

# ELMORE COUNTY ACCESS TO TRAILS AND OPEN SPACE

# A VISION PLAN OF GET HEALTHY IDAHO





## ACKNOWLEDGMENTS

Elmore County Planning Staff Elmore County Commission City of Mountain Home City of Glenns Ferry Get Healthy Idaho Steering Committee West Elmore County Recreation District Bureau of Land Management (BLM) Idaho Department of Parks and Recreation (IDPR) Elmore County Search and Rescue SW Idaho Search and Rescue Western Idaho Community Health Collaborative (WICHC) Alta Planning + Design



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# CHAPTER 1: INTRODUCTION & BACKGROUND



## GET HEALTHY IDAHO INITIATIVE

In 2020, the Western Idaho Community Health Collaborative (WICHC), in partnership with Elmore County Health Coalition (ECHC), was selected as the first Get Healthy Idaho-funded community. The Get Healthy Idaho (GHI) initiative is composed of a statewide assessment and action plan identifying and addressing top health priorities; it is specifically designed to impact the root causes of poor health with a focus on placebased, community-led transformation.

WICHC's GHI initiative is a four-year process broken down into three phases:

- Phase 1 Qualitative Community Assessment (Jan-May 2021)
- Phase 2 Action Plan Development (Summer 2021)
- Phase 3 Implementation (Fall 2021-2024)

Phase 3 is devoted to the implementation of action plan strategies as well as ensuring the sustainability of these resources for years to come. Implementation activities will:

- Support and connect community health workers
- Pilot Community Health EMS to support behavioral health and manage diabetes
- Develop a mobility consortium for active transportation
- Increase access to open space and trails



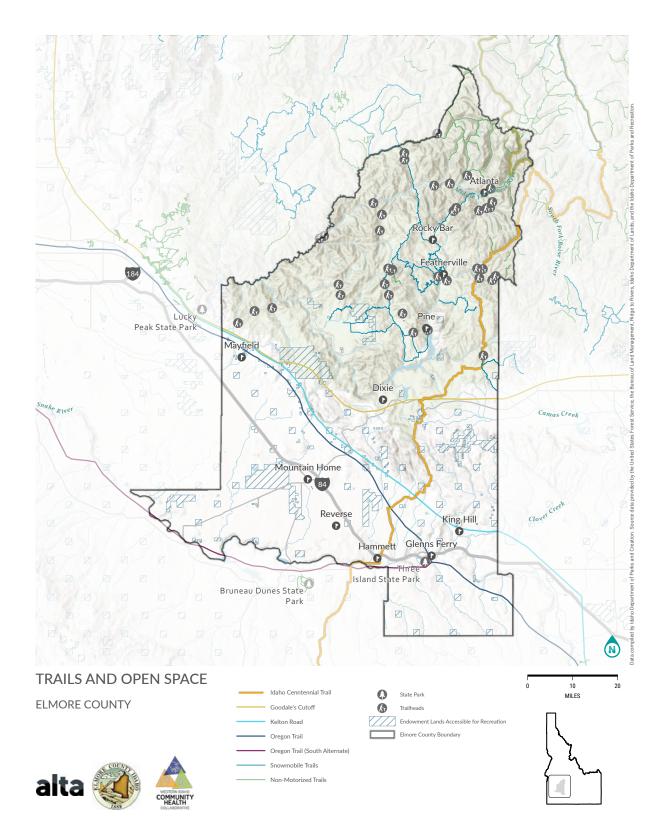
# THE IMPORTANCE OF TRAILS & OPEN SPACE

Trails and open space public lands serve an essential role in the preservation of natural resources and wildlife habitats, the protection of clean water and air, and the provision of recreation spaces for residents and visitors alike to enjoy. The Get Healthy Idaho Action Plan identifies the need for increasing access to trails and open space in Elmore County as a way to promote outdoor recreation and active living. Increased participation in outdoor recreation can help the County combat issues surrounding the mental and physical health of its residents.

