

PAYETTE RIVER NATIONAL SCENIC BYWAY CORRIDOR MANAGEMENT PLAN



2014

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CONTENTS

Acknowledgments	6
Introduction.....	7
Byway Description	8
Byway Background	9
Byway Characteristics.....	10
Chapter 1 Heritage of the Payette River Scenic Byway	12
Eagle: “A Slow Moving Place”	12
The Bend in the River	13
The Snake Brigades	14
The North and South Wagon Road	14
Eagle Eye and Indian Charlie.....	15
Banks: The Humble Homestead	16
The Cutters and Splash Dams	17
Smith Ferry	18
Rainbow Bridge: The Great Depression and the Works Progress Administration	19
Round Valley and the Indian Potato	20
Alpha: The First Settlement	21
Cabarton: The Company Town	22
Ho, for Thunder Mountain! Idaho’s Lost Gold Rush	23
The First Inhabitants	24
Crawford and Van Wyck: The Lost Towns	25
Cascade: Waterfall Changes in Long Valley.....	27
Roseberry: A Lot of Pride for a Little Community	28
The Finnish Legacy in Long Valley.....	29
Lardo and McCall	30
SITPA and the Idaho Idea	32
Packer John Park	34
Meadows, New Meadows, and the Ambitious Colonel Heigho	35
Chapter 2 The Payette River Scenic Byway Today	38
Guerber Park	40
Eagle Sports Complex	41
Southern Byway Portal	41
Avimor Trailhead	41
Horseshoe Bend City Park	42
Thunder Mountain Line	42
Horseshoe Bend Mill Pond	42
Payette River-Banks Access	43
Smith’s Ferry	44
Fischer Pond Park	44
Kelly’s Whitewater Park	44

Lake Cascade State Park	45
Lake Cascade	45
Donnelly Rest Area	45
Tamarack Recreation Area	46
Historic Roseberry Townsite	46
Farm to Market Road	47
Ponderosa State Park	47
Legacy Park	47
Payette Lake.....	48
Central Idaho Historical Museum	48
Rotary Park	49
McCall Fish Hatchery	49
Brundage Mountain Resort	50
Packer John’s Cabin	50
New Meadows Depot and Dorsey Warr Park	51
45 th Parallel Portal	51
Chapter 3 The Planning Process	53
Chapter 4 An Accessible Transportation System	55
Chapter 5 Byway Preservation	62
Chapter 6 Economic Development	71
Chapter 7 Strengthening Relationships.....	78
Appendix A Bibliography	81
Appendix B ITD Traffic, Crash Data	83

FIGURES AND TABLES

Figures

Figure 1. Map of Payette River Scenic Byway	8
Figure 2. Payette River Scenic Byway Corridor Management Plan Goals	54

Tables

Table 1. Land Preservation Tools Graph 1	67
Table 2. Land Preservation Tools Graph 2	68
Table 3. Land Preservation Tools Graph 3	69
Table 4. Give/Get Exercise Results	78

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INTRODUCTION

About this Plan

This document is a synthesis of planning efforts: 1. An update to the 2001 Payette River Scenic Byway (PRSB) Corridor Management Plan, 2. The findings of a wayfinding assessment geared towards visitors and travelers on the Payette River National Scenic Byway. The plan update was to reexamine past goals and objectives and to refocus advisory council efforts around updated tasks. The wayfinding study was undertaken to:

- Identify and assess the byway's current visitor information system
- Recommend strategies that better meet the visitor's informational needs

The emphasis of the plan update is to reprioritize the objectives of Byway communities with regard to the elements that make up a successful and thriving corridor namely; equitable and safe transportation, an all-encompassing thriving economy, preservation of the attributes that make the corridor special and building relationships necessary to implement the vision. The wayfinding study was focused on improving information signing. Highway signing plays a major role in informing the traveling public about services, points of interest, and attractions. Tourism is Idaho's third-largest industry, so it is in the best interests of the state and the travel industry to develop a cohesive plan that integrates Byway information and support systems.

The success of both of these efforts fosters a symbiotic relationship and ushers in the types of successes important to a Byway. If the corridor achieves all that is sought, a wayfinding system is necessary to make certain that out of area visitors know where to travel and what to visit. Similarly, if a wayfinding system is successful at capturing prospective visitors and delivers them to area sites and businesses, then the vision set forth by the corridor plan can be attained. Simply put, both elements need support to help bring to the Payette River corridor the kinds of improvements and experiences desired.



Achieving both parts of the overall Plan can help accomplish the numerous goals and objectives sought by citizens and stakeholders alike

BYWAY DESCRIPTION

The Payette River National Scenic Byway, located on Idaho 55 between Eagle and New Meadows, is one of the most beautiful and heavily used roadways in Idaho.

Idaho 55 is an important link for tourist travel from the populated Boise/southwestern Idaho region to the sparsely populated mountains of central Idaho. It serves as one of only two highways that provide access between northern and southern Idaho—US 95 being the other. These two highways converge in New Meadows at the north junction of the byway.

Idaho 55 is designated as the Payette River National Scenic Byway because it parallels the Payette River and its tributary, the North Fork, for 80 miles. This major tributary of the Snake River drains 3,200 square miles of western Idaho, an area the size of Delaware and Rhode Island. From 2,618 feet in elevation at Eagle, Idaho 55 rises to 5,025 feet in elevation at McCall and falls to 3,868 feet at New Meadows. The area averages between 13 to 33 inches of rain and 17 to 105 inches of snow per year.

Sagebrush and rabbit brush cover hills dotted with stands of drought- and fire-resistant ponderosa pine and mountain mahogany. This vegetation flanks the narrow canyon walls along the first half of the route and reflects low elevations and dry climate. Along this section, there are numerous recreation sites, as well as turnouts along the river for picnicking, fishing, swimming, kayaking, rafting, and sunbathing. The second half of the route passes through high, wide-open valleys surrounding the upper reaches of the North Fork of the Payette River, abundant with lakes, wildlife, and wildflowers. The mountains are densely forested with lodgepole pine, Engelmann spruce, and Douglas fir, all characteristic of cooler temperatures and greater precipitation. Area highlights include Lake Cascade, Payette Lake, Ponderosa State Park, and Brundage Resort just to name a few.

Payette River Namesake

The namesake for the Payette River and numerous associated sites is Francois Payette, a French-Canadian fur trapper who explored and trapped in the area as early as 1811. Payette later commanded the Hudson's Bay Company's Fort Boise outpost at the mouth of the Boise River from 1837 to 1844.

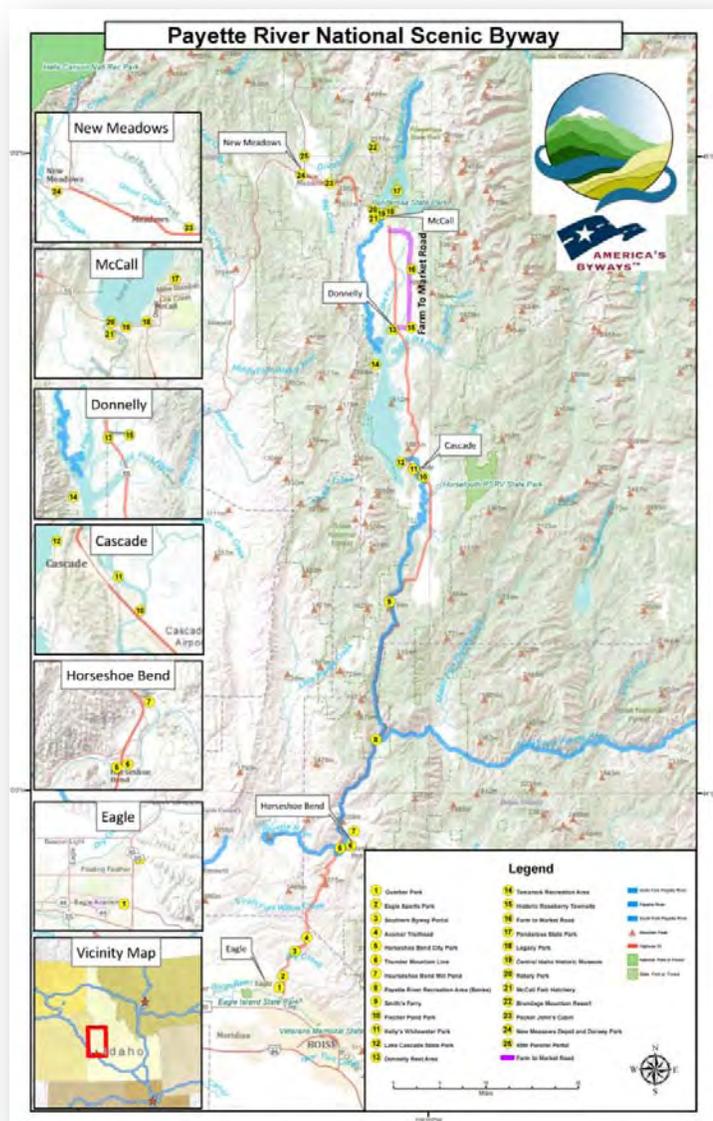


Figure 1.0 Map of Payette River Scenic Byway

BYWAY BACKGROUND

The Payette River Scenic Byway was designated an Idaho Scenic Byway in June 1977. It extends 112 miles along Idaho 55 and accesses some of Idaho's most beautiful scenic and recreational areas in and near the Payette National Forest and the Boise National Forest. This route offers travelers views of mountains, forests, Payette Lake, Lake Cascade, open agricultural valleys and the white-water rapids created by the Payette River and is used by rafters, canoeists, and kayakers from around the world.

In 1998, the Federal Highway Administration (FHWA) awarded a "Gateway" grant to the Byway. From this grant came 1,000 feet of public art featuring historical features of the byway along the existing Eagle noise abatement wall. The highway realignment and access right-of-way project at Beacon Light Road and Idaho 55 resulted in a byway gateway sign and landscaping.

An advisory committee and Sage Community Resources prepared a Corridor Management Plan for the byway in 2001. Chapter II (*Heritage of the Payette River Scenic Byway*) provides a historical overview and photographs.



In 2005, the Payette River Scenic Byway was nationally recognized for its outstanding scenic and historic attributes and designated one of America's Byways. America's Byways was established in 1996

and includes 126 routes in 44 states designated by the U.S. Secretary of Transportation. The America's Byway logo is periodically signed along the byway with a 24x12-inch blue-and-white sign.



The most photographed image of the byway is of Rainbow Bridge crossing the North Fork of the Payette River on Idaho 55 near Smith's Ferry.



Enthusiasts raft the main Payette River.



A byway gateway sign at Eagle's Beacon Light Road and Idaho 55 welcomes visitors traveling north.



An historic postcard shows Idaho 55 following the Payette River near Smith's Ferry.

BYWAY CHARACTERISTICS

Population

Located just west of the Idaho's capitol city, Boise, the City of Eagle is the largest city on the byway, and had a population of 19,918 in 2010.¹ The resort community of the City of McCall, located on Payette Lake, has the second highest population at 2,991². The City of Cascade, located in the Long Valley area, has a population of 939.³ The Cities of Horseshoe Bend, New Meadows, and Donnelly are much smaller communities with populations ranging from 152 to 707.⁴

Land Ownership

There are a variety of landowners along the Payette River Scenic Byway. Landowners include private owners and public land managed by the United States Forest Service, the Bureau of Land Management, the Bureau of Reclamation, and the Idaho State Department of Lands.

Elevation and Precipitation

There is a tremendous variation in elevation from the southern end of the byway in Ada County where the elevation of the City of Eagle is at 2,565 feet, to the northern end of the byway where the elevation in New Meadows is 3,868 feet. The City of McCall area has the highest elevation along the byway at 5,031 feet. Comparably, the higher elevations in the City of McCall result in higher annual precipitation. In the City of McCall, the cumulative average annual snowfall is 173.4 inches, and rainfall is 28 inches. In the City of Eagle the cumulative average annual snowfall is only 21.6 inches and rainfall is just 11.7 inches per year.⁵

Vegetation

The vegetation along the byway reflects the changes in climate, from a high mountain desert to mountain forest. From the southern end of the byway in the Treasure Valley to the City of Horseshoe Bend the vegetation is largely grassland with some agricultural land. As the elevation climbs, forested cover assumes dominance. The area from the City of Horseshoe Bend to the City of Banks is a transition area from grasslands and deciduous trees to conifers. As the elevation continues to increase, the vegetation is primarily coniferous. This is evident in the Cascade and McCall areas. In the Meadows Valley area of Adams County, the elevation decreases and the vegetation is a mix of conifers and high mountain grasslands or meadows.

Land Use

The land use along the byway is very diverse. Pockets of urban development are found within short distances of pasture lands with scenic vistas and steep canyons strewn throughout. Eagle has the most significant urban area along the corridor while in the small community of Horseshoe Bend there is still



Hay being baled in rural Ada County. Photo: Kirk Keogh

1 United States Census Bureau, 2010.

2 United States Census Bureau, 2010

3 United States Census Bureau, 2010

4 United States Census Bureau, 2010

5 Idaho Department of Commerce, Community Profile, 1999.

agricultural use of land. However, the majority of farming, ranching and grazing land is in the valleys around the communities of Smiths Ferry, Cascade, and from the area at the northern end of Cascade Lake near the City of Donnelly to the City of McCall. Additionally, there is a vast amount of forest uplands along the byway. Predominant land use in these areas is timber, mining, and recreation. The vast amount of forest uplands along the byway illustrates historically significant land uses and industries of timber and mining.

Economy

Today, natural resources are still the backbone for most of the local economies along the byway. As one travels the byway, people can witness ranching and farming. The logging trucks reflect the presence of the timber industry. Even the recreation industry relies on natural resources for fishing, white water adventures, boating, wildlife viewing, hunting and hiking. The United States Forest Service is also a major contributor to the local economies of the area by providing jobs, overseeing timber sales on Forest Service land, and providing access to recreation.

As Idaho shifts from the natural resource base of the past, the rural communities along the Payette River Scenic Byway are struggling, especially in light of a still recovering national and global economy after the worldwide financial recession. In 2013, the unemployment rate for Adams County was 14.7%.⁶ The rural communities of the Cities of McCall, Donnelly and Cascade all had unemployment rates of near 14% for the same time period.⁷ These rates were significantly higher than the statewide unemployment rates of 6.8% for 2013.⁸ The unemployment rate for Valley County was 11.1%. While the unemployment rate in urbanized Ada County was 5.6% in 2013, Boise County unemployment rate stood at 7.4%. These figures illustrate that although the urban areas of the state are economically stable, the rural areas of Idaho are struggling economically.

6 Idaho Department of Labor.

7 Ibid.

8 Ibid.

CHAPTER 1: HERITAGE OF THE PAYETTE RIVER SCENIC BYWAY

Introduction

The Payette River is a ribbon through the tapestry of Idaho history. The river is not so much a destination as it is a journey through time. The people and events associated with the river stretch thousands of years back in time, creating continuity and generational ties between the past and present, and the old-timers and new arrivals in Idaho.

Eagle: “A Slow Moving Place”

When the General Land Office opened Township 4 North, Range 1 East and West to settlement in 1868, homesteaders rushed to file claims on the fertile banks of the Boise River. They filed under the Homestead Act of 1862, the Timber Culture Act of 1873, and the 1877 Desert Land Act. Most of the settlers raised livestock and cash crops such as wheat, corn, sugar beets, hay, alfalfa, and peppermint.

By 1904, the nucleus of farms and small businesses was known as Eagle. The community was reportedly named for the birds that roosted in the cottonwood trees along the river. Two years later, the Eagle Drug Store opened at the present location of the town’s most famous historical landmark, Orville Jackson’s Drug Store.

Soon, Eagle was a full service town boasting an Odd Fellows Hall, hotel, school, lumber yard, flour mill, community hall, and two grocery stores. In 1930, a livestock ranch on Eagle Island became the Eagle Island Prison Farm.

Inmates supplied the old Idaho State Penitentiary in Boise with milk and fresh vegetables. The prison farm, closed in 1974, is now part of Eagle Island State Park.

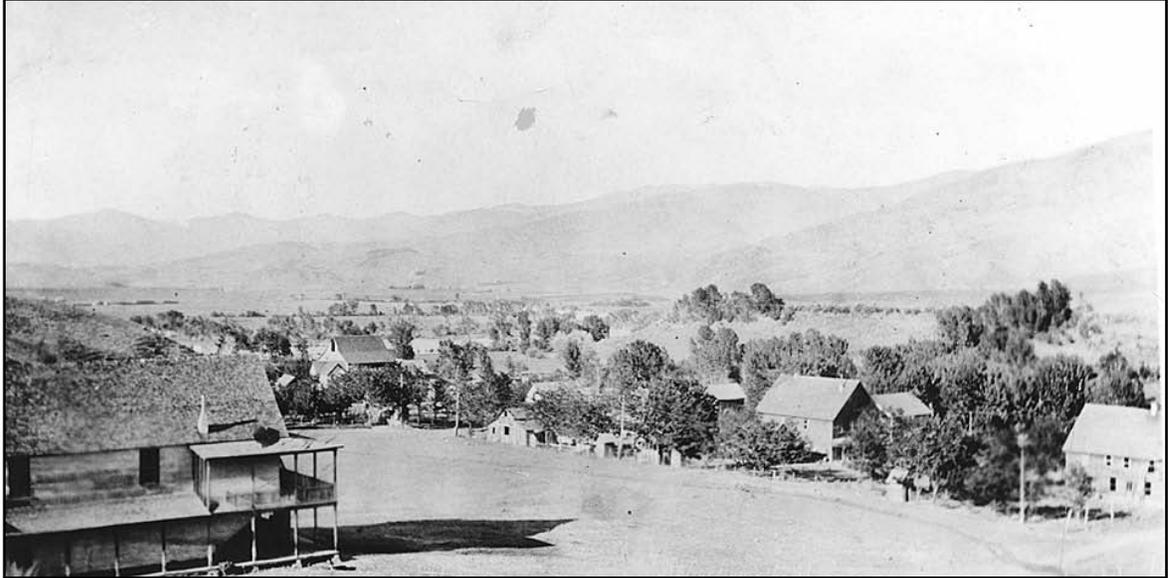
Today, the City of Eagle is no longer a “slow moving place” as one local once described the town. Although the area still retains much of its rural character, Eagle is increasingly popular with newcomers seeking a “small town” escape from city life.



Eagle Grocery was located where a Chevron gas station now exists.

The Bend in the River

In 1862, prospectors found gold in Boise Basin, located east of Horseshoe Bend on the other side of Boise Ridge. Their discovery led to one of Idaho's largest gold rushes. A year later, the basin's population swelled to between twelve and fourteen thousand people.



Horseshoe Bend, circa 1912.

Horseshoe Bend was established when miners headed for Boise Basin settled on river to wait out the winter snows. For a short time the town was known as Warrinersville, after a local sawmill operator.

In 1867, the name was changed to Horseshoe Bend. That year, a Kentucky miner named Felix Harris built a toll road to Placerville. It was rumored that Harris sometimes collected \$1,000 a day in toll fees paid with gold. After the gold rush subsided, Horseshoe Bend developed into a prosperous ranching and logging community.



Horseshoe Bend school on Jackass Creek, circa 1895. This school served the community for over twenty years.

The Snake Brigades

In 1818, fur trappers working for the Hudson's Bay Company named the Payette River in honor of their comrade, Francois Payette. A French-Canadian fur trapper who explored much of southwestern Idaho, Payette initially worked for the Pacific Fur Company, an ill-fated American enterprise owned by John Jacob Astor.

From 1820 to 1845, British, Canadian, and American fur companies competed for beaver pelts in Oregon Country, which included present day Idaho. The hat-making industry alone used an estimated one hundred thousand pelts each year to meet the demands of the European aristocracy and upper class merchants and businessmen. The British-owned Hudson's Bay Company worked hard to trap out all the beaver, creating "fur deserts" to discourage American encroachment on the lucrative trade.

In 1837, Payette took charge of Fort Boise, the HBC's fur-trading post on the Boise River near present-day Parma. One visitor to the fort described the trapper as a "merry, fat, old gentleman," with impeccable manners. In 1844 he retired from the company and returned to the family farm in Quebec. Two years later, the British abandoned their claim to the Oregon Country. Changing fashions, over trapping, and pioneer settlement heralded the end of the fur trade.

The North and South Wagon Road

As you travel north towards Banks from Horseshoe Bend, look for the old state wagon road on the west slope above the Payette River. In 1911, the Idaho Legislature appropriated \$20,000 for the construction of a "north and south road" from Boise to the Payette Lakes. Ada and Boise Counties contributed another \$8,000 to help complete the road.

After much debate about the "best route" for the wagon road, the attorney general for Idaho ruled that as its name suggested, the legislature intended the road to follow a north-south course as much as possible. Not only was the North Fork Payette River the straightest route in that respect, it was also the cheapest to build. It cost \$4,600 to reconstruct and add six miles to an existing road between Boise and Horseshoe Bend. The route then followed a settlers' road from Horseshoe Bend to Banks. The next eighteen miles from Banks to Smith's Ferry were built on an abandoned road originally constructed around 1902 by the Payette Lumber and Manufacturing Company. This stretch, surrounded by steep, rocky slopes and a raging river, proved the most difficult and costly to repair. The wagon road commission, at a loss to accurately estimate the cost for reopening the road, finally convinced a Boise contractor to perform the work for \$16,000 plus ten percent. When the actual cost proved too great



Although no image is known to exist of Francois Payette, historians do know how trappers working for the Hudson's Bay Company dressed.



Britain relinquished its claim to the Oregon Country in 1846. Mexico ceded the Southwest in 1848.



Stage at Smith's Ferry, circa 1900.

for the budget, engineers for the Idaho Northern Railroad helped finish the road. From Smith's Ferry, the wagon route followed an existing stagecoach road through Round Valley to Long Valley.

Eagle Eye and Indian Charlie

Native American peoples were the first to explore the Payette River and its tributaries. They were familiar with the river and its abundant natural resources long before the fur trappers arrived. Yet the river was more than just a source of food for the Indians. It was part of their cultural landscape, and a place of spiritual inspiration.

Historically, the rivers and mountains of central Idaho were home to small bands of *tukudeka*, or "mountain sheep eater" Indians. The *tukudeka* were primarily Shoshone, although some bands included Northern Paiute and Nez Perce Indians as members. Official government records describe the Shoshone families living in winter villages on the lower Boise, Payette, and Weiser Rivers, as "Weiser" Indians.

