterns, which require more infrastructure to serve the same population. In addition, the natural surface trails in the Foothills system, the Bike Park, Eagle Island State Park, Avimor, and Hidden Springs areas are regional resources, used by Eagle and neighboring community residents. Within City limits, Eagle manages 20 miles of well-used pathways and trails. Within the pathway and trail plan study area, there are nearly 43 miles. Many more miles can be found and enjoyed outside of the City and the study area. This network is, however, incomplete and will expand in future years through growth and city-led efforts, like this plan.

## Facility Types

**Paved pathways**, like the majority of the Greenbelt, are typically 8-12' wide concrete or asphalt trails that are located either in their own right-of-way or that replace a sidewalk adjacent to a roadway. In Eagle, this infrastructure type is multi-use for people walking and bicycling.



*Paved Pathway*



*Natural Surface Trail*

**Natural surface trails** are made of dirt, gravel, crushed fines, or other natural materials. These trails are typically multi-use and allow biking, hiking, and other users, but may also be limited to a single use. These can be further classified as trails that are optimized for mountain biking, hiking only, Greenbelt, or equestrian use.

**Equestrian / multiuser trails** in the foothills north of Eagle, are located on land not owned or maintained by the City. They consist of a variety of natural surface singletrack and doubletrack trails. The primary user group is equestrian, followed by hikers, and then cyclists.



*Bike Park Trail*



*Equestrian / Multi-user*

**Bike Park Trails** are the only singletrack foothills trails that the City of Eagle owns and maintains. These trails are part of a system within the Bike Park that is co-managed by Ada County. About half of the total trail miles are bike-optimized in design and are designated bike-only downhill-direction only. The primary users of these trails are mountain bikers, followed by hikers, and then runners. Horses are not allowed in City parks.



*Bike Lane*



*Shared Roadway*

**Bike lanes** are painted lanes on roadways, like on Hill Road west of ID-55, and are typically single-use for people riding bicycles.

**Shared lanes**, like State Street in Downtown Eagle, are slower speed, shared roadways where people riding bicycles may use the full, outside travel lane and where it is expected that motor vehicles and bicycles share the same space on the road.

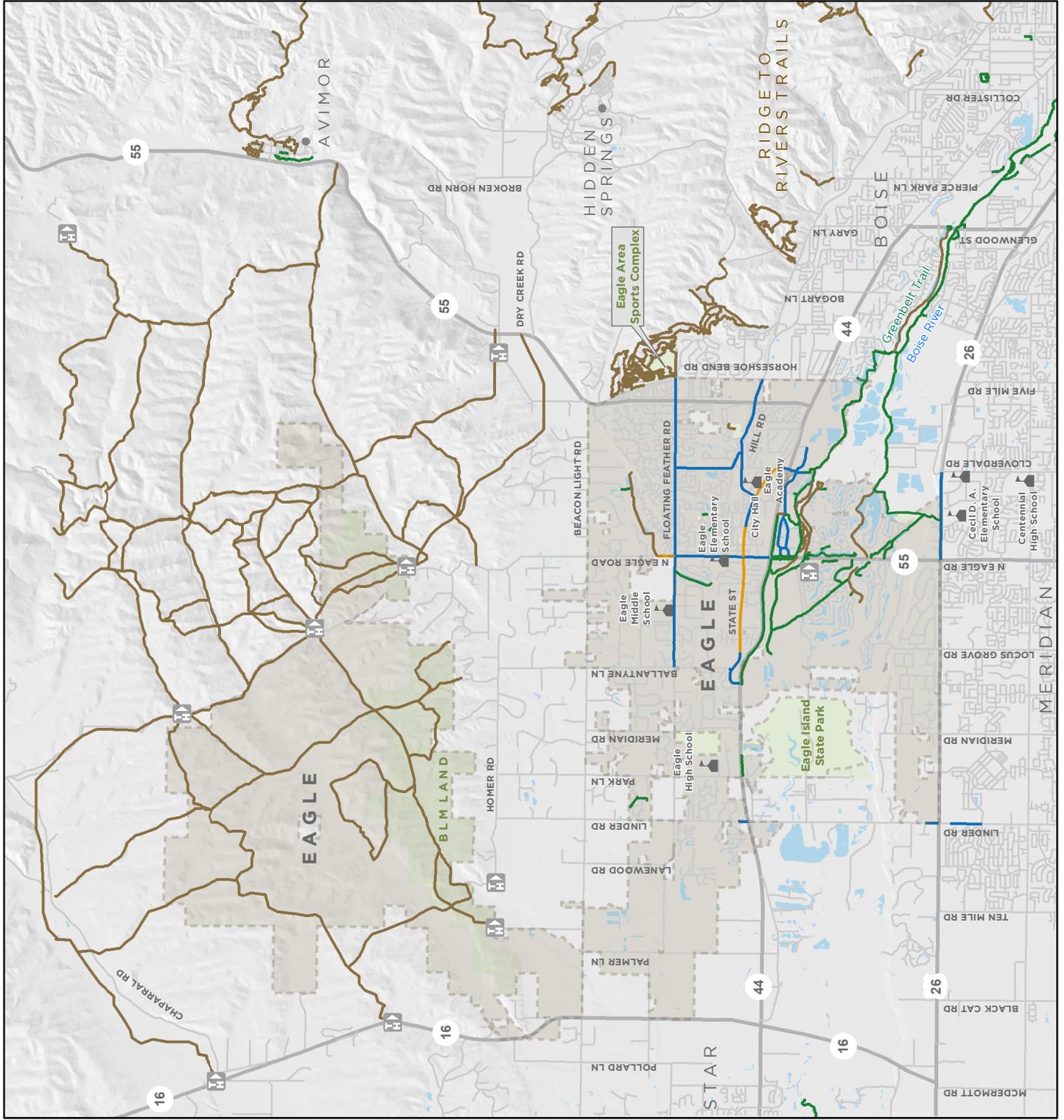
# MAP 1. EXISTING CONDITIONS

## EXISTING NETWORK

-  PAVED PATHWAYS
-  NATURAL SURFACE TRAILS
-  BIKE LANES
-  SHARED LANES
-  TRAILHEAD

## BOUNDARIES

-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



# MAP 2. EXISTING CONDITIONS

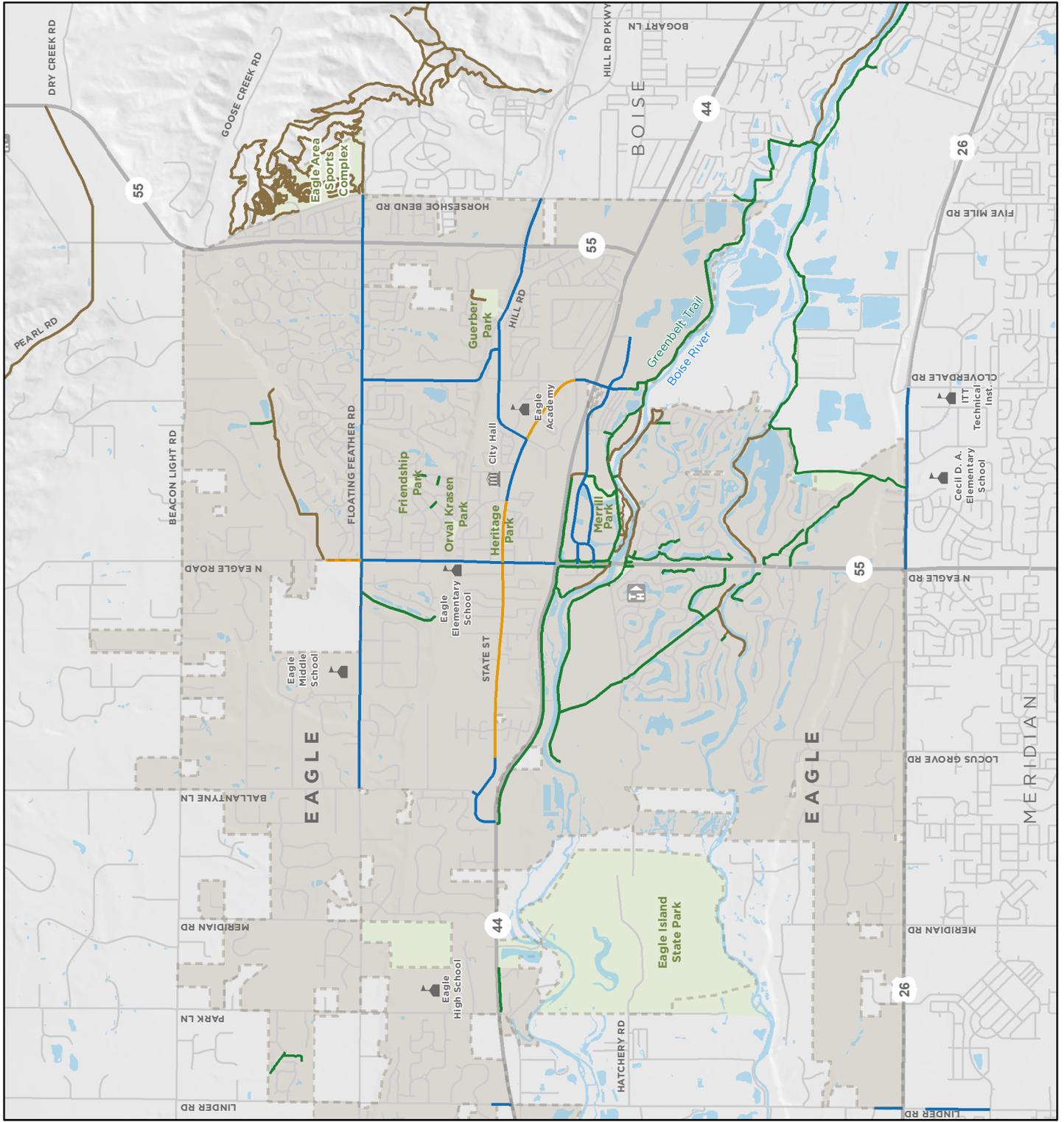
## SOUTHERN EXTENT

## EXISTING NETWORK

-  PAVED PATHWAYS
-  NATURAL SURFACE TRAILS
-  BIKE LANES
-  SHARED LANES
-  TRAILHEAD

## BOUNDARIES

-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.

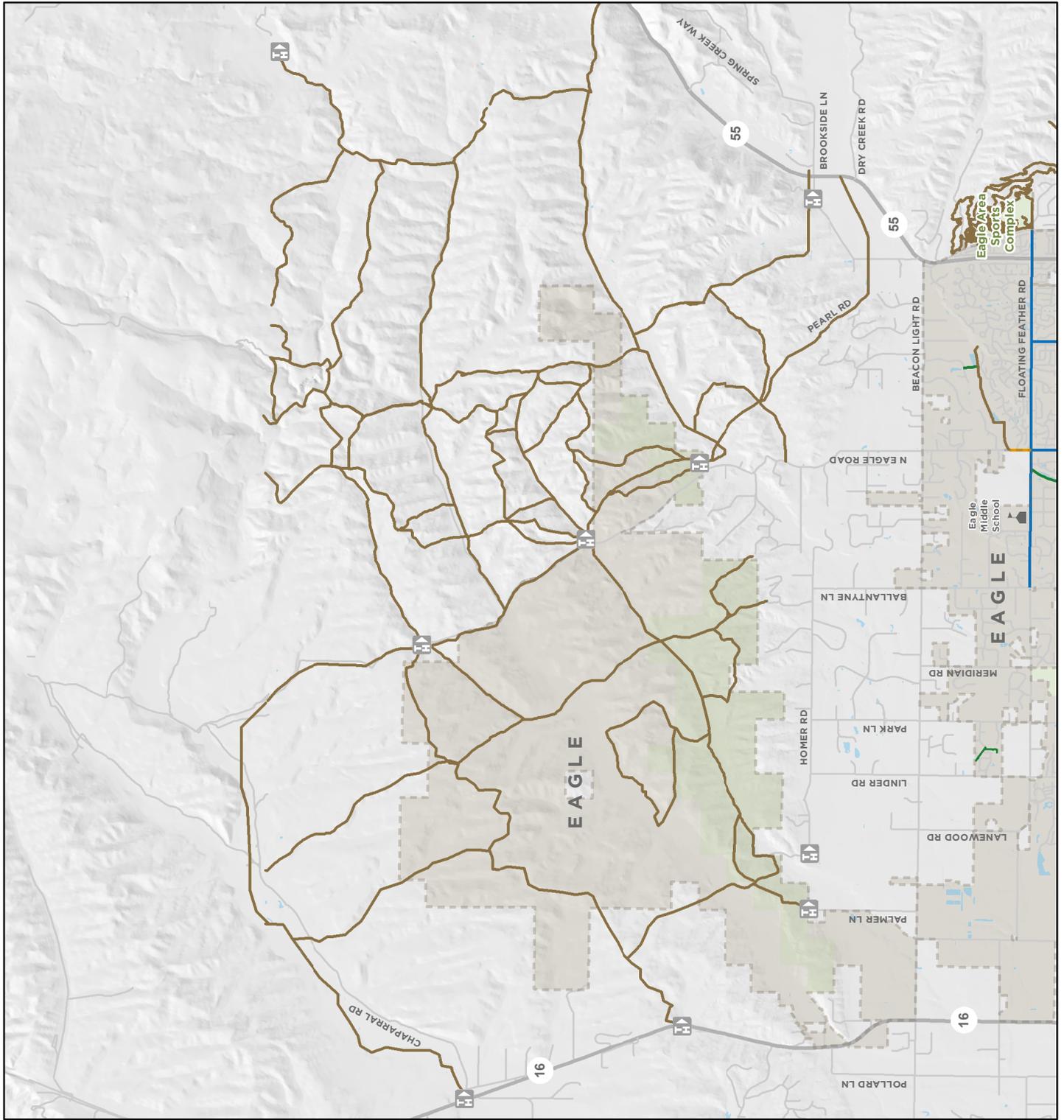


### MAP 3. EXISTING CONDITIONS

- NORTHERN EXTENT
- EXISTING NETWORK
- PAVED PATHWAYS
- NATURAL SURFACE TRAILS
- BIKE LANES
- SHARED LANES
- TRAILHEADS

#### BOUNDARIES

- CITY OF EAGLE
- BLM LAND
- CITY PARKS



Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



## Destinations

The **Foothills** trails system in northern Eagle and outside of the city comprises the majority of Eagle's natural surface trails. This extensive system of trails weaves through lands owned by the City, other government agencies, and private owners.

The **Bike Park** is part of the 275-acre Ada/Eagle Sports Complex. The complex also includes a skateboard park, basketball hoops, and picnic area. The complex's trails are accessed by people walking, running, and riding bicycles. The bike park has approximately 7 miles of technical and beginner trails, as well as race trails for downhill, enduro, cross country, cyclocross, and BMX bicycles within Eagle city limits. There are trails for all ages and skill levels, which have contributed to its popularity as a destination.

**Eagle Island State Park** is another popular regional destination. This 545-acre park features a small motor-restricted lake, a waterslide, disc golf, and picnic amenities. The new public entrance to the Park is a paved road that intersects ID-44 at the Park's northern extent. The Greenbelt ends short of accessing the park on the east, and the old west entrance road is now reserved for emergency vehicles. One of the most popular recommendations, as proposed by the public, is continuing the Greenbelt paved pathway through and west of the Park.

In addition, approximately 12% of Eagle's bike lanes, shared lanes, natural surface trails, and paved pathways are within one-half mile of the schools in the city. With nearly one-quarter of Eagle's population school age, this infrastructure types have the potential to serve a large portion of the non-driving population. Improving and expanding these will serve them even better.

**Downtown Eagle** is another popular destination. It has shaded walkways and sidewalks, bike lanes, and/or shared lane markings on narrow, low-speed streets. Improvements to the safety, comfort, and saturation of infrastructure, as well as connections to existing and future pathways and the Boise River Greenbelt, will attract more people to access, shop, and linger Downtown.

## Types of Pathway and Trail Users

The different trail types in Eagle attract different uses. Paved pathways, bike lanes, and shared lanes are used for transportation and recreation, while natural surface trails are used more commonly for the latter and by a greater diversity of user types and abilities (e.g., bicyclists, pedestrians, equestrians, runners, hikers).

The Federal Highway Administration (FHWA) guidance based on national averages predict that 55% of paved pathway (or shared use path) users will be adults riding bicycles, 20% people walking, 10% people running, 5%



*A mountain bike rider at the Bike Park on a berm of one of the downhill direction-only trails*



*Eagle Island State Park is popular among equestrians*

children riding bicycles, and 10% are using other modes.<sup>10</sup> Based on the online survey and map data (Map 7 on p. 25), there are a larger percentage of Greenbelt users walking in Eagle than predicted. However, this may change as connectivity to downtown Eagle and Eagle Island State Park are improved. From the online survey responses, the natural surface trails in and around Eagle, in addition to bicycling and walking uses, seem to see a larger percentage of use from people riding horses than the national average.

On-road infrastructure, such as bike lanes, are intended for and almost exclusively used by people riding bicycles. These people may be riding for their commute or for recreation. It is important that these are safe and comfortable in order attract users from a large portion of the population. From the online survey input, it is common for users to use on-road infrastructure to access paved pathways or natural surface trails. Therefore, although this Pathways & Trails Plan is not focused on the roadway network, it will be important to address and include critical bike lane and shared roadway recommendations that connect people to and from trails and pathways.

The pathways and trails in Eagle serve a wide variety of users and a large portion of the population. Most users will use a variety of path types and many will also vary how they use Eagle's pathways, trails, and bike lanes, depending on the day or the season. An individual who uses natural surface trails for riding their horse may also use the Greenbelt or another paved pathway for walking their dog. Another user might use the paved pathways to commute but spends their weekends riding trails on their mountain bike. Lastly, due to Eagle's population and age breakdown, it is likely that residents will strongly prefer safe, high comfort, and separated infrastructure types over those on the road or shared with other roadway users. This preference will likely go beyond the preference for these facilities already seen in most cities (as discussed in the "Healthy and Safe Community" portion of the benefits section of this document) and may also lean more toward shared use paths.

### **Pedestrians**

When walking, hiking, or running for transportation or recreation, users tend to average between one-half to three miles per trip. These users often prefer paved pathways or ADA-accessible natural surface trails.

### **Bicyclists**

Pathway and trail users may be riding bicycles to get to work and errands, for sport, or for casual or family recreation. These users generally travel about 2-3 or more miles



*Eagle High School Mountain Bike Team at the October 2017 Pathways & Trails Plan Workshop*



*Equestrian users and land owners and managers discussed equestrian needs at the October 2017 workshop*



*Youth mountain biking on Eagle's trails at the Bike Park (Photo: Wednesday Night MTB Short Track)*

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<sup>10</sup> Federal Highway Administration. (2006). Shared-Use Path Level of Service Calculator. Retrieved from [www.fhwa.dot.gov/publications/research/safety/pedbike/05138/](http://www.fhwa.dot.gov/publications/research/safety/pedbike/05138/)

each way for transportation or 5-20 or more miles for recreation. They prefer routes on streets, paved pathways, or natural surface trails.

### **Mountain Bikers**

The majority of people riding mountain bikes are doing so for recreation, but the possibilities for implementation of unique, natural surface trails between Eagle and surrounding communities could make transportation by mountain bike a possibility. These users tend to travel 3-25 miles per ride, and prefer natural surface trails with bridge crossings over water. These users may use paved pathways or bike lanes to access trails, too.

### **Equestrians**

Equestrians and their horses have unique needs. Most pathway and trail users prefer to be separated from motor vehicles, but people on horseback generally prefer to also be separated from other non-motorized users, as well. They prefer soft, natural surface trails and water crossings instead of bridges or tunnels. During the planning process, equestrians were especially vocal about their desire to preserve access to open space and associated trails, to reduce the impact of development on open space, and to separate potential conflicts between themselves and other pathway and trail users.

## Existing Pathway and Trail Usage

Use of the current pathways and trails systems in Eagle can be demonstrated and estimated using several existing sources. Currently, these include (1) COMPASS Idaho’s passive counters on the Boise River Greenbelt, (2) user-reported Strava app data, and, (3) trails event participation (specifically those at Eagle Bike Park). These sources can provide estimates of usage for the time being and can also compliment qualitative input from Eagle residents and other pathway and trail system users. Improving data collection will improve understanding of trends and will allow for the on-going planning of a system with capacity and design standards that will meet growing demand.

### COMPASS Counter Report – Eagle Greenbelt (9/8/2015 – 8/28/2017)

At the one COMPASS counter location in Eagle along the Boise River Greenbelt, there are approximately 250 users per day during the summer and 50 per day during the winter. The study period included several months of trail closures due to major flooding in the spring of 2017, resulting in low counts from April to June of that year.

- 69% of trail use is from pedestrians and 31% from people riding bicycles
- 40% of pedestrian use and 55% of bicycling use occurs on weekends
- On weekdays, most pedestrian traffic occurs from 9 am to 4 pm while most bicycle traffic occurs from 10 am to 7 pm. Outbound bicycle traffic peaks an hour earlier than inbound bicycle traffic suggesting that many users are commuters using the Greenbelt between Eagle and Boise
- Weekend pedestrian traffic peaks between 10 and 11 am, while weekend bicycling traffic peaks from 1 to 4 pm
- Daily average of 380 pathway users



*Eagle’s COMPASS trail counter, located on the Greenbelt at the river bridge south of Reid Merrill Park*

*Table 1-4. COMPASS Greenbelt Counter Activity (Sep 8, 2015 to Aug 28, 2017), Summary*

Activity	Total Traffic	Daily Average	Busiest Day of the Week	Busiest Month	Distribution Inbound	Distribution Outbound
Pedestrians	189,936	264	Saturday	July 2016: 12,704	54%	46%
Bicyclists	83,526	116	Sunday	July 2016: 9,756	48%	52%

380 total

## Strava

Strava is a website and smart phone application that allows users to upload the geographic location of runs, rides, swims, and other physical activities; share progress with friends; and, track their speed and distances. Cumulatively, the data shares a portrait of activity across Eagle by Strava users. While the data only represent a very small percentage of the people walking, bicycling, hiking, and doing other activities who are using the application, their routes are likely similar in location, if not intensity, to other users in Eagle. For example, the looping recreational route that connects Seaman’s Gulch with Hill Road just east of Eagle is likely used more by Strava users than average users. However, this route still illustrates a connection that is important to existing users.