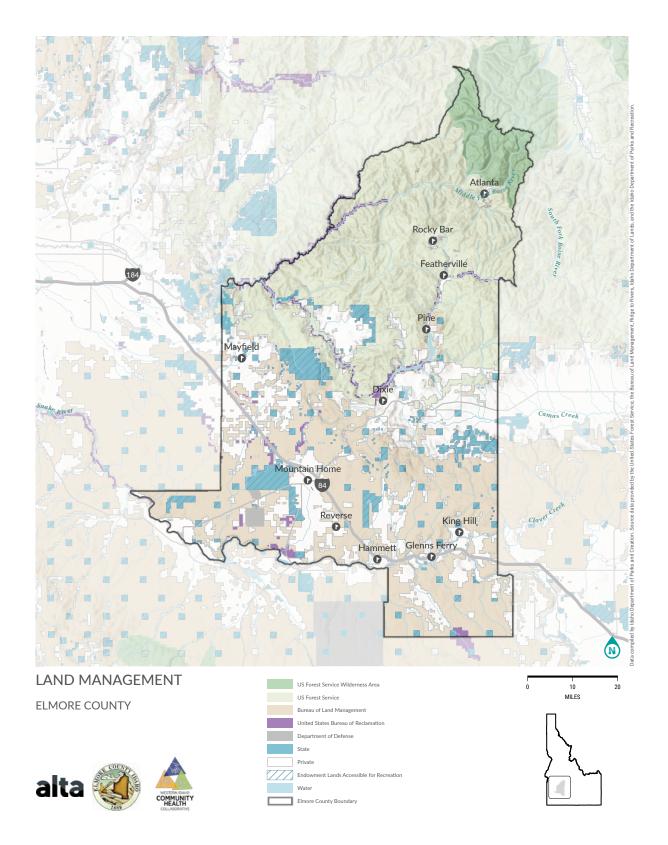
# THE PURPOSE OF THIS VISION PLAN

This plan aims to assist the Western Idaho Community Health Collaborative's work with the Get Healthy Idaho Elmore County grant program to implement the Get Healthy Idaho Action Plan for the Open Space and Trails component. The Vision Plan lays the groundwork for understanding the concerns, desires, and goals of the community related to trails and open space. It will serve as a guiding document during the Trails and Open Space Action Plan process and also provide direction during the implementation of the Action Plan to ensure that the integrity of Elmore County's vision and values is maintained.





## Map 2: Land Management



# CHAPTER 2: STAKEHOLDER COLLABORATION: WHAT WE HEARD



## STAKEHOLDER COLLABORATION: WHAT WE HEARD

In an effort to collect information from various stakeholders identified by CDH/WICHC and County staff, the design team reached out to key stakeholders represented by various agencies such as the Bureau of Land Management, Idaho's Department of Park and Recreation, Search and Rescue, etc. for telephone or virtual interviews. Interviews were conducted in August. All interviewees were introduced to the Get Healthy Idaho Plan and asked to identify some of the related opportunities and challenges to current access to recreation and open space in Elmore County. Many key stakeholders share the sentiment that this plan comes at an important point in time to harness the large potential of trail and open space recreational opportunities in Elmore County as well as address current issues around safety, trail branding, and access.





Sample of comments gathered during the first stakeholder meeting.

### SUMMARY OF FINDINGS

Based on the input received from stakeholders, this section summarizes Elmore County's strengths, weaknesses, opportunities for improvement, and challenges related to trails and open space and outdoor recreation in general. These takeaways and other themes that came out of stakeholder meetings and interviews should be added to as more input is received during the development of the Action Plan.