By 1876, tensions were mounting in Idaho between Euro-Americans and the territory's various Indian tribes. Mining and settlement delivered the final blows to a relationship already strained by Oregon Trail emigration through Indian lands. The Nez Perce War erupted in 1877 after Chief Joseph refused to move to a reservation. A year later, open conflict broke out when Bannock Indians discovered hogs and cattle trampling camas fields near present day Fairfield.

Although the Weiser's were not involved in the uprising, they were blamed for the murders of three ranchers near Cascade. The Sheepeaters were similarly accused of killing two settlers on the South Fork Salmon River, and five Chinese miners on Loon Creek, a tributary of the Middle Fork Salmon River. During the Sheepeater Campaign of 1879, U.S. Army troops forcibly removed the Weiser's and other Shoshone bands to a reservation in Lemhi Valley. In 1907, the Lemhi Reservation was closed and its occupants transferred to the Fort Hall Reservation.

Yet two bands evaded the reservations, and for a while lived quietly on the Payette River. Indian Charley and his family settled on Dry Buck Creek, about a mile south of Banks. Eagle Eye and his followers moved into Dry Buck Valley in the mountains above Indian Charley's place. They adopted many of the habits and customs of the white settlers moving into the area. They built log cabins and frame houses to live in; raised horses, cattle, chicken, and pigs; and planted apple orchards and vegetable gardens. The men found work in local sawmills and on the farms in Jerusalem Valley.

In the 1890s, Indian Charley and Eagle Eye filed homestead claims on their lands. It was an unusual move, and the only one of its kind in the state. Although several white settlers protested the filings, others who knew Indian Charley and Eagle Eye asked the Commissioner of Indian Affairs to let them



Takuarikas, a Sheepeater woman captured during the campaign of 1878-79 and taken to the Fort Hall Reservation. She was later photographed in McCall, Idaho. Takuarikas and her family continued to hunt and fish at Payette Lake well into the twentieth century.

The men found work in local sawmills and on

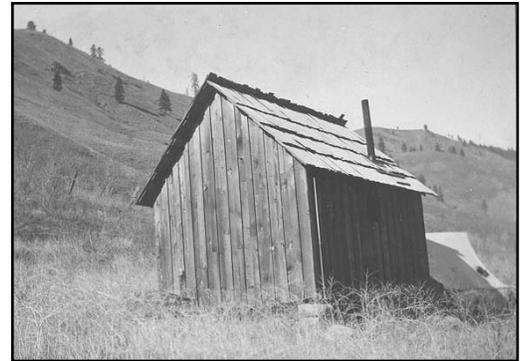
pursue their claims. The matter was dropped after Indian Inspector William McConnell, an ex-governor of Idaho, reported that the Payette bands were self-sufficient, and better off than their counterparts on the Lemhi Reservation.

In 1896, Eagle Eye died after a mishap in a placer mining accident. A year later, tragedy struck again when Indian Charley died. Their families continued to live on the homesteads. Shortly after the turn of the century, and for reasons unknown to historians, Indian Charley and Eagle Eye's descendants left the area for the reservation.

Banks: The Humble Homestead

In 1908, a young rancher named Merle Banks filed a homestead claim on the Payette River below its north and south fork tributaries. He filed under the Forest Homestead Act of 1906 because his claim was located inside the Payette National Forest. The act opened agricultural lands in national forests for settlement. Homesteaders could apply for 160 acre parcels on the condition they cultivated the lands.

Banks was a rancher, not a farmer. His modest cabin aroused the suspicions of Forest Supervisor Guy B. Mains, who believed that Banks' interest in the claim originated with the lumber industry's plans to build a railroad up the river to haul timber out of Long Valley. Banks and other ranchers wanted the railroad to ship their livestock to Emmett stockyards on



Merle Bank's cabin. His barn wasn't much bigger.

the Oregon Short Line, a subsidiary of the Union Pacific Railroad. Otherwise they had to trail their livestock into town, taking "meat off the hoof."

In 1911, the Oregon Short Line began construction on the Idaho Northern Railroad from Emmett to Long Valley. That year, the federal government withdrew all of the public domain lands not covered by pending homestead claims within a quarter mile of the Payette River for power site purposes. The reason? Reclamation Service engineers and farmers in the lower Payette Valley feared that private power companies would build a dam on the river restricting their access to the water.

The railroad was completed in 1913, and Banks leased the Oregon Short Line a right-of-way through his claim. The Forest Service finally approved his homestead application after he planted crops on the claim. The General Land Office issued Banks a patent for the land in 1914. In 1916, President Woodrow Wilson issued an executive order withdrawing the town site of Banks from the public domain. Although a survey in 1920 laid out ambitious plans for the town, it never developed much beyond a railroad station.



Banks in 1913. The "town" didn't look much different when Donald Tanasoca stepped off the train in 1939. Tanasoca was a CCC enrollee from New York headed for Camp Gallagher on the South Fork Payette River.

Tie Cutters and Splash Dams

In 1881, the Oregon Short Line, a Union Pacific subsidiary, built a railroad across southern Idaho to Huntington, Oregon. The demand for railroad ties prompted Coe & Carter, who ran tie yards for Union Pacific in Wyoming, to set up logging camps along the North Fork Payette River at Smith's Ferry and Long Valley. The company hired three hundred men to cut and float ties down the river.



A Boise-Payette Lumber Company chute greaser. Sometimes they used bear grease to coat the chutes.



Splash dam on the North Fork Payette River.

In 1902, the Payette Lumber & Manufacturing Company, a Minnesota firm, acquired thirty-three thousand acres of state timber in Long Valley. The company built a large splash dam below Smith's Ferry to control the passage of logs downriver to mills in Payette.

In 1913, the company merged with Barber Lumber, a Wisconsin outfit working in Boise Basin, to form the Boise-Payette Lumber Company. Boise Cascade Corporation, one of the world's largest forest product companies, traces its origins to the 1957 merger of Boise-Payette Lumber Company with the Cascade Lumber Company of Yakima, Washington.

Lumber companies used greased chutes to transport logs from remote areas of the forest. In 1924, a fire on Murray Creek, located about a mile south of the dam on the west side of the North Fork, consumed eleven miles of new chutes.

Smith's Ferry

Before the State of Idaho built the wagon road up the North Fork in 1911, a network of older roads on the ridge west of the river linked communities such as Payette, Emmett, and Horseshoe Bend with settlers living in Long Valley. This road, reportedly built by loggers working for the Oregon Short Line, descended onto the North Fork at what was later known as Smith's Ferry.

In 1887, Clinton Meyers established a ferry on the North Fork to transport livestock en route to summer pasture in Round and Long Valleys across the river. The ferry was also popular with freighters. Meyers sold the enterprise to Jim Smith in 1891, hence the name Smith's Ferry.

In 1911 the Oregon Shortline began construction on the Idaho Northern Railroad from Emmett to Long Valley. Two years later the first train pulled into Smith's Ferry.

The North Fork's curves were dangerous and deceptive. One of the trains derailed in 1914, killing three of its crewmembers.



Just off the ferry...



Greeting the first train, 1913.



The Idaho Northern Railroad's train depot at Smiths Ferry.

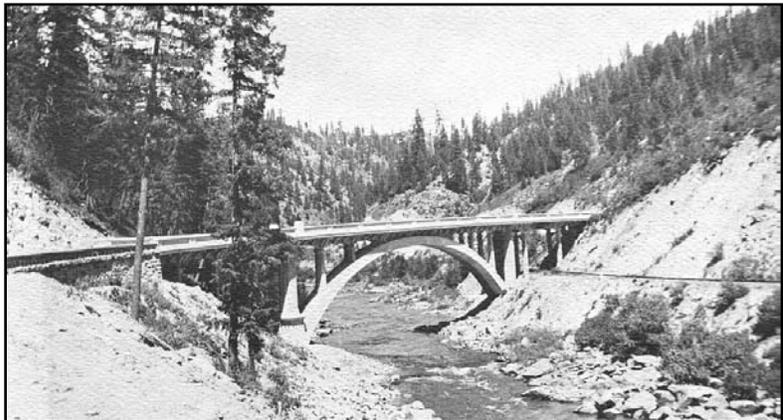
Rainbow Bridge: The Great Depression and the Works Progress Administration

In 1926, the U.S. Bureau of Public Roads approved a highway numbering system that assigned even numbers to east-west roads and odd numbers to north-south roads. The Payette Highway was designated State Highway 15, and later State Highway 55.

Although modern improvements to the Payette Highway reflecting new developments in road construction equipment began in the early 1920s, portions of State Highway 55 still consisted of graveled roads as late as 1938. Much of the work was done in the 1930s during the Great Depression. Idaho suffered more than other states in the Pacific Northwest during this time. From 1929 to 1932, the income of the average Idahoan dropped by nearly fifty percent.

In 1933, President Franklin D. Roosevelt implemented federal measures to help combat the economic crisis. These “New Deal” programs provided emergency funding for projects to reduce unemployment across the nation. Under the Public Work Administration, the Idaho Bureau of Highways received almost eight million dollars between 1932 and 1934 for “emergency” road projects.

The concrete bridge spanning the North Fork above Smith’s Ferry was built in 1933 with emergency relief funds. It exhibits an open-spandrel design introduced to Idaho in the 1920s and used in several locations and various scales throughout the state. Unlike the other bridges of this type, the North Fork Bridge has not been altered over the years.



Rainbow Bridge is one of the North Fork’s most spectacular features.

Charles A. Kyle designed the North Fork Bridge, which is known locally as the Rainbow Bridge because of its arch. Kyle was Idaho’s chief bridge engineer from 1919, the year the Idaho Bureau of Highways was established, until his death in 1936. The bridge, which cost \$74,000, was built by C.F. Dinsmore & Company, an Ogden construction firm with previous experience building bridges in Boise.

The Rainbow Bridge is listed on the National Register of Historic Places. As early as 1933 the bridge was recognized as one of the most beautiful in the state. The *Idaho Statesman*, which criticized bridges at the time as “stark, graceless structures,” observed that the Rainbow Bridge complimented its natural setting. Fortunately, it still does.

Round Valley and the Indian Potato

If you're traveling through Round Valley in late April or early May, look for the patches of blue to purple flowers in the meadows to either side of the highway. They are the flowers of the camas plant. The camas bulb was a staple food of the early Native American diet. Indians used sharpened and fire-hardened sticks to dig up the bulbs, which were usually harvested in early summer when the bulbs were mature. The bulbs, which are considerably smaller than the potatoes we eat today, were boiled, or steamed in rock-lined pits covered with earth.

Native Americans are largely responsible for the landscape you see today in Round Valley. They played an active role in the dynamics of Round Valley's environment for hundreds if not thousands of years prior to Euro-American settlement in the 1880s. Fire was the most powerful tool at their disposal. Indians deliberately burned forests and meadows for a number of reasons, including forage regeneration and campsite and trail clearing. Fur traders and Oregon Trail emigrants traveling through southern Idaho frequently observed Indian set fires in the mountains north of the Snake River Plain.

According to early settlers, Indians departing fishing camps on the North Fork Payette River set fires to clear the forest of underbrush and keep traditional campsites open. These fires were set in late summer and early fall, as Shoshone and Nez Perce left the valley for winter camps in lower elevations.

Indian burning enhanced camas and berry crops in Round Valley, as well as other plant species important to Native Americans' diet. Seasonal burning fertilized food plants in the valley and helped prevent undesirable species from invading the meadows. Hand tilling during gathering aerated the soil, creating conditions later receptive to the introduction of settlers' crops.

The rich camas fields made Round Valley a favorite place for ranchers to pasture their hogs in the spring. The severe winters discouraged settlers' attempts to homestead the area until the 1880s, but ranchers from Garden Valley, located on the other side of the North Fork Range to the east, fattened their hogs in Round Valley before selling them to Chinese miners in Boise Basin. Livestock grazing on traditional camas grounds eventually led to the Bannock War of 1878.



*The camas plant, *camassia quamash*. The Northern Shoshone word for camas was "pasigo." Roughly translated, the word means "water lily" in the Shoshone language.*

Alpha: The First Settlement

In 1883, James Horner settled on Clear Creek, north of present-day Alpha on the west side of State Highway 55 across from the Alpha Grange. Horner was from West Virginia, and arrived in Long Valley from California. He served in the Civil War with the pro-Union 5th Regiment of the California Infantry. Horner, who received a patent for his land in 1900, is regarded as the first homesteader in Long Valley.

In 1888, a post office at Horner's homestead established the identity of Alpha. The town was named after the first letter of the Greek alphabet in expectation that the last settlement in Long Valley would be named Omega—the twenty-fourth and final letter in the Greek language. Imagine her disappointment when the last settlement in Long Valley was named Lardo!

The official location of the town has moved south over the years as different settlers assumed responsibility for Alpha's post office. Today, Alpha is located on the old Herrick brother homesteads patented in 1908 and 1909. Coit and Urbain Herrick were two of the first rangers to serve on the Payette National Forest, established by President Theodore Roosevelt on July 1, 1908. Coit's homestead was designated a ranger station for a number of years. He and his brother were responsible for managing grazing on the mountain divide separating the North and Middle Fork Payette Rivers. Urbain's wife ran the Alpha post office from the 1920s to the 1950s.

The Alpha Grange

Have you ever wondered what a grange is? The National Grange of the Patrons of Husbandry was formed in 1867 by Oliver Hudson Kelley, a Department of Agriculture clerk. The Patrons of Husbandry was an agrarian organization that provided social opportunities for farmers to interact with one another. Granges were designed to break the monotony and isolation of rural farm life. Members met on a monthly basis to commemorate personal anniversaries, celebrate a community event, and discuss business while they enjoyed a meal together. They also acted as cooperatives for the purchase of farm equipment. Although the organization's constitution adopted a nonpartisan platform, local granges tended to support whatever political party or candidate embraced the farmers' interests.



The Alpha Grange was built in the 1930s.

Granges played an important role in rural communities long after the organization's national importance waned in the mid 1870s. It was just about that time that the first granges organized in Idaho. In 1909, the Idaho State Grange held its first annual meeting at Parma. Three county-level granges and twenty-three of the thirty-two local chapters were represented at the meeting. Granges experienced resurgence in popularity during the 1930s, when the plight of farmers was once again a national concern.

Cabarton: The Company Town

In 1917, Boise-Payette Lumber Company moved its headquarters in Long Valley from Cascade to the North Fork's confluence with Clear Creek. Loggers named the new location Cabarton, after the company's manager, C.A. Barton.

Cabarton consisted of a hundred portable buildings that housed the company's one hundred-plus employees. The town had a post office, dining hall, community bathhouse, dispensary, company store, and school that taught grades one through eight. Single men were quartered in a bunkhouse; married couples were given one of the portables. Cabarton also had its own baseball team.



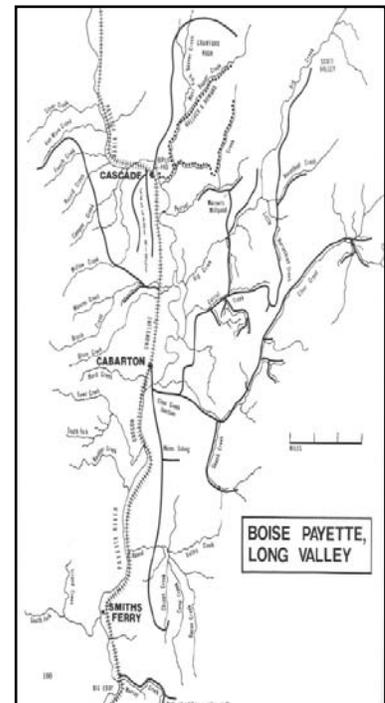
Cabarton, circa 1920s.

The Boise-Payette Lumber Company spent the next sixteen years logging Clear Creek and other tributaries of the North Fork east of the river. The company built a railroad up Clear Creek and established satellite camps to Cabarton to reduce the distance the men traveled to the woods each day.

In 1934, Boise-Payette Lumber loaded the company's portable buildings onto flat cars and shipped them to Donnelly. The buildings were deposited about a mile south of Donnelly. The new company town was renamed MacGregor after Edgar MacGregor, the woods boss in charge of the loggers. The company spent the next six years cutting timber on Gold Fork River. In 1940, Boise-Payette Lumber once again loaded the company town onto the railroad. This time their destination was New Meadows, where they incorporated into the town itself. The logging railroad era was over, and with it the need for company towns.



Camp B, in Crawford Nook north of Cascade, 1917.



Long Valley Railroads, 1920s.

Ho, for Thunder Mountain! Idaho's Last Gold Rush

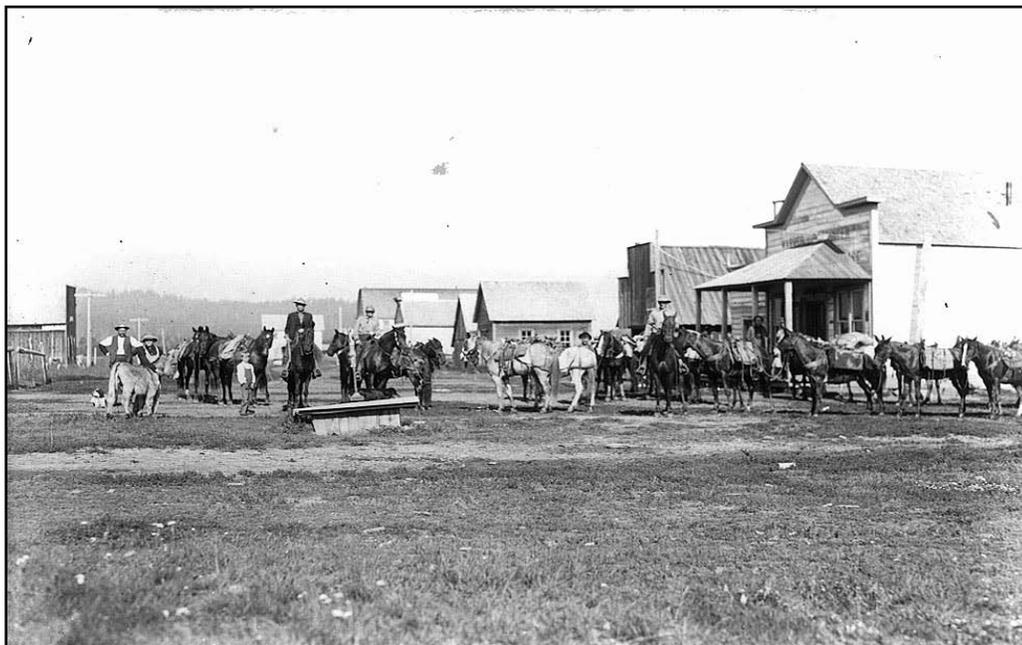
In 1898, Ben and Lou Caswell discovered gold on Thunder Mountain, located in the Salmon River Mountains northeast of Long Valley. They recovered \$3,000 worth of gold in a two-week period using sluices, and \$4,000 during an even shorter run in 1899 using hydraulic giants. The rush was on!

From 1899 to 1904, Long Valley was a popular outpost for the Thunder Mountain gold rush. Towns like Van Wyck and Crawford, and Thunder outfitted merchants and miners headed north into Salmon River country. Thunder was unique because the town arose solely in response to the gold rush.

It was located on Pearsol Creek, near the present Cascade Airport. The town survived for a short time after the Thunder Mountain gold rush collapsed in 1904.



Ben, Lou, and Dan Caswell. In 1900, they sold their claims to W.H. Dewey, the founder of Nampa, for \$100,000. Unlike most of the miners who went to Thunder Mountain, they actually became rich!



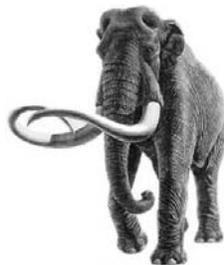
Pack trains leaving Thunder, circa 1902.

In 1910, the town still maintained a general store, saloon, hotel, sawmill, livery stable, and Methodist church. Like other towns in Long Valley, Thunder faded into obscurity when the Idaho Northern Railroad bypassed the town and established a train depot at Cascade.

The First Inhabitants

Ten to twelve thousand years ago hunters on the prowl for game passed through Long Valley. Their quarry was much different, and bigger than the bears, elk, and mountain lions we see today. At the end of the Pleistocene Era, Long Valley probably supported populations of mammoths, bison, caribou, camel, horse, and large predators such as the Dire wolf and saber-toothed cat.

Clovis points like the one shown here were used between ten and twelve thousand years ago. One of the distinguishing features of a



Mammuthus columbi

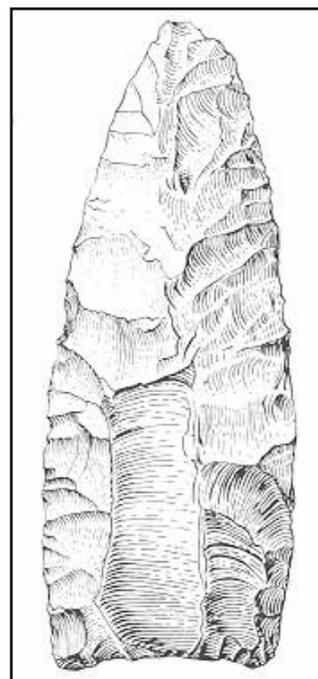


Camelops hesternus

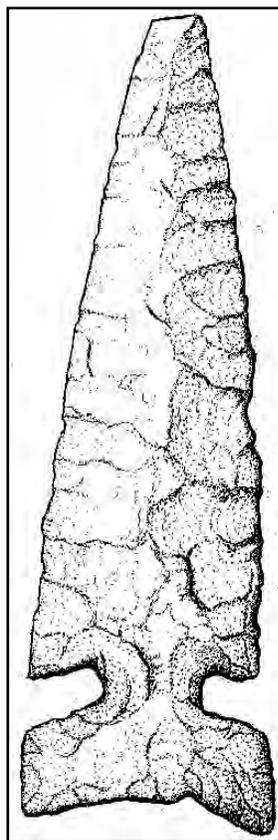
Clovis point is the elongated channel flake removed from the base of the tool. Clovis points are rare in Long Valley, and like all artifacts, are protected by law if found on public lands.

More recently, Long Valley was home to the Shoshone, Paiute, and Nez Perce Indians. Camas and salmon, both once abundant in the valley, are important to the tribes. Like other camas fields in Idaho, Long Valley was a rendezvous for cross-cultural trade.

Today, members of the Nez Perce Tribe and the Shoshone-Bannock Tribes still pass through Long Valley on their way to traditional fishing locations on the South Fork Salmon River near Warm Lake.



Clovis point, shown to scale.



Northern side-notched points such as this one found near Cascade Reservoir were used between seven and five thousand years ago. These points were most likely used in conjunction with a launching device or throwing stick called an atlatl.