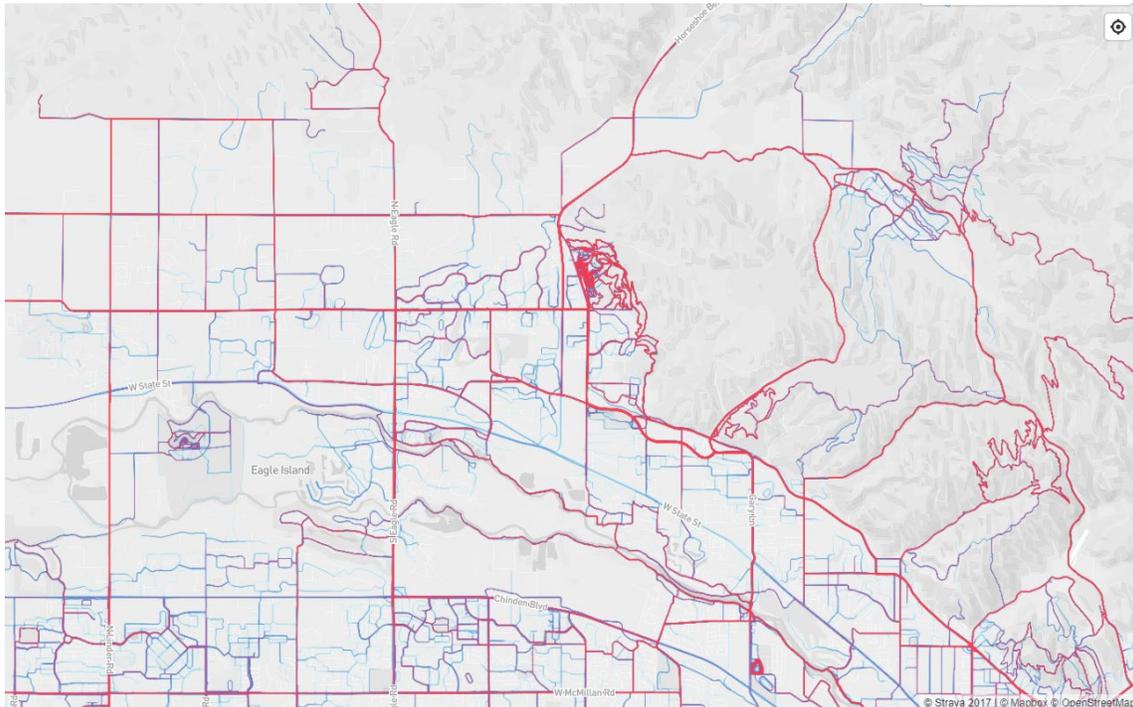


Figure 1-2. Strava-Generated Heat Map of Running and Bicycling Activities in and near Eagle

## Event Participation

The following are events that have or do take place at the Ada/Eagle Sports Complex and Bike Park. Tracking participation in and other attendance at these events will help Eagle to gauge growth and the need for infrastructure and support facility improvements.

Table 1-5. Ada/Eagle Sports Complex and Bike Park Event Participation

Event	Notes
Waffle Cross (Cyclocross)	Three weeks in the fall and early winter.
Short Track Cross Country Racing	Four weeknights.
Idaho Enduro Youth Race Series	Adult series moved to a new venue based on permitting complexity with Eagle and Ada County.
NICA High School Mountain Biking League	Recently ended due to trail width being too narrow. NICA requires that trail treads allow for passing and safe interactions between racers of differing abilities. Events can resume after some modifications are made.

# 1.5 Opportunities and Constraints

The Eagle Pathways & Trails Plan consists of a variety of existing and proposed on- and off-street infrastructure types. However, the ultimate success of the proposed system depends on the plan's ability to overcome the barriers to connectivity in the City of Eagle and the broader study area. Many existing features of the built and natural environments within city limits represent significant opportunities and constraints to the development of pathways and trails.

These include arterial roadways without adequate accommodations for non-motorized users, intersections, topography, canals, ditches, rivers, and streams, as well as others reported by the public. Developing facility networks along and in conjunction with the opportunities afforded by these features will effectively establish connectivity between Eagle's neighborhoods, schools, parks, commercial centers, and adjacent communities.

## Arterial Roadways

Infrastructure and analyses addressed in this section are also included in Map 4 on p. 20.

Busy arterial roadways and a diminished street connectivity provide both opportunities and constraints in the city. Eagle's lack of street connectivity has grown out of various factors including the presence of rivers, canals, development patterns, and neighborhoods bound by arterial streets. If opportunities to connect trails, pathways, and other infrastructure along and across arterial roadways are not developed, these corridors will become substantial barriers for the movement non-motorized users, due to high vehicle speeds and increased roadway widths. There are no existing pathways or trails along ID-55 north of ID-44, ID-16, or U.S Hwy 20/26, with the exception of one mile of bike lanes on the latter. The lack of infrastructure restricts north-south (ID-55 & ID-16) as well as east-west (ID-44 & U.S. Hwy 20/26) movement via non-motorized modes within the city. Accommodations along these streets are critically important to providing connectivity.



*ID-55's shoulders are the federally required minimum of 10 feet wide, but do not physically separate other users from high-speed, highway traffic*

The bike lanes on U.S. Hwy 20/26 east of ID-55 are too narrow and exposed to adjacent traffic to facilitate increased use, making the highway a good candidate for future enhancements that can allow safe use by users of all ages and abilities. The lack of safe crossing infrastructure is also a constraint of the current system. On ID-55, south of ID-44, implementing crosswalk enhancements would connect the pathways and trails located on both sides of the road.

About 2.2 miles of paved pathways, important amenities for those seeking to walk and bike from residential neighborhoods located east and west, are located along ID-44 and ID-55 near Downtown Eagle. Vegetated buffers along these infrastructure types could significantly enhance user experience and make it even more pleasant for pathway users. Additionally, underpasses and context-appropriate, pedestrian-activated crossing signals in the same area would enable the movement of people across arterial roadways. These applications could be replicated elsewhere in Eagle.

## Waterways

Infrastructure and analyses addressed in this section are also included in Map 5 on p. 21.

Waterways are tremendous opportunities for the development and expansion of Eagle's pathways and trails system. They are highly attractive amenities for recreation, transportation, and a healthy, active lifestyle due to easy grades, scenic interest, minimal road crossings, and dedicated rights-of-way.

## Canal and Ditches

About 45 miles of canals and ditches that could potentially support pathways were identified within Eagle city limits (Map 5 on p. 21). Most canal corridors run east-west, connecting to Boise and Star, while providing inter-

neighborhood connectivity for Eagle. Public trails in canal corridors offer several potential benefits to canal companies, including:

- Public use liability can be carried by the City instead of the canal company
- Potential reduced dumping or other vandalism due to more “eyes on the canal”
- Trails can be built to standards to support maintenance vehicles, improving access and ease of maintenance for canal companies
- Canal trail construction projects may provide opportunities for cost sharing or other improvements

### **Natural Waterways**

Approximately 11 miles of natural waterways, primarily streams, could also potentially facilitate pathway and trail development within city limits; an additional 11 miles could connect Eagle to the subdivisions of Hidden Springs and Avimor. These streams represent important potential north-south connectors, bridging gaps between Eagle’s commercial and residential areas and the trails in the Foothills system.

The Boise River is the most obvious source for trail and pathway development opportunities in Eagle, with about 7 miles of existing trails in the Greenbelt system. About 5 additional miles of pathways could be developed along the river within city limits, further connecting residential neighborhoods to important destinations, such as downtown and Eagle Island State Park. These corridors offer low-stress environments for bicycling and walking separated from traffic. Roadway crossings and private properties pose obstacles to implementation in some areas. Future efforts should focus on expanding and linking existing segments of pathways.



*Greenbelt pathway along the Boise River*

Although the Boise River provides opportunities for east-west pathways, it also acts as a constraint for north-south connectivity. Neighborhoods located on either side of both channels of the river lack direct connections to other residential areas, downtown, and the Greenbelt itself. Additionally, the Boise River’s floodplain represents another constraint for path development, since trails and pathways located in such areas often times require distinct planning, design, construction, and maintenance to ensure that periodic flooding does not destroy what has been built. Additionally, planning for trails and pathways along waterways might require negotiations with property owners, including canal companies, cities, counties, water districts, and private property owners.

### **Publicly Reported Opportunities and Constraints**

Infrastructure and analyses and analyses addressed in this section are also included in Map 6 on p. 22.

Through various input methods made available throughout the planning process, such as meetings, emails, surveys, and interactive online maps, Eagle residents, users, the plan’s steering committee, and City staff and maintenance crews had the chance to weigh in on the opportunities and constraints for the development pathways and trails in Eagle.

These groups and individuals noted, particularly, that private properties can often *constrain* trail development and formalization within the foothills area where most of the area’s natural surface recreational trails are located.

Opportunities were noted mainly to the east of the Eagle Area Sports Complex and the Bike Park, which has the potential to facilitate greater recreational trail development. Other opportunities to improve bicycle infrastructure were identified on ID-55, Horseshoe Bend Road, U.S. Hwy 20/26, Linder Road, and Floating Feather Road.

# MAP 4. OPPORTUNITIES & CONSTRAINTS: EXISTING FACILITIES ON ARTERIAL ROADWAYS

- SPOT FACILITIES**
- IN GOOD CONDITION
  - IN NEED OF ENHANCEMENT

## EXISTING NETWORK

- PAVED PATHWAYS
- NATURAL SURFACE TRAILS\*
- BIKE LANES
- SHARED LANES
- PATHWAYS UNDER CONSTRUCTION \*\*
- TRAILHEAD

## BOUNDARIES

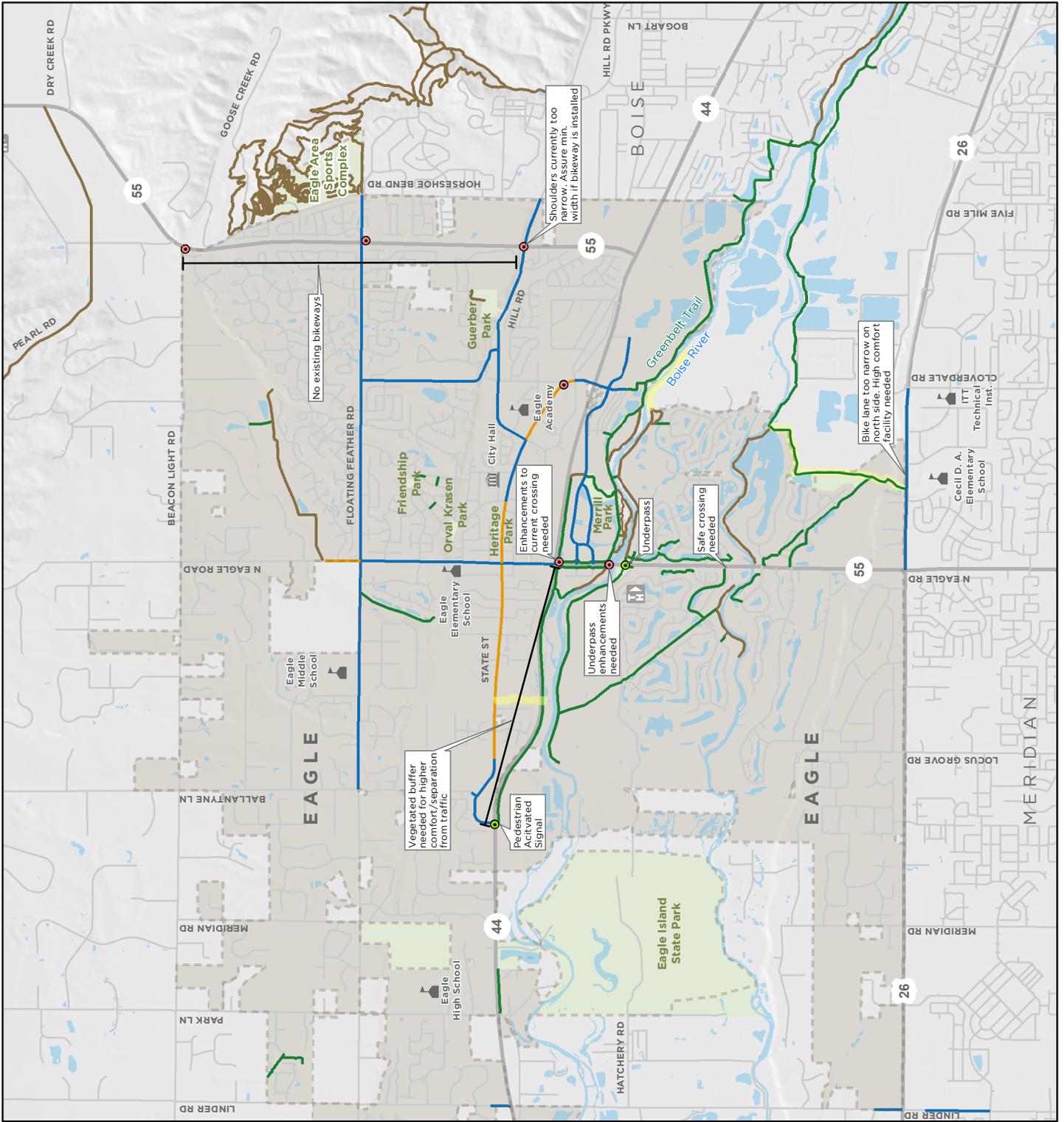
- CITY OF EAGLE
- BLM LAND
- CITY PARKS

\* Natural surface trails in the Foothills are omitted from this map due to their lack of relevance to arterial roadway opportunities and constraints

\*\* This map only displays pathways under construction that are relevant to arterial roadway opportunities.



Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



# MAP 5. OPPORTUNITIES & CONSTRAINTS: WATER FEATURES

## OPPORTUNITIES

- MAN-MADE FEATURES (CANALS & DITCHES)
- NATURAL FEATURES (STREAMS & RIVERS)

## POSSIBLE OPPORTUNITIES

- MAN-MADE FEATURES (CANALS & DITCHES)

## CONSTRAINTS

- BOISE RIVER
- FLOODPLAIN
- SPOT CONSTRAINTS

## EXISTING NETWORK

- PAVED PATHWAYS
- NATURAL SURFACE TRAILS
- BIKE LANES
- SHARED LANES

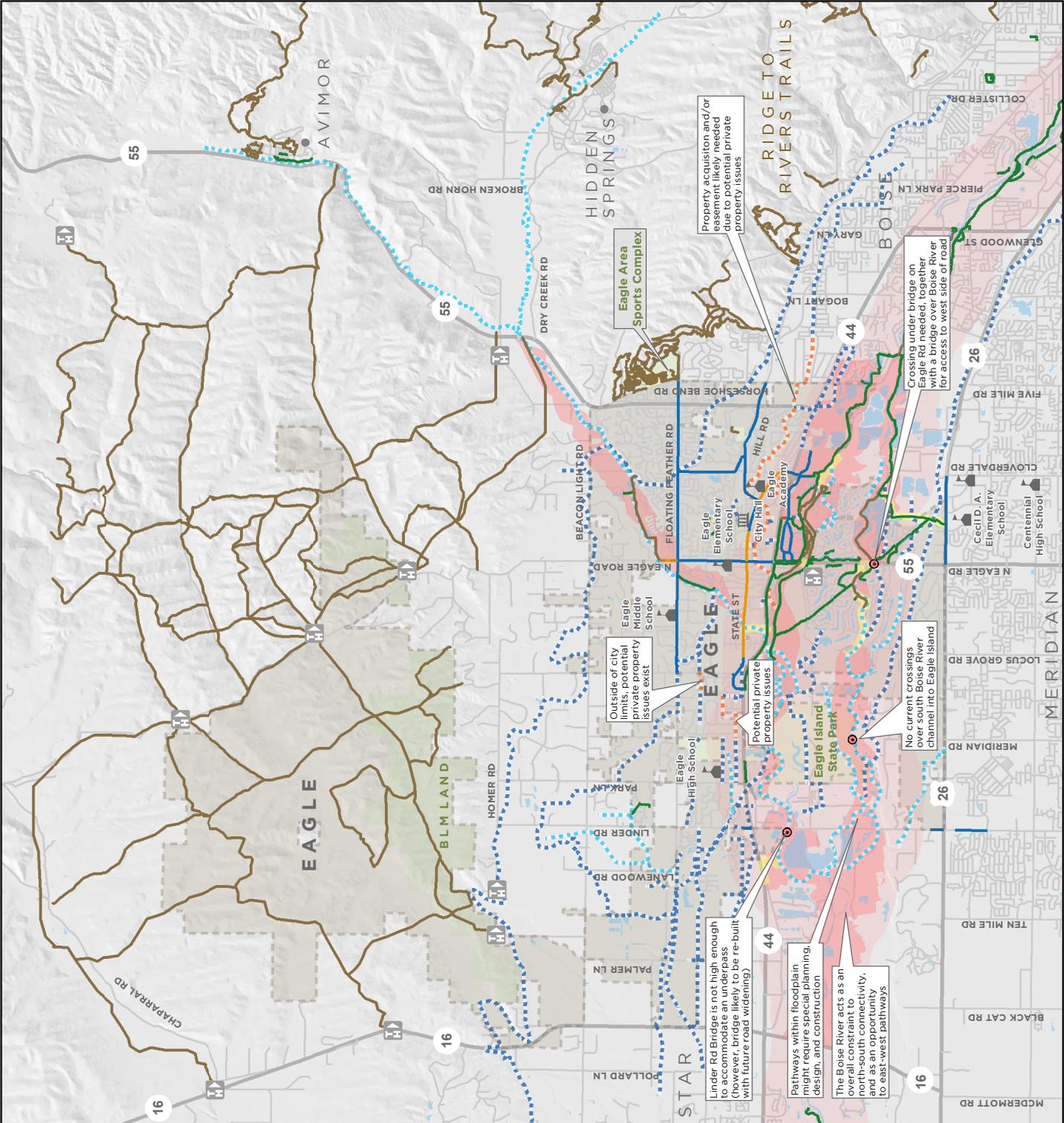
- CAPITAL IMPROVEMENTS & PATHWAYS UNDER CONSTRUCTION
- TRAILHEAD

## BOUNDARIES

- CITY OF EAGLE
- BLM LAND
- CITY PARKS

0 0.8 1.6 MILES

Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.

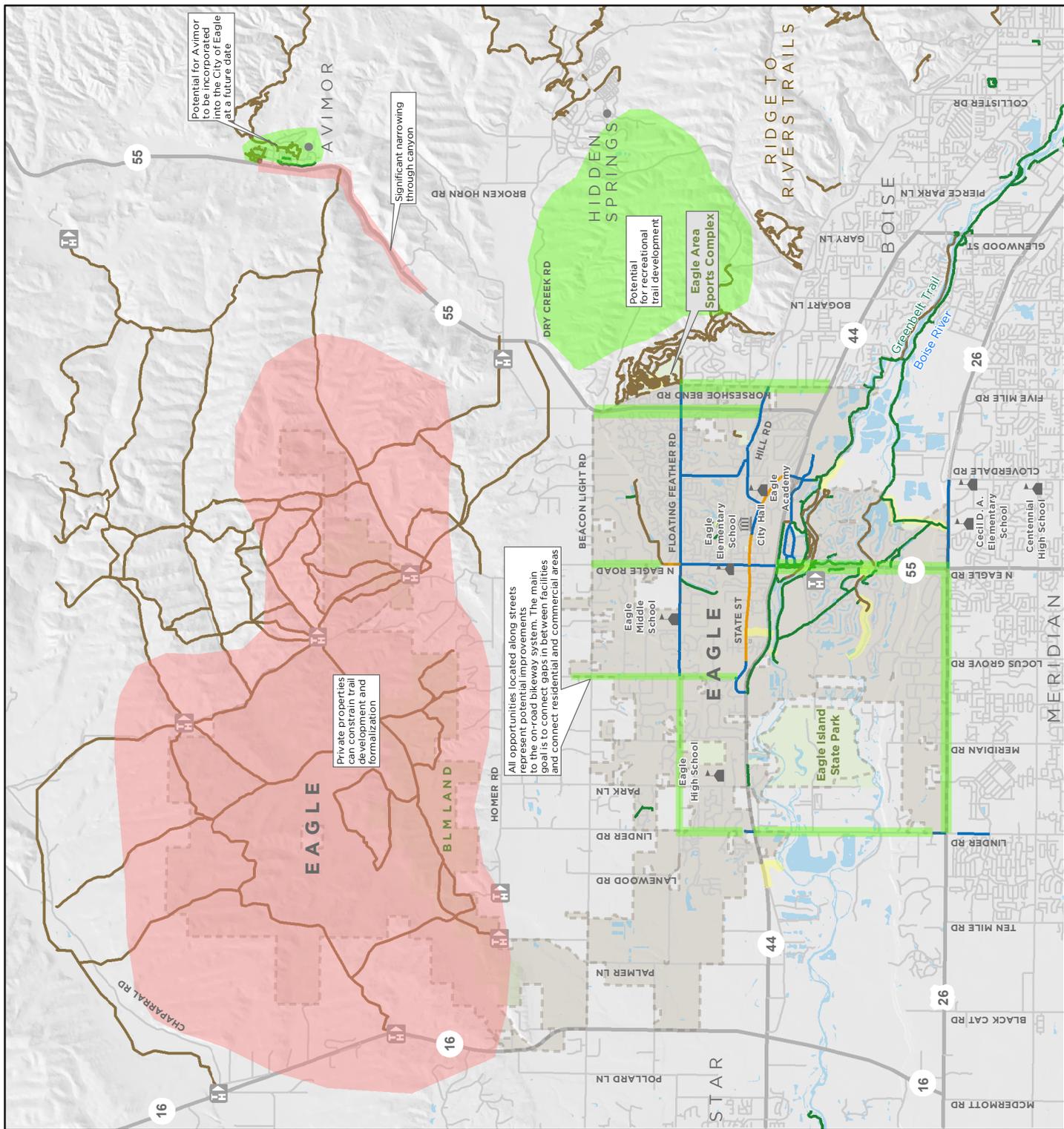


# MAP 6. OPPORTUNITIES & CONSTRAINTS: PUBLICLY REPORTED

- OPPORTUNITIES
- CONSTRAINTS
- EXISTING NETWORK
- PAVED PATHWAYS
- NATURAL SURFACE TRAILS
- BIKE LANES
- SHARED LANES
- CAPITAL IMPROVEMENTS & PATHWAYS UNDER CONTRUCTION
- TRAILHEAD 

## BOUNDARIES

-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.