# Strengths to Build On

- Good park systems within municipal areas
- Close proximity to three state parks (Lucky Peak, Bruneau Dunes, Three Island Crossing)
- Good hiking trail network in Boise National Forest
- Strong "outdoors" culture
- The "Brown Belt" pathway in Mountain Home
- Anderson Ranch Reservoir as a recreation destination
- Diverse wildlife and landscapes
- A wide variety of fresh water springs (over 60 across the County)
- Strong coordination between law enforcement and County and the Idaho Mountain Search and Rescue units



- No formalized trail networks within close proximity to populated areas. Outside of a few ad-hoc trails created by hunters and other uses, designated trails outside of the Boise National Forest are limited.
- Elmore County has limited resources and staffing to operate
- Limited or unorganized trails & open space data. The County lacks a comprehensive and cohesive database of GIS data for trails and open space.
- Limited ADA accessible opportunities; very few paved pathways
- Public education on safety and what facilities exist needs improvement
- Lack of amenities such as bathrooms and water
- High number of emergency incidents in Elmore County, especially in late summer/early fall
- Conflicts between user groups (e.g., motorized vs. non-motorized, hunters vs. non-hunters)
- Increased demand for outdoor recreation combined with the lack of trails and open space opportunities across the region has put pressure on state parks
- Lack of informational brochures
- Trailhead with signage and trail information needs enhancement

## Opportunities to Explore

- Planned/designated foothills recreation opportunities north of I-84 to bring more opportunities closer to populated areas
- Safe access to beautiful areas that are currently less accessible, such as the south fork of the Boise River just east of Lucky Peak
- Resources and willingness of Idaho
  Department of Parks and Recreation and BLM
  to expand trails and open space opportunities
- Closer collaboration with Idaho SW Search and Rescue to promote and educate
- Year-round recreation activities
- Leverage historical elements such as the Oregon Trail to promote recreation and preservation
- Develop a unified database of trails and open space facilities at the County level
- Improved wayfinding and information, both online and out in the environment
- Improving existing access roads and parking areas and exploring new ones
- Leverage existing cultural assets, such as the County's wineries, Blue Bird Trail, and Glenns Ferry Water Trail.

## Challenges to Be Aware of

- Protecting agricultural lands that surround populated areas
- Elmore County's resources and abilities to maintain and support increased access and use, including emergency services
- Crowding and the need to maintain separation of certain uses
- Limited County resources to maintain and support trail and open space expansion and service
- Preserving unincorporated communities' character
- Protecting environmentally sensitive areas (flora, fauna, and historical assets)
- New development and population growth; threat to open space and natural areas
- Existing and abandoned mining sites that affect the landscape

# CHAPTER 3: A VISION FOR ELMORE COUNTY



# ELMORE COUNTY'S VISION FOR TRAILS & OPEN SPACE

The vision for trails and open space in Elmore County outlined in this plan aims to serve as a guiding compass for the planning and implementation of projects and initiatives that expand Elmore County residents' ability to live active lifestyles and enjoy the outdoors. This vision is intended to reflect the values and goals of the community, but may change and evolve over time, adapting to future needs and community input throughout the master planning process and beyond. Summarized in the vision statement below, this section outlines specific themes, principles, and goals that should inform the development of the Elmore County Trails & Open Space Action Plan.

Based on input from stakeholders, the vision for trails and open space in Elmore County are organized into three overarching themes:

- 1 | Recreation for All
- 2 | Preservation & Stewardship
- 3 | Education & Safety

## **VISION STATEMENT**

Elmore County's trails and open space system aims to enhance the quality of life and health of residents by expanding outdoor recreation opportunities for all, creating year-round interest and a variety of uses while preserving the unique character and natural resources that make Elmore County special.





#### **Principle #1:** Planned trails and open space should be within close proximity to Elmore County residents

One of the barriers to outdoor recreation that Elmore County residents face is the lack of formalized trails and open space near populated areas. For example, in many cases, residents along the I-84 corridor have to drive 45-60 minutes to reach the nearest trailhead.

#### **Goal/Future Action:**

Create formal trails and open space recreation opportunities in the foothills north of the I-84 corridor, including improved access roads and parking

#### **Goal/Future Action:**

Develop metrics for evaluating population proximity to trails and open space; identify focus areas

## **Principle #2:** The trails & open space system should provide something for everyone

Moving outdoors is beneficial to everyone. Elmore County seeks to provide a trails and open space system that serves people of varying backgrounds, abilities, and interests.