The Lost Towns

In the mid 1880s, settlers began farming the North Fork's fertile river terraces. They raised hay to feed livestock during Long Valley's harsh winters, and planted hardy vegetables such as potatoes, cabbage, and rutabagas that could survive the spring frosts. Rutabaga pie, as a result, became a local specialty in Long Valley.

Despite the severe winter of 1887-1888, when many ranchers lost their entire herds, the valley's lush pastures continued to encourage homesteading in the area. In 1888 a post office was established at Levi Kimball's ranch. Kimball, from Illinois, named the new settlement Van Wyck after a prominent Nebraskan friend. Two years later another post office was opened at Crawford's homestead two miles east of town.

By the turn of the century, there were three general stores, one saloon, a blacksmith, and a physician in Van Wyck. The town was also home to Long Valley's first newspaper, *The Times*. A decade later the town had added a dentist, livery, butcher, hotel, veterinarian, sawmill, clothing store, and another saloon to its business directory. The local bank and telephone company were located in Crawford.



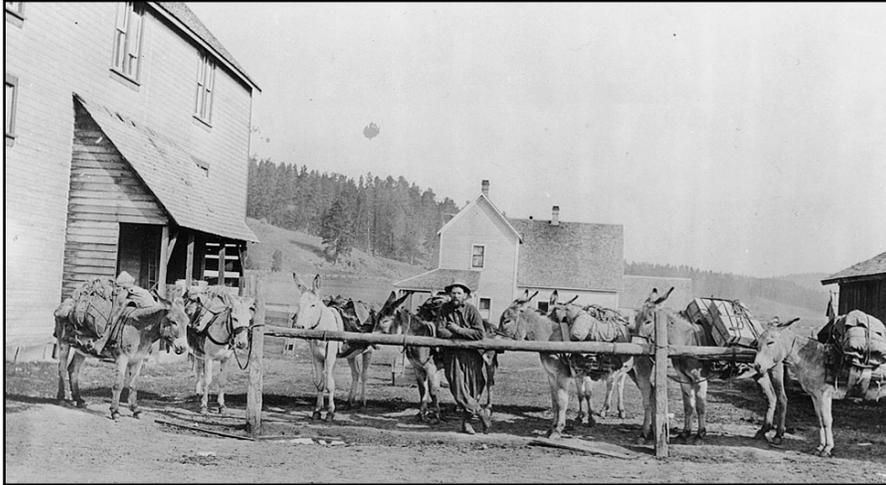
Van Wyck street scene, circa 1900.



Van Wyck saloon. In 1915, the Idaho Legislature passed a law prohibiting the sale of alcohol. A year later there were no saloons advertised in the state's business directories. Congress passed the Eighteenth Amendment in 1919, making it illegal to manufacture and sell "intoxicating liquors" in the country. In Long Valley as in other places throughout the West, stills were hidden in the surrounding forest away from prying eyes. The Prohibition Era lasted until 1933.

Crawford and Van Wyck flourished during the Thunder Mountain gold rush. In 1904, Long Valley was designated the official mail route to the mining camps.

After the Idaho Northern established a train depot near Crawford's place in 1913, Long Valley's business district shifted to the railroad tracks. In 1915, Crawford's name was changed to Cascade.



A Thunder Mountain packer in Crawford, circa 1900.

All of Van Wyck was inundated when Cascade Dam was completed in the late 1940s.



Cascade: Waterfall Changes in Long Valley

The arrival of the Idaho Northern Railroad was just the beginning of dramatic changes in Long Valley. The railroad created new markets for the valley's livestock and agricultural crops.



Laying railroad track to Cascade, circa 1913.

It was the logging industry, however, that shaped the character of Long Valley's newest community, Cascade. In 1923, J.P. Dion built a sawmill in Cascade after the Boise-Payette Lumber Company moved its headquarters south to Cabarton. Dion, an engineer by profession, built the company's sawmill in Emmett, and thought that he too, might enter the lumber business. The mill passed through several more owners before Boise-Payette Lumber purchased it in 1954.

Another dramatic change occurred after World War II, when recreation became an important past time. This trend, influenced by increases in disposable income and leisure time, coincided with the construction of Cascade Dam and Reservoir in Long Valley.

Cascade Reservoir inundated much of Long Valley's historic landscape. Towns like Van Wyck and Cascade Falls, a natural landmark historically significant to valley residents, disappeared as the reservoir filled.

Approximately twelve miles of State Highway 55 were relocated, as were nearly thirty-two miles of county roads and fourteen miles of the Oregon Short Line. Urban development and settlement shifted to the east side of the valley, close to the new transportation corridors.

In 1948, shortly after the dam was completed, the Cascade Chamber of Commerce advertised Long Valley as Idaho's next vacation center. Although traditional industries such as ranching continue to support the valley's economy, recreation is beginning to generate taxable income for Valley County.



J.P. Dion Mill, Cascade, circa 1924. The mill was largely rebuilt after Boise-Payette Lumber purchased the complex.

Roseberry: A Lot of Pride for a Little Community

In 1907, twelve landowners formed the Roseberry Townsite Company to promote settlement of the community. They subdivided eighty acres into business lots that sold for fifty dollars each. Residential lots went for twenty dollars apiece.

By that time, Roseberry had a bank and hotel; a creamery, flourmill and lumber mill; general merchandise and hardware stores; and a two-story schoolhouse with not one, but two teachers; and two churches. The town soon grew to include a restaurant, brickyard, and bowling alley.



Roseberry, circa 1905.

One merchant specialized in “confections, cigars, tobaccos, stationary and holiday goods. “Venders of intoxicating drinks” and “lewd or indecent resorts” were prohibited from purchasing property in the town. Even the community’s pool hall was respectable. Civic leaders, however, assured potential residents that Roseberry was not a “Sunday school town.”



The Roseberry Store, 1912.



Roseberry band, 1911

Roseberry, nevertheless, was a speculative enterprise built on the assumption that a railroad would eventually pass through town. The community’s future turned bleak in 1914, when the Idaho Northern Railroad circumvented the town on its way to McCall. Roseberry merchants had little choice but to move their businesses a mile west to the railroad. The new town was named Donnelly, after a local homesteader in the area.

The Finnish Legacy in Long Valley

There is a saying: “If you can’t see daylight through the wall of an old cabin in Long Valley, it was probably built by a Finn.” In 1903, an explosion in Hanna, Wyoming killed nearly three hundred miners. Finnish immigrants comprised one-third of the fatalities.

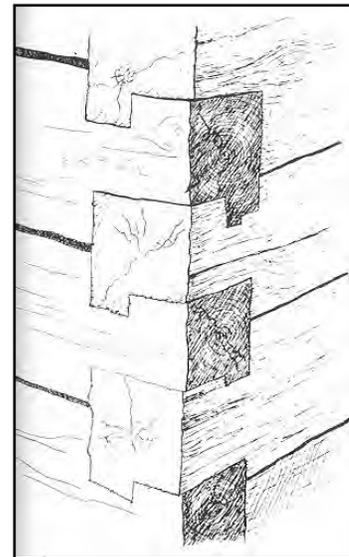


The Long Valley Boosters parade wagon, July 4, 1911.

Those who survived the disaster gave up mining for agriculture. Many of them moved to Long Valley, where booster clubs promoting settlement welcomed the new arrivals. Between 1904 and 1925 ninety homestead patents were issued to Finnish settlers in Long Valley. Most of them took up land on the east side of the river, between Donnelly and McCall, in settlements with names like Norwood, Elo, Spink, and Waino.

Although Finnish homesteads still exist along State Highway 55, they are hard to see from the road. You can see the quality of Finnish craftsmanship in the church located on the Farm to Market Road east of Lake Fork. It’s a small detour, and well worth the visit. The church, which is listed on the National Register of Historic Places, still serves the descendants of Long Valley’s Finnish pioneers.

The distinguishing characteristics of Finnish architecture include squared timbers that fit so tightly that no or little chinking is evident, and intricately carved notches such as dovetail and keyed notches. By the 1930s Finnish craftsmen were eagerly sought after for log building construction in southern Idaho. During the Great Depression, Long Valley Finns taught their techniques to young men enrolled in southern Idaho’s Civilian Conservation Corp camps.



Keyed notch typical of Finnish log construction.

Lardo and McCall

Around 1890, Tom McCall traded a wagon and team of horses for a squatter's homestead where the McCall Hotel is now situated. With the assistance of his wife, daughter, and four sturdy sons, McCall enlarged the homestead to provide room and board for miners on their way to mining camps such as Warren in the Salmon River Mountains.

Lardo, located a mile west of the McCall place, was a small but thriving community predating the establishment of McCall. The town was located on a popular route linking Weiser, Council, and Meadows to Warren's gold fields. Lardo and McCall both had post offices. When fire destroyed Tom McCall's sawmill in 1896, it was rebuilt in Lardo. When Lardo's mill burned in 1905, Theodore Hoff and Carl Brown constructed a new one in McCall. This good-natured rivalry between Lardo and McCall continued for many years; in fact, "Lardo" was often used to describe both communities until Lardo's post office was moved to the newly incorporated McCall in 1917.



The McCall Family.



McCall lakefront.

Payette Lake's recreation potential was advertised as early as 1905 in the *Idaho Magazine*, a booster publication circulated by the Pacific & Idaho Northern Railroad. The magazine promoted Tom McCall's waterfront property as an ideal setting for summer cottages. McCall, who earned more income from the hotel business than ranching, hoped to sell some of his land for development.

McCall is famous of course for its winter sports, most notably skiing. As a recreational pastime the activity dates to 1924, when the Blackwell's built a jumping platform on the slope of their property above Little Payette Lake.

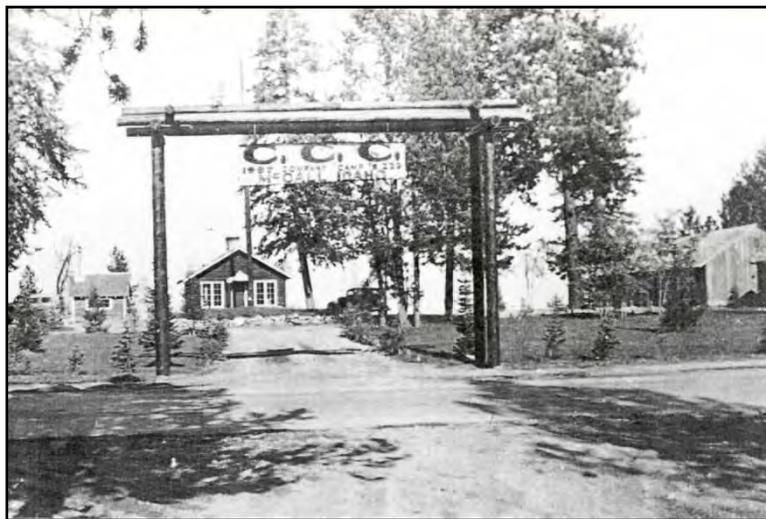
That year also marked the beginning of the town's famous Winter Carnival, which included snow sculptures and dog sled races to Lardo. In 1937, Corey Engen, an Olympic medalist and one of the carnival's founders, directed the construction of a new ski hill west of McCall that was designated the Payette Lakes Ski Area. The ski area is located adjacent to Highway 55 on your way out of town. The Brundage Mountain Ski Area, located on the site of an old lookout, opened in 1961.

In 1935, a Civilian Conservation Corps (CCC) camp was established on Payette Lake. The CCC was one of President Roosevelt's New Deal programs to combat the Great Depression.



McCall skiers, circa 1930s.

In addition to their road construction projects, the CCCs built fire lookouts, dams, telephone lines, and "public service" sites later designated as campgrounds. Between 1935 and 1938, the CCCs built seven of the Forest Service buildings on Lake and Mission Streets, and eight of the SITPA buildings located next door.

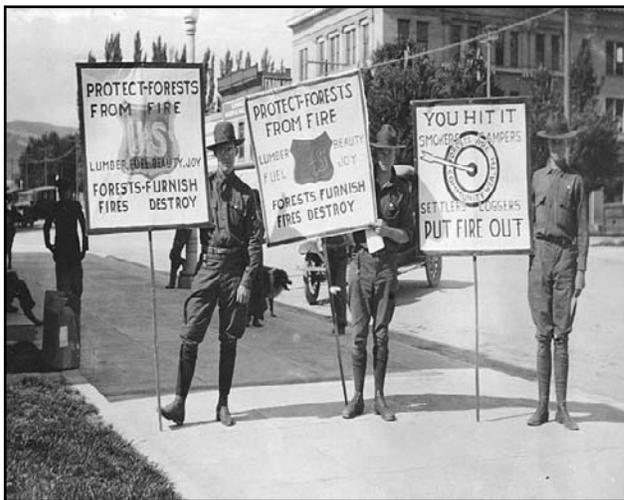
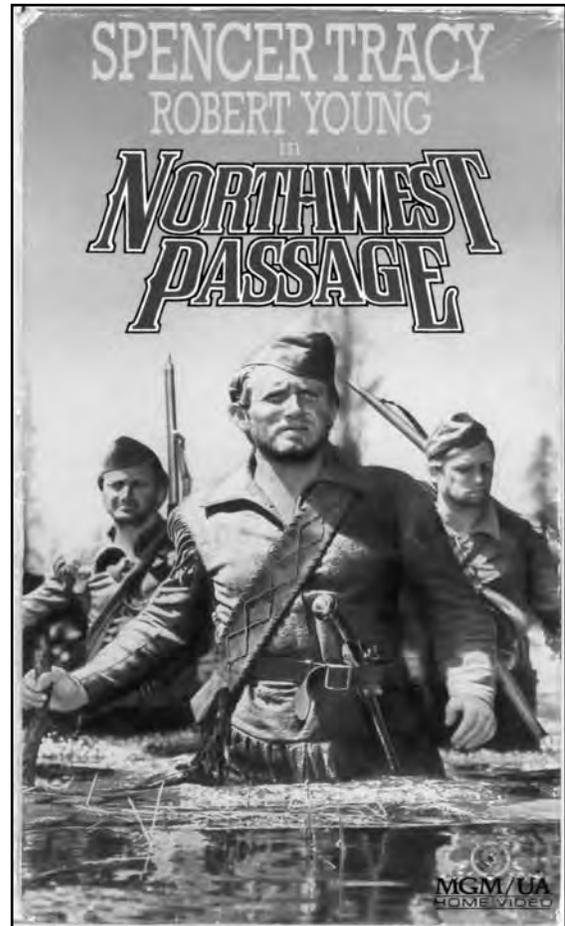


CCC Camp S-223, McCall, 1935.

Hollywood discovered McCall in 1936. *Northwest Passage*, starring Robert Young, Spencer Tracy, and Walter Brennan was filmed on the shores of Payette Lake. The production employed local men to construct film sets, and used CCC boys as extras portraying Indians and Roger's Rangers.

SITPA and the Idaho Idea

In 1902 Barber Lumber Company, a Wisconsin operation, and the Payette Lumber & Manufacturing Company, chartered in Minnesota, entered the Boise and Payette River drainages. Barber Lumber obtained over twenty-five thousand acres on Grimes and Mores Creeks in Boise Basin; Payette Lumber bought contracts for timber on thirty thousand acres of state lands in Long Valley. The companies organized independently of one another, but both had strong ties to Frederick Weyerhaeuser's logging empire on the Chippewa River in Wisconsin. Commercial export logging was unknown in southern Idaho prior to their arrival. What mills existed served the needs of local communities.



Getting the message out...

By 1904, the lumber companies worked cooperatively to protect their timberlands in the area. Each company loaned the other their woodsmen when fires broke out. Then, in 1905, Congress established the U.S. Forest Service to administer the nation's federal forest reserves. That summer, President Theodore Roosevelt created the Sawtooth Reserve, which was soon partitioned into smaller national forests.

The mountains surrounding the North Fork Payette River were included in the old Payette National Forest, which was consolidated with the Boise National Forest in 1944. Like the lumber companies, the Forest Service made fire suppression one of its first priorities.

One hot day in July 1908, Harry Shellworth, the land agent for the Payette Lumber & Manufacturing Company, was fighting a small fire on the ridge between Banks and Smiths Ferry when he encountered another man doing the same. “He was soot blackened and fire-grimed,” Shellworth later recalled, but instantly recognizable as Guy B. Mains, a logger from Wisconsin who was the first supervisor of the Payette National Forest. The fire had started on lands owned by the lumber company located within the national forest.



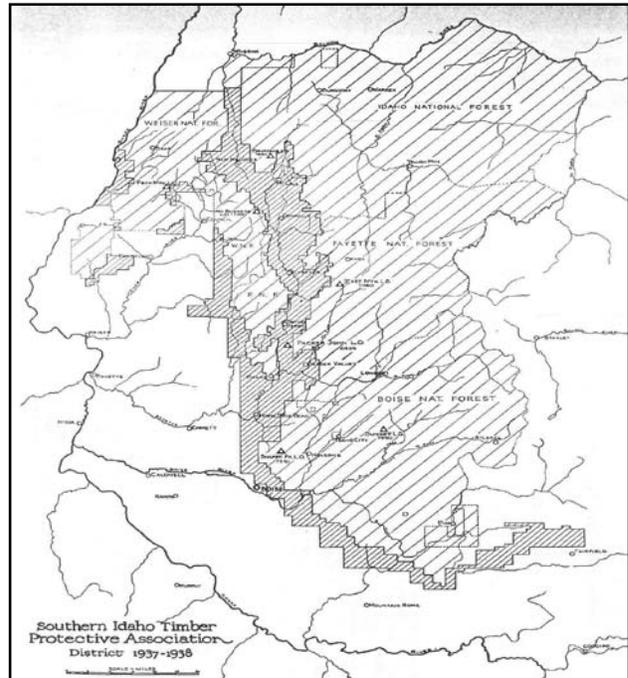
SITPA Board of Directors, 1929. Harry Shellworth, middle row, seated, third from left, was southern Idaho's most influential timber industry representative for nearly forty years. In addition to his role in SITPA, Shellworth led the initiative for the Idaho State Forestry Law in 1925, and the establishment of the Idaho Primitive Area in 1931. Although a Republican, Shellworth's reputation as a man who could get things done led Democratic governor C. Ben Ross to appoint him in charge of the Idaho's state and private Civilian Conservation Corps camps during the Great Depression.

The two men sat down and discussed the need for a cooperative fire organization to oversee the private, state, and federal lands in the area. This was the beginning of an informal “gentlemen’s agreement” to protect the forests of the Boise and Payette River watersheds. The arrangement worked so well that they formally organized the Southern Idaho Co-operative Fire Protective Association in 1911. In 1919, the association changed its name to the Southern Idaho Timber Protective Association, which was simply referred to as SITPA. This organization, as well as others in northern Idaho, was so successful that cooperative fire protection was often referred to as the “Idaho Idea.”

SITPA protected timbered areas along the North Fork by building telephone lines and constructing roads and trails to make it easier to report and fight forest fires. Private landowners who belonged to SITPA paid for its services by the acre. In 1937, for example, the organization charged three cents per acre.

In 1927, the organization established headquarters at Smith’s Ferry, which was centrally located between its patrol areas on the Boise and Payette National Forests, and the old Weiser National Forest. The organization’s headquarters are located in McCall.

Today, much of McCall’s history is on display at the Central Idaho Cultural Center. The center occupies the original SITPA buildings constructed by the CCC troops stationed in McCall during the 1930s. Local Finnish craftsmen Gust Lapinoja and John Heikkila cut and shaped the logs. These buildings are listed on the National Register of Historic Places.



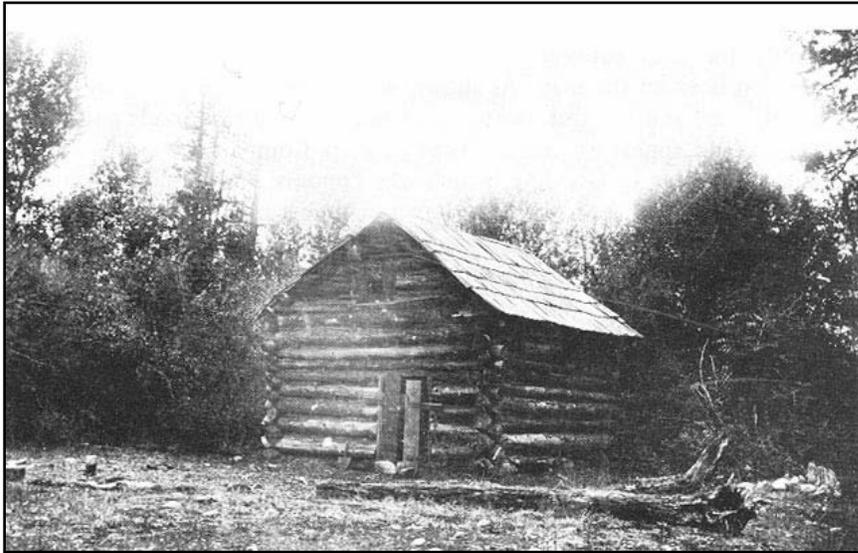
Although the configuration of southern Idaho’s national forests have changed, SITPA’s role is as important as ever in protecting the state’s timberlands.



By 1937, SITPA had five lookouts including Brundage Mountain Lookout, shown here.

Packer John Park

After the gold discoveries of 1862, a packer named John Welch built a string of cabins from Lewiston to Boise Basin to cache supplies. One of these cabins, built in 1862 at the edge of Salmon Meadows on Goose Creek, was the site of Idaho’s first Democratic Convention in 1863.



The original Packer John Cabin, circa 1901. Today, plans are underway to restore the current building to its historically accurate appearance.

Congress established Idaho Territory on March 4, 1863 from the remote mining camps of Washington Territory. The first territorial capital was in Lewiston, although most of the territory's population had shifted south to Boise Basin. In 1864, the legislature voted to move the capital to Boise, sparking a bitter feud with northern Idaho that continued for years.

By the 1870s Tom Clay occupied the cabin as part of his bi-weekly mail run from Council to Warren. The surrounding area developed as a ranching community known as Meadows. A post office established in 1883 provided mail service to Meadows residents until 1966.

In 1909 the site was recognized as a historical landmark and donated to the state. The original cabin was rebuilt around this time and again in 1953. In 1995, the state turned the site over to Adams County.

Meadows, New Meadows, and the Ambitious Colonel Heigho

In 1899, a wealthy group of investors in the copper mines of the Seven Devils Mountains formed the Pacific & Idaho Northern Railroad. The industrial magnate Edward Harriman, who controlled the Union Pacific and Oregon Shortline Railroads, supported the enterprise.