## 1.8 Public Involvement

### Online Map and Survey

An online map and survey were published in September 2017 (and closed on November 5, 2017) in order to better understand the needs of the community as well as to increase the methods of public input available to Eagle residents and trail users. The map and survey were promoted via City of Eagle emails, social media postings, and at community meetings.

The website hosted both the map and the survey was visited 733 times by 520 unique visitors. Participants contributed 196 routes, 133 points, 36 comments, and 18 surveys. The majority of site traffic was in early to mid-October. Nearly 2/3 of visitors to the website remained engaged beyond the first page (where users are interacting with the online map). This statistic dispelled one of the project team's concerns: that not enough users were able to use the online map. All online map contributions are included in Map 7 (p. 25).

### Equestrian Responses

A significant number of map inputs had to do with trails and other infrastructure for riding horses. These were either submitted via the website or by the consultant team after receiving email correspondence from equestrians. The majority of desired equestrian infrastructure were in the foothills area. Eagle Island State Park and the areas east of the bike park are also popular areas to ride. Users mentioned concerns about safety when sharing the trails with mountain bikes. Several shared their feelings that Eagle's trails are one of the last remaining places in the area to ride horses. There is a demand for more and better infrastructure for parking horse trailers, especially near the foothill trails.

### Bicyclist Responses

The next largest contingent of commenters was concerned with riding bicycles in and around Eagle. The Bike Park is well-loved and well-used, but there are concerns about safe ways to get to the park. Respondents suggested better access to the park via bike lanes and improved crossings of nearby roadways. Respondents also stated that they desired connections from the Bike Park to Hidden Springs, Avimor, Ridge to Rivers, and the Greenbelt. To the west, several bicyclists expressed concerns about safety when sharing the road with motor vehicles on Beacon Light Road and Floating Feather Road, as well as on the many north-south connectors (Eagle, Ballantyne, Linder, etc.). Several also suggested the need for more trails, both multi-use and user-specific, in the north end of the foothills area.

### Pedestrian Responses

For walking and running respondents, the desire to utilize existing canals as pathways was a primary suggestion. One response, in particular, suggested covering select canals (e.g., Murdock Canal Trail in Orem, Utah) in order to provide a safer and wider area for a shared use paved pathway. The Greenbelt, the trails around the bike park, and the foothills were indicated as popular paths for walking, running, and/or hiking.

### All Other Responses

Many respondents said that they wanted better access to Eagle Island State Park; connecting the Greenbelt to Star, Boise, and Eagle neighborhoods and destinations; and safer crossings of ID-44. Similar to the concerns about crossing ID-44 into Eagle Island State Park, users indicated a lack of safe access from the Greenbelt to Downtown Eagle, especially at the ID-44 crossing. Safety was also a large concern for people on foot or on bicycles while on or crossing Eagle Road between ID-44 and U.S. Hwy 20/26/Chinden Blvd.

Among walking and bicycling respondents, safe access to schools was another common concern. Respondents suggested bike lanes and pathways near schools, combined with better pedestrian crossings. Almost all of Eagle is within two miles of a school, which means that bicycling to school is an achievable goal if safe infrastructure was available.

## October 2017 Workshop #1

On October 5, 2017, the City of Eagle hosted the first public workshop for the Eagle Pathways & Trails Plan. Following a short introductory presentation about Eagle demographics, existing infrastructure, and opportunities for pathway and trail development in the City, the more than 100 attendees gathered around tables set up with maps of the city in order to provide their comments.

In attendance were Eagle residents, agency staff, and interested users and stakeholders who discussed walking, bicycling, and equestrian needs of the existing and future systems. Their input, captured on the printed maps at each table, is included in Map 7 (p. 25), along with the data from the online survey and map.

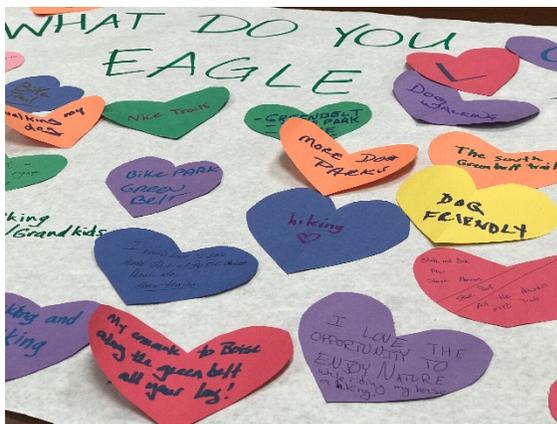
In addition to discussions and ideas recorded on maps, attendees were also invited to write what they loved about Eagle's existing pathway and trail system on paper hearts, and then stick them on a large sheet of butcher paper (shown in the photos below). Responses included "dog friendliness", "hiking opportunities", "memories", "mountain bike trails", "Fridays at the Bike Park", and "the trees and nature".



*A snapshot of how some attendees included their ideas for improving pathways and trails at the October 2017 workshop*



*Attendees listened to a presentation and discussed ideas at mapping stations with one another and City of Eagle staff*



*"What I Love..." Exercise Results*



*Children were able to contribute at their own station*

# MAP 7. PUBLIC INPUT REPORTED, PREFERRED, & RECOMMENDED ROUTES

- BICYCLE
- PEDESTRIAN
- EQUESTRIAN

## REPORTED DESTINATIONS

Larger symbols represent destinations with higher degree of importance

- BICYCLE + PEDESTRIAN
- PEDESTRIAN + EQUESTRIAN

## REPORTED BARRIERS

Larger symbols represent barriers with higher degree of importance

- BICYCLE + PEDESTRIAN
- PEDESTRIAN + EQUESTRIAN

## EXISTING NETWORK

- ALL EXISTING FACILITIES\*
- TRAILHEAD

## BOUNDARIES

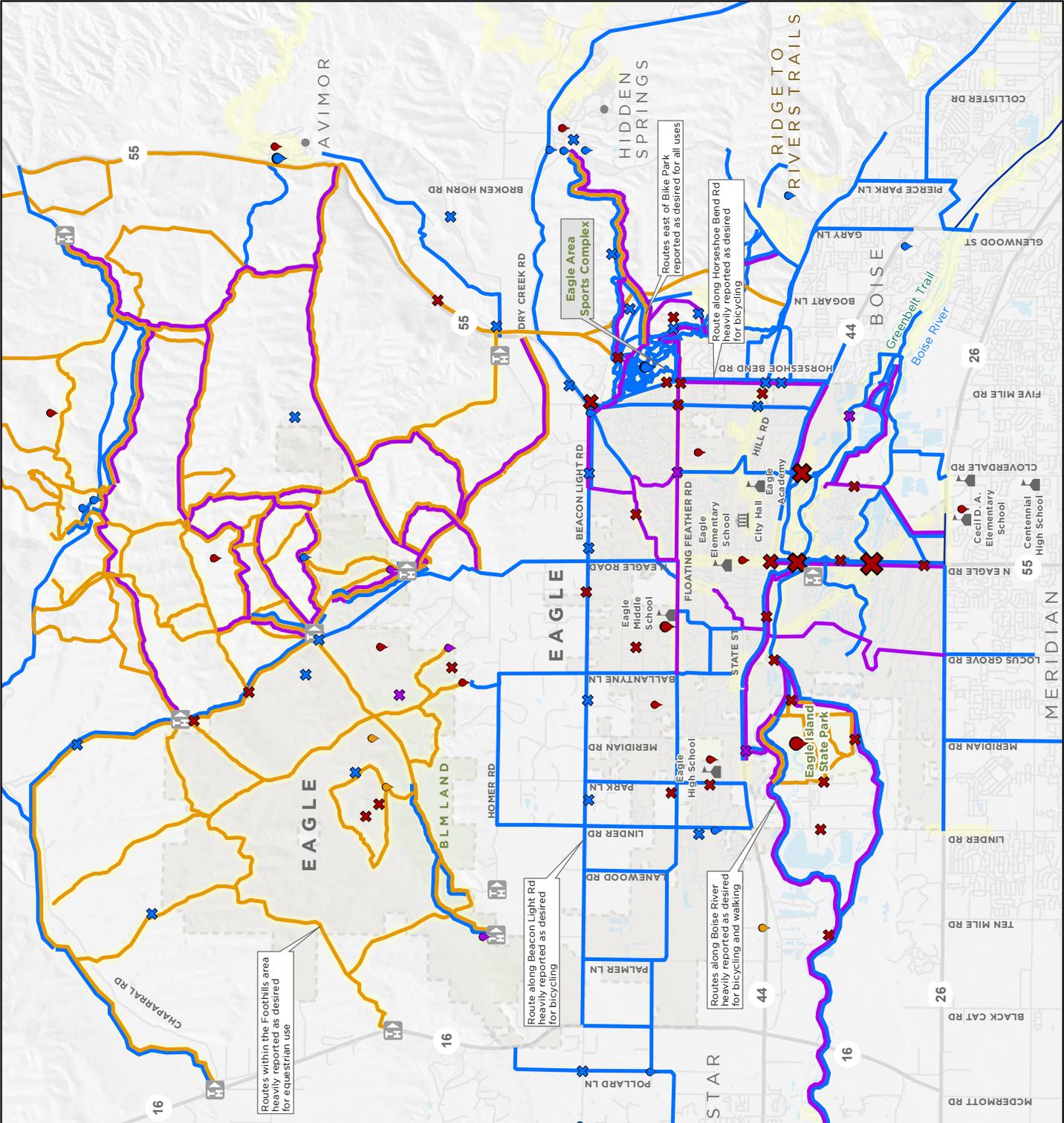
- CITY OF EAGLE
- BLM LAND
- CITY PARKS

\* Facilities include paved pathways, natural surface trails, bike lanes and shared lanes.

0 0.5 1 MILES

alta  
PLANNING + DESIGN

Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



## 1.9 Growth Trends

The City of Eagle's Comprehensive Plan also identifies the following trends relevant to trails and pathways planning:

- The population of Eagle has been growing consistently over the last decade, even during the recession beginning in 2007 and 2008. Forecasts project continued growth. **Local schools are nearing or are currently over-capacity.**
- The regional economy is growing, and job growth is occurring both in Eagle and in nearby employment centers, such as Boise and Meridian. There is a corresponding **increase in commuter traffic** from homes to job centers.
- **Trails, pathways, and outdoor recreation opportunities are a valued amenity**, cited by online survey respondents as part of this and other planning efforts as one of the principal reasons residents choose to relocate to, and remain in, Eagle. These are also an attraction to employers for their commuting and quality of life benefits.
- Growth is likely to increase impermeable surface areas, subsequently **increasing volume and altering the location of storm water runoff**. Many receiving streams have abundant fish and other aquatic life which must be protected from pollutants. Natural surface trails and paved pathways and greenways can incorporate green storm water infrastructure to help address these changes.
- The public is strongly supportive of (and the Comprehensive Plan calls for) a **constraint-based approach to open space, trails, and parks** planning and preservation – using natural constraints to help define undeveloped and developable areas.
- Excepting sidewalks, the **existing trails and pathways network is most developed in the east and northeast** areas of Eagle (mainly north of the Boise River and greenbelt and east of Ballantyne Lane between Beacon Light Road and Island Wood Drive). The Comprehensive Plan identifies that **more trails, parks and pathways are intended for or in development in other areas of Eagle.**

Based on a review of the 2017 Comprehensive Plan, including Future Land Use map designations, and an initial scan of potential projects as identified by the City of Eagle Parks and Recreation Department, Map 8 provides an initial indication of anticipated growth and changes in the City as they relate to trails and pathways. Given the role of Eagle's trails and pathways system in attracting and keeping residents and businesses, the unique blend of trails in Eagle, and considering the current and projected rapid growth of the City, it will be important for this system to adapt and grow to avoid user conflicts.

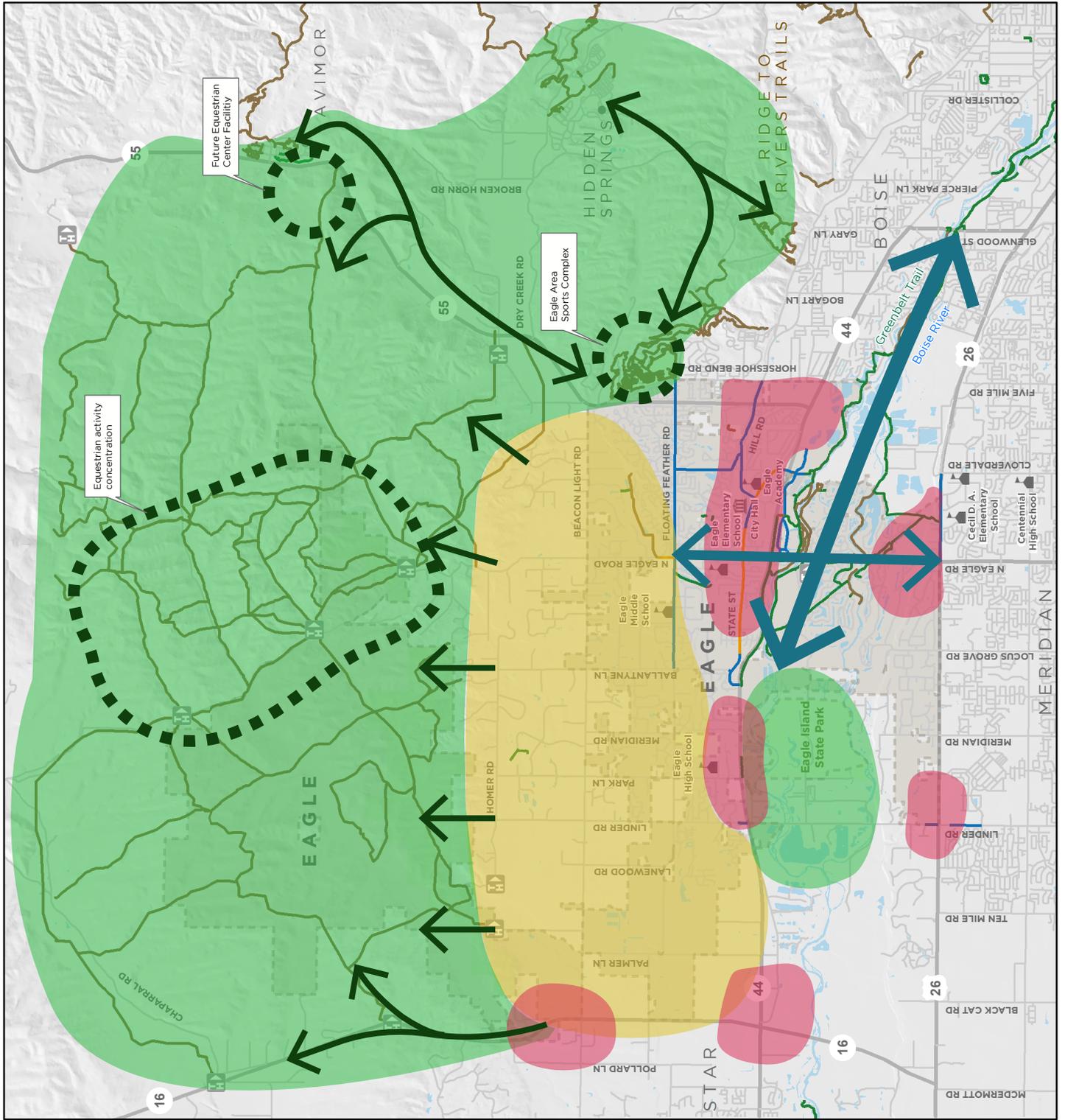
# MAP 8. PROJECTED GROWTH AREAS

## GROWTH TYPE

- RESIDENTIAL
- COMMERCIAL/MIXED-USE
- RECREATIONAL
- BIKE COMMUTING CORRIDORS
- OTHER ELEMENTS**
- RECREATIONAL CONNECTIONS
- RECREATIONAL AREAS
- EXISTING NETWORK**
- PAVED PATHWAYS
- NATURAL SURFACE TRAILS
- BIKE LANES
- SHARED LANES
- TRAILHEAD

## BOUNDARIES

- CITY OF EAGLE
- BLM LAND
- CITY PARKS



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# Chapter 2 – Recommendations

## 2.1 Overview

The purpose of this chapter is to identify both the broad aspirations and the specific recommendations that will allow the City of Eagle to realize the trails and pathways system its citizens desire. To that end, this section of the Trails and Pathways Master Plan contains:

- A simple, long-range vision statement, describing citizens' aspirations for the current and future trails and pathways system;
- Goals or “pillars” that support the vision and articulate outcomes the City intends to achieve;
- Strategies that provide specific direction on how to achieve each goal; and
- Implementation actions that identify specific programs, projects or initiatives the City should invest in and accomplish.

### Vision and Goals

The vision and goals provide organizing principles for the plan. Vision and goal statements also serve as a “compass” for future decisions – providing statements of intent that can guide the City, its citizens and partners as they respond to change, growth and new opportunities, and ensuring that future decisions are consistent with the original intent of the plan. The vision and goals were derived from public input provided through the survey, workshop and project Steering Committee.

#### Eagle Trails & Pathways VISION

Create an environmentally-sensitive, perpetually dedicated public, non-motorized trail system, and a local and regional pathways system that provides mobility options and enhances citizens' lives.

#### Eagle Trails & Pathways GOALS

GOAL 1. Provide Great Recreation Choices to Eagle's Citizens and Visitors.

GOAL 2. Promote Community Health.

GOAL 3. Trails and Pathways Support Economic Activities and Opportunities.

GOAL 4. Ensure Equitable Access to Trails and Pathways.

GOAL 5. Proactively and Responsively Manage the Trails and Pathways System.

GOAL 6. Use Trails and Pathways to Safely Connect and Circulate within and around the Community.



Figure 2-1. Visions and Goals

# MAP 9. PROPOSED NETWORK

## EXISTING NETWORK

-  PAVED PATHWAYS
-  NATURAL SURFACE TRAILS
-  EXISTING TRAILHEAD

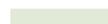
## PROPOSED NETWORK

-  PATHWAY
-  WALKING/BIKING CORRIDOR
-  WATER TRAIL
-  CANAL PATHWAY LEVERAGE THROUGH DEVELOPMENT

## PROPOSED SPOT IMPROVEMENTS

-  NATURAL SURFACE TRAIL IMPROVEMENT
-  PATHWAY BRIDGE
-  PATHWAY UNDERPASS
-  WATER TRAIL IMPROVEMENT
-  IMPROVED TRAILHEAD

## BOUNDARIES

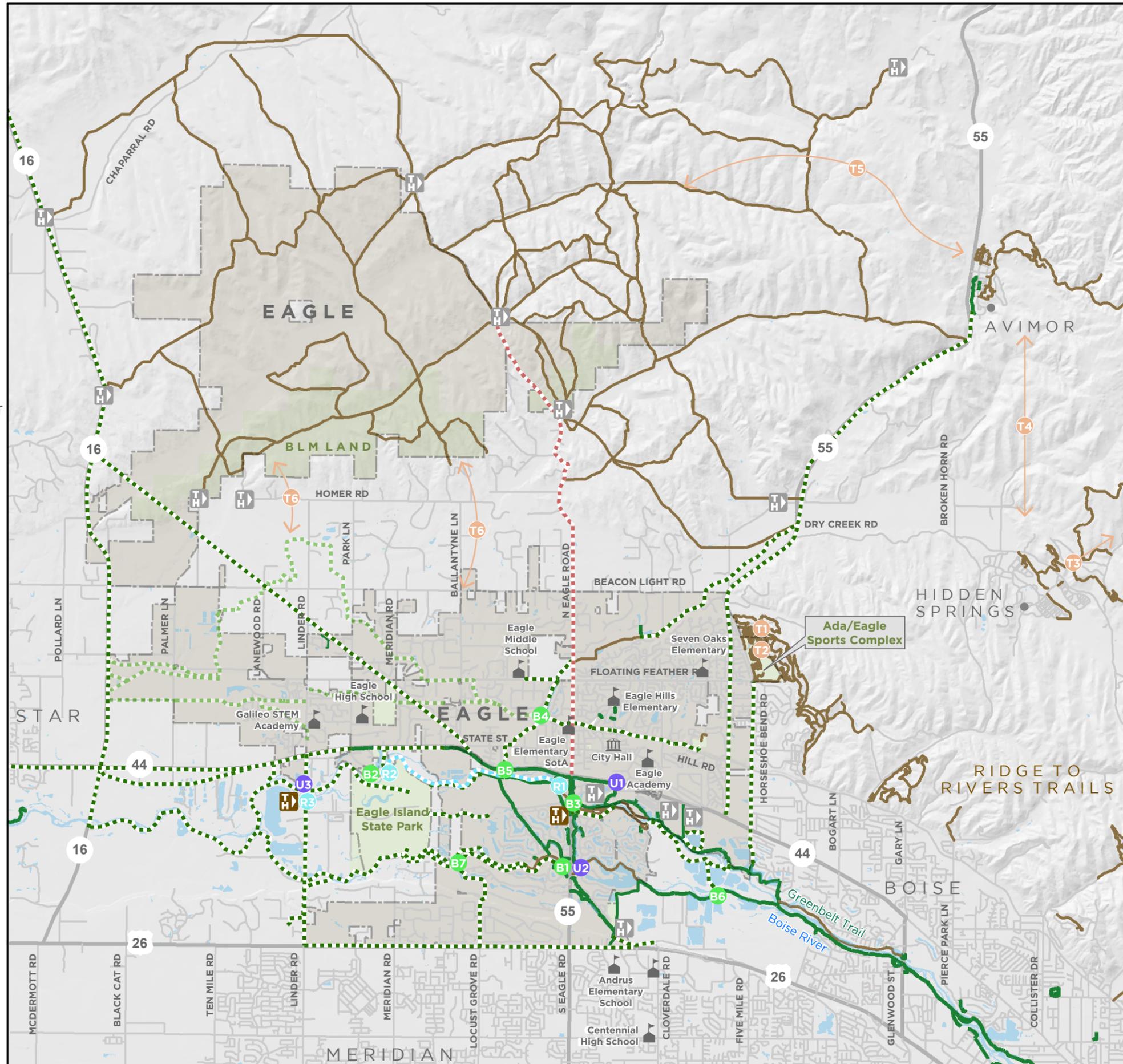
-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



0 0.2 0.4 MILES



**alta** PLANNING + DESIGN  
Data provided by the City of Eagle (Trailheads data from 2011 Comp Plan), ACHD, COMPASS, Inside Idaho, and USGS. Map produced November 2017.