#### **Goal/Future Action:**

Provide a variety of recreation opportunities that capture the interest of Elmore County residents, including people of varying ages and abilities

#### **Goal/Future Action:**

Mitigate conflicts between different user groups, through designating and clearly marking trails and areas intended for specific uses that may include:

- Non-motorized & motorized users
- Hunting & recreational users
- Season-specific users (snowmobile trails shared with hikers during non-winter months)

#### **Goal/Future Action:**

Provide ADA accessible opportunities within the trails and open space system

## **Principle #3:** Outdoor recreation should be accessible in all seasons

Physical activity is important year round. Elmore County seeks to provide outdoor recreation opportunities that will allow residents to enjoy the region's natural landscapes and wildlife in all seasons.

#### **Goal/Future Action:**

Provide warm- and cold-weather recreation activities that the County and other partners can maintain



## **Principle #1:** Respect local communities and culture and preserve their unique identities

One of the reasons people love living in Elmore County is its rural, close-to-nature character and small-town feel. As growth and development continue throughout the region - especially in larger planned developments like Mayfield, Elmore County seeks to help each community preserve their identity and quality of life.

#### **Goal/Future Action:**

Implement plans for trails and open space that are driven by affected communities; plans should be guided through a thorough public engagement process

#### Principle #2: Preserve agricultural lands

Agriculture is an important part of Elmore County's economy, character, and way of life. The County seeks to implement a trails and open space system that protects agricultural lands and the nature of their restricted public recreational access.

#### **Goal/Future Action:**

Include local agriculture industry stakeholders in the planning and implementation of new trails and open space

#### **Principle #3:** Access to formalized trails and open space should not come at the expense of healthy wildlife habitat or natural resources in Elmore County

Elmore County is well known for its natural landscapes and wildlife, and contains some sensitive areas that are critical to wildlife habitat. The County seeks to preserve native flora and fauna, and to utilize trails and open space to protect sensitive areas from future development and degradation.

#### **Goal/Future Action:**

Design the trails and open space system in a way that mitigates human-caused disasters

#### **Goal/Future Action:**

Expand established National Conservation Lands with the Bureau of Land Management (BLM) and designate for recreation

#### **Goal/Future Action:**

Identify and avoid attracting human traffic to environmentally sensitive areas

# **Principle #4:** Trails and open space should both celebrate and preserve historically significant assets

Home to Shoshoni and Bannock Native American tribes, as well as several historic mining towns and the location at which the Oregon Trail crossed the Snake River, Elmore County has a unique history. In the development of a Trails & Open Space Action Plan, the County seeks to respect and preserve relics of its history.

#### **Goal/Future Action:**

Use trails and open space to celebrate and preserve historical assets such as the Oregon Trail



## **Principle #1:** The trails and open space system should prioritize safety

Outdoor recreationists are drawn to Elmore County's beautiful natural environments. These opportunities to experience some of Idaho's most breathtaking landscapes and wildlife come with inherent risks that can present dangers. Elmore County seeks to expand access to trails and open space while reducing the number of emergency incidents that occur.

#### **Goal/Future Action:**

In coordination with local law enforcement and Elmore County Search and Rescue, evaluate current strategies for promoting safety and responding to emergencies, and improve as needed

#### **Goal/Future Action:**

Keep a database of emergency incident locations and descriptions to identify hot spots and focus targeted education efforts

#### **Goal/Future Action:**

Education public on private and public land access with existing color codes designated to various agencies

#### **Goal/Future Action:**

Educate public on cleaning and maintaining public trails and open space. Provide wildlife-proof trash receptacles for proper waste management

#### Principle #2: Information about the trails & open space system should promote its safe, responsible use, and should be clear, intuitive, and accessible to everyone

One of the barriers to accessing trails and open space in Elmore County is the lack of knowledge that they exist. Additionally, proper information that is strategically placed where people need it can help people avoid safety hazards and emergencies. The County seeks to inform residents about recreation opportunities and equip people with the information they need to have a safe, enjoyable experience.

#### **Goal/Future Action:**

Include information regarding safety, preservation, stewardship, etiquette, and navigation at all trailheads in the form of kiosks, maps, pamphlets, etc.