Construction on the Pacific & Idaho Northern, simply referred to as "The PIN," languished until 1910. Copper miners, in the meantime, built the Seven Devil's Railroad in anticipation that the PIN would soon reach the Little Salmon River. When the PIN failed to appear, the railroad and their mines went bust.

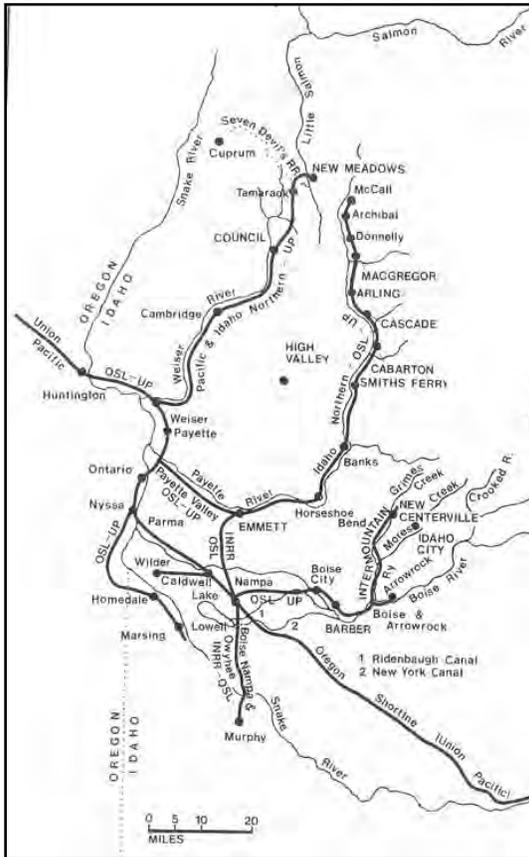
In 1910, James Hill, Harriman's rival at the Northern Pacific Railroad, renewed his company's claims to a right-of-way along the Weiser River. In 1911, the PIN was finally completed from Weiser to New Meadows. The



The New Meadows train depot. The Adams County Historical Society is currently restoring the depot for use as a museum. The building is listed on the National Register of Historic Places.

company planned to extend the PIN to Lewiston, and build another line connecting it with the Idaho Northern Railroad on the North Fork Payette River. Neither project ever materialized.

Meadows, was a small but prosperous farming community at the time. Like its sister settlements in Long Valley, the town hoped to prosper from the railroad. Colonel Edgar Heigho had other ideas, however. As the president of both the PIN and the Coeur d'Alene Development Company, Heigho dreamed of establishing a new town on the banks of the Little Salmon River.

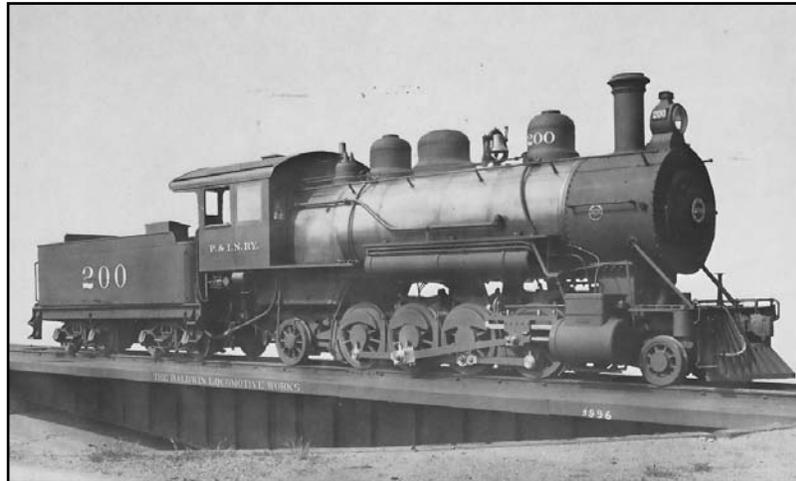


The colonel possessed enormous energy and broad interests. In addition to his association with the railroad, Heigho was the president of the Central Idaho Telegraph and Telephone Company, the vice-president and director of the Weiser National Bank, and the director of the Meadows Valley Bank. Between 1911 and 1912, Heigho built a train depot, hotel, school, bank, and his own private mansion at New Meadows. Comforted by the colonel's plans to link the PIN with Idaho Northern Railroad in Long Valley, Meadows also built a new, brick schoolhouse that is currently a private residence.



The Heigho House. Today, the colonel's residence is a popular bed and breakfast establishment listed on the National Register of Historic Places. H.W. Bond, a prominent Weiser architect, designed most of Heigho's buildings.

Unfortunately, the PIN never left town. After Hill abandoned his pursuit of a north-south railroad for Idaho, the Union Pacific similarly lost interest in the enterprise. The PIN survived as a “farm-to-market” railroad for Weiser River communities until 1940. That year, the PIN began shipping logs for local timber outfits, including the Boise-Payette Lumber Company.



Built for the PIN in 1912, No. 200 was too heavy for the railroad's bridges. The engine eventually ended up in California hauling fruit.

CHAPTER 2: THE PAYETTE RIVER SCENIC BYWAY TODAY

Designation as a State Scenic Byway

The Payette River Scenic Byway is one of the oldest scenic byways in Idaho. It was one of the six original scenic byways in the state, receiving its designation in June of 1977.⁹ Scenic Byways can be designated at the state or federal level and in some areas at the local level of government. In Idaho, the Idaho Transportation Department oversees the state's Scenic Byway Program.

When the Payette River Scenic Byway was designated, all scenic byways were nominated for their "scenic" quality, however, since then the program has been expanded and byways can be nominated for one of six "Intrinsic Qualities." Intrinsic qualities are, "features that are considered representative, unique, irreplaceable, or distinctly characteristic of an area."¹⁰ The six intrinsic qualities under which a byway can be nominated are scenic, natural, historic, cultural, archeological, and recreational. Definitions for each intrinsic quality are as follows:

Scenic: "Beauty, whether natural or human-made. The quality of the features are measured by how memorable, distinctive, uninterrupted, and unified they are."¹¹

Natural: "Minimal human disturbance of the natural ecological features that are associated with a region."¹²

Culture: "Visual evidence of the unique customs, traditions, folklores, or rituals of a currently existing human group."¹³ Examples of culture include aspects of geography or the way in which climate influences building styles, the stories, or legends of an area or the way people settled. The economy of an area is another example of culture as is evidence of community, civic, or domestic life.¹⁴

Archeological: "Visual evidence of the unique customs, traditions, folklores, or rituals of a *no-longer existing* human group."¹⁵

Historic: "Landscapes, buildings, structures, or other visual evidence of the past." Historical features must be something that is still visible, "not the site of something that used to be there."¹⁶

Recreational: "The road corridor itself is used for recreation like jogging, biking, roadside picnics or direct access to recreational sites like campgrounds, lakes, and ski lodges etc."¹⁷

9 Idaho's Scenic Byway Program, 1999

10 National Scenic Byway Program, Byway Beginnings: Understanding, inventorying, and evaluating a Byway's Intrinsic Qualities, 1999.

11 Federal Highway Administration, Community Guide to Planning & Managing a Scenic Byway.

12 Ibid.

13 Ibid.

14 National Scenic Byway Program, "Byway Beginnings: Understanding, Inventorying, and Evaluating a Byway's Intrinsic Qualities, 1999.

15 Federal Highway Administration, Community Guide to Planning & Managing a Scenic Byway.

16 Ibid.

17 Ibid.

Intrinsic Qualities on the Payette River Scenic Byway

The natural beauty of the byway includes its rivers, mountains, green valleys, vistas, canyons, and geological occurrences, which are awe-inspiring. The relatively undeveloped natural setting of the Payette River Scenic Byway surrounds you and draws you into the life of the byway, its history and culture of the area. When asked to describe the Payette River Scenic Byway, one local said that “there is no place else like it.” The Idaho Batholith is a specific example of the unique geology of the area and is visible in the granite canyon just north of the community of Smiths Ferry.¹⁸

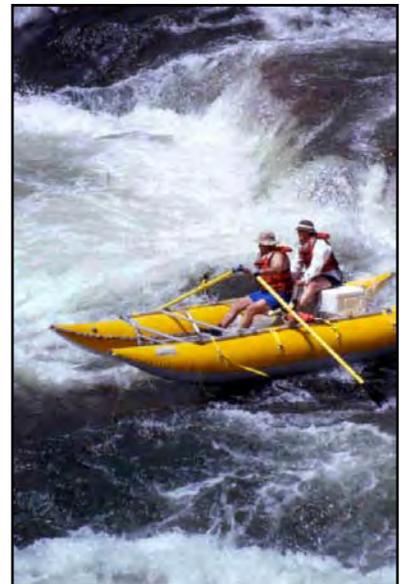


The “Old Tate Barn” on the Kennedy property, is one of the most recognizable man-made landmarks along the byway.

Photo: Marianne Piquet

The natural setting of the Payette River Scenic Byway is inextricably woven into its history and its culture. Native peoples once converged along the byway in search of camas; their trails are still visible in some areas. Archeological evidence of these people is present in many areas. In recent history, the vast natural resources of the area attracted explorers, trappers, ranchers, and farmers. The railroad was built to provide goods and services to these settlers. The predominantly rural culture of the area is closely linked to this natural resource-based economy. Even in the more urbanized areas of the Cities of McCall and Eagle, agriculture is still an important part of life. However, not all scenic features along the byway are natural; manmade features like the “Old Tate Barn” are reminiscent of “what America used to be.”

The Payette River Scenic Byway has an abundance of recreational opportunities. Parts of the byway are adjacent to the Payette Rivers (North Fork, South Fork, and Main), which provide world class white water rafting and kayaking opportunities for three different skill levels. In the summer months the rivers and lakes are also used for fishing, boating and swimming. The mountainous terrain provides an avenue for hiking, camping and biking. In the winter, recreationists use the byway to access Nordic and Alpine skiing, snowshoeing and snowmobiling. The wetlands along the byway attract a wide variety of birds including osprey and Canada Geese. There are also Bald Eagles, deer and elk. Opportunities for wildlife viewing and hunting abound. The byway also accesses other recreation areas like Lick Creek and Anderson Creek.



White water rafting on the Main Fork of the Payette River. Photo: Kirk Keogh

¹⁸ Rivers, K.E., Idaho's Scenic Highways: a mile by mile road guide., 1997.

Points of Interest

The Payette River National Scenic Byway features numerous sites and points of interest. Many of those sites are described and pictured in the following sub section and were selected for their intrinsic value and for their scenic, geological, cultural, and historical significance. Their variety contributes to the byway story.

In this section, the sites and points of interest are described from south to north—coming out of the Treasure Valley through Eagle and then heading north 112 miles to New Meadows and the 45th parallel.

Sites and Points of Interest Along the Payette River National Scenic Byway

- | | |
|--------------------------------|---|
| 1 – Guerber Park | 15 – Tamarack Recreation Area |
| 2 – Eagle Sports Park | 16 – Historic Roseberry Townsite |
| 3 – Southern Byway Portal | 17 – Farm to Market Road |
| 4 – Avimor Trailhead | 18 – Ponderosa State Park |
| 5 – Horseshoe Bend City Park | 19 – Legacy Park |
| 6 – Thunder Mountain Line | 20 – Payette Lake |
| 7 – Horseshoe Bend Mill Pond | 21 – Central Idaho Historical Museum |
| 8 – Payette River-Banks Access | 22 – Rotary Park |
| 9 – Smith’s Ferry | 23 – McCall Fish Hatchery |
| 10 – Fischer Pond Park | 24 – Brundage Mountain Resort |
| 11 – Kelly’s Whitewater Park | 25 – Packer John’s Cabin |
| 12 – Lake Cascade State Park | 26 – New Meadows Depot and Dorsey Warr Park |
| 13 – Lake Cascade | 27 – 45 th Parallel Portal |
| 14 – Donnelly Rest Area | |

1 – Guerber Park

Located west of Idaho 55 at 2200 East Hill Road, Eagle’s Guerber Park was completed in early 2007. The park’s amenities include playground equipment, an interactive water feature, restrooms, and two handsome picnic shelters, as well as a large playing field and youth baseball and softball facilities.



The Sunset Picnic Shelter and a children’s playground are features of Eagle’s Gerber Park.

2 – Eagle Sports Complex

The Eagle Sports Complex holds the largest bike park in the northwest and was named a top 5 bike park in the world. This 85-acre park complex is located east of Idaho 55 off East Floating Feather Road at Goose Creek Road and Horseshoe Bend Road. It features a skateboard park, mountain bike and freeride trails, dirt jump, 4-cross, dual slalom, downhill, cycle-cross, and BMX areas. No other municipal trail system in the Pacific Northwest can boast such a plethora of cycling diversity in one locale. This makes the Eagle Sports Complex a premier regional cycling destination. Restrooms and a concession stand are available.

Additionally, recent developments have occurred which would further distinguish the complex into a major destination for winter and summer activities. Pending proposed actions would turn the defunct velodrome into a wakeboarding course, and the numerous adjacent hillsides into snowboarding and tubing downhill areas.



A community park sign marks the entrance to the 85-acre Eagle Sports Park.

3. – Southern Byway Portal

A large, paved turnout at Milepost 50.1 along Idaho 55 serves as the byway's southern portal. A map board identifies the byway sites. An overhead electronic emergency message board is also located at the site.



The southern byway portal features a byway map board and an emergency electronic message board.

4 – Avimor Trailhead

Hikers, mountain bikers, horseback riders, wildlife observers, and joggers are always welcome to explore the rolling foothills accessed from the Avimor Trailhead. Signage and mileposts mark many of the 80 miles of trails. A kiosk with trail information is located at the temporary trailhead at the end of Avimor Drive. Additional trail directional signage will be posted. A free trail map and a copy of trail rules may be obtained at the Avimor Information and Sales Center, which is open daily from 10 AM to 5 PM.



The Avimor Trailhead connects to 80 miles of trails. (Source: SunCor Realty & Management Idaho)

5 – Horseshoe Bend City Park

The small community of Horseshoe Bend, established by miners on their way to find gold in the Boise Basin, was named for the bend the Payette River makes around the town. A grassy, shady park donated by local citizen's features picnic tables and restrooms. The Horseshoe Bend City Hall maintains a small, unstaffed visitor center at its entrance. The park features a large ponderosa pine log and Idaho State Historical Marker No. 378 (Horseshoe Bend).



A City Hall Visitor Center is located at the entrance to Horseshoe Bend City Park (notice the blue-and-white visitor information sign).

6 – Thunder Mountain Line

Located near the Horseshoe Bend City Park on Mill Road, the historic Thunder Mountain Line offers rides from March through December. The train route features beautiful scenery as it winds around a narrow canyon along the Payette River. Various routes leave either from Horseshoe Bend or the Ashley Inn in Cascade. Depending on the route, the train ride ventures through sagebrush-covered hillsides, pristine national forests, mountain meadows, and range lands. The railroad was completed in 1914 to serve the mining and timber industry. Tickets can be purchased for special train routes at www.thundermountainline.com.



The Thunder Mountain Line crosses the Payette River. (Source: Thunder Mountain Line)

7 – Horseshoe Bend Mill Pond

Located off Rocky Road along the Payette River, the Horseshoe Bend Mill Pond is an 11-acre, highly popular recreational fishing area. The site features parking, a boat ramp, pit toilets, and a shelter. Currently, Rocky Road is not served with turning lanes off Idaho 55.



Good fishing can be found in Payette River's Horseshoe Bend Mill Pond (Source: Idaho State Department of Agriculture)

8 – Payette River–Banks Access

This key Payette River put-in and take-out is located at the confluence of the North Fork and South Fork. The facility includes parking, loading area, pit toilets, and interpretive signs.

The Payette River is famous for its whitewater. Experts call the North Fork Class V run one of the most challenging river reaches in North America. Kayaking on the lower North Fork from Smith’s Ferry to Banks is world-class. This stretch of the river is easily viewed from Idaho 55, which closely hugs the river bank, primarily on the west side. The lower North Fork narrows and drops 1,700 feet in the 16 miles above Banks, providing almost endless Class V rapids. The North Fork’s flow rate is controlled through the Cascade Dam, which was completed in 1948 and provides relatively warm water from the shallow Lake Cascade.



An interpretive sign provides information about the Payette River Recreation Area.



Visitors raft the main Payette River with a Cascade Kayak and Raft Company guide. (Source: Cascade Kayak and Raft Company)

9 – Smith’s Ferry

Idaho 55 breaks out of the batholith (granite) canyon and the Payette River beside it then flows flat and calm. Cougar Mountain Lodge, a local landmark, offers meals and camping. In winter, groomed cross-country ski and snowmobile trails begin here. Smith’s Ferry connects to High Valley and Sage Hen Reservoir. A bridge crosses the river, which was formerly traversed by ferry.

On the west side of Idaho 55, the Wellington Snow Park is the jumping-off point for groomed trails with access to Cascade, McCall, Ola, Stanley, Warm Lake, and Garden Valley. Snowmobilers will find 400 miles of trails, 250 of them groomed terrain. The Winter Wonderland Trail departs from the center of Smith’s Ferry and winds through the scenic back country surrounding Cascade and Donnelly.



An historic postcard depicts Cougar Mountain Lodge. Notice the sign and pole fence.

10 – Fischer Pond Park

Fischer Pond Park is a city park in Cascade located along the Payette River. It offers trails and an outdoor viewing aquarium, built to allow people to see aquatic organisms in a natural-looking setting. Educational information about fish species and their life cycles is provided. The viewing area and trail system is wheelchair accessible. Additional amenities include ball parks and fishing.



A pathway winds along the Payette River at Fischer Pond Park.

11 – Kelly’s Whitewater Park

Kelly’s Whitewater Park was completed in 2010 and includes whitewater park, visitor center and recreation area. The site is on a 2.5-mile stretch of the North Fork of the Payette River between the south and north Idaho 55 bridges in Cascade. The park includes four major in-stream whitewater features and two smaller whitewater features in a side slalom channel. Bank improvements include boulder placement for bank armoring to prevent erosion. The project was led by Friends of Cascade Whitewater Park (a 501(c) (3) nonprofit organization) with assistance from private funding, land donations, and recreation easements. (See www.KellysWhitewaterPark.com for more information.)



The Payette River is calm as it runs beneath the Idaho 55 bridge south of Cascade.

12 – Lake Cascade State Park

Lake Cascade State Park provides diverse and exciting recreational opportunities throughout all four seasons. Rainbow trout, Coho salmon, small-mouth bass, and perch can be caught from the shore or by boat in summer or through the ice in winter. Hiking, bird watching, photography, mountain biking, boating, ice fishing, snowmobiling, cross-country skiing, and other leisure pursuits are all easily accessible.

Lake Cascade State Park offers two group camping opportunities: Snowbank group camp and Osprey Point group yurts. It also features 232 individual campsites in nine developed campgrounds, dispersed camping areas for primitive camping, several day-use areas, and six boat-launch ramps. The campgrounds and facilities are dispersed around Lake Cascade's 41 square miles of surface water and 86 miles of shoreline.



A brown-and-white park directional sign, byway map board, and Idaho Historical Marker for the Long Valley Ambush mark the entrance to Lake Cascade State Park.

13 – Lake Cascade

The Lake Cascade has continued to grow in appeal due to efforts to improve water quality, recreational opportunities and the popularity of nearby Payette Lake. Lake Cascade is over 17 miles in length and four miles wide, framed by the Payette National Forest and Lookout Peak and Mica Ridge. The lake is popular for such activities as swimming, power boating, fishing, windsurfing, and sailing, and ice fishing and features facilities on the perimeter of the lake for jogging, road biking, and mountain biking.



Lake Cascade is popular for all types of boating, and prevailing winds on the water make it especially well-suited for sailing and windsurfing. (Source: Lake Cascade State Park staff)

14 – Donnelly Rest Area

Donnelly is the access point for both the Tamarack recreation area to the west and the Historic Roseberry Townsite, 1.25 miles to the east.

A city rest area at the southern entrance to Donnelly features restrooms, a kiosk, and a byway map board. Nearby, new sidewalks and rehabilitated buildings are revitalizing the downtown area. The Donnelly boat docks and campground, maintained by the city, feature swimming, boating access, and picnic area.

In 1914, when the Idaho Northern Railroad arrived in Donnelly, several buildings from Roseberry (including the bank, the livery stable, and both churches) were dragged across the valley floor by teams of horses and reestablished in Donnelly. Several of these buildings have been returned to the Historic Roseberry Townsite.



The Donnelly boat docks provide easy access to Lake Cascade for boaters. (Source: Donnelly Chamber of Commerce)



In 1914, the Idaho Northern Railroad chose to create the new town of Donnelly rather than run the line through Roseberry. In this historic photograph, notice Donnelly's former depot and water tower on the left. (Source: Valley County Museum)

15 – Tamarack Recreation Area

Located in the heart of Idaho's Payette River Mountains, Tamarack Resort is truly four-season resort. The resort features a blend of mountain, meadow, and lake amenities for visitors of all ages. Skiing and snowboarding are available via a high-speed lift, which in the summer gives guests a chance at exceptional mountain biking, hiking, zipline, or a picnic-basket adventure.



Ziplines abound at Tamarack resort

An additional feature at Tamarack is award-winning Osprey Meadows, Tamarack's Robert Trent Jones, Jr., signature golf course, which offers world-class golf and rolling biking and walking paths from the Village to the shores of Lake Cascade.

16 – Historic Roseberry Townsite

The historic Roseberry town site is centered 1.5 miles east of Idaho 55 on East Roseberry Road and Farm to Market Road. The town site features the Roseberry General Store, Valley County Museum, and a restored barn amphitheater. The Long Valley Preservation Society, supported by individual contributions and volunteer labor, is preserving the heritage of Long Valley by rehabilitating the original Roseberry town site. Society members have succeeded in restoring and preserving a number of the valley's buildings and plan to acquire additional buildings.



Historic Roseberry General Store provides backdrop to an annual music festival.



The Finnish Evangelical Church is listed on the National Register of Historic Places.

Source: Tamarack Resort

17 – Farm to Market Road

This side road from East Roseberry Road to Elo Road offers a pleasant, slower-paced scenic drive through Long Valley’s rural scenery. At one time, this route was the main thoroughfare for homesteaders and farmers living in Long Valley. It is now a popular route for summer bike riders and provides access to hiking and fishing areas.

Remains of old Finnish homesteads can still be seen. Sites along the way include the Elo Schoolhouse (1.5 miles south of McCall), the first Finnish school in Long Valley. The Finnish Evangelical Church is one of the most photographed landmarks in Valley County. Built in 1917, the building is maintained by the Finnish Ladies Aid Society. The Finnish Cemetery reflects the pioneer life in Long Valley. Farm animals can wander onto roadways at any time—this is open range country, and they have the right-of-way.