## NATURAL SURFACE TRAIL IMPROVEMENTS\*

-  T1 Create an armored, all-weather loop trail at the Ada / Eagle Bike Park
-  T2 Expand intermediate / advanced skill areas at the Ada / Eagle Bike Park
-  T3 Connect Hidden Springs to Ridge to Rivers with natural surface trails\*
-  T4 Connect Avimor to Hidden Springs with natural surface trails\*
-  T5 Through the development process, connect Avimor to existing and/or future trails within the area\*
-  T6 Through the development process, connect the City of Eagle to BLM land with natural surface trails\*

## PATHWAY BRIDGES

-  B1 Bridge to cross the South Channel on the west side of HWY 55
-  B2 Bridge to connect Eagle Island State Park to Mace
-  B3 Bridge on the west side of HWY 55 to cross the North Channel
-  B4 Bridge over the Dry Creek Canal at Clear Creek Crossing
-  B5 Bridge across the North Channel from HWY 44 and Dry Creek Trail to the south Side of the North Channel
-  B6 Bridge over the South Channel from Williamson River Ranch
-  B7 Bridge over the South Channel at Locust Grove Rd

## PATHWAY UNDERPASS

-  U1 Tunnel under HWY 44 between Edgewood Lane and Eagle Road (HWY 55)
-  U2 Tunnel under HWY 55 on the south bank of the South Channel
-  U3 North Channel undercrossing at Linder Road

## WATER TRAIL IMPROVEMENTS

-  R1 Water trail put-in site
-  R2 Water trail take-out site at Eagle Island State park
-  R3 Sportsman's access site at Linder Rd. (put-in, restroom, parking)

\* Recommendations not entirely within Eagle city limits. Annexation or coordination with other agencies may be required.

# MAP 10. PROPOSED NETWORK: WEST

## EXISTING NETWORK

- PAVED PATHWAYS
- NATURAL SURFACE TRAILS
- EXISTING TRAILHEAD

## PROPOSED NETWORK

- PATHWAY
- WALKING/BIKING CORRIDOR
- WATER TRAIL
- CANAL PATHWAY LEVERAGE THROUGH DEVELOPMENT

## PROPOSED SPOT IMPROVEMENTS

- NATURAL SURFACE TRAIL IMPROVEMENT
- PATHWAY BRIDGE
- PATHWAY UNDERPASS
- WATER TRAIL IMPROVEMENT
- IMPROVED TRAILHEAD

## BOUNDARIES

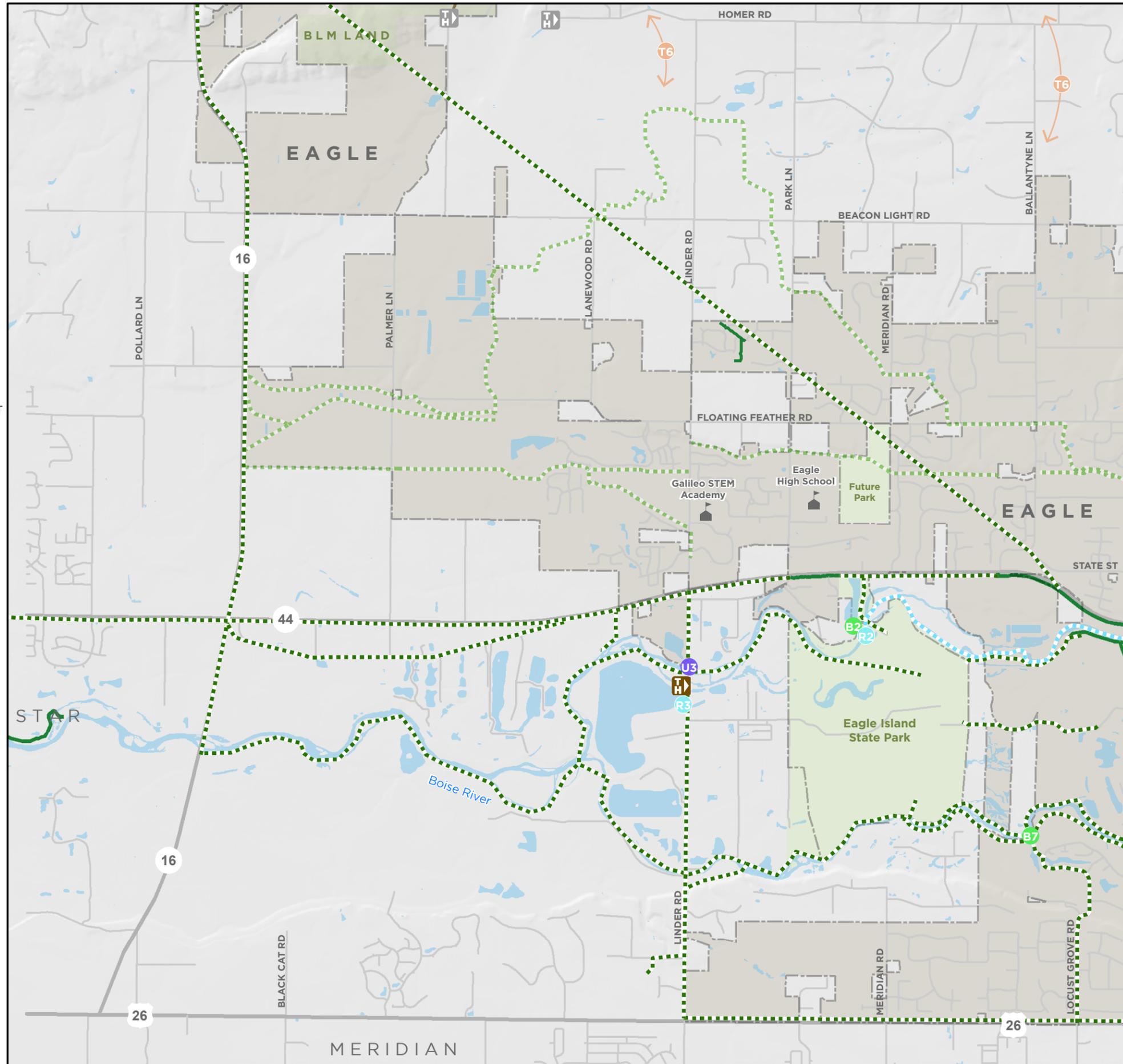
- CITY OF EAGLE
- BLM LAND
- CITY PARKS



0 0.2 0.4 MILES



**alta** PLANNING + DESIGN  
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- T1 Create an armored, all-weather loop trail at the Ada / Eagle Bike Park
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- B6 Bridge over the South Channel from Williamson River Ranch
- B7 Bridge over the South Channel at Locust Grove Rd

## PATHWAY UNDERPASS

- U1 Tunnel under HWY 44 between Edgewood Lane and Eagle Road (HWY 55)
- U2 Tunnel under HWY 55 on the south bank of the South Channel
- U3 North Channel undercrossing at Linder Road

## WATER TRAIL IMPROVEMENTS

- R1 Water trail put-in site
- R2 Water trail take-out site at Eagle Island State park
- R3 Sportsman's access site at Linder Rd. (put-in, restroom, parking)

\* Recommendations not entirely within Eagle city limits. Annexation or coordination with other agencies required.

# MAP 11. PROPOSED NETWORK: EAST

## EXISTING NETWORK

-  PAVED PATHWAYS
-  NATURAL SURFACE TRAILS
-  EXISTING TRAILHEAD

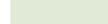
## PROPOSED NETWORK

-  PATHWAY
-  WALKING/BIKING CORRIDOR
-  WATER TRAIL
-  CANAL PATHWAY LEVERAGE THROUGH DEVELOPMENT

## PROPOSED SPOT IMPROVEMENTS

-  NATURAL SURFACE TRAIL IMPROVEMENT
-  PATHWAY BRIDGE
-  PATHWAY UNDERPASS
-  WATER TRAIL IMPROVEMENT
-  IMPROVED TRAILHEAD

## BOUNDARIES

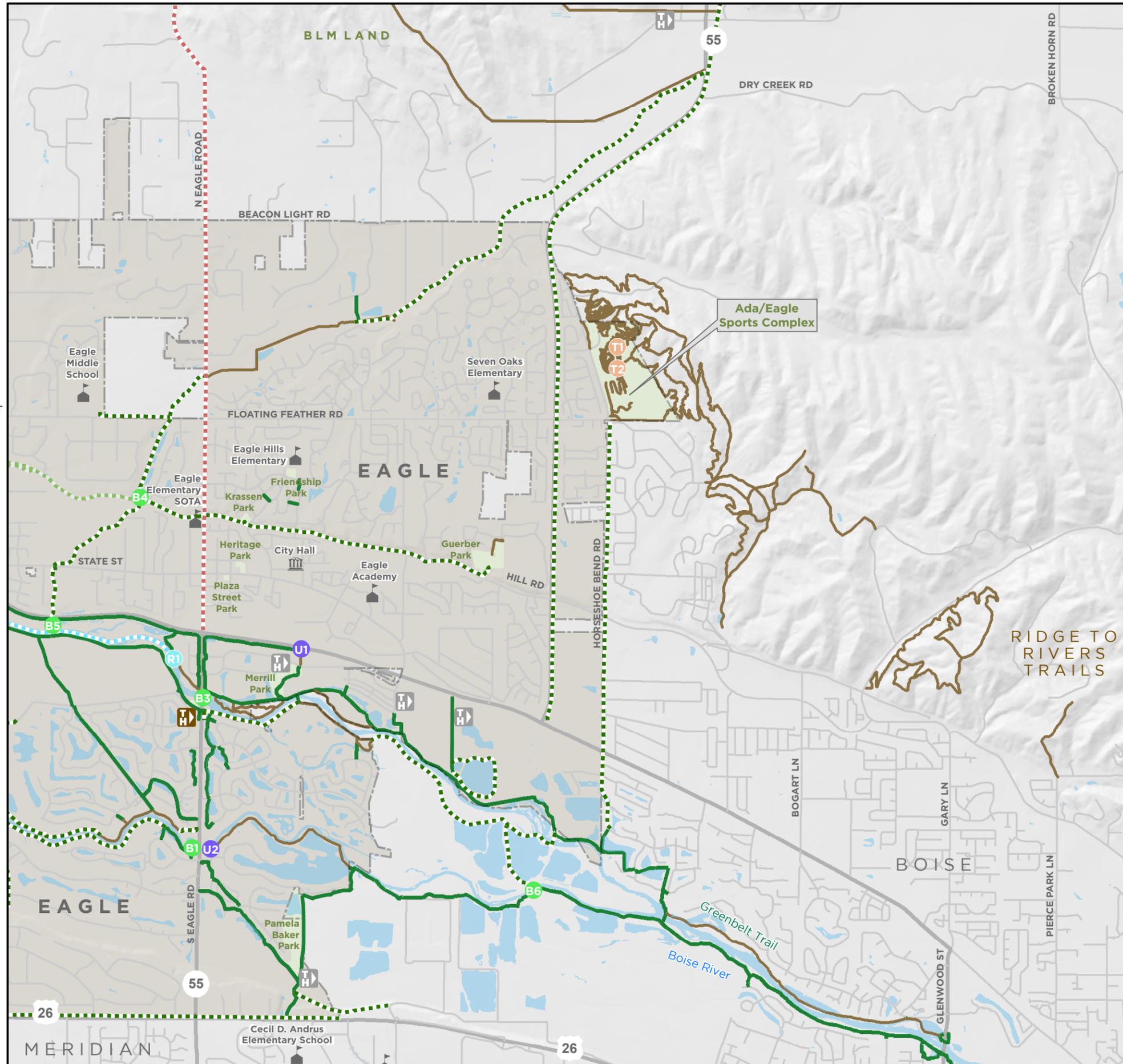
-  CITY OF EAGLE
-  BLM LAND
-  CITY PARKS



0 0.2 0.4 MILES



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## NATURAL SURFACE TRAIL IMPROVEMENTS\*

-  T1 Create an armored, all-weather loop trail at the Ada / Eagle Bike Park
-  T2 Expand intermediate / advanced skill areas at the Ada / Eagle Bike Park
-  T3 Connect Hidden Springs to Ridge to Rivers with natural surface trails\*
-  T4 Connect Avimor to Hidden Springs with natural surface trails\*
-  T5 Through the development process, connect Avimor to existing and/or future trails within the area\*
-  T6 Through the development process, connect the City of Eagle to BLM land with natural surface trails\*

## PATHWAY BRIDGES

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-  R1 Water trail put-in site
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\* Recommendations not entirely within Eagle city limits. Annexation or coordination with other agencies required.

**GOAL 1. Provide Great Recreation Choices to Eagle’s Citizens and Visitors**

STRATEGIES	SUPPORTING ACTIONS & PROJECTS
<p>A. Expand the Greenbelt and in-town pathways system</p>	<ol style="list-style-type: none"> <li>1. Improve public pathways to meet new design and maintenance standards (see Goal 5), including paving and upgrades.</li> <li>2. Create new Greenbelt pathways sections as identified in Map 9 “Recommended Trails and Pathways.” Specific priorities are:               <ul style="list-style-type: none"> <li>○ Create pathway connection into Eagle Island State Park from the east.</li> <li>○ Continue to extend the Greenbelt west, to connect with Star and other communities, as opportunities arise, along route(s) identified.</li> </ul> </li> <li>3. Ensure that existing and new development adjacent to the Greenbelt system incorporate appropriate access points onto the Greenbelt from neighborhoods and activity centers.               <ul style="list-style-type: none"> <li>○ Formally incorporate Greenbelt access requirements and standards into City development process through ordinances or other appropriate mechanisms.</li> <li>○ Identify desired access areas and work with public and private partners to develop, over time.</li> <li>○ Develop pathways in all dedicated pathway easements and evaluate encroachments by neighboring properties if needed.</li> </ul> </li> <li>4. Ensure that existing and new development incorporate pathways and trails that help connect neighborhoods and activity centers. See Map 9 (p. 31) and Goal 6 for specific projects and locations.</li> </ol>
<p>B. Enhance and expand trails at the Ada / Eagle Sports Complex to accommodate additional users and events.</p>	<ol style="list-style-type: none"> <li>1. Create an armored, all-weather loop trail.</li> <li>2. Expand intermediate / advanced skill areas.</li> <li>3. Develop adaptive trail from Ada/Eagle Sports Complex into adjacent Ada County trails, in cooperation with Ada County.</li> <li>4. Consider locations for additional bike skills areas to meet growing demand in other parts of the community (e.g., near schools, in newer neighborhoods)</li> <li>5. Continue to promote events and work with event organizers to utilize Sports Complex facilities.</li> </ol>

<p>C. Develop an expanded, formalized Foothills trail system through collaboration and planning with landowners and land managers.</p>	<ol style="list-style-type: none"> <li>1. Create formal and informal management and/or development agreements and partnerships with BLM, Ada County Parks and Waterways, planned developments (such as Avimor and Hidden Springs) and private landowners to develop, expand, improve and manage interconnected Foothills trails system.           <ul style="list-style-type: none"> <li>○ Develop a Foothills trails management plan and/or master plan. Use a process that includes citizens and partner agencies and organizations. The plan should:</li> <li>○ Develop multi-use trails that will accommodate:               <ul style="list-style-type: none"> <li>• Equestrians</li> <li>• Adaptive recreationalists</li> <li>• Bikers</li> <li>• Hikers</li> <li>• Runners</li> </ul> </li> <li>○ Designate maintained dog off-leash areas.</li> <li>○ Designate and develop specialized-use areas optimized for:               <ul style="list-style-type: none"> <li>• Equestrian uses</li> <li>• Biking uses</li> </ul> </li> <li>○ Designate, design and construct trailheads and other access points and invest in needed trailhead amenities, as appropriate to each site. Amenities may include: parking areas (including horse trailer parking), bike racks, restrooms, potable water, waste and recycling receptacles, seating, shade and signage.</li> <li>○ Identify and construct key linkages with adjacent trail systems (see Map 9 “Recommended Trails and Pathways”)</li> </ul> </li> </ol>
<p>D. Develop a water trail system designed to serve small, recreational, non-motorized watercraft users (such as canoes, kayaks, small rafts and stand-up paddleboards (SUPs)).</p>	<ol style="list-style-type: none"> <li>1. In coordination with City of Eagle Parks and Recreation and other partners, design, construct and jointly manage a water trail system and supporting facilities (such as restrooms, parking areas, water features, seating, etc.). Potential water trail locations and related amenities include:           <ul style="list-style-type: none"> <li>○ North Channel of the Boise River from North Channel Center (west side of Eagle Road) to Eagle Island State Park.</li> <li>○ Develop a “sportsman’s” access put-in area on the North Channel of the Boise River at Linder Road for non-motorized watercraft. Access area should include restrooms, parking area and launching beach/facility.</li> <li>○ Develop Eagle Lakes water trail for fishing and recreational boating/SUP users.</li> </ul> </li> <li>2. In coordination with City of Eagle Parks and Recreation and other partners, develop water trail/water access signage, regulations and promotional materials about recreation options, water safety and protection of natural resources.</li> </ol>

## 2.2 Strategies and Actions

This section identifies specific strategies for each goal area that support and help achieve that goal. Within each strategy, supporting actions and projects are listed. Priority projects for initiation within the first three years after plan adoption are summarized at the end of this section.

### **Goal 1. Provide Great Recreation Choices to Eagle’s Citizens and Visitors**

The City of Eagle has a variety of recreational assets, of which trails and pathways are an essential part. There are many different types of trail and pathways uses in Eagle – including equestrian, biking, hiking, running, and adaptive athletics of all kinds. For the purposes of this plan, we have identified four main trail and pathways asset areas that should be managed to provide and enhance an array of uses and users, as appropriate, and identified specific strategies for each area:

**Strategy 1.A** – Expand the Greenbelt and in-town pathways and trails system.

**Strategy 1.B** – Enhance and expand trails at Ada/Eagle Sports Complex to accommodate additional users and events.

**Strategy 1.C** – Develop an expanded, formalized Foothills trail system through collaboration and planning with landowners and land managers.

**Strategy 1.D** – Develop a water trail system designed to serve small, recreational, non-motorized watercraft users (such as canoes, kayaks, small rafts and stand-up paddleboards (SUPs)).

GOAL 2. Promote Healthy Lifestyles.	
STRATEGIES	SUPPORTING ACTIONS & PROJECTS
A. Host events that inform people about trails and pathways recreational opportunities.	<ol style="list-style-type: none"> <li>1. Continue to coordinate volunteer days to engage the public in trail and pathway investments.</li> <li>2. Hold annual celebration and recreation events, in coordination with City of Eagle Parks and Recreation programs.</li> </ol>
B. Encourage the use of trails and pathways by formal organizations and informal groups	<ol style="list-style-type: none"> <li>1. Implement a unified, streamlined permitting process with Ada County (and other partners as appropriate) to simplify event organizer application process and reduce costs.</li> <li>2. Working with Ada County, invest in the areas at and around the Ada/Eagle Sports Complex to accommodate more race events. Specific improvements include: <ul style="list-style-type: none"> <li>o Widen trails to create passing room</li> <li>o Build spectator areas with foot/bike access</li> </ul> </li> </ol>
C. Share informational materials about trails and pathways routes, conditions and appropriate uses.	<ol style="list-style-type: none"> <li>1. Design and install wayfinding and informational signage on all trails and pathways that is appropriate to the context (see also Goal 6).</li> <li>2. Develop a website dedicated to sharing information about current trail and pathway conditions and rules for trails and pathways use, best practices and etiquette.</li> <li>3. Work with community groups and other City of Eagle departments to create an “active living” event calendar.</li> <li>4. Develop an annual or bi-annual “State of the Trails” report to keep partners and citizens updated on developments and trends.</li> </ol>
D. Work collaboratively with community health and transportation partners to promote coordinated planning.	<ol style="list-style-type: none"> <li>5. Upon completion of the City of Eagle Health Impact Assessment, funded by St. Luke’s Health Systems, identify steps for implementation through trails and pathways projects.</li> <li>6. Continue to communicate and work collaboratively with public health providers and transportation organizations to ensure that trails and pathways data, policies, plans and systems are monitored, shared and optimized to promote community health.</li> </ol>

## Goal 2. Promote Community Health

Trails and pathways encourage physical activity and are a critical component of promoting community-wide health, as well as an important attraction for Eagle residents.<sup>11</sup> Centers for Disease Control and Prevention recommends strategies to create environments that encourage active living; recommended strategies relevant to this plan include:

- Improve access to outdoor recreational facilities such as parks and green spaces.
- Build or enhance infrastructures such as sidewalks, paths and trails to support walking and bicycling for transportation and recreation.
- Enhance personal and traffic safety in areas where people are or could be physically active.
- Participate in community coalitions or partnerships.<sup>12</sup>

The City of Eagle is currently conducting a Health Impact Assessment to identify specific ways to create healthy opportunities for Eagle residents, which may include additional and more specific recommendations.