#### **Goal/Future Action:**

Develop a cohesive, unified wayfinding system for all trails and open space in Elmore County

#### **Goal/Future Action:**

Establish and maintain a strategy for marketing trails and open space recreation opportunities to County residents in order to promote more physical activity

#### Goal/Future Action:

Increase water safety including on-river activities and hiking along the trail during creek run-off

# CHAPTER 4: IMPLEMENTING THE VISION PLAN



# **IMPLEMENTING THE VISION PLAN**

The vision for trails and open space outlined in this plan lays a foundation for Elmore County to take next steps in developing a focused Action Plan that identifies specific trails and open space projects and initiatives. As part of the implementation of this vision, coordination and collaboration between the County, municipalities, land managers, community members, and other stakeholders must take place during the master planning process, as well as during the actual funding, design, and construction efforts of future projects.

### WHAT'S NEXT?

#### September 2022

Completion of the Vision Plan for Increasing Access to Trails & Open Space in Elmore County

#### September 2024

Get Healthy Idaho for the development of the Trails & Open Space Action Plan ends

#### Beyond

Elmore County and partner agencies work to implement specific recommendations identified in the Action Plan



## **ROLES AND RESPONSIBILITIES**

The table below lists entities engaged during the vision plan process and outlines potential roles and responsibilities both in the short term - during the development of the Action Plan—and the long term—when it comes to actually implementing recommendations. This table should be updated as part of the development of the Action Plan.

Roles & Responsibilities		
Agency	Short Term: Action Plan Process	Long Term: Potential responsibilities pending Action Plan recommendations
Elmore County Planning Staff	Provide staff oversight and ownership of the Action Plan	Grant writing Maintenance coordination
	Work closely with consultant team to deliver an Action Plan that the County can adopt	Evaluation of project implementation and recreation use
	Establish GIS database prior to starting the Action Plan	Facilitate regular communication between entities (e.g., quarterly check-ins)
Elmore County Commission	Approve the Trails & Open Space Action Plan and participate in the planning process	Provide ongoing support for the implementation of the Action Plan
National Forest Service	Participate in the Action Plan process	Work with Elmore County to implement improvements on NFS land
Bureau of Land Management	Participate in the Action Plan process	Work with Elmore County to implement improvements on BLM land
Idaho Department of Parks and Recreation	Participate in the Action Plan process	Work with Elmore County to implement
	Help promote and facilitate public engagement	improvements on IDPR land Share resources for promotion and education
Sheriff's Office & Elmore County Search and Rescue	Participate in the Action Plan process Share information regarding current promotional efforts	Maintain accurate data of emergency incidents and make available to County staff
	Share data related to incident locations	Share resources for promotion and education

	Roles & Responsibilities		
Agency	Short Term: Action Plan Process	Long Term: Potential responsibilities pending Action Plan recommendations	
Western Elmore County Recreation District	Participate in the Action Plan process	Collaboration to use Western Elmore property for trail and open space. Coordination with City of Mountain Home to expand the Brown Belt.	
City of Mountain Home	Participate in the Action Plan process	Coordinate municipal plans and	
	Assist in the collection of GIS data related to the Action Plan	development with the County strategy and vision for trails and open space	
	Help facilitate public outreach	Maintain and support trails & open space within municipal boundaries	
City of Glenns Ferry	Participate in the Action Plan process	Coordinate municipal plans and	
	Assist in the collection of GIS data related to the Action Plan	development with the County strategy and vision for trails and open space	
	Help facilitate public outreach	Maintain and support trails & open space within municipal boundaries	
County and Municipal Law Enforcement	Engage in the planning process and efforts to improve safety and compliance	Regularly communicate and coordinate with County staff regarding trails and open space safety and ideas for improvement	



# FOCUS AREAS FOR THE ACTION PLAN

Moving forward into the Action Plan phase of this project, the following considerations should be made when developing the scope and outcomes of the Trails & Open Space Action Plan:

## **General Public Outreach**

Work with the community to refine the vision and goals for the plan and understand local nuances; deploy an online and in-person strategy to hear from County residents.