18 – Ponderosa State Park

Ponderosa State Park is a 1,000-acre, 3-mile-long peninsula that extends north into Payette Lake. It is named for the 400-year-old ponderosa pines found in the park. The park features basalt cliffs, meadows, marshes, conifer forests, and open, sage-covered hills. It is also home to a variety of wildlife: bear, deer, fox, moose, and numerous birds.

A park road leads up the length of the peninsula, passing a boat ramp, secluded beaches, and overlooks of the lake. It provides access to 5 miles of hiking and biking nature trails. Winter activities include snowshoeing and cross-country skiing. A new visitor center helps orient visitors and identifies accommodations and campground sites. A fee is charged for park admittance. (Visit <http://parksandrecreation.idaho.gov> to make reservations.)



Attractive routed and painted signs are used throughout the park.

19 – Legacy Park

An extensive renovation of McCall's Legacy Park was completed in 2009 as part of a major urban renewal project. This 10-acre community park, in the heart of downtown, borders Payette Lake and serves as one of the most cherished public spaces along the lakefront. The park features a pedestrian promenade along Lake Street with overlooks for viewing the lake and mountains beyond. This promenade provides a continuous pedestrian connection to Mile High Marina. An upgraded restroom building has been inset into the hillside to minimize intrusion on views to the lake; it provides the opportunity for a public space and overlook point above the building. A children's spray-play garden and a small performance space are also available. Graciously sloped lawns provide spaces for picnicking and relaxing on the cool grass during summer days. The sundial is the centerpiece of the Park and provides a stage for music events. The entire beach area has been reconfigured with accessible, paved paths leading to the water's edge, sandy areas for beach play, and a sand volleyball court.



Legacy Park connects the downtown business community, provides public access to the lake and a place for events (Source: City of McCall)

Place-defining wayfinding elements such as steel cut-out banners, pavement etchings, and motifs in streetscape furnishings have been designed to commemorate McCall's heritage as an historic mill town.

20- Payette Lake

One of the state's most popular lakes, Payette Lake is an alpine lake with over 5000+ acres of glacial water area, several sandy beaches, and is surrounded by the Payette National Forest. Visitors from across the nation travel to the lake and surrounding area year-round to enjoy a bevy of recreational opportunities including boating, water skiing, swimming, fishing, sailing, kayaking and paddle boarding. Winter time activities include ice fishing on the lake and snow shoeing and cross country skiing along the shoreline trails either in forest lands or Ponderosa State Park. North Beach, Payette River, the Shore Lodge, downtown McCall, Rotary Park, and numerous other activities and sites are located along the shoreline of the popular attraction.



An overview of the 8 mile long and 2.5 mile wide Payette Lake: Photo credit www.skyscaperpage.com

21 – Central Idaho Historical Museum

The Central Idaho Historical Museum is located on a 4-acre wooded site that features several historic log buildings. They are a proud symbol of Idaho's forestry heritage and Civilian Conservation Corp (CCC) construction. The museum's parking area is just off Idaho 55 on State Street. With Finnish craftsmen, the CCC helped construct the Southern Idaho Timber Protection Agency (SITPA) McCall headquarters in 1937.

The buildings, listed on the National Register of Historic Places, were used as residences for the fire warden and assistant warden, crew quarters, a machine shop, and more. Three of the eight buildings—a residence known as the Statehouse, a garage, and the gas pump house—were constructed of logs and intended to serve as a showcase for local workmanship using Idaho timber. The remaining five buildings were constructed of board and batten and now contain museum exhibits. Displays include a Murray Corliss steam engine (which powered the Brown Tie & Lumber Company in McCall), the restored fire warden's house, interpretive displays about Idaho forests, and a fire-lookout tower. The Statehouse was used for many social functions during the late 30s through the 50s, including entertaining of dignitaries and the stars of the movie *Northwest Passage* and other events in McCall history.

The site is owned by the City of McCall and leased to the nonprofit Central Idaho Historical Museum. It is open Memorial Day through Labor Day, Wednesday through Saturday, from 11 AM to 4 PM. Fees: adults \$2, youth and seniors \$1. The site is available for special events and meetings (call 208-634-4497).



A statue on museum grounds honors the CCC, which helped construct the SITPA buildings in 1937 and the rustic-style Statehouse, which features scribed logs and full-dovetail notches.



A museum kiosk and parking area are located off State Street.

22 – Rotary Park

Rotary Park lies at an elevation of 5,021 feet. It provides an opportunity to enjoy the scenic shore and swim in Payette Lake. The small, city-owned site features picnic tables, restrooms, children’s play area, and paved parking. Located on Idaho 55, to the west of the McCall city center, the park is near the outflow point of Payette Lake and close to the McCall Fish Hatchery.



Rotary Park features a sandy beach and crystal-clear water along the shoreline of Payette Lake.



A scenic attraction sign on Idaho 55 directs byway visitors to Payette Lake.

23 – McCall Fish Hatchery

The McCall Fish Hatchery, an anadromous hatchery in McCall, is located approximately .25 mile south of Idaho 55 at 300 Mather Road. Built in 1979, it is the first Lower Snake River Compensation Plan hatchery in Idaho, part of a federal mitigation program created to compensate for fish loss due to the construction of the four Lower Snake River dams.

Summer Chinook salmon is the primary species produced at McCall Hatchery. A resident species program operates during the summer months. This program produces small fish for stocking statewide mountain-lakes and redistributes catchable-size rainbow trout into local area waters. The Idaho Department of Fish and Game operates the hatchery with funding provided through the U.S. Fish and Wildlife Lower Snake River Compensation Program.

The hatchery is a popular site during the spring and summer months. A self-guided tour is available, or guided group tours can be arranged by calling (208) 634-2690.



The McCall Fish Hatchery offers a self-guided tour and is open to visitors year-round from 8:00 AM to 5:00 PM daily.

24 – Brundage Mountain Resort



Brundage Mountain is best known for its powder-packed glades and luxuriously wide groomed runs. The mountain receives over 320 inches of snowfall annually. A web of mountain bike trails has also been developed on the ski slopes. On weekend and holidays from July 4 through Labor Day, the ski lift is operated to carry riders and their bikes to the top of the mountain. From the top of the mountain, the views of Payette Lake below, the Lick Creek Mountains to the east, and the Seven Devils Mountains to the west are superb.

At an elevation of 7,640 feet, Brundage Mountain is visible across Payette Lake from McCall.

See www.brundage.com for more information.



Summer bicycling on Brundage Mountain is made possible by resort lifts. (Source: Brundage Mountain Resort)

25 – Packer John’s Cabin

John Welch, more commonly known as Packer John, hauled supplies from Lewiston to Idaho City during the major Boise Basin gold rush of 1863-65. Because the Salmon Meadows trail was blocked by snow in the winter, Packer John and his fellow packers constructed an 18x24-foot cabin in the Goose Creek Valley. Packer John’s Cabin became a local landmark symbolizing the connection of northern Idaho with the rest of the Idaho Territory.

The cabin was the site of the first Idaho Republican Convention in 1863 and of the Democratic Convention in 1864. Realizing the historic value of the cabin, the Idaho Legislature appropriated \$500 for the Idaho State Historical Society in 1909 to preserve the structure. In 1911, the Women’s Club of New Meadows initiated the rebuilding of the cabin.

The Idaho Legislature set aside the cabin as Packer John’s Cabin State Park on March 6, 1951. The park is now under the management of Adams County. The historic and scenic 16-acre park features the rebuilt cabin, a campground, and an Idaho-shaped historic marker. The historic site and cabin have fallen on hard times and require stewardship.



An Idaho-shaped monument at the park entrance commemorates Packer John’s Cabin.



Packer John’s 1863 cabin was rebuilt in 1911 by the Women’s Club of New Meadows.

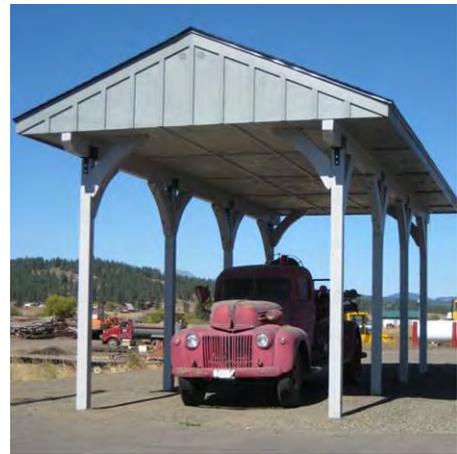
26 – New Meadows Depot and Dorsey Warr Park

New Meadows was founded at the end of the Pacific & Idaho Northern Railroad (P&IN), about 2 miles west of the old town site of Meadows. The P&IN built the depot in 1911-12 and the town formed around it. The bracketed, Italianate, two-story structure was large because the P&IN expected to run rails to Northern Idaho. The plans never materialized and the depot became the end of the line. The railroad ran primarily a “farm-to-market” operation, but that gave way about 1940 to the growing timber interests. Union Pacific bought the line in 1936, but in 1979 abandoned everything north of the Tamarack Sawmill north of Council. The Adams County Historical Society was formed in 1978 to preserve the depot and received title. The depot hosted a traveling exhibit from the Smithsonian Institution in 2005. Another feature is the historic New Meadows fire truck.

The adjacent grassy block constitutes the Dorsey Warr Memorial Park, which features a children’s playground and public rest rooms. Bicyclists may pitch a tent for one night in the park as long as the park has not been reserved for another function. The park can be reserved for functions by calling the City Clerk (208-347-2171).



The former Pacific & Idaho Northern Railroad Depot has been awarded several rehabilitation grants and now functions as a community center. (Source: Adams County Historical Society)



A new shelter protects the Meadows Valley historic fire truck. (Source: Delta James)

Defining the Byway Corridor

Prior to assessing the intrinsic qualities along the byway, the byway corridor needed to be defined. According to the authorization legislation for the scenic byways program, the scenic byway corridor is, “the road or highway right-of-way and the adjacent area that is visible from and extending along the highway. The distance the corridor extends could vary with the different intrinsic qualities.”¹⁹ In order to define the Payette River Scenic Byway corridor, a visibility analysis was conducted which showed the areas that are visible from the Payette River Scenic Byway. The analysis reveals that in the canyons, the viewshed of the byway is narrow. Therefore the byway corridor is also narrow. In other areas the vegetation (trees) cause the visible corridor to be narrow. At some point, “Fires, logging, or other activities that may occur along the byway may open up views to adjacent landscapes.”²⁰ In the valleys, the viewsheds open up and “expansive views” are seen. Also determined was that in the Round Valley, Long Valley and Meadows Valley areas there are broad vistas visible.

¹⁹ Federal Highway Administration, Federal Register, Vol. 60, No. 96, Thursday, May 18, 1995.

²⁰ Pfaff, Jason, Visibility Analysis Map, 2000.

The Scenic Byway and its Significance

For many rural communities, the highway is their lifeblood. The highway enables local residents to “get to work, school, friends, and recreate.”²¹ The highway, especially for rural communities is also essential for the local economy. It is the means through which goods and services are trans-ported.²²

Scenic Byways are particularly important because they acknowledge that the highway is not just a paved road, which transports goods and services, local residents and travelers, but that there is something truly special about this particular road. Scenic Byways provide, “an antidote to the monotony of highway travel. They open up vistas and introduce us to places and features that we might otherwise pass by.”²³



Scenic view of the mountains in the Long Valley area.

Photo: Marianne Piquet

Benefits of Scenic Byway Designation

There are a number of benefits for being designated as a scenic byway. First, a byway designation allows the local jurisdictions along the byway to have increased input on the management of the scenic byway. This is particularly true if a corridor management plan is adopted by the local jurisdictions and approved by the state. Second, a scenic byway designation has an economic impact on the byway. Designation as a state or national scenic byway places that byway on maps produced at either the state or federal level. Placement on the maps may attract travelers to the byway who might otherwise choose a different route. A byway’s corridor management plan also includes strategies to increase or enhance local economies. (See Chapter 7) Finally, a designation as a state or national scenic byway provides an opportunity to access various grant program dollars for projects and improvements. Participation in a multi-jurisdictional corridor management planning process, such as was done for this plan, also increases a jurisdiction’s ability to access other types of funding, from both public and private sources.²⁴

²¹ Idaho Transportation Department, “Why is Transportation Important to Idaho?” 1999.

²² Ibid.

²³ Federal Highway Administration, [Community Guide to Planning and Managing a Scenic Byway](#).

²⁴ Federal Highway Administration, [Community Guide to Planning and Managing a Scenic Byway](#).

CHAPTER 3: THE PLANNING PROCESS

The Corridor Management Plan Update

The original management plan was completed in 2001 and addressed initial project needs within all communities along the corridor, provided a method of prioritizing projects, and established strategies for implementing projects. After 12 years, an updated vision was needed along with corresponding goals, priorities, and projects. Between growth in communities like Eagle and McCall, the growing attraction to the corridor features and the significant progress made toward initial project implementation, a new vision is needed to give new life and guidance for future planning.

The Payette River Scenic Byway Plan was updated over a period of eight months and included a consortium of stakeholders including city and county elected officials and staff members. Update efforts began in the spring of 2013 when a workshop amongst corridor stakeholders was held to redefine and update initial plan goals and objectives. The group was led through a series of exercises to determine a new vision and the corresponding focus areas used during the planning process and to guide efforts in future years. Once the goals were synthesized and refined the balance of the planning process was spent exploring each goal to determine strategic objectives and strategies necessary to achieve them.

The new plan is a streamlined document meant to not only inform readers, but also to give specific direction to corridor members as to project, policy, and program implementation. With the completion of a plan update, the Payette River Scenic Byway advisory council and the communities nestled along the corridor have a document from which they can reference to achieve all of the objectives stated herein. Moving forward, it will be critical to continually refer to the Plan in subsequent advisory council meetings, for regional planning efforts, County comprehensive planning, and of course, Highway 55 planning.

The Payette River Scenic Byway Advisory Council

The PRSB Advisory Council was the lifeblood of the Plan update process and is critical for future implementation. If the council is not continually supported, planning efforts will likely cease and the ideas, concepts, and objectives determined through the update process, unrealized. It is essential that the Byway agencies continue to participate and assist in the development of the Plan so that both users and residents can continue to reap the benefits the Byway designation provides.

Throughout the Plan update, byway council members were gathered at different events or meetings, conferred with via conference call, or a part of the review process for summaries, agendas, and draft documentation.

Payette River Scenic Byway Principal Goals

During the Plan update kick-off meeting, goals generated by the PRSB advisory council were collected and refined to four principal subjects. These four subjects were then memorialized into individual goals and became the principal topics guiding the update. The four goals are the subject of subsequent Plan chapters and include:

- Develop a multimodal transportation system accommodating of all prospective users
- Preserve valued assets including natural, cultural, and historic locales
- Strengthen local economies specific to Scenic Byway industries
- Galvanize cooperation and relationships amongst Byway stakeholders

The information gathering process for each goal was achieved by different methods ranging from mobile tours to a Byway wide symposium. The intention of the process was to expose the Byway advisory council to new aspects of the Byway, explore the Byway in greater depth, learn of any unknown potential, and to unearth any untapped assets to propel the Payette River Scenic Byway into the future.

Goal 1: Develop a multimodal transportation system accommodating of all prospective users

The council was given two separate tours of various transportation features on the Byway that included a multitude of discussions and conversations. Advisory council members from the northern part of the Byway (New Meadows to Donnelly) met with management of the McCall airport, board leadership of the Valley County Pathways, toured the reconstructed downtown Donnelly streetscape, and discussed walking and biking issues in New Meadows.

Council members from the southern part of the Byway (Cascade to Eagle) met with; the owners of Cascade Raft & Kayak, City of Horseshoe Bend street department staff, Cascade airport representation, and Lake Cascade park rangers.

Goal 2: Preserve valued assets including natural, cultural, and historic locales

The concept of “preservation” was explored over the course of two meetings, also held for the northern and southern council members. The preservation discussion for the northern portion was held in McCall, while the southern council members met in Horseshoe Bend. The discussion for both meetings focused on three principal topics: 1. What does the council seek to preserve? 2. How can land trusts be helpful? and 3. What regulatory or incentive tools are available and worth promoting?

Goal 3: Strengthen local economies specific to Byway industries

Building and maintaining a vibrant economy corridor-wide was the third goal set forth by the Byway council. The idea is to foster conditions which strengthen particular economic industries to support the Byway functions. The team met with the newly created Valley County Economic Development Council during one of the groups monthly strategic planning meetings. The Byway advisory council and the VCEDC worked together to determine where and what common ground they have and how best to utilize resources and align efforts to achieve them.

Goal 4: Galvanize cooperation and relationships amongst Byway stakeholders

The final goal specific Byway planning effort was a one day symposium held in Cascade. The event titled “Big Water, Big Ideas” was used to inform the many stakeholders throughout the Byway area, discuss action steps possible, and to strengthen the relationship amongst the various factions. The event was well attended and had representation from numerous entities including local and county governments, state agencies, non-profits, private sector, and recreational advocates amongst many.

Figure 2 PRSB Corridor Management Plan Goals

Community Input Meetings

Due to the limited timeframe to conduct the Plan update, community outreach in the traditional sense was limited to two events. First, a booth was manned at Legacy Park in Downtown McCall to ask fair goers where their favorite places and activities along the Byway. Answers included:

- *Kayaking*
- *Open land/ranch areas*
- *Fresh Air*
- *Rainbow Bridge*
- *Highway pull off areas*
- *Views of the river and trees*
- *Needs more businesses*
- *Observing the river's white waters*

The second event where public outreach occurred was at a final day-long workshop. The event helped inform and strengthen the plan by engaging stakeholders in several idea generating activities. The group was asked to help identify locations to focus preservation efforts, economic development endeavors worth supporting and pursuing, and strategies for implementation amongst the many parties responsible to implement plan goals and objectives. The results of the day are discussed throughout the next few chapters.

CHAPTER 4: AN ACCESSIBLE TRANSPORTATION SYSTEM

Plan focus concepts

The Byway is first and foremost situated on a state highway: Highway 55. The highway carries thousands of vehicles daily including a wide range of vehicle types and travel intentions. The highway is a critical route linking the western Treasure Valley on the south end, with the communities and destinations in Boise County, Valley County and eventually Adams County where it connects with Highway 95 on the northern terminus. Highway 55 is under the authority of Idaho Transportation Department (ITD). All corridor planning, project design and construction, and road maintenance is handled by ITD unless a joint local agreement is in place stating otherwise. The Payette River Scenic Byway, however, is not entirely about the highway but rather the totality of the corridor.

With regard to the difference between the highway and the Byway as it pertains to transportation, the Scenic Byway should be considerate of all mobility elements throughout a wider and expansive corridor where practical. Transportation on and around the Byway means more than just vehicles like cars and trucks and should consider all modes and be supportive beyond Highway 55. Transportation throughout the Byway includes walking along a local main street, biking on a parallel local road, rafting the Payette River, or taking a family camping trip in an RV to one of the many state parks. Accommodating these various movements, optimizing the experience for users, and ensuring safety and efficiency are achieved is the concept around the transportation goal outlined by the council.

Where local communities can augment the experience of the highway is through greater transportation system integration throughout the byway via local street systems, off network trails, and multi-use pathways. Outside of the roadway context, transportation in a broader sense is also inclusive along the Payette River itself when considering the airports, the Payette River and the Thunder Mountain Line train running from Horseshoe Bend to Cascade.

Active Transportation Valley County Pathways

A well-known non-profit working in the communities of Valley County, the Valley County Pathways group is seeking to establish a complete network of trails for non-motorized uses. The group has made significant inroads and been the principal driver behind many of the now constructed pathways. Future goals and desires were expressed to the stakeholder council some of which are as follows:

Future Infrastructure:

- The primary goal is a completed pathway from McCall to Cascade. Currently the existing pathway extends to the Crown Point Subdivision but dead ends and the continuation of the pathway is of utmost priority. Several piece of future pathway have been acquired but not yet improved due to the piecemeal nature of the segments.

Non-infrastructure points:

- The Valley County Pathways Plan has been formally adopted by each of the partnering municipalities as well as Valley County. With the desire to work along Highway 55 right of way when necessitated, formal recognition by ITD District 3 and perhaps the ITD Board can also help to solidify the standing of the plan.
- Information sharing is another valuable feature of volunteer efforts and needs to be improved. Inviting and making Valley County Pathways aware of outlets for information can be achieved through the PRSB advisory council. It was expressed that when the council



meets or learns of an opportunity, inviting VCP members or sharing of information would be appreciated.

PRSB can assist the Valley County Pathways effort by:

- ▶ Sharing funding information
- ▶ Assisting to identify parcels willing to provide trail easements
- ▶ Collecting rights of way maps for use in future planning
- ▶ Planning and codifying pathway planning efforts in the comprehensive planning process and in the codes of Cities & County
- ▶ If future localized wayfinding efforts take place, assist with branding and identification of trail segments for promotion along PRSB

City of Donnelly

In recent years the City of Donnelly and ITD have improved the Highway 55 corridor by reconstructing Main Street using a cross section that includes wider sidewalks, landscaping and ornamental features, crosswalks, and curb extensions. Lighting with banner displays convey to roadway users upcoming events and celebrations which add to the sense of community pride and promote economic activity.

Additional opportunities to accentuate the community and the transportation options available were identified. They include:

- Desire for a hardscape median in certain areas inside the two way left turn lane through downtown Donnelly.
- Building a bus shelter for the transit stop can further help improve conditions for walking.
- Placement of a pedestrian hybrid beacon placed at key crosswalks.
- Restriping and additional signage on Roseberry Road from Donnelly to Roseberry. (Conditions to widen are difficult due to length of corridor, drainage configuration and overall narrowness of the roadway.)



The newly constructed PRSB rest area was also recently completed and includes a parking lot, corridor orientation and attractions kiosk, wood gazebo, and restrooms. The site is described in further detail in the wayfinding portion of this plan.

The site has not seemingly been used as often as anticipated due in part to the absence of signage along the corridor itself. The area near the shelter has also been at times poorly maintained and overrun with vegetation overgrowth. This indicates that proper or timely maintenance is a need which without could further deter interest in the site. Lastly, the crosswalk accessing the site is poorly constructed and improperly located, has a landing site that forces pedestrians to span a borrow ditch and confront a newly constructed split rail fence and needs to be significantly upgraded or enhanced.