Strategies in this section focus on increasing citizens' aware of physical activity options and their participation in organized events throughout Eagle's trails and pathways system, as well as planning and coordination with public health providers. These strategies can help expand community health in conjunction with the strategies identified in other goal areas aimed at expanding and improving the trails and pathways system, thereby expanding recreation and active transportation options, overall.

**Strategy 2.A** – Host events that inform people about trails and pathways recreational opportunities.

**Strategy 2.B** – Encourage the use of trails and pathways by formal organizations and informal groups.

**Strategy 2.C** – Share informational materials about trails and pathways routes, conditions and appropriate uses.

**Strategy 2.D** – Work collaboratively with community health and transportation partners to promote coordinated planning.

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<sup>11</sup> The 2017 City of Eagle Comprehensive Plan vision's first component is "Healthy," and identifies being an "active" community:  
[https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC\\_Combined\\_Final\\_Doc\\_linked.pdf](https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC_Combined_Final_Doc_linked.pdf)

<sup>12</sup> <https://www.cdc.gov/healthypplaces/healthtopics/physactivity.htm>

**GOAL 3. Trails and Pathways Support Economic Activities and Opportunities.**

<i>STRATEGIES</i>	<i>SUPPORTING ACTIONS &amp; PROJECTS</i>
<p>A. Use public investment in the trails and pathways system to attract private investment, jobs and commercial activities.</p>	<ol style="list-style-type: none"> <li>1. Design, construct and maintain pathways and trails to strategically provide alternative, active transportation options to workers. Key locations include:               <ul style="list-style-type: none"> <li>○ Downtown Eagle and City Hall complex</li> <li>○ Eagle Road locations, including Lamb Weston, Saint Alphonsus Eagle Health Plaza, PetIQ and T-Sheets</li> <li>○ Other employment areas as identified by Eagle’s 2017 Comprehensive Plan</li> </ul> </li> <li>2. Design, construct and maintain pathways and trails to strategically provide increased access to commercial activity centers. Key locations include:               <ul style="list-style-type: none"> <li>○ Downtown Eagle</li> <li>○ Eagle Road locations, such as North Channel Center</li> <li>○ Other activity areas as identified by Eagle’s 2017 Comprehensive Plan</li> </ul> </li> <li>3. Conduct survey of local businesses and residents to determine the economic impact of trails and parks and where further investment is desired.</li> </ol>
<p>B. Promote the City of Eagle trails and pathways system as part of what makes Eagle a great place to live and do business.</p>	<ol style="list-style-type: none"> <li>1. Work with businesses, developers, event centers and organizations such as the Chamber of Commerce, to share information and materials about Eagle’s trails and pathways and encourage its use as a promotional tool.</li> <li>2. Increase the number of competitive and non-competitive events that occur on area trails and pathways and attract visitors.</li> <li>3. Develop a website dedicated to sharing information about current trail and pathway conditions and rules for trails and pathways use, best practices and etiquette (see Goal 2) and cross-market to visitors.</li> <li>4. Track data on visitors to the trails and pathway system through event counts, intercept surveys or other means to monitor changes in visitation.</li> <li>5. Achieve Bicycle Friendly Community designation through the League of American Bicyclists. Apply for Walk Friendly Community designation as well.</li> <li>6. Establish an Adopt-a-Trail Program to encourage community stewardship of the trails and pathways system.</li> </ol>

### **Goal 3. Trails and Pathways Support Economic Activities and Opportunities.**

Trails and pathways benefit communities economically in a variety of ways. Outdoor recreation is a significant source of revenue, nationally and throughout Idaho. Idaho's \$7.8 billion in spending on outdoor recreation generates \$447 million in state and local tax revenue; and is comparable to the value of statewide agricultural production. This industry contributes to the local economy through<sup>13</sup>:

- retail spending on outdoor equipment and gear,
- outdoor industry jobs and salaries,
- tourism and visitor spending,
- tax revenues.

Indirectly, trails and pathways also help economies by:

- reducing health and transportation costs,
- increasing local investment in commercial and residential development,
- increasing job opportunities by attracting employers and employees to communities that provide high quality of life.<sup>14</sup>

Eagle is also interested in attracting "Millennials" to the community, to support future economic development. This demographic group is particularly interested in outdoor recreation opportunities.<sup>15</sup>

*"Eagle's "Millennial Generation", or the age cohort currently between the ages of 17 to 35 years old, is less than the averages for both Ada County and United States. This presents a challenge to the future of the City's economy. Millennials are the largest demographic group our country has seen. They are highly educated with over 47% of those ages 25-34 having a postsecondary degree and make up much of the work force. Companies are increasingly looking to younger, technologically savvy, employees to take their businesses into the future. As this generation grows and shapes the talent-based economy, it is important to understand what motivates them and the communities they choose in such a highly mobile environment. Eagle has many features which Millennials find attractive. It has an advantage of being close to a major metro, yet still offering easy access to outdoor recreation, a small-town feel, and a family friendly environment."*

*- City of Eagle Comprehensive Plan, 2017*

Strategies in this goal area specifically focus on how trails and pathways can support business development and economic activities in Eagle.

**Strategy 3.A** – Use trails and pathways system to attract investment, jobs and commercial activities.

**Strategy 3.B** – Promote the City of Eagle trails and pathways system as part of what makes Eagle a great place to live and do business.

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<sup>13</sup> [https://outdoorindustry.org/wp-content/uploads/2017/04/OIA\\_RecEconomy\\_FINAL\\_Single.pdf](https://outdoorindustry.org/wp-content/uploads/2017/04/OIA_RecEconomy_FINAL_Single.pdf)

<sup>14</sup> <http://www.americantrails.org/resources/economics/>

<sup>15</sup> City of Eagle Comprehensive Plan, 2017, page 10-11. [https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC\\_Combined\\_Final\\_Doc\\_linked.pdf](https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC_Combined_Final_Doc_linked.pdf)

**GOAL 4. Ensure Equitable Access to Trails and Pathways.**

<i>STRATEGIES</i>	<i>SUPPORTING ACTIONS &amp; PROJECTS</i>
<p>A. Ensure all parts of the community have similar levels of access to public pathways and trails.</p>	<ol style="list-style-type: none"> <li>1. Create pathways in areas of Eagle that currently have no, low or poor pathway connectivity. Specifically, neighborhoods:               <ul style="list-style-type: none"> <li>○ Within the area bordered by Eagle Road on the east, Linder Road on the west, the South Channel of the Boise River on the north</li> <li>○ Along Highway 20/26/Chinden Boulevard, where currently no pathways accessing the Greenbelt exist. Coordinate with City of Meridian, City of Boise, and ITD to develop long-term plans.</li> </ul> </li> <li>2. As development occurs, expand the pathways and trails network. Specifically:               <ul style="list-style-type: none"> <li>○ Use GIS analysis to anticipate areas that might be underserved or underdeveloped, as Eagle grows and changes, and plan for trail and pathway access in those areas (See Map 8 on p. 27)</li> <li>○ Continue to actively work with developers, homeowners' associations and transportation and land management agencies to ensure pathways and trails connections are integrated into road and development projects wherever possible.</li> </ul> </li> <li>3. Use trails and pathways to link neighborhoods to community amenities and activity centers, such as schools, parks, public facilities, retail and downtown (see also Goal areas 3 and 6).</li> </ol>
<p>B. Provide trails and pathways access and opportunities for adaptive recreationalists and people with different ability levels.</p>	<ol style="list-style-type: none"> <li>1. Continue to adhere to or exceed Americans with Disabilities Act (ADA) requirements for pathways.</li> <li>2. Adopt an ordinance defining appropriate uses for "e-bikes" that complies with State law. Consider e-bike policies of adjacent land managers and cities when developing a City ordinance to promote a consistent regulatory environment. Develop a signage program that clearly indicates where e-bikes are allowed and where they are prohibited.*</li> <li>3. Design and build adaptive trails at the Ada/Eagle Sports Complex and from the Ada/Eagle Sports Complex to other trails in the Foothills system to increase adaptive recreation access and opportunities.</li> </ol>

\* Supporting action underway

#### **Goal 4. Ensure Equitable Access to Trails and Pathways.**

Equitable access describes a citizen's ability to use and enjoy trails and pathways regardless of their demographic characteristics, place of residency within Eagle, income level, or physical and mental abilities. As Eagle continues to develop and grow, it is important to ensure the trails and pathways network grows as well, serving all areas and neighborhoods in the community, and offering access and opportunity to all citizens.

According to the City's Comprehensive Plan, Eagle's population is older than surrounding Ada County.<sup>16</sup> Aging populations correspond with increasing demand for walkable neighborhoods, and ease of getting around and aging-in-place options. The City of Eagle is also committed to providing increased opportunities for adaptive recreationalists and athletes. At 18.2% of Idaho's population, people experiencing disabilities are a sizable and growing portion of the outdoor recreation demographic.<sup>17</sup>

Providing trails and pathways that are accessible to people with all abilities will help serve older citizens, competitive and recreational adaptive athletes, wounded warriors and children and adults experiencing disabilities, as well as the population as a whole. The strategies and actions below identify a few ways in which trails and pathways can support healthy lifestyles for people at all ability levels at all life stages, wherever they live.

**Strategy 4.A** – Ensure all parts of the community have similar levels of access to public pathways and trails.

**Strategy 4.B** – Continue to provide trails and pathways access and opportunities for adaptive recreationalists and people with different ability levels.

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<sup>16</sup> “In 2017, the median age in Eagle is 40.7 years, which is higher than both Ada County and the U.S. averages. Age distribution within Eagle indicates the largest percentages of population are between 45 and 65 and under 24.” City of Eagle Comprehensive Plan, 2017, page 10. [https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC\\_Combined\\_Final\\_Doc\\_linked.pdf](https://www.cityofeagle.org/vertical/Sites/%7B78557FDD-14BE-414E-8624-C15ED40E9C6A%7D/uploads/CC_Combined_Final_Doc_linked.pdf)

<sup>17</sup> Institute of Medicine (US) Committee on Disability in America; Field MJ, Jette AM, editors. Washington (DC): National Academies Press (US); 2007, [https://www.ncbi.nlm.nih.gov/books/NBK11434/pdf/Bookshelf\\_NBK11434.pdf](https://www.ncbi.nlm.nih.gov/books/NBK11434/pdf/Bookshelf_NBK11434.pdf) and Centers for Disease Control and Prevention, National Center on Birth Defects and Developmental Disabilities, Division of Human Development and Disability. Disability and Health Data System (DHDS) Data [online]. <https://dhds.cdc.gov>

**GOAL 5. Proactively and Responsively Manage the Trails and Pathways System.**

<i>STRATEGIES</i>	<i>SUPPORTING ACTIONS &amp; PROJECTS</i>
<p>A. Define and implement consistent trails and pathways standards that emphasize safety and comfort.</p>	<ol style="list-style-type: none"> <li>1. Develop design standards for Greenbelt and paved pathways that meet or exceed standards set by the AASHTO Guide for Development of Bicycle Facilities (Chapter 5) including               <ul style="list-style-type: none"> <li>○ Minimum tread widths</li> <li>○ Maximum trail grade</li> <li>○ Alignment and surfacing requirements</li> <li>○ Curve radii</li> <li>○ Street Crossings</li> </ul> </li> <li>2. Develop design standards for sustainable trails that are based on national best practices such as IMBA or US Forest Service Guidelines.</li> <li>3. Coordinate with ITD and ACHD to optimize safety conditions at street crossings and support Vision Zero efforts</li> <li>4. Monitor emerging recreation and transportation trends and devices including e-bikes, e-scooters, and other micro-mobility devices to assess their impact and suitability for use on Eagle’s trails and pathways. Refer to NACTO’s Shared Active Transportation Guidelines as a starting point for discussions.</li> </ol>
<p>B. Adopt and implement a routine maintenance schedule for trails and pathways that protects the City’s investment and extends its longevity.</p>	<ol style="list-style-type: none"> <li>1. Adopt and implement a prioritization schedule for Greenbelt upgrades and improvements to meet revised standards:               <ul style="list-style-type: none"> <li>○ <u>Tier 1</u>: Repair areas affected by 2017 flooding – trail, treads, adjacent river banks. Complete flood mitigation projects as currently identified.</li> <li>○ <u>Tier 2</u>: Pave unpaved gaps.</li> <li>○ <u>Tier 3</u>: Replace existing asphalt trail tread with concrete in areas with extensive root and related damage.</li> <li>○ <u>Tier 4</u>: Resurface all other areas not included in above tiers.</li> </ul> </li> <li>2. Adopt and implement a maintenance schedule for natural surface trails. See Chapter 3 for recommended maintenance schedule.</li> </ol>
<p>C. Invest in staffing, operations and capital projects at a level that is sustainable, meets desired levels of service, and allows priority projects to be implemented.</p>	<ol style="list-style-type: none"> <li>1. Over time, increase City trails and pathways staff team to meet increasing demand. Key steps include:               <ul style="list-style-type: none"> <li>○ Increase number of trail technicians responsible for routine and seasonal maintenance.</li> <li>○ Dedicate needed funding to implement staffing plan.</li> <li>○ Create a management-level position that focuses on partnerships, funding development, and strategic coordination with other departments or agencies; and has dedicated grant writing and fundraising support</li> </ul> </li> <li>2. Dedicate needed funding to implement repair/replacement and ongoing maintenance schedules, as identified above, and obtain needed equipment. See Chapter 3 for recommended pathway and trail maintenance schedule and operations costs.</li> </ol>

<p>C. Invest in staffing, operations and capital projects at a level that is sustainable, meets desired levels of service, and allows priority projects to be implemented. (continued)</p>	<p>3. Acquire funding through a combination of grants, City and public agency investment and private contributions to accomplished capital projects identified in Map 9 “Proposed Network” on p. 31 and in “Priority Projects and Actions” list. See Table 2-1 (p. 45) for typical pathway and trail unit costs.</p> <p>4. Annually assess priorities and develop budget and work plan to meet maintenance, operations and capital priorities.</p>
<p>D. Actively engage with citizen groups, partner agencies, private developers and related organizations on an ongoing basis to assess trail and pathway needs and coordinate and implement projects.</p>	<p>1. Work with public agencies to plan, coordinate and implement projects. Specifically:</p> <ul style="list-style-type: none"> <li>○ Maintain or put in place joint agreements or memoranda of understandings with trail management partners including Bureau of Land Management (BLM), Ridge to Rivers (R2R), Ada County and adjoining jurisdictions, as needed.</li> <li>○ Work with Ada County Highway District (ACHD) to engage in an Eagle Bicycle and Pedestrian Plan to assess needs and make determinations about on-street/right-of-way facilities. In particular, identify and include bike and pedestrian connections on: <ul style="list-style-type: none"> <li>• Linder Road</li> <li>• Locust Grove Road</li> <li>• Ballantyne Road.</li> </ul> </li> <li>○ Work with Idaho Transportation Department to identify pathway projects and needed crossings on state highways and roads (see Goal 6).</li> <li>○ Work with COMPASS to assess, develop, and fund regionally-significant pathway projects.</li> <li>○ Engage irrigation districts in discussions about developing pathways and easements along canals.</li> <li>○ Explore creation of a regional Greenbelt joint management group to coordinate maintenance, standards, crossings and investments along the entire lengths of the Boise River Greenbelt.</li> </ul> <p>2. Continue to meet with citizen groups and advisory boards to assist and advise on implementation of this, and related, plans. Specifically:</p> <ul style="list-style-type: none"> <li>○ City of Eagle staff and/or citizen representatives participate in relevant pathways, trails and user group meetings and report back to City of Eagle staff on discussions, emerging issues and ideas, decisions and recommendations.</li> <li>○ Maintain or put in place joint agreements or memoranda of understandings with nonprofit and volunteer trail partners to accomplish projects.</li> <li>○ Conduct an annual or bi-annual event to engage citizens in pathway and trail planning, encourage citizen input about pathways and trails, and create opportunities for citizen investment – e.g., volunteer days, celebration events and planning workshops.</li> </ul>

<p>D. Actively engage with citizen groups, partner agencies, private developers and related organizations on an ongoing basis to assess trail and pathway needs and coordinate and implement projects. (continued)</p>	<p>3. Continue to actively work with the planning and permitting processes, to leverage construction of public pathways and trails through development.</p> <ul style="list-style-type: none"> <li>○ Continue to engage trails and pathways management staff early in the application review process.</li> <li>○ Create standardized checklist tool that specifies pathway and trail requirements. This checklist may be provided to applicants prior to application submission to reduce planning changes within the process.</li> <li>○ Require new development to follow AASHTO Guide for the Development of Bicycle Facilities (Chapter 5: Shared Use Paths) when providing pathways</li> <li>○ Review and revise the development code to clarify developer obligations and participation in dedicating and constructing Eagle’s pathway and trail network.</li> </ul>
<p>E. Collect and utilize data in trails and pathways management.</p>	<ol style="list-style-type: none"> <li>1. Develop a robust Geographic Information System (GIS) database to ensure essential pathway and trail management information is up-to-date, easily accessible and integrated with COMPASS , including: <ul style="list-style-type: none"> <li>○ All existing public pathways and trails</li> <li>○ All existing easements</li> <li>○ All proposed future pathways and trails</li> <li>○ Pathway and trail characteristics (e.g., natural, asphalt, concrete surface, etc.)</li> <li>○ Pathway and trail conditions, including maintenance and repair/replacement schedules</li> </ul> </li> <li>2. Working with COMPASS, related agencies and volunteers, conduct regular bike and pedestrian traffic counts at key points and times on pathways and trails, and road and river crossings, as needed. Also, install permanent traffic counters on trails and pathways. Specific desired locations include: <ul style="list-style-type: none"> <li>○ Eagle / Garden City boundary on Greenbelt (North Channel)</li> <li>○ Boise / Eagle border (South Channel)</li> <li>○ Consider future counter installations at Edgewood Lane, Eagle Road on the North Channel of the Boise River</li> <li>○ At Eagle Sports Complex</li> </ul> </li> <li>3. Conduct an annual or bi-annual citizen survey to collect input on trail and pathways needs, priorities and City performance.</li> <li>4. Develop and track metrics that analyze the pathway and trail system’s impact. Metrics could include percentage of Eagle households within a 0.5-mile walk of percentage of the City accessible via a pathway or low-stress bikeway. Coordinate with COMPASS</li> </ol>
<p>F. Evaluate additional public funding mechanisms.</p>	<ol style="list-style-type: none"> <li>1. Evaluate and gauge public support for public funding mechanisms, such as a bond or levy, that could be dedicated towards trail and pathway implementation and give Eagle the flexibility to make its own investments over the next five to ten years.</li> </ol>

### **Goal 5. Proactively and Responsively Manage the Trails and Pathways System.**

Eagle has seen significant investments in trails and pathways over the years. These amenities are consistently the most beloved characteristics among Eagle’s citizenry, and the process to develop this plan indicates strong support for continued public and private investment in trails and pathways.

Eagle enjoys a strong partnership with private developers who have constructed a significant portion of the trails and pathways infrastructure, alongside the City itself, and this approach has minimized the City’s capital investments, even while trail and pathway infrastructure has grown. Meeting increasing demand, community desires, and the need to adequately and efficiently maintain a large and growing system will necessitate the City build additional partnerships, leverage private development and public assets, adapt its management approach, and further invest in the trails and pathways system.

Strategies to achieve responsible growth of the system are:

**Strategy 5.A** – Define and implement consistent trails and pathways standards that emphasize safety and comfort.

**Strategy 5.B** – Adopt and implement a routine maintenance schedule for trails and pathways that protects the City’s investment and extends its longevity.

**Strategy 5.C** – Invest in staffing, operations and capital projects at a level that is sustainable and allows priorities to be implemented.

**Strategy 5.D** – Actively engage with citizen groups, partner agencies, private developers and related organizations on an ongoing basis to assess trail and pathway needs and coordinate and implement projects.

**Strategy 5.E** – Collect and utilize data in trails and pathways management.

**Strategy 5.F** – Evaluate additional public funding mechanisms.

*Table 2-1. Typical Pathway and Trail Costs\**

Item	Cost
<b>Pathway and Trail Infrastructure</b>	
Share Use Paths	\$650,000 – \$1,200,000 / mile
Natural Surface Trails (shared use, hike, and equestrian)	\$13,500 - \$27,000 / mile
Bike-optimized trails (frequent features and earthwork)	\$40,000 / mile
Pathway undercrossings	\$450,000 – 2,500,000 each
Greenbelt pathway bridges	\$300,000 – \$1,200,000 each

\*Note that costs will vary substantially based upon site-specific conditions and engineering requirements. Federal funding sources and associated processes also typically result in higher costs.