### Existing constraints and opportunities

Utilize data collected during the vision plan process to run spatial analyses and mapping exercises to understand location specific constraints, needs, and opportunities. Additionally, conduct case studies of other jurisdictions across the country who have implemented a successful trails and open space strategy.

## **Continuing Stakeholder Collaboration**

Continue to frequently engage the stakeholders involved in the vision plan process to ensure that the integrity of the vision is maintained; collaborate with other stakeholders not engaged:

- Representatives from unincorporated communities
- Idaho chapter of the Oregon-California Trails Association (OCTA)
- Idaho Fish & Game
- Southwest Mountain Bike Association
- Idaho Transportation Department (ITD)
- Eastern Elmore County Rec District

### Identification of Specific Projects

Identify location specific trail and open space projects for future implementation.

# Identification of Initiatives and Programs

In addition to location specific trail and open space projects, the Action Plan should provide recommendations for other initiatives or programs that achieve the goals of the plan, such as policy updates, internal practices (e.g., maintenance programs), promotional efforts, etc.

### **Funding Strategies**

Identify opportunities for utilizing external funding sources, as well as creative strategies for interagency collaboration and sharing of resources.

# APPENDIX: STAKEHOLDER INTERVIEWS



To help inform the development of this plan, Alta interviewed stakeholders representing various agencies and volunteer organizations, including the Bureau of Land Management, the Idaho Department of Parks and Recreation, the Elmore County Search and Rescue Unit, and the Idaho Mountain Search and Rescue Unit. The interview questions were designed to solicit feedback on Elmore County's strengths, weaknesses, opportunities, and challenges relating to trails and open space.

### BUREAU OF LAND MANAGEMENT

Dave Drahiem, Outdoor Recreation Planner

Q | What issues currently exist in Elmore County when it comes to outdoor recreation?

- Crowding would be the only other concern other than hunting and other uses
- Recreational Hunting / Shooting Ranges / wildlife and active recreation users (areas for each activity not clearly defined and difficult to enforce)
- Oregon Trail issues protected as national historical trail
- Sometimes has a buffer on each side in which disturbing land is prohibited
- Understanding ecologically sensitive areas for preserving protected species like the Slickspot pepper grass. It is listed as a protected species so could limit uses that might disturb it
- People bury pets on BLM land

Q | What are the barriers to expanding the trails and open space system in Elmore County? (Funding, staffing, community support, maintenance, etc.?)

• Protected species, historic sites

Q | What concerns would you/BLM have when it comes to expanding access to trails and open space in Elmore County?

 Infringing on winter range for big game – maintaining healthy wildlife habitat Q | How can land managers and other possible partners better collaborate to enhance trails and open space in Elmore County?

- Public purpose leases if a town wants to do something on BLM land; BLM doesn't have capacity to build trails themselves, but they'll allow other jurisdictions/towns to do so.
- Public purpose leases are typically granted if proposed use of land is used in that way already
- Cooperative management with solid commitment from Town or County

Q | In what ways could enhanced trails and open space in Elmore County help BLM and any issues you are dealing with? (Win-win opportunities)

- For work proposed on BLM land develop coalitions different users groups represented (political support, community driven, etc.)
- BLM is rarely giving up land for development – sounds like main priority is protecting listed sites, species, etc.
- BLM has interest "filling in checkerboard" of BLM land to further protect listed species, sites, etc.

# IDAHO DEPARTMENT OF PARKS & RECREATION (IDPR)

Troy Elmore, Operations Administrator

Q | Does IDPR currently have any goals or initiatives related to Elmore County?

- IDPR Director, Susan E. Buxton, has been proactive in lobbying with legislature for more funding
- COVID was catalyst for getting some more funding for improvements due to increased visitation
- No concrete plans for park expansion in Elmore County
  - Example of potential expansion: Idaho Endowment Lands in Minidoka County
  - County struggling to manage recreation uses, so this is an opportunity to expand land and provide resources. Would also be an economic stimulator for rural economies
- Expand existing park footprints coordination with County could result in County park collaboration w/ IDPR.