Needs for the site include:

- A crossing spanning the highway that helps to get users from the newly constructed trail south of the school to the PRSB shelter site.
- Roadway signage indicating the kiosk presence
- Regular maintenance and or strengthening of agreement

PRSB can assist the City of Donnelly by:

- ▶ Sponsoring funding requests for infrastructure improvements
- ▶ Seeking funding for additional kiosk specific wayfinding signage

- ▶ Engaging CTAI and ITD to sponsor and fund bus shelters
- ▶ Supporting the City of Donnelly in project requests or grant applications
- ▶ Providing updated materials for display

City of New Meadows

Discussion in New Meadows was held while walking various segments of the corridor including the Highway 95/55 intersection and downtown portion connecting with the new PRSB shelter. Topics included volume and vehicles types on the highway, connections from town to the Weiser River Trail and the desire for routes synonymous with Safe Routes to School. Noteworthy points included:

- The need to slow the travel speed of drivers along the Highway 55 portion to the 95 intersection.
- Signage near the Highway 95/55 intersection directing travelers to the new PRSB shelter which is located in a historic location on Highway 95 (Site is a co-located kiosk for both byways).
- The existing footprint of the highway section through downtown New Meadows is wide do to the presence of expansive on-street parking spaces and can be restriped to take advantage of the space. This can also help with traffic calming and to increase bicycle access.
- The Weiser River pathway is an opportunity for New Meadows and needs a linkage. The current pathway needs to extend into downtown along a continually separated facility rather than on the highway itself. In order to do this however, the pathway route needs to cross Highway 95 due to wetlands and topography. This challenge means that the likely candidate at this time is located 2 miles west along a portion of two-lane, 65 mph highway.

PRSB can assist the City of New Meadows by:

- ▶ Encouraging and assisting a Highway 55/95 Downtown New Meadows Master Plan conducted with New Meadows and ITD
- ▶ Co-sponsor with New Meadows an active transportation plan
- ▶ Sponsor and place wayfinding signage directing users to Highway 55 kiosk from Highway 95 north of New Meadows
- ▶ Promote the Weiser River National Recreation Trail via the PRSB website

City of Horseshoe Bend

A new stakeholder brought into the planning process was the City of Horseshoe Bend. A discussion was held with the community to better understand what the vision for the community is and how the PRSB can assist in helping to realize those visions. Specific to transportation, Highway 55 through the city has limited sidewalks, was restriped to include bike lanes and few intersection crossings. Problems identified by the community include speeding, failure to yield to pedestrians, and peak delays at particular intersections. It was learned that in the early 1990s the idea of constructing curb, gutter and sidewalk through the city was discussed and even supported. However, once the full financial picture was made clear it became less appealing due to the costs incurred by the city and the project lost support. New energy has developed and the issue is starting to reemerge under new leadership. Adding to this potential is the likely new development that is starting to promulgate in the community. By requiring curb, gutter and sidewalks, the community would have fewer segments to construct thus reducing the city's financial burden.



Other community interests determined:

- The City has plans to seek a greenway section along the Payette River. *(Could require crossing of HWY 55)*
- Tourism has steadily increased due in part to the presence and opportunities along the river
- Increase presence of bicyclists both along Highway 55 and 52 (a recently designated Byway) has helped elevate the discussion of facilities and accommodations
- A significant opportunity to improve overall conditions will occur with the reconstruction of the Payette River highway bridge

PRSB can assist the City of Horseshoe Bend by:

- ▶ Co-sponsoring grant applications for sidewalk, crosswalk infrastructure
- ▶ Work with city staff to determine ways to improve tourism and the tourist experience. This could include marketing, branding, activity ideas, or related topics
- ▶ Be involved and supportive of multi-modal elements with the redesign of the Payette River bridge
- ▶ Explore option of land trusts for greenway planning area

Aviation

McCall Regional Airport

A discussion with the McCall Regional Airport management revealed important information regarding operations, limitations and future goals. Some of the information gleaned:

- Physical connectivity to downtown McCall is limited
- Limited information exists for tourist including rental car options, rental bike opportunities and general accommodations and interests available throughout the valley and corridor. Many of the airport users come to hunt, raft or fish in the approximate areas. (Advertising the corridor via the airport website is an area to further explore. Tie-ins with rental equipment, hospitality options, and entertainment venues possible)
- A significant finding was that the U.S. Forest Service firefighters are unaware of the opportunities throughout the corridor for recreation, housing or general daily needs. Each year new forest firefighters travel to the area where they are temporarily stationed and are only made aware of corridor features by doing their own research or word of mouth.
- The last air show or fly-in was held in 2010. Interest to put on another similar event is present amongst the airport management and chamber, but can be costly to host. A joint event like a car show, concert, or other publically supported features could be a way to promote the corridor and its many qualities.
- Airport grounds can be improved via beautification efforts. Property on northeast corner of the site at the Highway 55 intersection is large enough to construct a small park or reflection area.



PRSB can assist the McCall Municipal Airport by:

- ▶ Creating informational marketing materials for airport users, visitors, and department of forestry firefighters;
- ▶ Working with ITD and McCall city staff to determine safe and appropriate routes into downtown McCall; and

- ▶ Assisting with outreach and marketing if airport staff decides to host airshow or fly-in.

Aquatic Cascade Raft and Kayak

The white water season is usually June thru September and companies like Cascade Raft and Kayak operate during those months. During the peak of the season, the company sends 8-10 busses north on Highway 55 to the launch site near the junction with the Banks/Lowman Highway. Busses take passengers and pull trailers carrying the rafts to be used by patrons. When busses enter the highway, they do so making a left turn in a high speed location with multiple lanes. This situation can be dangerous to all users of the highway at the access point. Additionally, it was noted that the section immediately adjacent to the business is dangerous for motorists due to the conflicting signage telling motorists both “Slow vehicles move to right” and “Left turning traffic ahead”.

Other issues or comments made include:

- Most users feel as though the “Scenic Byway” begins north of the business in the greener areas
- The Banks Junction can be hectic at times and dangerous
- Cascade Raft and Kayak has a business relationship with Hilton Garden Inn, Hotel 43, Marriott for package deals with hotel guests.
- Additional packages also are possible with Thunder Mountain Line



PRSB can assist Cascade Raft and Kayak and companies like it by:

- ▶ Reaching out and setting up introductory meetings with other companies with overlapping user needs, work towards additional marketing opportunities and packages. i.e. hospitality, restaurants, entertainment, and activity based industries;
- ▶ Working with ITD to amend conflicting signage that is problematic for users; and
- ▶ Ensuring the PRSB website is current of all contact information, website and social media addresses to companies with a regional and international presence.

Traditional Transportation Lake Cascade State Park

The group met with the park rangers overseeing Lake Cascade. A thorough and comprehensive conversation was had inclusive of park history and trends, campers surveyed desires and the typical interaction with the City of Cascade. Overall the park has seen a steady rise in use over the past 13 years, mostly from residents of the Treasure Valley. Increases were estimated to be somewhere near 80%-90% since 2000. Extensive improvements to camp sites have occurred resulting in more appealing facilities for users which in turn, attract more attention. Comments made during the meeting included:



- Numerous desires for turn lanes at key intersections where turn offs towards the lake were identified as possible needs. Trucks hauling boats, large RVs, and long, slower vehicle types typically accessing the park were cited as reasons why.
- Due to the regional draw of Long Valley, Cascade and McCall Visitors Bureaus and Chambers of Commerce have been working together to identify opportunities to work together to link recreation sites and share resources.
- Desires are strong for the construction of a marina at the lake. Improved water quality and a return of robust fish populations have led to increased demand.
- The head park ranger has been conducting her own bike path feasibility study. The study examines the potential for a pathway to circumnavigate the lake and interact with the city of Cascade.

PRSB can assist Lake Cascade and the City of Cascade by:

- ▶ Connecting the park rangers and Valley County Pathways, then applying for grant monies to implement the Cascade Greenway Plan;
- ▶ Fostering dialogue with both groups to develop a local bike facility network that achieves the in-town portion of the overall trail; and
- ▶ Participating in a feasibility study of a possible Lake Cascade Marina to determine how the project could impact the all facets of the PRSB.

Additional areas worth highlighting and exploring along the Byway include:

City of Eagle Bicycle and Snow Park: as of the drafting of this Plan, the City of Eagle, Ada County and a private developer are working to possibly expand the Eagle terrain park, by including a snow and surf park. The updated park would include snowboarding hills and a wake pool for water sports. Details are still under consideration but if the park becomes a reality it would mark a significant recreational site at the southern Byway terminus. The Byway council could support this venture by including it in the list of Byway features depicted on maps, literature, and kiosks.

Avimor extensive trail network: Avimor, the planned community just north of Eagle, is in the process of developing into the community imagined. With improvements to area housing markets, homes are being constructed once again and the number of residents increasing. It is important for the Byway council to continue to monitor any changes occurring with regard to congestion and safety as building continues. Additionally, Avimor is home to some of the regions better mountain biking trails and use of those trails will likely continue and grow. The council can help to both issues by ensuring ITD monitors traffic patterns and issues, promotes the trails through documents, maps, or the website.

Big Thunder Mountain Line expansion to Cascade: The Thunder Mountain Line train draws patrons from around the globe. The company operates the train out of Horseshoe Bend and provides several catered and themed shows as part of the experience. The company has recently improved the rail corridor so that the train can once again extend its reach to Cascade. In some cases, rides are intended to serve an additional Byway experience such as mountain biking or rafting. With the extension of the line and adding additional trip types, there exists more opportunity to tie the corridor together by cross promoting local vendors, suppliers, and support facilities closer to the Cascade portion of the byway.

McCall Downtown Master Plan: The Downtown McCall Plan has been recently adopted and will work in concert with a recently adopted McCall Area Pathways Plan. Though the City of McCall will be able to implement the results of both efforts unilaterally, many of the goals contained within them support the multimodal goal of the PRSB Plan and should be supported. Since goals for both plans align for a more livable, walkable and bikable Downtown McCall, the council can support information campaigns, funding attempts and any collaboration efforts between Valley County and the City of McCall.

Continual changes made at Tamarack resort: Though Tamarack resort has gone through a tumultuous existence; the resort still exists and is starting to recuperate. The resort is still home to an impeccable golf course, world class skiing, and numerous mountain bike trails. Its close

proximity to Lake Cascade and view sheds continue to draw interest from prospective guests or investors. As the resort continues to evolve it will be important for the Byway council to monitor activities and improvements so that they can capitalize on efforts to disseminate information to interested parties, the general public, and possibly assist with needed support. From a transportation perspective, multiple opportunities exist for mountain biking within the property and road biking to and from the property. Also, snowmobiling excursions, local supported tours for hiking, hunting and fishing, and zip lining are all possible.

Highway 55 Significant Near Term Future Projects by ITD

- **Payette River, Gardena Bridge Replacement-**
ITD will design and construct a new access bridge from Highway 55 to the unincorporated town of Gardena spanning the Payette River.
- **Goose Creek Grade Improvements-**
The grade will be widened and alignment adjustments made along the narrow sections of the pass to avoid wheel tracking and additional freight movement.
- **MP 80.6 to Boise National Forest Boundary Resurfacing -**
The asphalt on this section will be repaired and replaced due to typical roadway wear.
- **Payette River Bridge, Horseshoe Bend Replacement-**
The span will be replaced with a modern and wider bridge at the southern end of Horseshoe Bend.
- **Smith's Ferry to Round Valley Intersection Improvements-**
Intersection alignments and operational improvements will be made to improve safety and traffic flow.
- **North Fork Payette River Bridge Replacement, Cascade-**
The bridge on the north part of Cascade will be replaced as was the southern span with a more modern and functional bridge.

Multi-Modal Transportation Performance Measures

The PRSB Advisory Council can collect data each year to determine what projects or milestones have been completed and how well the various transportation components are performing. Appropriate measures to collect, analyze and share with stakeholders include:

- Collect and compare annual crash data including pedestrian and bicyclist information
- Gather the number of linear feet of sidewalk added to the corridor system (Including all roads within each municipality or along the highway)
- Gather the number of linear feet of bicycle facilities i.e. bike lanes or shared lane markings
- Organize and collect pathway pedestrian and bicyclist counts at appropriate locations
- Determine number of Thunder Mountain Line visitors annually
- Determine annual number of guests to:
 - Lake Cascade State Park,
 - Ponderosa State Park,
 - Tamarack Ski Resort,
 - Brundage Ski Resort
- Collect annual transit trips and riders

CHAPTER 5: BYWAY PRESERVATION

The Payette River Scenic Byway is a truly unique place that includes a range some of the most stunning and pristine scenery in the state of Idaho. The Byway also includes a rich history of local culture found in buildings, architecture, and site locations. Identifying these critical assets and preserving their existence for future residents and visitors to experience was determined to be a significant element of the Byway plan update.

The ability to preserve the various characteristics of the Byway can include a number of mechanisms that are incentive based or regulatory in nature as described in later sections. It is vital to therefore understand the ability and purview of the Byway council. Specifically the Byway council can:

- Support a strategy developed by others which aligns with the PRSB Plan
- Drive support efforts developed by the advisory council
- Galvanize energy for a common cause
- Pursue funding opportunities
- Update other community plans throughout corridor
- Help communities inventory historic assets
- Market and promote the preservation of sites and properties
- Meet with groups to share tools for preservation
- Develop marketing tools like fliers, Smart Phone apps, websites, etc.
- Inventory the most ideal locations for land trust opportunities

Preserving Historic, Architectural and Culturally Significant Buildings and Sites

Taking necessary steps to ensure that historic properties are protected to the greatest extent possible is but one way heritage, culture, and history of the Payette River corridor can be preserved. Structures worthy of preservation efforts including personal residence, commercial buildings, school buildings, bridges, social gathering sites, and civic buildings are all types of structures that have been identified by various historic preservation groups or societies. Numerous buildings are already on the National Historic Register and many more are eligible. The Idaho State Historic Society keeps area records as to the status or eligibility of buildings and is a valuable guide to preservation efforts.



Buildings and structures such as shown are critical to preserve the man-made scenic elements of the Byway and help to ensure local history is not forgotten and celebrated. (City Yacht Club, McCall, Eagle Hotel, Eagle, and the Payette River Bridge, Horseshoe Bend)

Instead of making standalone attempts to try and preserve such locations, the PRSB council will reach out and work with groups to support attempts to maintain the culturally significant sites located along the corridor. The advisory council will provide such support through a number of means.

The PRSB Advisory Council can help preserve historic sites and buildings by:

- ▶ Working to help identify the continually growing list of historic properties worth preserving in the future
- ▶ Assisting other historic entities (McCall Historic Preservation Society, Ada County Historical Society, Payette County Historical Society, Adams County Historical Society) carry out their missions of preservation through education, awareness, fund raisers, or similar efforts
- ▶ Help individual communities along the byway recognize these sites and valuable cultural assets through planning efforts such as Comprehensive Plans or land use plans
- ▶ Cosponsor or support grant applications related to historic preservation attempts
- ▶ Operate an informational booth about the Byway at historic celebrations within corridor communities

Land Trusts

Scenic areas often include vast expanses of land that in many cases is privately owned. The land can be protected through the use of land trusts which seek to give property owners financial incentives to restrict certain activities or development from occurring in the future. Land trusts can benefit the community by maintaining the property in perpetuity and making minimal enhancements for features such as non-motorized trails and pathways.

The concept of promoting land trusts as a mechanism to preserve scenic areas was explored through the planning process. Aided by the help of presentations and discussion from representatives of both the Payette Land Trust and the Land Trust of the Treasure Valley, the council determined that the use of such a preservation tool throughout the Byway corridor is one vital component to the Plan. It was determined through dialogue both during and after the discussion that suitable tasks worth pursuing for the PRSB Plan includes:

The PRSB Advisory Council can help land trust use and promotion by:

1. Determine if “jurisdiction” for various Land Trusts throughout the corridor is seamless
2. If there are gaps of significant size, consider taking additional steps to help create a new PRSB land trust
3. Crafting a map of the PRSB view shed and identify properties along the overlay of 40 acres or more
4. Develop ranking criteria to determine which of the identified properties are of the most worthwhile in preserving
5. Developing a Land Trust Preservation tool kit for information sharing purposes
6. Determining a method of outreach for such attempts with large property holders



Land trusts can preserve valuable areas like the Blackhawk Wilderness outside of McCall

Symposium Exercise

During the “Big Water, Big Ideas”, symposium, participants were asked to identify specific locations or sites that they thought worthy of some form of preservation. Attendees were asked to review a corridor map and label sites to be preserved. By conducting such an exercise, additional locations were determined which were not initially identified and are herein described for possible action:

Sites

- Alpha Grange, Round Valley
- Splash Dams at Smith’s Ferry
- Horseshoe Bend Depot
- Banks Store
- SIPTA Site
- Cascade Railroad Depot
- Zims Hot Springs, New Meadows
- Packer John’s Cabin, Adams County
- Swinging Bridge
- All rail corridor tunnels
- Horseshoe Bend Community Hall
- Gardena Bridge
- Horseshoe Bend ladies Club Hall
- Wagon Bridge
- First Bank/Hat Shop, Donnelly

View Sheds

- Little Ski Hill
- Cougar Mountain
- Pearl
- Road to Snowbanks Mt.
- Open space north of Donnelly
- Little Squaw Creek abandoned mill
- Views of:
 - Granite Mt.
 - Brundage Mt.
 - Pollack and 7 Devils
 - Jerusalem Valley
 - Long Valley Vistas
 - 45th Parallel Vistas
 - Needles Mountain
- The “Cowboy”
- The “Man in a Boat”
- Bread Loaf Rock
- Howards Pinnacle
- Roseberry and Surrounding lands
- West Mountain views
- Gold Fork drainage
- Entry buffers between McCall and Lake Fork



*Pictured-Top left: Splash Dams, Top right: 7 Devils, Lower right Gold Fork Drainage,
Lower left, Bread Loaf Rock*

Regulatory Tools

Though the PRSB Advisory Council does not have any regulatory or incentive authority, the communities along the corridor do and therefore can explore additional tools to preserve conditions. Various types of zoning, overlay zones, sign regulations, conservation easements, transferable development rights, clustering future land uses, density bonuses, tax deductions and property tax incentives are but a few of the possible tools land use agencies throughout the corridor could explore or implement. Within the four counties of the PSRB, zoning is used sporadically. Ada County uses zoning in the most prescriptive fashion, with the remaining three using broad generalized zoning tools in a limited approach. Due to the fact that a significant portion of the Byway spans through County lands and only a few miles of the total span incorporated cities, it is county actions that will pose a larger opportunity or threat to the preservation of the scenic Byway qualities. Ensuring view sheds are maintained by eliminating billboards or large signage, maintaining buffer areas between pockets of development, and promoting the traditional way of life synonymous with the Byway like ranching, farming, and recreation based uses is vital to a thriving and preserved corridor.

The Washington County Farmland and Open Space Plan from Washington County, Wisconsin succinctly captures the numerous preservation methods and describes several key considerations worth noting for each tool. The tables on the following pages include a description of each specific regulatory tool, the benefits and limitations of each as well as a general idea of funding sources.

Regulatory Based Tool	Benefits Farmland and Open Space Preservation	Limitations Farmland and Open Space Preservation	Control			Funding				Regulatory	Incentive	Tool to preserve farmland	Tools to preserve open space
			Local	State	Fed	Local	State	Fed	Other				
Agricultural Protection Zoning	<ul style="list-style-type: none"> Helps prevent agricultural land from becoming fragmented by residential development Clearly identifies agriculture as primary land use Easily implemented by municipalities Able to protect large areas of agricultural land 	<ul style="list-style-type: none"> Does not permanently preserve agricultural land Does not protect agricultural land from annexation 	X							X		X	
Conservation/Cluster Subdivisions	<ul style="list-style-type: none"> Helps maintain a rural character of an area Provides permanent open space protection for a community Protects best natural resources of an area Developers may experience greater profits by selling parcels next to open space Reduces impact of development on watersheds Less expensive to provide municipal public services to development depending on how clustering can be accomplished 	<ul style="list-style-type: none"> Maintenance costs of created open space Limited accessibility to low-income households Protected land is typically owned by homeowners association – little to no public access Improper implementation of tool may create conventional subdivisions Minimum lot sizes may not be small enough to offset costs of land preservation Limits, but does not stop residential development in agricultural areas 	X							X	X	X	X
Lot Averaging	<ul style="list-style-type: none"> Allows flexibility in site design and preservation of farmland or environmentally sensitive areas Useful in creating a few residential parcels 	<ul style="list-style-type: none"> Requires staff resources to track land divisions 	X							X	X	X	X
Incentive Zoning (Density Bonus)	<ul style="list-style-type: none"> Allows for the protection of environmentally sensitive areas while providing development to occur on the property Does not impose any direct costs on landowners and developers 	<ul style="list-style-type: none"> Neighbors may oppose due to concerns of increased density of development May not be mandatory tool; thus there is little assurance that desired project designs will be implemented by developers Can be difficult for local officials to enforce unless bonus criteria are clearly spelled out in an ordinance or policy documentation 	X								X	X	X

Table 1 Land preservation tools table. Source: *Washington County, WI, Farmland and Open Space Plans, Ch. 4, Pg. 64-66*

Regulatory Based Tool	Benefits Farmland and Open Space Preservation	Limitations Farmland and Open Space Preservation	Control			Funding				Regulatory	Incentive	Tool to preserve farmland	Tools to preserve open space
			Local	State	Fed	Local	State	Fed	Other				
Mitigation Policies	<ul style="list-style-type: none"> • Low cost for a local government to permanently protect agricultural land • Existing policies permanently protects land from development pressures 	<ul style="list-style-type: none"> • Sometime in the future, there may not be enough remaining farmland to meet mitigation policies for future development • Requires staff resources to implement • Regulations and/or ordinances can change as demographics and political realities shift 	X							X		X	X
Overlay Districts (Agricultural, Open Space, Historical, etc.)	<ul style="list-style-type: none"> • Help protect natural resources in desired areas in the community • Easily implemented • Recognizes land dedicated to agriculture or other specific use • Help protect large blocks of land 	<ul style="list-style-type: none"> • Additional zoning requirement • Not a permanent solution to protect land from development pressures • Sanctions for withdrawing from district may not be strong enough to discourage conversion out of a specific land use 	X	X						X	X	X	X
Sliding-Scale Zoning	<ul style="list-style-type: none"> • Areas of open space and resource sensitivity may be zoned with low density restrictions • Flexibility is high 	<ul style="list-style-type: none"> • Reduction in property values may result on properties where density restrictions require a "downzoning" from the current density levels of permissible development • Requires extensive staff time and expertise to implement • Extensive mapping of resources may be necessary before implementing sliding-scale zoning • Tracking compliance complicated by the number of sliding scale density zones that may exist 	X							X		X	X