**GOAL 6. Use Trails and Pathways to Safely Connect and Circulate within and around the Community.**

<i>STRATEGIES</i>	<i>SUPPORTING ACTIONS &amp; PROJECTS</i>
<p>A. Improve wayfinding. Greenbelt wayfinding information by developing a Greenbelt brand and signage</p>	<ol style="list-style-type: none"> <li>1. Working with FACTS and regional partners, develop Eagle Greenbelt and pathways brand, wayfinding plan and signage standards. Harmonize with other jurisdictions' Greenbelt signage.</li> <li>2. Implement brand and wayfinding plan consistently throughout Eagle. Include Greenbelt distances and directional indicators to nearby landmarks and activity areas.</li> <li>3. Add informational and interpretative signage to inform users of Greenbelt history, private property/donor contributions, natural features and regulations.</li> </ol>
<p>B. Add desired bridges and crossings.</p>	<p>Implement crossings identified on Map 9 "Proposed Network", <u>Pathway Bridges*</u></p> <ol style="list-style-type: none"> <li>1. Bridge to cross the South Channel on the west side of HWY 55.</li> <li>2. Bridge to connect Eagle Island State Park to Mace</li> <li>3. Bridge on the west side of HWY 55 to cross the North Channel.</li> <li>4. Bridge over the Dry Creek Canal at Clear Creek Crossing.</li> <li>5. Bridge across the North Channel from HWY 44 and Dry Creek Trail to the south Side of the North Channel.</li> <li>6. Bridge over the South Channel from Williamson River Ranch.</li> </ol> <p><u>Pathway Undercrossings*</u></p> <ol style="list-style-type: none"> <li>1. Tunnel under HWY 44 between Edgewood Lane and Eagle Road (HWY 55).</li> <li>2. Tunnel under HWY 55 on the south bank of the South Channel.</li> </ol> <p>* Crossing locations preliminarily identified here as a bridge or undercrossing may require the other crossing type following engineering and environmental studies.</p>
<p>C. Complete routes connecting key destinations and activity centers in Eagle.</p>	<ol style="list-style-type: none"> <li>1. Plan and design an on-street bicycle and pedestrian network to support and enhance the trail and pathway system.             <ul style="list-style-type: none"> <li>○ Build on ACHD's Roadways to Bikeways planning effort to create an Eagle-specific bike and pedestrian plan</li> <li>○ Work with ACHD to design and implement Eagle's priority on-street bike and pedestrian facilities in a timely manner. Specific areas and corridors identified through the trails and pathways planning process include:                 <ul style="list-style-type: none"> <li>● Floating Feather</li> <li>● Beacon Light</li> <li>● Linder Road</li> <li>● Horseshow Bend</li> </ul> </li> <li>○ Seek to develop pathways that support Safe Routes to School and Safe Routes to Parks.</li> </ul> </li> </ol>

<p>C. Complete routes connecting key destinations and activity centers in Eagle (CONTINUED).</p>	<ol style="list-style-type: none"> <li>2. Complete the Dry Creek Trail between SR-55 and the Greenbelt.</li> <li>3. Establish pathways adjacent to canals, wherever possible. Methods may include: <ul style="list-style-type: none"> <li>○ As land adjacent to canals is developed, work with developers to incorporate pathways into their projects.</li> <li>○ Obtain parcels and/or easements and develop City-owned pathways or trail sections.</li> <li>○ Engage irrigation districts in planning and work to obtain easement agreements as needed.</li> </ul> </li> <li>4. Create a “Town to Trails” bikeway connecting downtown Eagle to Foothills trails via Eagle Road, working with ACHD to identify, prioritize, design and construct. Brand bikeway.</li> <li>5. Connect schools, parks, natural and cultural areas and other public facilities. Specific, desired routes are identified in Map 9, “Recommended Trails and Pathways” and listed below: <ul style="list-style-type: none"> <li>○ Between Downtown Eagle and the Eagle Sports Complex</li> <li>○ Through Eagle Island State Park connecting Eagle Road to route to Star</li> <li>○ Along Horseshoe Bend Road connecting the Ada/Eagle Bike Park, Optimist Fields, Home Depot/WinCo shopping center, and the Greenbelt</li> <li>○ Along the north side of Chinden Boulevard from Eagle Road to Discovery Way to link Pamela Baker Park to the YMCA /Target shopping center</li> <li>○ To Guerber Park</li> </ul> </li> </ol>
<p>D. Create desired trail connections in the Foothills.</p>	<ol style="list-style-type: none"> <li>1. As opportunity arises, working with partner land managers such as Bureau of Land Management, Ridge to Rivers and through the development process, construct natural surface trails that: <ul style="list-style-type: none"> <li>○ Connect Eagle Sports Complex to other Foothills trails</li> <li>○ Connect Avimor to Hidden Springs</li> <li>○ Connect Avimor to existing and/or future trails within the Spring Valley area</li> <li>○ Connect to and through BLM lands, in particular between Highway 16 and Highway 55 via “Rocky Canyon/Little Grand Canyon” area.</li> </ul> </li> <li>2. Create specialized trails for a variety of users, including hikers, mountain bikers, equestrians. Consider development of off-leash dog trails where appropriate.</li> </ol>
<p>E. Connect to neighboring communities.</p>	<ol style="list-style-type: none"> <li>1. Work with Idaho Transportation Department, Ada County Highway District and other jurisdictions to ensure connecting pathways are accommodated in roadway design and construction: <ul style="list-style-type: none"> <li>○ To Star – via separated path along Highway 44 (State Street)/Moon Valley Road route</li> <li>○ To Meridian – via Linder and/or Locust Grove Roads route</li> <li>○ To Garden City and Boise – via pathway route parallel to Highway 20/26 (Chinden Boulevard) and via Greenbelt pathways</li> <li>○ To Emmett – via separated path along Highway 16</li> <li>○ To Horseshoe Bend – via pathway on Horseshoe Bend Road and via separated path along Highway 55 (Eagle Road)</li> </ul> </li> </ol>

## **Goal 6. Use Trails and Pathways to Connect and Circulate within and around the Community.**

While Eagle has a strong circulation framework for trails and pathways in its existing system, there are several key areas of opportunity to increase connections and some significant barriers to circulation that should be addressed. In particular, Highway 44/State Street, Highway 55/Eagle Road and 20/26/Chinden Boulevard are significant barriers that should be easier for pedestrians and cyclists to navigate and cross. Similarly, the braided nature of the Boise River through Eagle creates wonderful walking and biking experiences in natural settings but complicates circulation and can make finding crossings and access points on and off the Greenbelt confusing. The possibility of establishing more routes and access points into the Foothills from Eagle is another opportunity.

In an initial survey conducted as part of this planning process, Eagle's citizenry identified the barriers they experience and opportunities they'd like to see created for equestrian, bike and pedestrian uses. These are identified in Section 1.8: Public Involvement. A large portion of comments were directed toward Foothills areas that the City of Eagle does not directly control, but which will be extremely useful for future trails planning. Within areas where the City has jurisdiction, respondents repeatedly highlighted common needs and concerns:

- More access to Eagle Island State Park
- Connect the Greenbelt to Star
- Improve connections to Boise
- Improve connections to Eagle neighborhoods and common destinations
- Provide safer crossings of ID-44 and ID-55
- Lack of safe access from the Greenbelt to Downtown Eagle, especially at the ID-44 crossing.
- Lack of safe pathways or sidewalks on or crossing Eagle Road between ID-44 and U.S. Hwy 20/26/Chinden Blvd.
- Safe access to schools – add bike lanes and pathways near schools, combined with better pedestrian crossings

The City of Eagle also consulted with neighboring jurisdictions about their trails and pathways plans to help ensure regional coordination is taking place. The Steering Committee also provided extensive comment on circulation improvements. Eagle's comprehensive plan and related plans were reviewed to ensure alignment with Trails and Pathways Plan recommendations.

Strategies to achieve responsible growth of the system are:

**Strategy 6.A** – Improve wayfinding.

**Strategy 6.B** – Add desired bridges and crossings.

**Strategy 6.C** – Complete routes connecting key destinations and activity centers in Eagle.

**Strategy 6.D** – Create desired trail connections in the Foothills.

**Strategy 6.E** – Connect to neighboring communities.

## 2.3 Public Input: Recommendations

### Methodology, Distribution, and Promotion

The Eagle Trails and Pathways Public Review Survey was designed to collect public comment on the goals, vision, framework and policies included in the draft Eagle Trails and Pathways Plan. The survey was nine questions long, each designed to evaluate the support and response to elements of the Plan and its implementation. The survey was open from January 25<sup>th</sup>, 2019 to February 15<sup>th</sup>, 2019 and received 744 responses. The survey was promoted via email as well as through the Eagle Parks & Recreation Facebook page. The Facebook post promoting the survey reached over 8,300 people, receiving almost 250 reactions in the form of likes, comments, and shares, more than any other Facebook promotion done by Eagle Parks & Recreation.

### Key Themes and Findings

In general, broad support was identified for the plans vision statement, goals, and proposed recommendations.

**93%** *of respondents indicated support for the vision statement and broad plan framework*

**94%** *of respondents indicated a support for the plan goals.*

**92%** *of respondents indicated that the proposed network of pathways and trails are appropriate and in line with the needs of the City of Eagle.*

In addition to the quantitative survey results, a number of responses focused on major themes that warranted additional explanation or modifications to the Plan.

Response Theme	Plan Response / Revisions
Survey respondents overwhelmingly identified expansion of the pathway network and development of additional Foothills trails as the highest priorities for future investment.	This public feedback is consistent with the proposed phasing described in section 3.1.
Some survey respondents expressed a need to better account for equestrian users as part of Eagle’s future trail network.	Goal 1, Strategy C outlines trail recommendations that seek to provide for all trail users. Much of the equestrian trail use currently occurs on private or BLM land. Future planning efforts with the BLM and annexation agreements with developers near the foothills should seek to preserve trail experiences for equestrians, in addition to other trail users.
Some survey respondents expressed uncertainty surrounding e-bikes, e-scooters, and other emerging transportation and recreation trends that could impact pathway and trail experiences.	Goal 5, Strategy A recommends that Eagle monitor and adjust to ongoing trends in transportation and recreation that may impact trail or pathway users.

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## Chapter 3 – Implementation

In order for the City of Eagle to develop a world-class pathway and trail system, increased investment will be needed for both capital and operational expenditures. These increasing funding needs are borne out of a variety of factors including:

- **More Public Support for Pathways and Trails:** Eagle residents increasingly support for pathways and trails for both transportation and recreation
- **More Complex Projects:** Simpler, “low-hanging fruit” projects have been implemented leaving more challenging, costly projects remaining to fill gaps in the pathway and trail network
- **More Infrastructure to Maintain:** Increased maintenance needs related to the expansion of Eagle’s pathway and trail system
- **More People:** As the City of Eagle grows, expansion of the pathway and trail system will be needed to provide access and opportunities for all residents. According to the COMPASS Communities in Motion 2040

Future investment should occur on three primary fronts:

1. **Capital Projects:** Expanding and filling gaps in Eagle’s pathway and trail infrastructure
2. **Upgrades and repairs:** Seek to upgrade Eagle’s pathway and trail system to a more durable, lower maintenance model that will provide long-term cost savings while repairing previous flood damage.
3. **Administrative and Operational Improvements:** Maintenance, operation, and programming improvements will support the physical infrastructure of the pathway and trail system.

### 3.1 Capital Projects and Phasing

This plan is intended to set the stage for implementation and allow the City of Eagle to organize around and work toward accomplishing well-ordered priorities. The tables below include all of the projects listed in the Strategies and Actions section for working toward goals. They are organized here by priority rank and corresponding intended time frame to initiate. Projects were identified using citizen and Steering Committee input as well as direction from the City of Eagle, and priorities were assigned based on the level of need, community desire, achievability and potential impact. In general, project priority was defined according to the following framework:

- Priority 1: Repair pathway and trail system impacted by 2017 flooding
- Priority 2: Connectivity: Install key connections and fill gaps in the existing network
- Priority 3: Improve the existing system by upgrading substandard infrastructure, providing new recreational amenities, and creating more integrated pathway and trail networks.
- Priority 4: Expand the existing system

Although projects listed below have been categorized into high, medium, and low priorities; Eagle should maintain and flexible and opportunistic approach to implementation. It may be occasionally appropriate to implement lower priority projects before higher priority projects if cost savings can be achieved or if development pressures require immediate action.

Table 3-1. Project Priorities – High Priority

PROJECT PRIORITIES – High Priority (0-2 years)			
Project Code (See Map 9)	Project Name	Planning-Level Cost*	Notes
B2	Connect to Eagle Island State Park using Concrete Pavement and Two Bridges	\$1,600,000	4124-feet in length @ \$184/LF = \$758,816.00. Bridge spans and design TBD. Fencing and other security measures, and alternative access for irrigation management, will be conditions of approval.
T6	BLM Foothills Trail Development	\$1,500,000	Trail construction, signage, trailhead(s) parking. This estimate considers some land acquisition, use of BLM lands, and construction of parking and restroom facilities, but still only amounts to a \$60,000.00 per mile -- or \$100,000 per developed acre. These types of trails deliver a high return on investment.
T1, T2	Bike Park Development -- Ada Eagle Sports Complex	\$450,000	Adaptive trails, Skills park evolution, All-weather trails, improvements for competitive events, user amenities, and improvements to the BMX facility.
B1	Bridge West Side of South Channel	\$1,400,000	Complete bridge construction required. Located 1000 feet north of Colchester Dr.
U2	Underpass HWY 55 South Side of South Channel	\$900,000	Complete tunnel construction. Located 1000 feet north of Colchester Dr.

\* 2018 estimate, based on most recent local data available. Estimates subject to market conditions at time of RFP.

Table 3-2. Project Priorities – Medium Priority

PROJECT PRIORITIES – Medium Priority (2-4 years)			
Project Code (See Map 9)	Project Name	Planning-Level Cost*	Notes
	Eagle Road to Two Rivers	\$195,000	Approximately 1050-feet @ \$184/LF = \$193,200.00. Complete concrete trail construction required.
	North Channel Trailhead Parking	\$500,000	Construction of small parking lot, restroom facility, trail connection.
	Canal Trail System	\$3,000,000	Negotiate access, construction, gating, trailhead(s).
	The Shores Sportsman Trail	\$250,000	Install bridge, address encroachments, develop natural surface trail.
R1, R2	Water Trail Development on North Channel to Eagle Island State Park (Phase 1)	\$230,000	Put ins, take outs, signage, trailhead(s), parking, for a 2.25-mile route.
	Sportsman’s Access Site at Linder Rd	\$300,000	Put in, restrooms, and parking.
B3	Bridge over North Channel on West Side of the Eagle Road Vehicle Bridge	\$1,400,000	Complete bridge construction required.
U1	Underpass HWY 44 From Downtown to Greenbelt	\$900,000	Complete tunnel construction.
B5	Bridge North Channel at Dry Creek Area	\$1,600,000	Complete bridge construction required.
B4, B5	Bridges over Dry Creek and Dry Creek Canal	\$1,000,000	Two bridges that will connect all future Dry Creek Pathway sections to downtown Eagle and the North Channel Greenbelt.
	Widen Greenbelt Bridge at Lonesome Dove	\$16,000	Reconfigure railing, fill southeast side with road mix, compact.
	Connect to Area Foothills Trails System	N/A	Costs and trail alignments TBD.
	Connect to Star		Costs TBD, partnerships with ITD and ACHD may be possible.

\* 2018 estimate, based on most recent local data available. Estimates subject to market conditions at time of RFP.

Table 3-3. Project Priorities – Longer Term

PROJECT PRIORITIES – Longer Term (5+ years)			
Project Code (See Map 9)	Project Name	Planning-Level Cost*	Notes
	Equestrian Trailhead(s)	\$500,000	Provide suitable parking, restroom, and trailhead facilities.
	Two Rivers Improvement	\$250,300	1360-feet in length @ \$184/LF = \$250,240.00. Complete pathway construction required.
	River Crossing at Linder Rd	\$250,000	Match and City share of an estimated \$1M project.
U3	Linder Road Underpass	\$225,000	Match and City share of an estimated \$900K project.
B6	Bridge over South Channel from Boise to Williamson River Ranch Area	\$275,000	Match and City share of an estimated \$1.1M project.
B7	Bridge over South Channel at Locust Grove Rd	\$1,400,000	Complete bridge construction required.
	Laguna Bridge Replacement	\$500,000	Replace a 5-foot wide bridge and realign the pathway to accommodate a more direct route. Install new bridge approximately 30 yards to the west. Work with partner agencies to widen and improve pathway during realignment.

\* 2018 estimate, based on most recent local data available. Estimates subject to market conditions at time of RFP.

## 3.2 Operational Improvements

The table below includes actions listed in the Strategies and Actions section that are not a specific capital project, but instead provide operational improvements. As with the preceding project tables, these actions were identified using citizen and Steering Committee input as well as direction from the City of Eagle, and priorities were assigned based on the level of need, community desire, achievability and potential impact.

Table 3-4. Operational Priorities

OPERATIONAL PRIORITIES	
High Priority (0-2 years)	Install permanent pathway/trail counters
	Hire grant writer or contract for these services
	Define and implement consistent design standards
	Refine maintenance standards
	Build GIS trails and pathways database
	Convene Foothills trails planning group with agency partners and citizen advisors and develop a Foothills trail management plan, if appropriate, to aid coordination and implementation.
	Develop water trail plan and begin fundraising
	Formally incorporate Greenbelt access requirements and standards into City development process through ordinances or other appropriate mechanisms.
	Wayfinding and branding
	Coordinate with local irrigation companies to explore development of canal trails
	Develop website – trail conditions and events
	Coordinate with local irrigation companies to explore development of canal trails
Medium Priority (2-4 years)	Implement Year 3-5 staffing plan
	Work with ACHD on Eagle Bike and Pedestrian Plan (for on-street biking and walking facilities)
	Conduct citizen survey for feedback on trails and pathways (can be part of a larger City survey) and issue a "State of the Trails" semi-annual report
	Explore creation of multi-jurisdiction coordinated Boise River Greenbelt management group

### 3.3 Maintenance Recommendations

Effective, continuous maintenance is critical to the overall success and safety of any pathway and trail system. Maintenance of the City of Eagle Pathway and Trail System will be particularly important as it connects many neighborhoods and destinations for people walking and bicycling in Eagle. Regular, routine maintenance on a year-round basis will not only improve the pathway and trail system appearance and user safety but will also prolong the physical life of the infrastructure. Pathway maintenance activities typically include pavement preservation and stabilization, landscape maintenance, maintenance of drainage, facility upkeep, sign replacement, mowing, snow removal and litter removal. Maintenance activities required for continuous, safe pathway operations should always receive top priority. The benefits of a good maintenance program are far-reaching and may include:

- A high standard of maintenance is an effective advertisement to promote the pathways and trails as a local and regional transportation and recreation resource.
- Seasonal maintenance activities can help extend season of active commuting and recreation for many users.
- A maintenance program can maximize the useful life of Eagle pathways and trails
- Good maintenance can be an effective deterrent to vandalism, litter and property encroachments.
- A regular maintenance routine is necessary to preserve positive public relations between adjacent land owners and the City of Eagle.
- Good maintenance can make enforcement of regulations on the pathway and trail system more effective. Local clubs, neighborhood organizations, and interest groups will take pride in their pathway and will be more apt to assist in protection of the pathway.
- A proactive maintenance policy will help improve safety and maintain positive user experience on the pathways and trails.

The following sections discuss general pathway operations and maintenance activities for the City of Eagle as well as considerations for winter pathway maintenance.

#### **Pathway Surface Maintenance**

Cracks, ruts, potholes, and water damage require periodic repair. To maintain a smooth pathway surface, the following are recommended surface maintenance activities for asphalt pathways in Eagle.

##### **Sweeping**

The pathway should be swept regularly to keep the paved surface free of debris, especially broken glass and other sharp objects, sand, grit and loose gravel, leaves and stray branches. Sweeping should be scheduled based on location, for example, pathway segments in wooded areas will tend to accumulate plant litter such as leaves and should be swept more frequently in order to maintain safe surface conditions. Signage can be posted at trailheads to encourage users to report areas of the pathway in need of sweeping. At a minimum, there should be one annual sweep at the beginning of spring. If sand is used during the winter for snow friction, additional sweeping should be scheduled after major thaws. Roadway intersections may require more frequent sweeping.

##### **Patching and Sealing**

Periodically, potholes and root damage will need to be manually filled and patched, or cracks will need to be sealed. As an asphalt surface deteriorates, fog seal, seal coating, slurry seal or micro surfacing can be applied to extend the life of pavement. These preventative measures are much more cost effective than complete pathway resurfacing or reconstruction.

##### **Resurfacing and Reconstruction**

Based on observations and analysis of similar asphalt pathways in the Rocky Mountain West, the pavement will need to be overlaid every 30 years on average. Extensive replacement and renovation is anticipated every 50 years on average. However, this extensive replacement could be reduced with preventative maintenance measures such as sealcoating every five to ten years to prevent surface raveling.

## Routine Maintenance

In addition to maintaining a clear, usable pathway surface, there are a number of routine maintenance activities that are key to the success and safety of the Eagle pathway system. These activities are described in the following sections and assigned frequencies in Table 3-5 below.

Table 3-5. Pathway Routine Maintenance Schedule

Maintenance Task	Suggested Frequency	City of Eagle Current Avg. Frequency
Major damage response (fallen trees, washouts, flooding)	As needed	As needed
Inspections	Monthly visual inspections; seasonal detailed inspections (quarterly); immediately after wind storms or flood events	Monthly
Pavement sweeping/blowing	As needed; at a minimum each spring	As needed due to wind
Pavement patching; sealcoating	Every 5-10 years from installation	Not performing
Pavement overlay	30 years from installation	Not performing
Pathway reconstruction	50 years from installation	Not performing
Culvert/drainage maintenance	Inspect spring and fall and after major storms; clear as needed	As needed
Tree trimming	Yearly, as needed	As needed, April through November
Shoulder plant trimming (weeds, branches)	Monthly during spring, summer, and fall	Monthly during spring, summer, and fall
Shoulder mowing	Twice a year (spring and fall); every 5-7 years on slopes	Constantly, April through November
Trash disposal	Weekly during high use; twice monthly during low use	Weekly during high use; twice monthly during low use
Litter pick-up	Twice monthly	As needed (part of other operations)
Graffiti removal	Weekly; immediately as needed	Weekly; immediately as needed
Sign repair/information updates	As needed	As needed
Sign replacement	15 years; as needed	As needed
Site furnishings; replace damaged components	As needed	As needed
Snow removal	Within 24 hours of a snow event during the winter season (estimate six per season)	As needed, within 24 hours of a snow event except on weekends

## Drainage

To preempt drainage problems along the pathway, ditches and drainage structures should be regularly cleared of debris to prevent wash-outs and maintain positive drainage flow. Regular checks for erosion along the pathway should be made during the wet season, and immediately after any storm that brings flooding to the area. Providing adequate drainage on the pathway will also minimize ice on the pathway due to seasonal freeze/thaw cycles.