Q | What concerns would you/BLM have when it comes to expanding access to trails and open space in Elmore County?

- Capacity for dealing with growth
- Off-highway vehicles: Statute allow counties to allow and welcome drive ATVs – potential here for trail integration – Halfield trail – west Virginia (case study)

Q | How can land managers and other possible partners better collaborate to enhance trails and open space in Elmore County?

- Expand existing camping footprints coordination with County could result in County park collaboration w/ IDPR
- Record growth and all time high visitation to parks – might alleviate pressure on State Parks

Q | Is there anything IDPR is currently doing to promote use and safety of Elmore County's trails and open space?

- Work closely with organized clubs, such as ATV organization chapter
- Boating in N. Idaho
- Teaching avalanche safety and other classes
- IDPR has capacity to help county with education and outreach

## IDAHO MOUNTAIN SEARCH AND RESCUE UNIT

Mark Sullivan, Tech Specialist Ron Christensen, Coordinator

Q | What issues currently exist in Elmore County when it comes to outdoor recreation?

- Hunter conflicts
- Late summer is when you have the most people out because it's still warm weather for hiking, etc. And it's the early hunting season
- You'll see FB group activity, for example, saying "make sure your dog is wearing orange", or just back and forth between various groups that aren't happy with other groups' behaviors

Q | What are the barriers to expanding the trails and open space system in Elmore County? (Funding, staffing, community support, maintenance, etc.?)

- Great to provide expanded access, but...
  - Make sure there is proper marking of trailheads, especially at decision points (forks in the trail); many cases come from people getting lost
  - Separation of user types should be emphasized and clearly marked; for example, ATVs rolling off trail that was not intended for ATVs
  - Elmore County has a higher number of hunter related instances
    - People not returning to their camp
    - Rolling ATVs
    - Fall and early winter more instances

Q | What are the existing recreational or natural assets in Elmore County that can be leveraged or highlighted?

- So many beautiful areas south fork of Boise in Elmore County
- More could be done to provide access to these areas, which is currently very difficult to access

Q | How can land managers and other possible partners better collaborate to enhance trails and open space in Elmore County?

- Elmore Co does as good or better than most groups they work with
- Trail quality and location

Q | In what ways could enhanced trails and open space in Elmore County help your entity and any issues you are dealing with? (Win-win opportunities)

- More people on the trails PLUS more access points improves the ability of folks to report incidents as well as SAR's ability to access them
- On the other hand, of course, inviting more use of the outdoors is inevitably going to result in more incidents, but the recreation and quality of life benefit offsets that risk

Q | Is there anything IDPR is currently doing to promote use and safety of Elmore County's trails and open space?

- Mission statement includes safety and education as one of the key tenants of what they do - "educate themselves out of a job" is the idea
- "10 essentials" they promote to various user groups Not unique to Idaho, available online
- Outreach can be through FB, REI, school outreach, booths at events, fair, and races.

# ELMORE COUNTY SEARCH AND RESCUE (ECSAR)

Ricky Summers, ECSAR Commander

Q | What issues currently exist in Elmore County when it comes to outdoor recreation?

- People often times just aren't prepared people want to get out and do things but don't take the time to do their research
- Trails are not marked, so people really need to prepare if they're not familiar with the area
- Trails are not marked very well if they're hiking only

Q | What concerns would you have when it comes to expanding access to trails and open space in Elmore County?

• New development near Black Creek Rd in Western Elmore County, 3,000 homes

Q | What are the existing recreational or natural assets in Elmore County that can be leveraged or highlighted?

- Caves
- Lots of rivers for fishing and boating and hiking, backside of Featherville (bumgartner)

Q | Is there anything ECSAR is currently doing to promote use and safety of Elmore County's trails and open space?

- Avalanche class for cross country skiers and snowmobile in November and February
- ATV classes available in Mtn home, not put on by SAR though; SAR open to helping out more with that though