Table 2 Land preservation tools table. Source: *Washington County, WI, Farmland and Open Space Plans, Ch. 4, Pg. 64-66*

Regulatory Based Tool	Benefits Farmland and Open Space Preservation	Limitations Farmland and Open Space Preservation	Control			Funding				Regulatory	Incentive	Tool to preserve farmland	Tools to preserve open space
			Local	State	Fed	Local	State	Fed	Other				
Fee-Simple Purchase	<ul style="list-style-type: none"> • Permanently protects land from development pressures • Public access to purchased land if purchased by public entity or private group using public funds • Tool includes willing buyer and willing seller • Increase in adjoining property values 	<ul style="list-style-type: none"> • Costly for recipient to purchase land • Land may be taken off the tax rolls 	N/A	N/A	N/A	X	X	X	X		X	X	X
Donations	<ul style="list-style-type: none"> • Private and completely voluntary • Long-term agricultural land protection • Tax benefits may accrue to the donor, such as state and federal income taxes, capital gains, and estate taxes • Tool includes willing buyer and willing seller • Increase in adjoining property values 	<ul style="list-style-type: none"> • Limited usage due to the absence of monetary benefits – owners must be in position to benefit from tax advantages • Maintenance and organizational costs exist to manage the property by the recipient organization • Land may be taken off the tax rolls • Donor is responsible for property appraisal costs 	N/A	N/A	N/A	X	X	X	X		X	X	X
Bargain Sale	<ul style="list-style-type: none"> • Voluntary program • Landowner may be able to receive capital gains and income tax benefits on the percentage of the land's value that was donated • Tool includes willing buyer and willing seller 	<ul style="list-style-type: none"> • Recipient of land needs to fund land acquisition which may still be costly • Landowner receives less monetary compensation compared to the open market 				X	X	X	X		X	X	X
Purchase of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures • Landowner is paid to protect their land • Local government can target locations effectively • Land remains in private ownership and on the tax rolls • Program is voluntary 	<ul style="list-style-type: none"> • Can be costly for local unit of government, therefore land is protected at a slower rate • Land remains in private ownership – typically no public access • Since program is voluntary, it can be challenging to preserve large tracts of contiguous land 	X			X		X	X		X	X	X
Transfer of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development • Landowner is paid to protect their land • Local government can target locations effectively • Low cost to local unit of government • Utilizes free market mechanisms • Land in private ownership and on tax rolls 	<ul style="list-style-type: none"> • Can be complex to manage • Receiving area must be willing to accept higher densities • Difficult program to establish, especially in areas without County Zoning • Program will not work in rural areas where there is little to no development pressure on the area to be preserved • Limited to Cities/Villages/Towns, no statutory authorization in Wisconsin for countywide program • May require cooperative agreements among several local governments to establish sending and receiving zones 	X	X		X		X	X	X		X	X
Options Review for Developers	<ul style="list-style-type: none"> • Opportunity for developers to consult with public agencies and local organizations to explore farmland and open space preservation areas of developments 	<ul style="list-style-type: none"> • Staff resources needed to implement program • Not mandatory, therefore developers may choose not to participate 	X							X	X	X	X

Table 3 Land preservation tools table. Source: *Washington County, WI, Farmland and Open Space Plans, Ch. 4, Pg. 64-66*

Despite an inability to unilaterally take action, the PRSB council can:

- Support efforts of partner agencies,
- Help inform authorities of existing or emerging tools,
- Work with land owners or the public to further inform them as to the virtue and reasons behind taking such actions.

In the regulatory and incentive realm, the PRSB council will support their use in the following manner:

1. All zoning ordinance proposals will be supported by the PRSB Advisory Council assuming the proposed zoning ordinance is supportive of the mission of the byway. If and when such ordinances are drafted and submitted for comment, the Byway council will collectively review the proposal(s) and determine if and how the ordinances support principal goals by preserving historic or culturally valuable assets and view sheds, limit undesired land uses within close proximity of the byway, and support the goals of both economic development and foster various transportation options. Support will be given in the form of written letters and public testimony.
2. The council will craft example general zoning ordinance language helpful to communities or Counties which may be considering taking regulatory actions with respect to zoning.
3. Create a portfolio of sample tax incentive tools that have a proven history of use in nearby or out of area communities which could be helpful along the PRSB.
4. Reach out to the Idaho Association of Cities and Counties to collect preservation mechanisms employed throughout the State of Idaho, specifically those located along other Byways

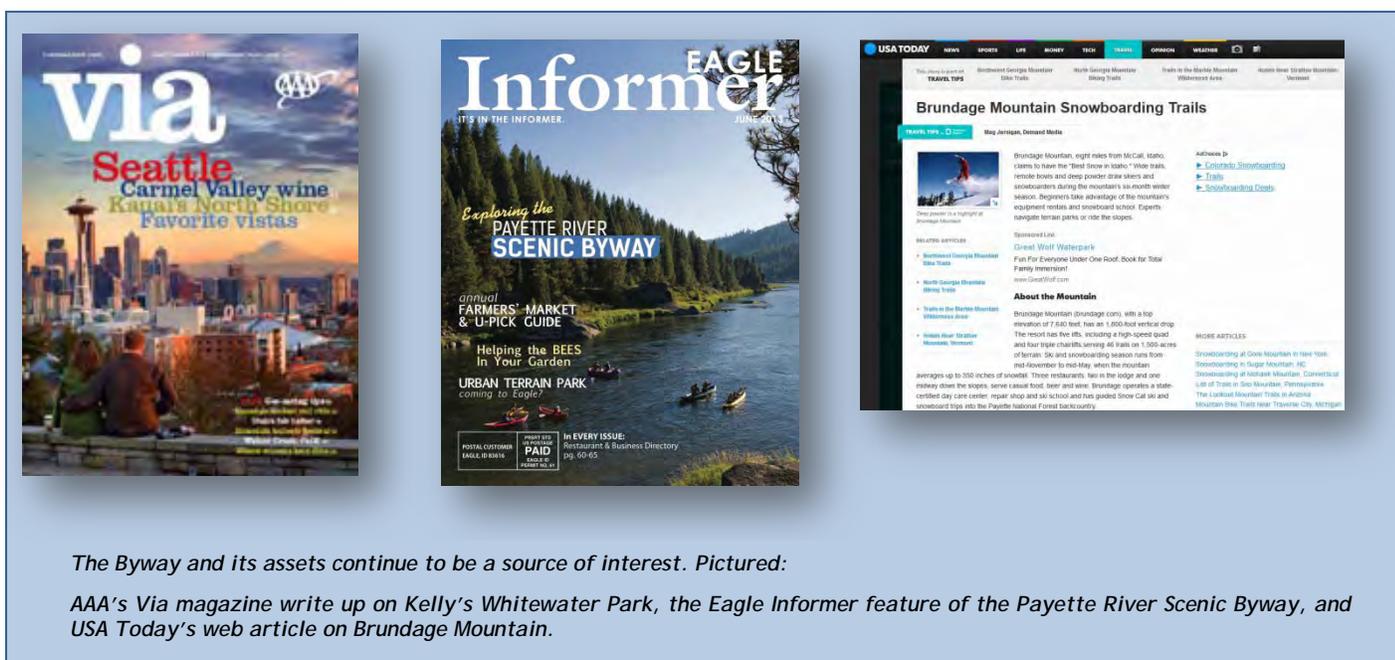
Performance Measures

- Determine number of acres placed into a trust annually
- Determine number of buildings placed on the historic preservation register annually
- Determine number of buildings determined eligible for placement on historic preservation register annually
- Calculate the number of property owners made aware of land trust options
- Collect and compare construction permits for newly constructed buildings or subdivisions issued annually
- Inventory number of buildings or sites demolished or lost annually

CHAPTER 6: ECONOMIC DEVELOPMENT

The Byway is home to thousands of residents who work, live and play amongst the communities comprising the corridor. Permanent and seasonal economic opportunities are essential to maintaining a high quality of life ensuring younger generations have viable career options when entering the work force, and gives predictability to community tax bases when planning for future investment. If these areas are achieved, not only will local businesses, public agencies, and non-profit organizations thrive, but tourists visiting the area will be immersed in a vast array of opportunities to experience all the Byway has to offer from culture and nature to history and hospitality.

Moving forward, the Payette River Scenic Byway is in a unique position as the nation and region continue to bounce back from the Great Recession. Many of the communities continue to see varying levels of investment in housing stock, commercial development, and industry. Due to the inherent beauty of the corridor, the area continues to be exposed to a wide variety of audiences through electronic media, periodicals, and word of mouth. The exposure in turn has brought change in each city and county as people from across the nation and world recognize the incredible scenery and setting of the Byway. It is essential that the exposure translates into economic prosperity.



The Byway and its assets continue to be a source of interest. Pictured:

AAA's Via magazine write up on Kelly's Whitewater Park, the Eagle Informer feature of the Payette River Scenic Byway, and USA Today's web article on Brundage Mountain.

To realize the economic potential much work needs to be done as the PRSB planning process revealed voids or gaps in service areas, shed light on permanent economic opportunities, and highlighted methods useful to share information and happenings with parallel efforts and the general public.

Byway Areas of Needs

This section briefly describes particular economic sectors or business ideas that were generated through the symposium exercise for future exploration. Though the Byway council cannot take unilateral measures to create such businesses, working with area Chamber of Commerce's, feeder universities, business incubators, and existing businesses with similar models, they could initiate and support development conversations, connect needed partners like city staff or lending institutions, help gather important information for business plans, and promote such endeavors via the PRSB website or other outlets.

Specific Sector Ideas include (Denotes High Priority, Denotes Medium Priority):

Active Mobility Tourism

- *Mountain Bike Shuttle/Bus*- picking up and taking mountain bikers from centralized community locations to the areas numerous mountain bike trail heads
- *Bike Rental Shops*- either an exclusive rental facility through a city Park and Recreation department, or a standalone business
- *Rent a Pedal*- A company that has prearranged vacation packages including room accommodations, restaurants, and all the necessary elements of a biking excursion

Hospitality Opportunities

- *Barn Dinners*- Housed in area barns, putting together dinner events placed within rustic local barns using area food and ingredients
- *Horse Drawn Sled or Wagon Rides*- old fashioned country meal- A business to give visitors a chance to ride behind a horse drawn sled or period wagon train followed by a traditional meal
- *New Meadows RV Park*- Creating a scenic RV park for out of area visitors

Information Dissemination

- *Payette River Travel Handbook*-A travel book with descriptions, coupons, and discounts to corridor businesses and tip for how to optimize the experience
- *Forest Service Firefighter Kiosk*- A physical kiosk sponsored by corridor businesses located at the forest service firefighter headquarters in McCall giving personnel information about things to do and see along the Byway
- *Valley County Magazine*- A magazine similar to those found in other communities which cater to specific geographic areas, highlight businesses, local events and related features of the Byway

Recreational technology

- *Recreational Manufacturing*- taking advantage of the world class skiing and whitewater opportunities located along the Byway, attracting or incubating industries reflective of the region to build and test equipment in ideal conditions
- *ATV/Snowmobile Trail*- the trail could connect the downtowns of Cascade to Donnelly and possibly McCall to permit off road transportation options

Outdoor Recreation/Event Sites

- *Develop Packer John Park*- Likely a public/private partnership, developing the Packer John park site to attract visitors
- *Horse Facilities*-a location suitable to launch guided horse riding excursions as well as host roping and rodeo shows or demonstrations
- *Central Idaho Pavilion Event Center*- creating a world class event center located in the heart of the New Meadows Valley for concerts, outdoor events

Energy Use/Celebration

- *Geothermal College Campus*- launching a school for geothermal engineering and understanding taking advantage of the vast geothermal energy locations throughout the corridor
- *Mining Museum*- a museum celebrating the history and continued use of mining throughout the corridor and nearby sites
- *Heated Greenhouse*- a series of greenhouses to be rented out by farmers or local produce distributors, restaurant owners, for the purpose of regional food production

Tourist Oriented

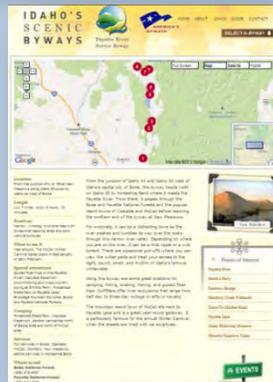
- *View Master Stations*- stationary viewing stations with inlaid historical images oriented at modern uses or structures, presumably with advertising space focused on areas businesses
- *Raft and Kayak Rental*- multiple opportunities for waterside rentals of both rafts and kayaks specific to the Payette River area
- *Airport Services*- transportation services that cater to those flying into McCall or Cascade
- *Dog Grooming and Boarding*- a businesses that caters towards the visiting tourists which could clean, board or entertain dogs while their owners explore the Byway offerings

Information Dissemination

Information dissemination to both local residents and out of area tourists is vital to the promotion and health of the Byway, its businesses and its future. Sharing the dates and events of a local festival prior to a family departing on a weeks' vacation could mean an extra day or tweak in an itinerary. Making certain that any road closures due to activities can be important to local businesses so they can adjust their business hours if necessary. No matter how large or small an announcement may seem to be, getting the information out to those who may be impacted is an important element of economic development.

Numerous websites provide valuable overlap to ensure that visitors are aware of any activities on the Byway.

(Pictured: payetteriverscenicbyway.com; eaglechamber.com; idahobyways.gov; McCallchamber.org)



Information Dissemination Action Steps

For information involving all important aspects of the Byway, particular and consistent steps need to be taken on a monthly basis. Action steps of the Byway council should include at a minimum:

1. Bi-Monthly update to PRSB website
2. Bi-monthly scan of Byway partner websites
3. Monthly email sent to each Byway partner seeking to identify upcoming events
4. Monthly update to any and all information kiosks i.e. Cascade, New Meadows information areas
5. Monthly email blast to retail, hospitality based businesses to share upcoming events, or gather business promotions
6. Monthly business profile to be featured on the PRSB website

Planning Goals and Alignment

In addition to ensuring Byway visitors and residents are informed, particular planning and policy steps should be pursued to further bolster economic development efforts. The Byway council can support planning initiatives by evaluating existing plans and policies, recommending improvements, participating in updates or new plans as they occur, and providing support to sponsoring agencies of such plans.

The Byway council can take several steps to help identify, promote, enhance, and improve local economies through planning and policy endeavors.

1. Evaluate each community and County comprehensive plan to ensure they do not conflict with regard to economic and land use goals of the Byway.
2. Support in-fill development. Not using Greenfield land preserves the corridor view sheds, focuses development in areas of adequate existing infrastructure, provides a greater variety of land uses, and supports jobs and smarter growth patterns.
3. Identify, promote and support critical area assets. Done in conjunction with other likeminded economic development groups like the VCEDC, recognizing that features such as geothermal energy can be exploited to foster industries for stable and permanent jobs while promoting its use through new development can help generate support businesses which will in turn help other local service based businesses. This trickle effect can continue to the tourist who could enter communities thriving with businesses catering to needs and wants of all types.
4. Conduct occasional surveys. Surveys could focus on a number of areas but most importantly determining what the perceptions and experiences are from out of area. This type of knowledge can not only help solidify or alter the types of work being done by the Byway council but also support any adjustments to community visions through comprehensive plans, ordinances, or process. Surveys can occur electronically, in person at places such as hotel or restaurants, or by mail and can be focused to one geographic area or the entire corridor.

Complimentary Wayfinding Signage and Systems

A separate Wayfinding Study was conducted for the PRSB corridor giving specific direction on how and where to display information valuable to the experience of visitors and residents. This section is intended to show how the wayfinding goals and tools can augment the corridor management plan, specifically in the area of economic development. A basic description of the various components for each wayfinding category is described along with how they can help contribute to a robust corridor economy.

Wayfinding Systems

A wayfinding system incorporates branding, signs, maps, and directional devices that tell visitors where they might want to go and how to get there. Wayfinding ensures that the public is aware of the Payette River National Scenic Byway and its key communities of Eagle, Horseshoe Bend, Smith's Ferry, Cascade, Donnelly, McCall, and New Meadows. An effective wayfinding system helps create a good visitor experience, and can add an important dimension to the image of the byway.

Wayfinding systems can include:

- Byway sites and landscape elements (for example, lakes, rivers, and mountains)
- Signs and information components (for example, street signs, historical markers, and kiosks)
- Print and electronic media (for example, maps and websites)
- Visitor centers, community facilities, and significant buildings
- People as guides (for example, visitor center staff and local residents on the street)

Wayfinding Benefits

A good wayfinding system can match the traveler's interests with destinations. An associated byway website can drive bookings and website traffic to partners. Wayfinding can produce higher yields (increased visitor spending and length of stays) to businesses and communities and leverage public relations and advertising expenditures with partners. Most important, it can help potential visitors find the Payette River National Scenic Byway and learn about its recreational resources.

Specific Wayfinding Elements- Providing information about where things are located, distance and directions to sites, and interesting or pertinent information about the site is what is including under the umbrella of wayfinding elements. The components of a systematic and comprehensive system include:

- Byway Portals
- Byway Map Boards
- City Wayfinding
- Scenic Byway Route Signs
- Recreational Guide Signs
- Site Identification Signs
- Municipality Welcome Signs
- Interpretive Signs
- Idaho Highway Historical Markers
- Visitor Information Centers



To continue supporting the wayfinding element of the corridor plan thereby ensuring that visitors are given accurate information, the advisory council will need to continue working to confirm that signs are maintained, the latest information provided to corridor outlets, and that any new attractions or happenings are included as part of any signage updates. Maintaining the existing visitor information centers is vital which are located throughout the corridor:

Existing Visitor Information Center Locations

- Horseshoe Bend City Hall and Park
- Donnelly Rest Area and Donnelly Chamber of Commerce office
- Cascade Area Chamber of Commerce (126 Main Street) and Ashley Inn
- Payette National Forest Cascade Ranger District Office
- McCall Area Chamber of Commerce and McCall Central Idaho Historical Museum
- Payette National Forest McCall Ranger District Office
- New Meadows Information Center
- Payette National Forest New Meadows Ranger District Office

Communication Techniques- How people learn about what the Byway has to offer can vary and should include numerous methods since people collect that information in different ways or have differing preferences. The advisory council will need to continue ensuring that the numerous communication outlets are up to date, functioning, and easily accessible to prospective users.

- **Byway Map**
- **Internet Website**
- **Emerging Technologies**
 - Podcasts
 - Wi-Fi (wireless Internet connection) hot spots
 - Visual media
 - Social networking such as Twitter, Facebook, Instagram, Flipbook
 - Phone information system
 - CD/DVD tours



Electronic media such as websites not only need to be maintained on a regular basis but also need to be promoted on signs, kiosks, pamphlets, and through QR code placement where appropriate.

Byway Facilities- Often visitors are simply exploring as they travel or have a general idea of sites but do not know the exact locations. Byway facilities try to capture and inform such users and give direction or experiences to them as they travel through the corridor. The advisory council will need to conduct regular inventories of the facilities and signs to determine condition or if pertinent information is still applicable.

- Turnouts and Overlooks
- Kiosks
- Trailheads and Trails



Trailhead and trail markers help visitors orient themselves to upcoming attractions and aid those unfamiliar with the area.

Providing visitors with centralized messaging at places such as kiosks or visitors centers is vital to information sharing.



Scenic overlooks such as the overlook onto Horseshoe Bend (Photo: Google Earth) give visitors a place to safely enjoy a unique view.

Economic Development Performance Measures

- Collect and compare number of new businesses throughout the corridor
- Collect and compare number of businesses lost throughout the corridor
- Evaluate employment/unemployment rate by county, city, and sector
- Determine how many visits to PRSB website
- Collect and compare annual sales tax revenue
- Collect and compare annual property tax revenue

CHAPTER 7: STRENGTHENING RELATIONSHIPS

Sharing a common vision is only part of how success can be attained no matter what the goal. Working together, supporting one another, sharing resources and assets and maintaining strong connections are all characteristics of solid relationships and what is required if the communities and people of the Payette River corridor are to find their success. This series of relationship traits however is elusive as leadership and individual visions often change. Strengthening and maintaining relationships amongst key stakeholders will be critical in the coming years as the goals and objectives of the Plan are pursued.

Defining the Stakeholders

The following table is intended to give insight into the many stakeholders who have an influence over the Payette River Scenic Byway. Though not every stakeholder is listed, those yielding the majority of corridor impact or authority are including and the role they play defined.

Agency	Role
Idaho Transportation Department	Oversees all construction, maintenance, operations, access, safety, and enhancement to Highway 55, unless an ITD/City maintenance agreement is in place.
Cities- Eagle, Horseshoe Bend, Cascade, Donnelly, McCall, New Meadows	Oversees land use and transportation planning, permitting and regulation within incorporated boundaries, and determines area of impact.
Counties- Ada, Boise, Valley, and Adams	Oversees land use planning, permitting and regulation within County boundaries and outside city boundaries.
Payette and Boise National Forest Departments	Oversees any activities such as recreation, maintenance, logging operations, environmental management, inside established federal forest lands.
County Highway Districts	Oversees planning, maintenance, construction and operation of non-city or state roads, generally roads within county boundaries.
State Parks- Ponderosa, Lake Cascade	Oversee all activities such as planning, improvement, maintenance, promotion, recreation and events within state park boundaries.
Resorts- Tamarack, Brundage	Oversees planning, promotion, operations, maintenance, and activities at site.
Private Businesses	Provide goods and services to the needs of residents, visitors, and out of area clients.
Private Land Owners	Own and maintain property, some of which is vast and home to valued scenery or historic sites.

Benefits of a Successful Byway to Each Stakeholder

Each of the stakeholders listed on the previous page stand to “gain” certain benefits if Byway goals are achieved. However, it is also important to note that each stakeholder will also need to “give” in various ways to realize the potential benefits. The following section is intended to shed light on each stakeholders possible “gains” and what they can do to help yield them through statutory authority, capacity or other abilities and were collected through the “Big Water, Big Ideas” symposium.