## Vegetation

In general, plantings alongside a pathway should allow users clear views of their surroundings to avoid personal security issues. Understory vegetation along pathway corridors should not be allowed to grow higher than three feet, and overhanging branches should be pruned to a minimum vertical clearance of 10 feet. Tree canopies may be

trimmed for light fixtures or overhead utilities. Vegetation management will require a regular schedule of mowing, pruning, trimming, plant replacement, and tree removal.

Tree and plant species along a pathway should be selected to minimize vegetative litter and prevent root uplifting of the pathway pavement. Moreover, it is prudent to select native plants that can tolerate dry spells in the summer to reduce the frequency of plant replacements. To maintain ideal plant selections and prevent invasion of unwanted plants, brush should be removed during plant installation, and regular weeding by mechanical means or hand labor should be done on a regular basis. Where mechanical or hand removal of weeds is not possible, the limited application of a state-approved herbicide may be employed to limit vegetation growth.

Monthly (or as needed) mowing along both sides of the pathway prevents invasion of plants into the pavement and shoulder areas. Mowing frequency is dependent on rainfall and plant growth, but generally will occur monthly during spring, summer, and fall. To prevent erosion on slopes adjacent to the pathway, it is a best practice to mow slopes on a 5-7-year cycle. This periodic maintenance helps prevent slope failures by managing invasive species not conducive to slope stability and by exposing small washouts before they become problematic.

### **Trash Removal**

Trash receptacles should be placed at primary pathway access points. Staff or volunteers should empty these receptacles on a regular basis and remove litter along the pathway on an as needed basis. Dumping can be controlled by designing pathway access points to discourage vehicle access, regulatory signage, and enforcement of fines as much as possible. When dumping does occur, it should be removed as soon as possible in order to prevent further occurrences. Neighborhood volunteers, friends groups, alternative and community service crews may be considered in addition to maintenance staff. Signage should be posted at trailheads indicating a contact number to report illegal dumping.

### **Pet Waste Stations**

Pet waste stations should be placed near trash receptacles at primary pathway access points. Staff or volunteers should refill dispensers on a regular basis to encourage proper disposal of pet waste. Proper disposal of pet waste may also be encouraged through signage and enforced through fines. Like trash, pet waste that is not properly disposed of in a trash receptacle should be removed as soon as possible to reduce the chance of further occurrences.

### **Graffiti**

Graffiti not only affects pathway aesthetics; it can also encourage other undesired behaviors, such as littering, crime, and more graffiti. The appearance of graffiti and litter is perceived as an indicator that an area is in decline. Rapid removal of graffiti and illegally dumped materials is critical to maintaining a safe facility and conveying to the community that the pathway is cared for and regularly observed. Signage should be posted at trailheads indicating a contact number to report graffiti.

### **Signage**

Wayfinding signage should be regularly checked for graffiti or damage, weathering or wear to the sign face or post. Damaged signs should be repaired or replaced on an as-needed basis. On an annual basis, trail signs should be evaluated for sun and water damage and replaced as needed. It is estimated that signs would have a practical lifespan of 15 years.

### **Bridge Structures**

There are a number of bridges structures on or near the Greenbelt. These structures should be inspected for structural integrity by a licensed engineer on a frequency established by engineering best practices.

### **Winter maintenance**

Paved pathways require significant public investment and should be used to their fullest potential year-round. In fact, if federal funds are used to construct the future pathways in Eagle, it must be open and accessible year-round. Snow should be removed from the pathway within 24 hours of a snow event during the winter season to help improve winter pedestrian and bicycle safety. The pathway and its access points should be designed to allow clear maintenance vehicle access without utilities, signal pole, or light pole location interference. Note that curb ramps and roadway crossings will likely need additional manual clearing of snow.

Effort should be made to maintain an ice-free pathway to prevent slipping injuries. This will likely require ongoing inspection between snow events to reduce ice buildup and drifting snow is removed promptly. Salt, sand, or de-icing solution should only be used if special circumstances warrant; such as severe ice buildup, to mitigate freeze-thaw cycles on the pathway surface, or for immediate safety concerns. Salt or de-icing solutions create runoff that can damage vegetation, structures, vehicles and bicycles. Sand can damage bicycle parts and should be used in limited amounts for traction concerns. Gravel application should be avoided as the smaller tire width of bicycles does not adequately grip to larger aggregate and may cause cyclists to lose control and fall. Snow storage should be anticipated in the design of drainage and planting areas to reduce damage, replacement, and maintenance needs.

## Cost Considerations

Maintenance costs are variable across organizations and places. Many maintenance needs are unpredictable and completed “as needed.” These costs are context-dependent and can include items such as storm response and pathway surface rehabilitation, which are less regular. However, some activities are routine and can be regularly planned. Some of the factors that affect per mile operations and maintenance costs can include the following:

- Degree to which volunteers contribute to minor maintenance activities
- Context such as cost of living and wages in the area
- Environmental conditions such as extreme temperatures and snowfall

The operational costs in the tables below have been derived through a variety of sources including public works estimates for various cities. It should be noted that recommended frequencies and reconstruction schedules will vary per location. Locations along the Greenbelt may require more frequent maintenance and earlier reconstruction due to root intrusion while pathways in other locations may require less maintenance.

*Table 3-6. Estimated Costs for Asphalt Pathway Surface Maintenance*

Surface Maintenance Task	Recommended Frequency	City of Eagle Current Avg. Frequency	Estimated Cost/Mile
Crack Sealing	5-8 years	None	\$250
Sealcoating	5-10 years	None	\$19,000
Overlay	30 years	None	\$53,000
Reconstruction	50 years	None	\$350,000-\$550,000

*Table 3-7. Estimated Cost Schedule of Pathway Surface Maintenance*

Asphalt Pathway Maintenance- 5-year frequency		
Frequency	Activity	Cost/Mile
Year 5	Seal Coat	\$19,000.00
Year 10	Seal Coat	\$19,000.00
Year 15	Seal Coat	\$19,000.00
Year 20	Seal Coat	\$19,000.00
Year 25	Seal Coat	\$19,000.00
Year 30	Overlay	\$53,000.00
Year 35	Seal Coat	\$19,000.00
Year 40	Seal Coat	\$19,000.00
Year 45	Seal Coat	\$19,000.00
Year 50	Reconstruct	\$450,000.00

Table 3-8. Estimated 50-Year Costs at 5-Year Frequency

5-year maintenance frequency			
Total Cost / Lifecycle	Before Overlay (up to year 30)	Before Reconstruction (up to year 50)	With Reconstruction (up to and including year 50)
Total Cost	\$95,000.00	\$205,000.00	\$655,000.00
Ave. Cost/year	\$3,166.67	\$4,100.00	\$13,100.00

Table 3-9. Estimated 50-Year Costs at 10-Year Frequency\*

10-year maintenance frequency			
Total Cost / Lifecycle	Before Overlay (up to year 30)	Before Reconstruction (up to year 50)	With Reconstruction (up to and including year 50)
Total Cost	\$38,000.00	\$110,000.00	\$560,000.00
Ave. Cost/year	\$1,266.67	\$2,200.00	\$11,200.00

\* Assumes that every other seal coat maintenance is skipped and maintenance is only completed on years 10, 20, 30, 40, and 50.

Financial planning for pathway maintenance can be challenging to budget for. Typically, pathways require greater capital maintenance activities with age and ultimately require full reconstruction at some point. Some jurisdictions focus on eventual reconstruction and treat this as a maintenance item to be budgeted for, whereas some treat this as a separate capital project to be considered in the future. Tables 3-8 and 3-9 illustrate various asphalt pathway maintenance budgeting scenarios and frequencies that range from roughly \$1,300/mile per year to \$13,000 mile per year. Concrete pathways would require significantly less maintenance and be limited to periodic concrete jacking or grinding to level heaving sections and mitigate trip hazards.

## Trail Maintenance

Natural surface trail maintenance varies widely based upon the original trail design and routing, soils, surrounding environment, drainage, user types, user volumes, and a number of other features. Trails constructed along the greenbelt will likely require much different maintenance than those in the foothills. The following general maintenance activities should be conducted on trails that the City of Eagle will maintain.

### Inspections

Inspections on natural surface trails should be conducted twice yearly in spring and fall. A trail assessment form should be completed by City of Eagle staff or partner agency that identifies and locates all trail maintenance issues in need of attention. IMBA and the USFS have sample forms that could be used for this purpose.

### Drainage and Tread Repair

Periodically, due to user traffic or drainage, trail treads will require maintenance. Trail tread should be restored to its original design condition. Restoration of the tread should include removal of slough or organic material, loose rocks, stumps, or roots that exceed the original specifications of the trail. Drainage repairs can vary widely from construction of drainage dips and knicks to culverts.

### Pruning and Vegetation Removal

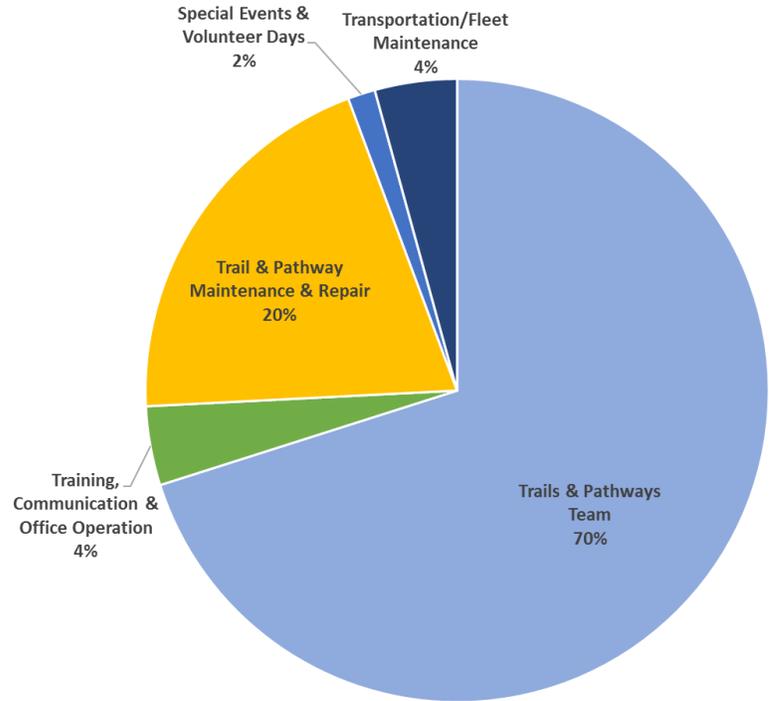
Pruning of vegetation and trees is a critical maintenance activity. Trails should typically be cleared four feet on the uphill side and a minimum of eight-feet overhead (ten-feet where equestrians are anticipated). Trees and shrubs should be cut as close to the ground as possible to prevent protruding stumps. Trails in and around the greenbelt will likely require more frequent pruning and mowing.

### Sign Repair or Replacement

Proper maintenance and replacement of signs helps provide a good user experience and can prevent unauthorized social trails. Signs should be checked for fading or vandalism twice yearly, or as part of monthly visual inspections.

### Structure Maintenance

Structures such as trail bridges, culverts, and retaining walls should be checked yearly for failure or risk of failure. If any structures pose a safety risk to trail users, the trail should be closed and repaired as soon as possible. If closure is anticipated for more than a couple of days, an alternate route should be provided as a bypass. Trail bridges should be checked to make sure abutments and support members are structurally sound. Culverts should be checked for blockages. Retaining walls should be checked for proper batter and loose stones.



### Typical Planning Level Trail Maintenance Costs

Figure 3-1. City of Eagle Trails & Pathways Budget – FY 16/17

Trail maintenance costs can vary widely on natural surface trails due to a number of variables such as use levels, exposure, soils, and sustainability of the initial trail construction. As a rule of thumb, land managers should budget approximately 5% of the initial construction cost of a natural surface trail for annual maintenance activities, such as those described above. This estimated maintenance cost should only be applied to sustainably constructed trails. Social trails, fall-line trails, or other trails not constructed to sustainable trail standards may require significantly more maintenance depending on local conditions.

## 3.4 Funding

### Existing Operational Funding Levels

The small team of staff that works for the City of Eagle Parks and Recreation Department covers a lot of ground in their day-to-day work. Their work components consist largely of:

- Inspection, maintenance, and repair of existing pathways and trails
- Coordinating and managing special events (e.g., bike races) and volunteer days
- Planning, acquisition, and construction of new trails, pathways, and related capital projects
- Fundraising and grant administration
- Training and professional development
- Communications
- Administration

By far, the greatest amount of the team’s time is expended in the first category – inspection, maintenance, and repair of the existing system. Currently, within this category, relatively little time is spent on proactive maintenance; the majority of effort focuses on keeping pathways and trails open and accessible to the public, meaning free of brush, tree fall, snow, ice, leaves, and litter, as well as repairing damage from erosion, flooding, roots, or vandalism.

The cost to support this work in the 2018 fiscal year was approximately \$140,000. Consistent with many other trails and pathways programs, the largest budget item is dedicated to labor – getting a team out onto the pathways and trails for maintenance, building, communication, and other work programs. Budget distributions are displayed in the chart below. Costs for capital projects are not included in the program budget and vary yearly, depending on current priorities and funding availability. Recommendations for standard maintenance activities for pathways and trails are included in the preceding Maintenance Recommendations section based on communities of similar size and climates. Each maintenance activity recommendation also includes a summary of Eagle’s current standard practice. This analysis shows that Eagle is largely not performing (or is unable to perform due to insufficient funding) most pavement management activities such as crack sealing, sealcoating, and asphalt overlaying. These practices can extend the lifespan of the pathway network and achieve significant lifecycle cost savings.

The size of Eagle’s trails and pathways team necessitates that their primary focus remain on basic maintenance responsibilities. In order to further develop the pathways and trails system, in accordance with the public’s and City’s visions, the team would need to grow. This would allow more work in more diverse areas, such as funding development and grants management, new pathway and trail system growth, preventive maintenance to protect City investments, and extending management responsibility and/or further engaging in joint management with other trail partners.

### Proposed Operational Funding Levels

The proposed Eagle Pathway and Trail Plan represents a bold vision for the City of Eagle. The proposed plan includes an 213% increase from 13.9 miles to 43.5 miles at full buildout. In addition, the plan recommends the development of several new natural surface trail connections. Due to the uncertainty surrounding natural surface trail alignments and the multi-jurisdictional nature of the potential trail corridors, it is difficult to project Eagle’s specific maintenance obligations for natural surface trails. However, it is safe to assume that the operational budget dedicated to the City of Eagle’s Trail and Pathway budget would likely need to grow by at least the same rate as the pathway system. Additionally, dedicating funding for pathway pavement maintenance activities not currently being performed would extend the lifespan of paved pathways. Table 3-10 illustrates potential operational funding scenarios for the City of Eagle’s consideration. These scenarios do not account for efficiencies of scale that may be realized by staffing increases, nor do they account for potential material cost increases or inflation.

Table 3-10. Projected Operational Funding Levels

	Annual Operations and Maintenance Budget	Annual Operations and Maintenance Cost per Resident
Current operational budget (existing, no pavement maintenance)	\$140,000	\$4.68*
Current operational budget + basic pavement maintenance	\$176,000	\$5.88*
Full buildout projected operational budget (no pavement maintenance)	\$438,000	\$9.57** \$7.55***
Full buildout projected operational budget + basic pavement maintenance	\$551,000	\$12.04** \$9.50***

\* Calculated using COMPASS 2018 population estimate.

\*\* Calculated using COMPASS 2030 population projection, represents 12-year buildout.

\*\*\* Calculated using COMPASS 2040 population projection, represents 22-year buildout.

## Level of Service

Level of service analysis is typically used in park and open space planning to determine whether communities are adequately served or underserved by various types of parks amenities. Although this type of analysis can be completed in reference to pathways and trails, it is an imperfect measurement. The *2017 City of Eagle Development Impact Fee Study & Capital Improvements Plan* identifies the current (2017) level of service and suggested impact fees that should be collected to continue the same level of service. However, a pathway level of service analysis does not account for the quality or the utility of pathways and trails to connect to community destinations such as schools, parks, or employment centers; nor does the measurements account for the proximity of pathways to existing and future Eagle residents. The measurement simply relates the mileage of pathway and trails to population measured against a baseline condition. The table below illustrates existing and proposed pathway level of service for Eagle residents. The proposed improvements over the existing level of service would help fill gaps in the pathway network and better connect residents and trail users to commercial areas, parks, and schools.

*Table 3-11. Existing and Proposed Pathway Level of Service*

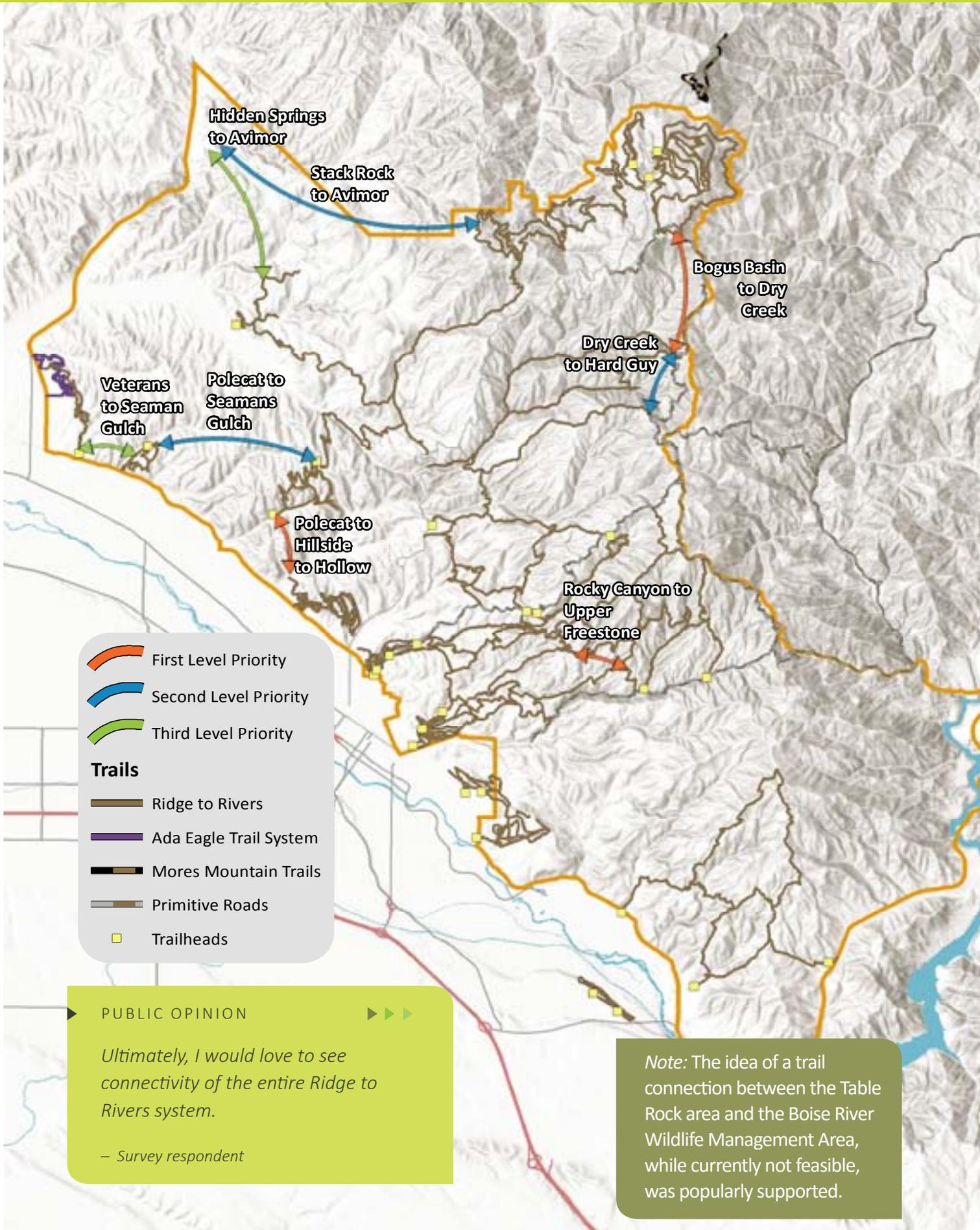
	Pathway mileage	Population	Pathway Mileage / 1000 residents
2017 City of Eagle Impact Fee Study	12.4	25,510 (2016)	.48
Existing (2018)	13.9	29,910	.43
Proposed 2030 (assumes 12-year build out)	43.5	45,750	.95
Proposed 2040 (assumes 22-year build out)	43.5	58,030	.75

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## Appendix A – 2016 Ridge to Rivers

The Ridge to Rivers planning document *Around the Next Turn: A 10-Year Management Plan for the Ridge to Rivers Trail System 2016* reviews current Ridge to Rivers trail use as well as practices in other places and then provides goals, principles, and strategies while developing a 10-year vision for the future of the trail system. The New Trails Connections Map on page 31 of *Around the Next Turn* summarizes the key priorities for trail development. These suggested priorities are principally connections between existing trail clusters or trails which would provide access to the network from outlying areas, such as Avimor and Bogus Basin. The New Trails Connections Map is included on the following page of this appendix.

The full document and appendices of Ridge to Rivers' *Around the Next Turn: A 10-Year Management Plan for the Ridge to Rivers Trail System 2016* may be found online at [www.ridgetorivers.org/media/1027/ridge\\_to\\_rivers\\_10\\_year\\_plan.pdf](http://www.ridgetorivers.org/media/1027/ridge_to_rivers_10_year_plan.pdf)



## Appendix B – 2018 ACHD Roadways to Bikeways

The 2018 Addendum to the Ada County Highway District (ACHD) *Roadways to Bikeways Plan* works to update the 2009 to reflect current planning and engineering practices and recent plans. It provides updated goals, objectives, and performance measures as well as a bicycle program status report, bicycle facility definitions and selection matrix, prioritization criteria, and planned bicycle networks maps. These planned bicycle network maps include both existing and planned network maps and low-stress bikeway maps, the latter of which illustrates only existing and planned bikeways designed to be comfortable for all ages and abilities.

Alongside working with ACHD to build future plans and stay informed of current regional plans, the planned bicycle network maps in the 2018 ACHD *Roadways to Bikeways Plan* are crucial to ensuring that Eagle's pathways and trails are integrated with the surrounding network. The overall county map (Figure 1: Existing and Planned Bicycle Network, Ada County, ID on page 1 of Attachment D of the 2018 *Roadways to Bikeways Plan*) and the Eagle area map (Figure 3: Existing and Planned Bicycle Network, Eagle/N Meridian/W Boise on page 3 of Attachment D of the 2018 *Roadways to Bikeways Plan*) are included on the following pages.

The full document and appendices of ACHD's *Roadways to Bikeways Plan (2018 Addendum)* as adopted on February 28, 2018 may be found online at [www.achdidaho.org/Projects/proj\\_roadways-to-bikeways-master-plan-update.aspx](http://www.achdidaho.org/Projects/proj_roadways-to-bikeways-master-plan-update.aspx)

The original 2009 ACHD *Roadways to Bikeways Master Plan* and related appendices may be found online at [www.achdidaho.org/Projects/proj\\_study\\_roadways-to-bikeways-plan.aspx](http://www.achdidaho.org/Projects/proj_study_roadways-to-bikeways-plan.aspx)

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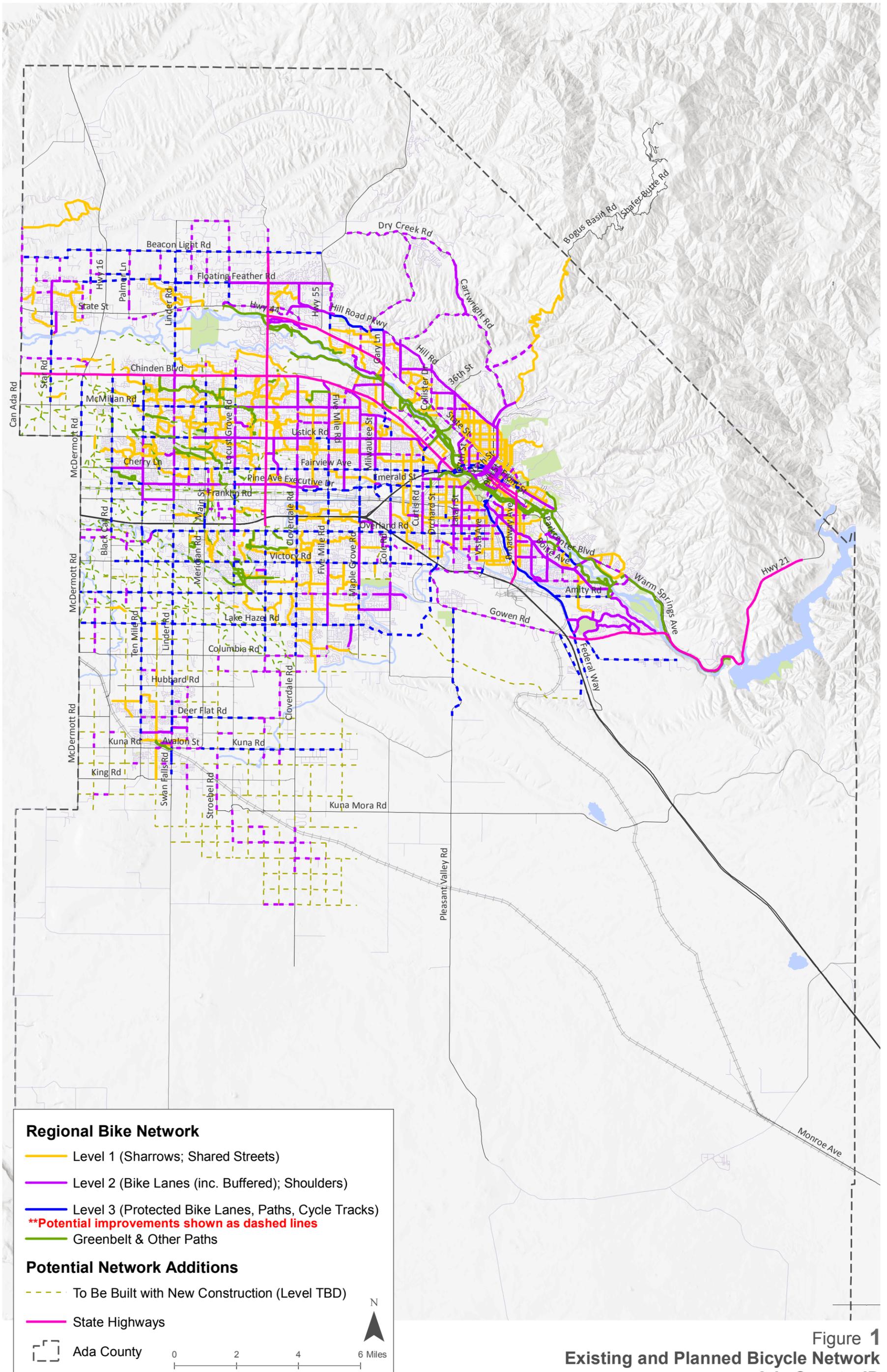
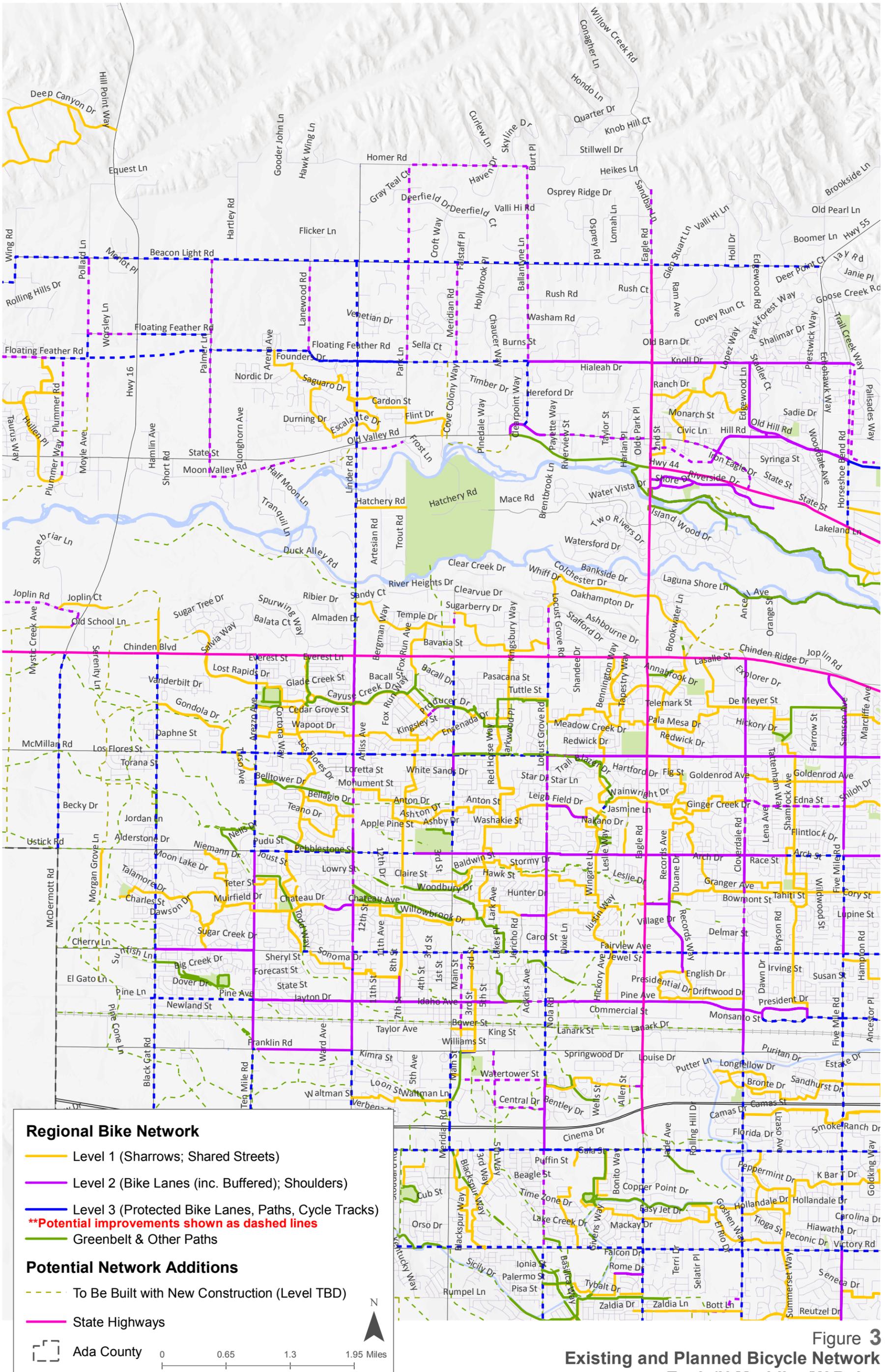


Figure 1  
Existing and Planned Bicycle Network  
Ada County, ID

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**Figure 3**  
**Existing and Planned Bicycle Network**  
**Eagle/N Meridian/W Boise**

ACHD will closely evaluate through the design process the appropriate bicycle facility treatments needed to ensure that crossing and route connections along higher volume roads meet the vision of a low stress bike network.

## Appendix C – 2007 Ada County Park and Open Space Master Plan

The Ada County Parks and Waterways' 2007 Park and Open Space Master Plan establishes goals and policies in order to meet the current and future need for park and open space land, facilities and services. As a portion of this effort, the plan includes recommendations for linear parks (trail corridors and connections), several of which impact and require coordination with the City of Eagle. These include general recommendations for extending the Boise River Greenway, expanding trails systems in the Boise and North Foothills Areas, and proposed trails in the Central Foothills. Figure 6.2: Future Potential Trail Opportunity Areas, Ada County, Idaho and Figure 6.3: Boise River Greenbelt Expansion Opportunities, Ada County, Idaho, found on pages 6-7 of Chapter 6 of the Parks and Open Space Master Plan provide an overview of these recommendations.

The full document of Ada County Parks and Waterways' 2007 *Parks, Open Space and Trail Plan* may be found online at <https://adacounty.id.gov/Parks-Waterways/Open-Space-and-Trails>

## Linear Parks (Trail Corridors and Connections)

Linear parks are areas that following elongated corridors and generally contain trails that may be located in the vicinity of river and stream corridors, or along other linear features such as roads, railroad grades, utility corridors and irrigation canals (subject to successful negotiations with willing landowners). These may be paved or unpaved and connect existing trails, public lands and existing communities.

Two major river corridors run through Ada County (Boise and the Snake Rivers corridors). While some portions of these corridors have already been protected (separately and in partnership with local, state and federal agencies), others portions remained threatened by development and incompatible land use. It is recommended the County in partnership with other jurisdictions; acquire additional riverfront property for the purpose of expanding the existing network of trails.

Future trail routes will be aligned to minimize impacts to wildlife habitat, may cross roads using existing or new underpasses or overpasses, and may have limitations on types of uses to help protect wildlife. Trails may also be aligned in the vicinity of historic trail corridors where feasible and will be designed and developed to provide an overall mix of non-motorized recreational opportunities to accommodate a variety of user groups and individuals with different levels of ability. A list of the linear parks and their recommendations are discussed below.

### Existing:

- **Boise River Greenway** – Partner with local cities (e.g. Boise, Eagle, Garden City and Star) and State of Idaho Parks and Recreation to complete the Boise Greenway and Trail system (see Figure 6-3).
- **Boise and North Foothills Areas** – Implement Ridge to Rivers Trails Plan. Partner with City of Boise, City of Eagle, BLM, Department of Fish and Game and private property owners to expand the Foothills Trails system.

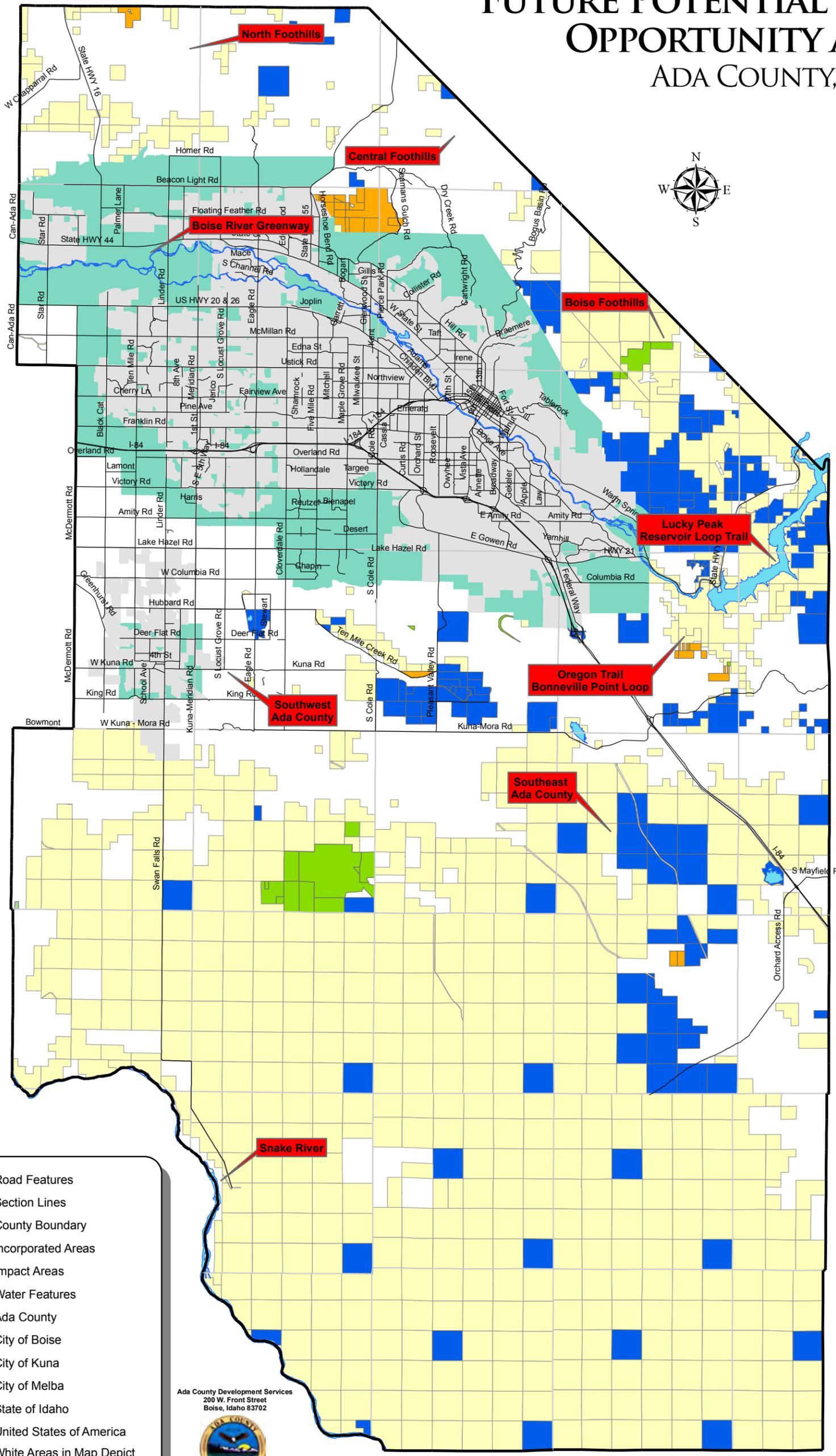
### Proposed:

- **Snake River** - Partner with Idaho Power, Idaho Department of Parks and Recreation, Canyon Country, Owyhee County and private property owners to develop a Greenway and Trail System along the Snake River.
- **Lucky Peak Reservoir** – Partner with federal agencies to develop a trail system along the perimeter of the reservoir.
- **Southwestern Ada County** – Partner with City of Kuna, BLM and private property owners to develop a trails system in this area.
- **Southeastern Ada County** – Partner with BLM and State of Idaho to develop a trails system in this area.
- **Central Foothills** – Partner with City of Boise, City of Eagle, BLM, State of Idaho and private property owners to develop a trail system in this area.
- **Oregon Trail/Bonneville Point Loop** - Partner with City of Boise, BLM and private property owners to expand the Oregon Trail.
- **Other Stream and Canalways**

FIGURE 6.2

# FUTURE POTENTIAL TRAIL OPPORTUNITY AREAS

## ADA COUNTY, IDAHO



- Road Features
- Section Lines
- County Boundary
- Incorporated Areas
- Impact Areas
- Water Features
- Ada County
- City of Boise
- City of Kuna
- City of Melba
- State of Idaho
- United States of America
- White Areas in Map Depict Private Ownership Parcels

0 1.25 2.5 5 Miles

Ada County Development Services  
 200 W. Front Street  
 Boise, Idaho 83702

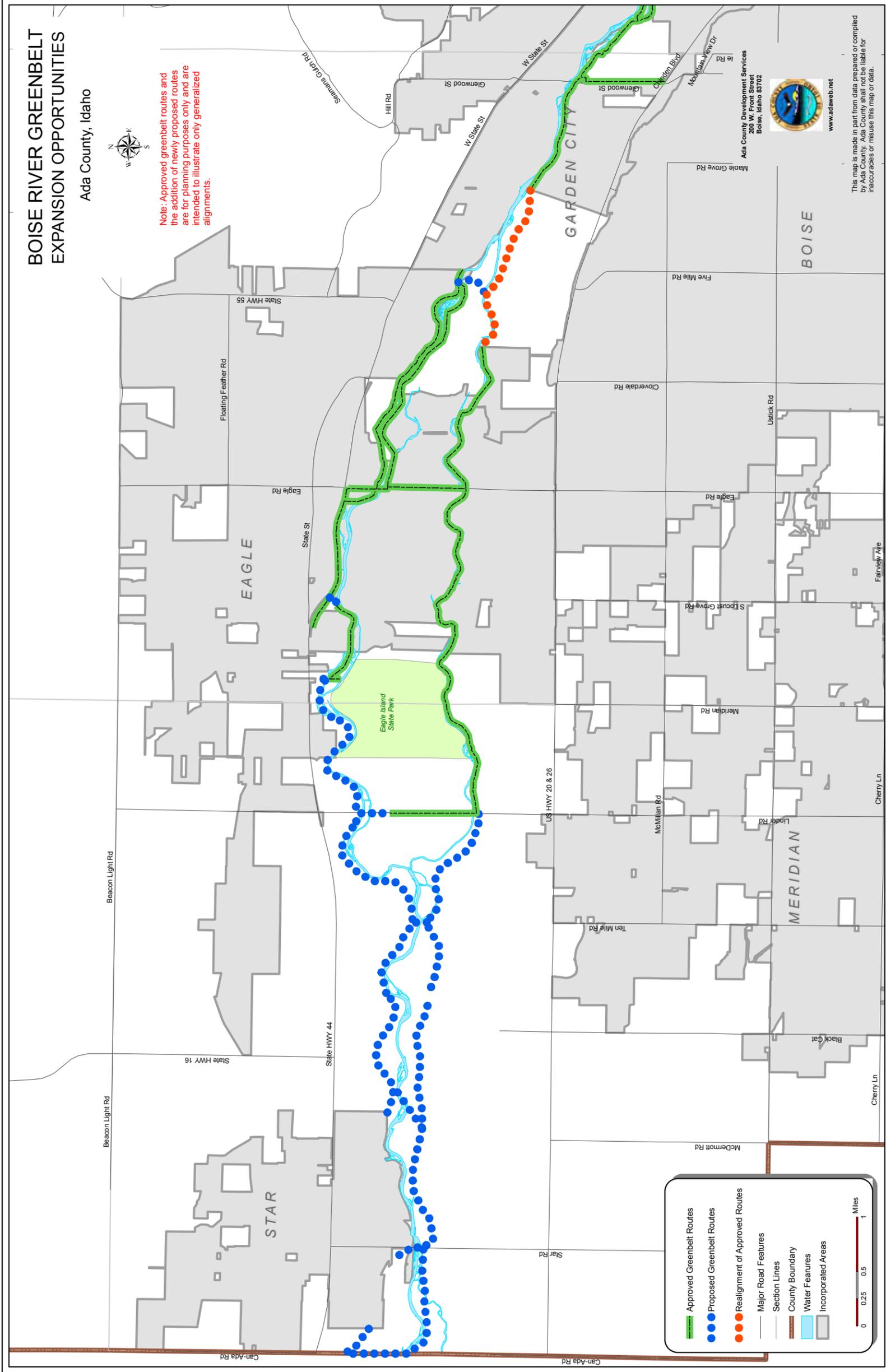


www.adaweb.net

This map is made in part from data prepared or compiled by Ada County. Ada County shall not be liable for inaccuracies or misuse of this map or data.

FIGURE 6.3

# BOISE RIVER GREENBELT EXPANSION OPPORTUNITIES ADA COUNTY, IDAHO



# Appendix D – Health Impact Assessment

Health Impact Assessment summary coming soon...

Health Impact Assessment