Idaho Transportation Department	Gains	Gives
	Achieve Mission Objectives: Safety, Mobility, Goods Delivery	Time and expertise
	Fuel Tax Revenue	Signage
	Economic Development	Funding support
	Agency Jobs	Input
	Prestige	Champion multimodal goals
	Public Involvement	Updated information via website, 511
Byway Cities & Counties	Gains	Gives
	Increased tourism	Access Management
	Tax revenue	Appropriate Zoning
	Employment	Local Knowledge
	Quality of Life	Participate with Chambers of Commerce
	Healthy Lifestyles	Multi-modal Infrastructure
	More Appealing Downtowns	Code Enforcement
	Recreation Opportunities	Update Websites to Promote Corridor
	New Businesses	Update Community and Regional Planning
	Transportation Options	Staff Time and Expertise
	Retain Younger Generations	Funding
Publicity	Thanks & Recognition	
Private Sector and Land Owners	Gains	Gives
	Higher Property Values	Time and Expertise
	More Profits and Customers	Investment and Participation
	Exposure and Marketing	Competitive Prices
	Companion Businesses	Giving Back Through Donations
	Higher Quality thru Competition	Local Loyalty
	Improved Infrastructure	Active Participation in Chambers of Commerce
	Local Sourcing	Easement and Access
	Better Quality Employees	Promotion of Local Events
	More Services and Amenities	Risk Taking
		Maintain Properties
		Respect and Appreciation for Customers
		Flexible Operation Hours
	Feedback on Local Initiatives	
Other Stakeholders (State Parks, Schools, Non- Profits)	Gains	Gives
	User Fees	Joint Use Agreements
	Improvements i.e. Pathways and Amenities	Participate in Community Actions/Events
	Better Schools, Teachers	Support Through Funding
	Financial Stability	Fundraising Support
	Open Space	Value Added Activities
	Donors and Grants	Volunteer
Arts and Cultural Enhancements	Provide Amenities and Attractions	

Table 4. Give/Get Exercise Results

Strategies for Strengthening Corridor Relationships

➤ Byway Annual Symposium

“Big Water, Big Ideas” was a successful one day event which featured guest speakers, Byway specific videos, idea generation and an exposure to attendees of what has or will be occurring along the Byway. This annual event should endure well into the future as stakeholders can not only continue to determine ways to work together but also learn where efforts and resources would be used best. The event should be held to highlight what occurred over the previous year and to describe what goals are to be pursued in the coming year. This annual occurrence will keep momentum moving and support in place. It is critical that the Byway council share their accomplishments and recognize all who assisted but just as critical to solicit the right partners for upcoming endeavors.

➤ Bi-Annual Stakeholder Outreach

Events, meetings, festivals, and gatherings are occurring constantly along the Byway. Though monthly discussions should be held to give the council updated information for dissemination, bi-annual formalized discussions should also occur to get an in depth understanding of what partnering agencies are pursuing and to gauge what help the Byway council can provide. This dialogue can help both the stakeholders and the PRSB to ensure that both parties are aware of activities each is engaging in and how they impact each other.

➤ Formal Adoption of PRSB Plan

The Byway Plan is a living document that if realized, can and will impact each community along the corridor. Each entity is a partner in the effort to make the Payette River Scenic Byway a success. Therefore, ensuring that each community takes the time to review and formally adopt and recognize the Plan is a significant step in ratifying the goals and objectives.

➤ Land Use Application Notices

Land use applications are public notice and are advertised where appropriate. An additional step that could be helpful towards improving decision making amongst Byway communities is for land use agencies to establish an email protocol with the Byway council. This step will allow for a review and comment regarding how the proposed application fulfills or conflicts with the Byway vision.

➤ Annual ITD Dialogue

During the Plan symposium, information was shared with the attendees that a significant number of major roadway projects are scheduled to take place in FY2016. The projects will mean significant impacts to Highway 55 users, corridor businesses, residents and visitors alike. To determine an appropriate course of action and to minimize impacts, a corridor dialogue should occur between ITD and the cities and counties. This meeting could very well also initiate an annual occurrence for continued dialogue amongst stakeholders so that all parties are kept abreast of plans and actions impacting all parties.

Relationship Building Performance Measures

- Host annual PRSB Symposium
- Contact PRSB stakeholders for updates and information sharing twice annually
- Ensure all cities and counties adopt the PRSB Corridor Management Plan
- Meet with ITD staff and management once annually to discuss priorities and upcoming projects

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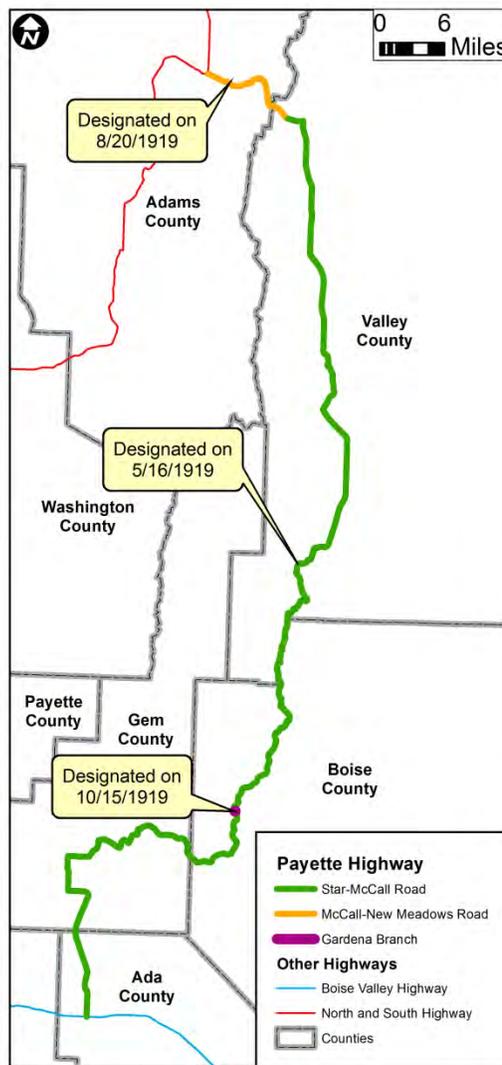
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APPENDIX B HIGHWAY 55 TRAFFIC, CRASH DATA

Route History

State Highway 55 (Idaho 55) was originally named the Star-McCall Road as part of Chapter 59, Emergency Laws, Fifteenth Session, 1919 Legislature, which appropriated \$75,000 for building said road. On August 20, 1919, the roadway from McCall to New Meadows was designated a state highway to be known as the "Payette Highway" along with the Star-McCall Road. It was identified as the "Payette Highway" because at that time, highways were named in documents of record rather than numbered. The name "Long Valley Highway" was also used in the designation. The Gardena Bridge and its approaches were designated a state highway on October 15, 1919. **Figure 3** illustrates the 1919 state highway designations.

Figure 3: Payette Highway Designations 1919



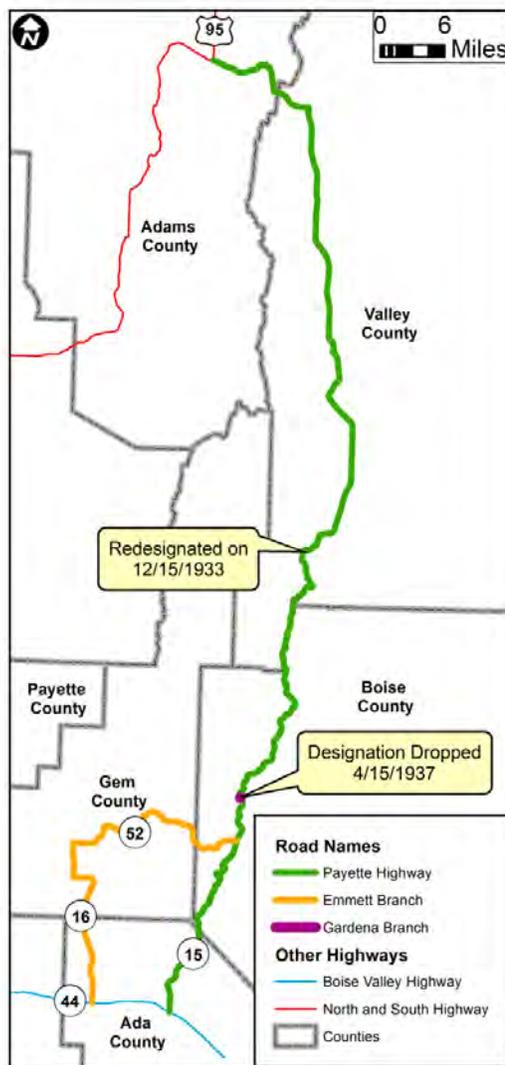
The description of the Payette Highway was redesignated with its southern terminus in Boise on December 15, 1933 in Minute Book #6-A of the Idaho Commissioner of Public Works, page 166:

"Beginning at a junction with the Boise Valley Highway at Saxton Corner, in Ada County, and extending northerly via Horseshoe Bend, Banks, Smith's Ferry, Cascade, Donnelly, and McCall, to a junction with the North and South Highway at New Meadows in Adams County, with a branch from Star to Horseshoe Bend, via Emmett, known as the Emmett Branch, and a spur known as the Gardena Branch, across the Payette River at Gardena."

Saxton Corner is now identified as the intersection of State Street and Horseshoe Bend Road. The southern terminus of the Emmett Branch was identified as Liberty Corner, east of Star. The Gardena Branch had its designation dropped on April 15, 1937. All of these changes in designation are illustrated in **Figure 4**.

Highway numbers were included with the compilation titled "Designated Federal Highways as of April 15, 1937" as a part of Minute Book 8 of the Idaho Commissioner of Public Works. All of the highway numbers shown in Figure 4 matched the current numbers except for the Payette Highway which was then State Highway 15. The section of highway north of Horseshoe Bend to Banks Lowman Road was also designated as Forest Highway 23.

Figure 4: Payette Highway Designations in the 1930s



On September 11, 1967, the State Highway number of the Payette Highway was re-designated from 15 to the current State Highway 55.

Traffic Volumes

Idaho Transportation Department (ITD) uses a linear referencing system of mileposts to determine locations along a highway. For Idaho 55, the southern starting point at State Street in Eagle is milepost 44.645 and the ending point at the junction with U.S. 95 in New Meadows is milepost 156.052.

A standard measurement of traffic volumes is to determine, or estimate, the average daily traffic a roadway, or segment of roadway, has in both directions, combined, over an entire year. Continuous traffic volume data is collected at six Automatic Traffic Recorder (ATR) locations along the Scenic Byway at:

- Milepost 47.833 - south of Dry Creek Road (ATR #10)
- Milepost 78.748 - south of Banks Lowman Road (ATR #184)
- Milepost 78.864 - north of Banks Lowman Road (ATR #182)
- Milepost 127.720 - south of Plant Lane (ATR #43)
- Milepost 134.340 - south of Paddy Flat Road (ATR #243)
- Milepost 153.000 - north of Packer Johns Cabin State Park (ATR #244)

Additional short-term traffic volume counts of 48-hour or greater duration are periodically collected with traffic tubes throughout the corridor. Turning volume counts are collected upon special request. These involve one or more employees being on-site and manually collecting both through traffic counts and turning traffic counts.

Data for two of the ATRs (#10 and #43) is available as far back as 1990. This data is presented in Figure 5. Data for all ATRs is available on-line at:

https://itd.idaho.gov/highways/roadwaydata/Maps/ATR_WIMmap_map.html

Figure 5: Scenic Byway Average Daily Traffic Volumes 1990 - 2013

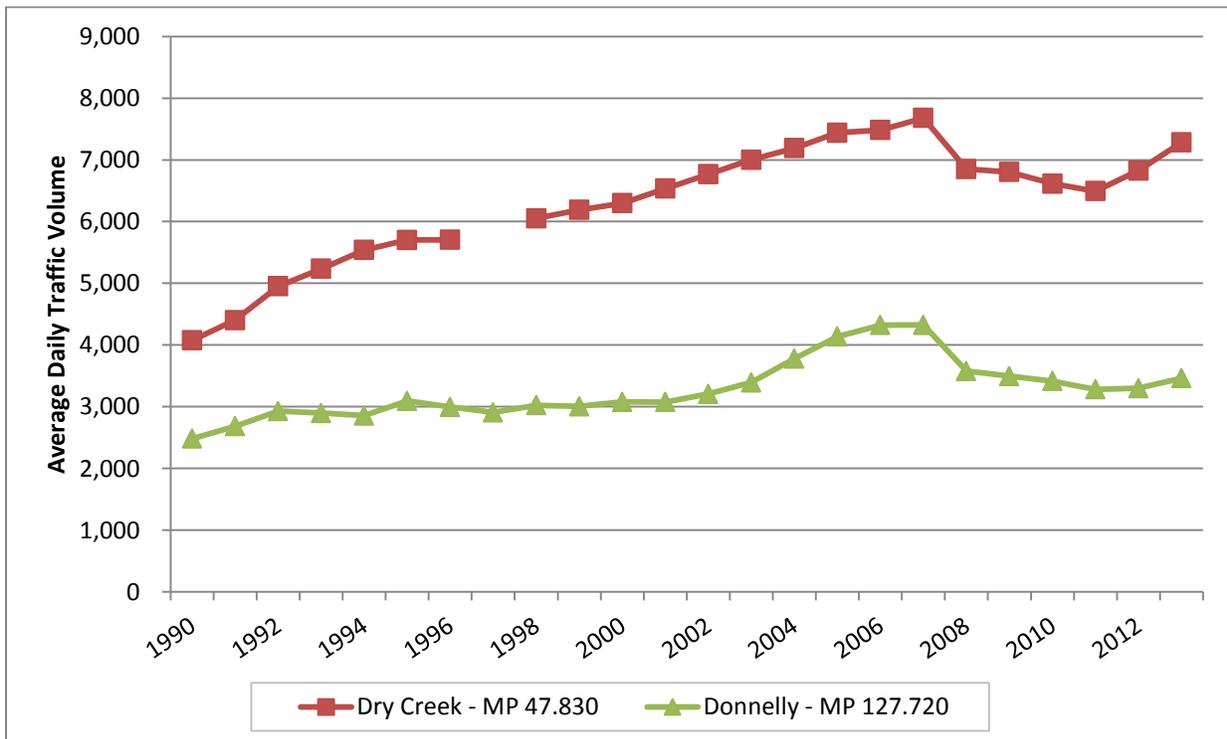


Table 5 illustrates the traffic volume trends over the last 24 years. Traffic increased every year from 1990 through 2007 at more than 5 percent per year at Dry Creek and almost 4½ percent annually in Donnelly. That reversed in 2008 in a four year decline averaging about 4 percent in Ada County and averaging over 6 percent in Valley County. The last two years has seen a reversal to an average 6 percent annual increase in Ada County and a 3 percent increase in Valley County.

Table 5: Traffic Volume Trends Percent Annual Change 1990 - 2013

Years of Trend	Dry Creek - MP 47.830	Donnelly - MP 127.720
1990-2007	5.20%	4.36%
2007-2011	-3.86%	-6.02%
2011-2013	6.07%	2.74%
1990-2013	3.42%	1.71%

State Highway 55 is the primary roadway in the Scenic Byway. State Street (State Highway 44) in Eagle has four times the traffic volumes as State Highway 55. **Figure 6** illustrates Average Annual Traffic Volumes for State Highway 55 and selected local crossroads for 2012 from State Street north to Banks Lowman Road.

Figure 6: Scenic Byway Annual Average Daily Traffic 2012 south of Banks Lowman Road

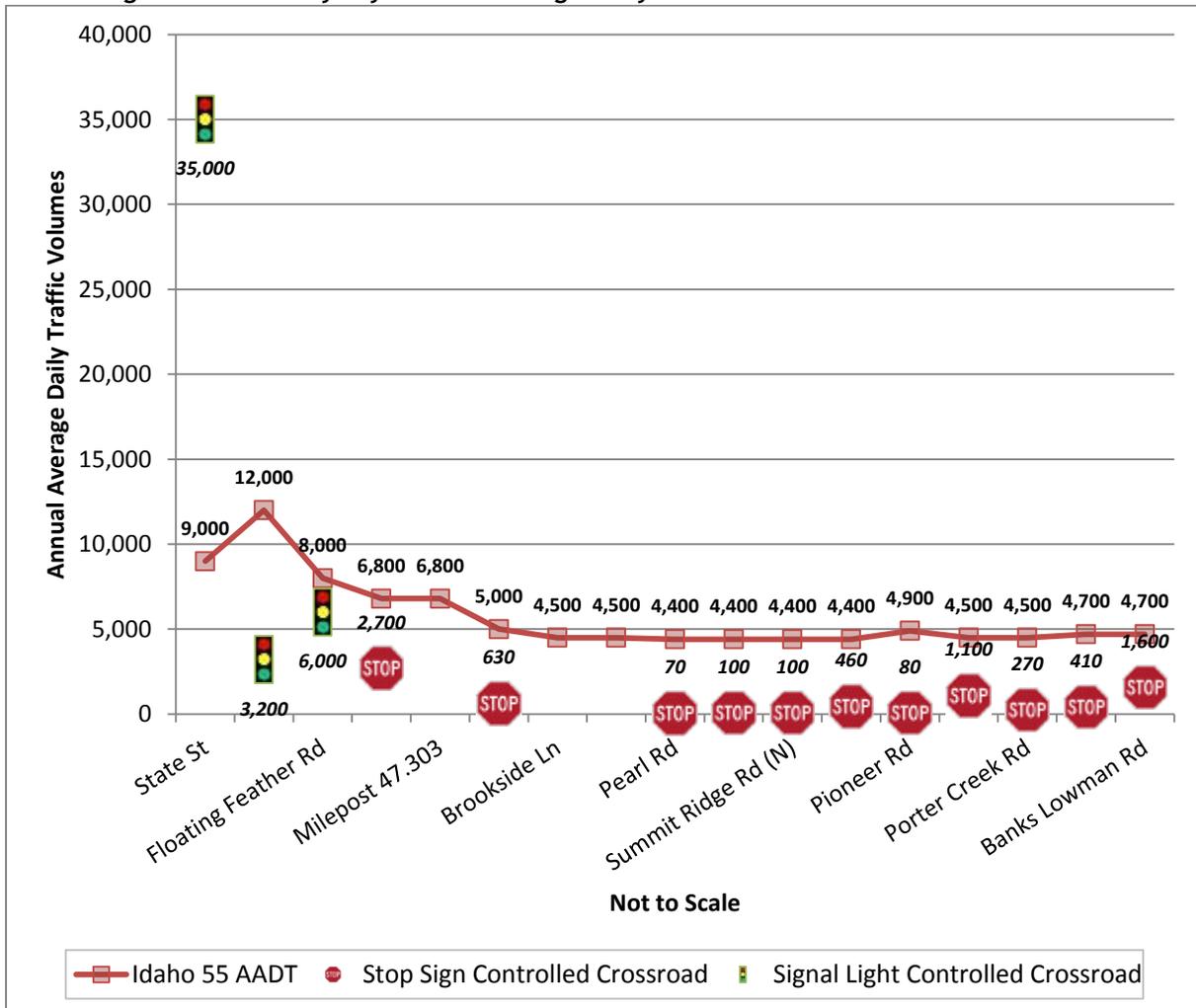


Figure 7 illustrates Average Annual Traffic Volumes for State Highway 55 and selected local crossroads for 2012 from Banks Lowman Road north to Lake Fork Road. The high (4,200) AADT at Roseberry Road is derived from a 2007 count and will be counted again this summer of 2014.

Figure 7: Scenic Byway Annual Average Daily Traffic 2012 Banks Lowman Road to Lake Fork Road

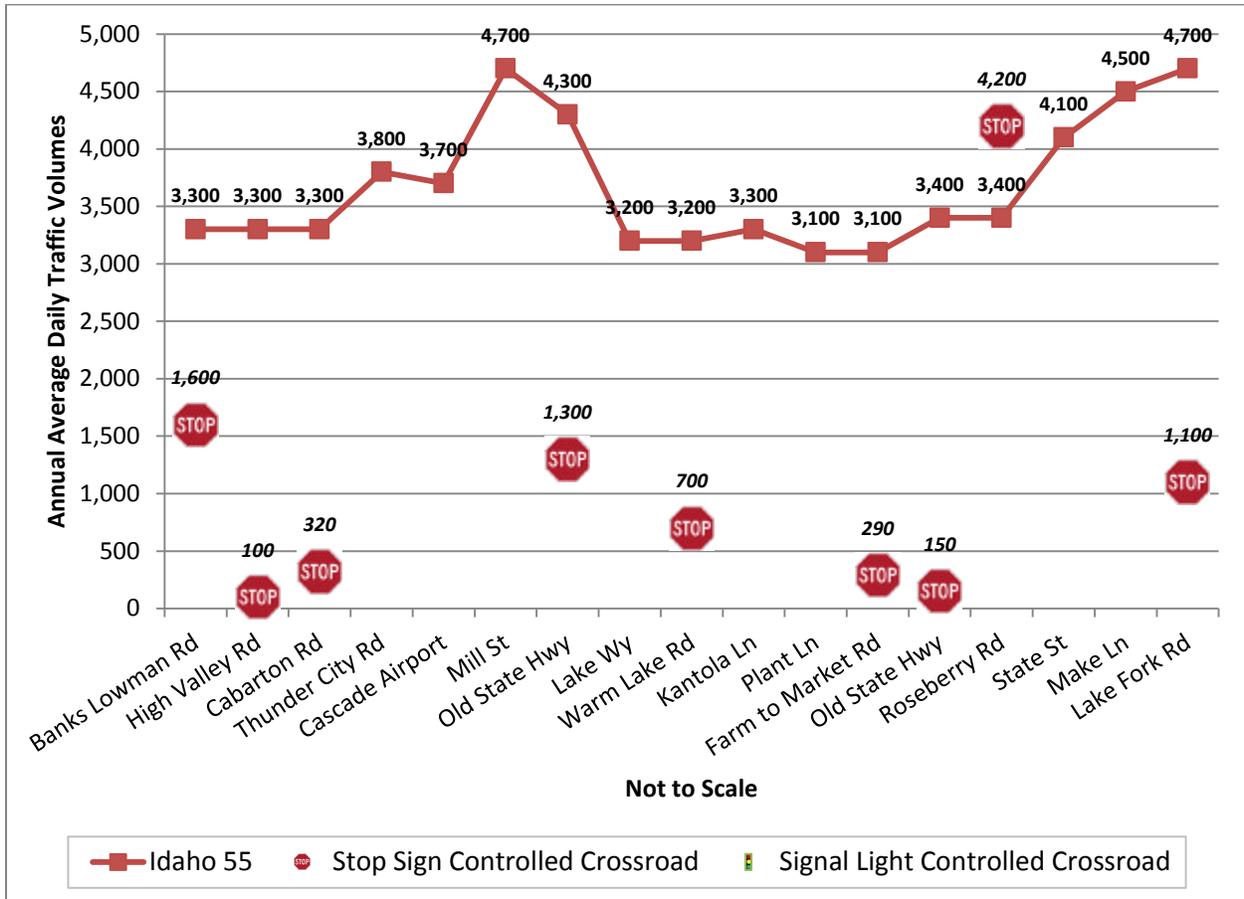
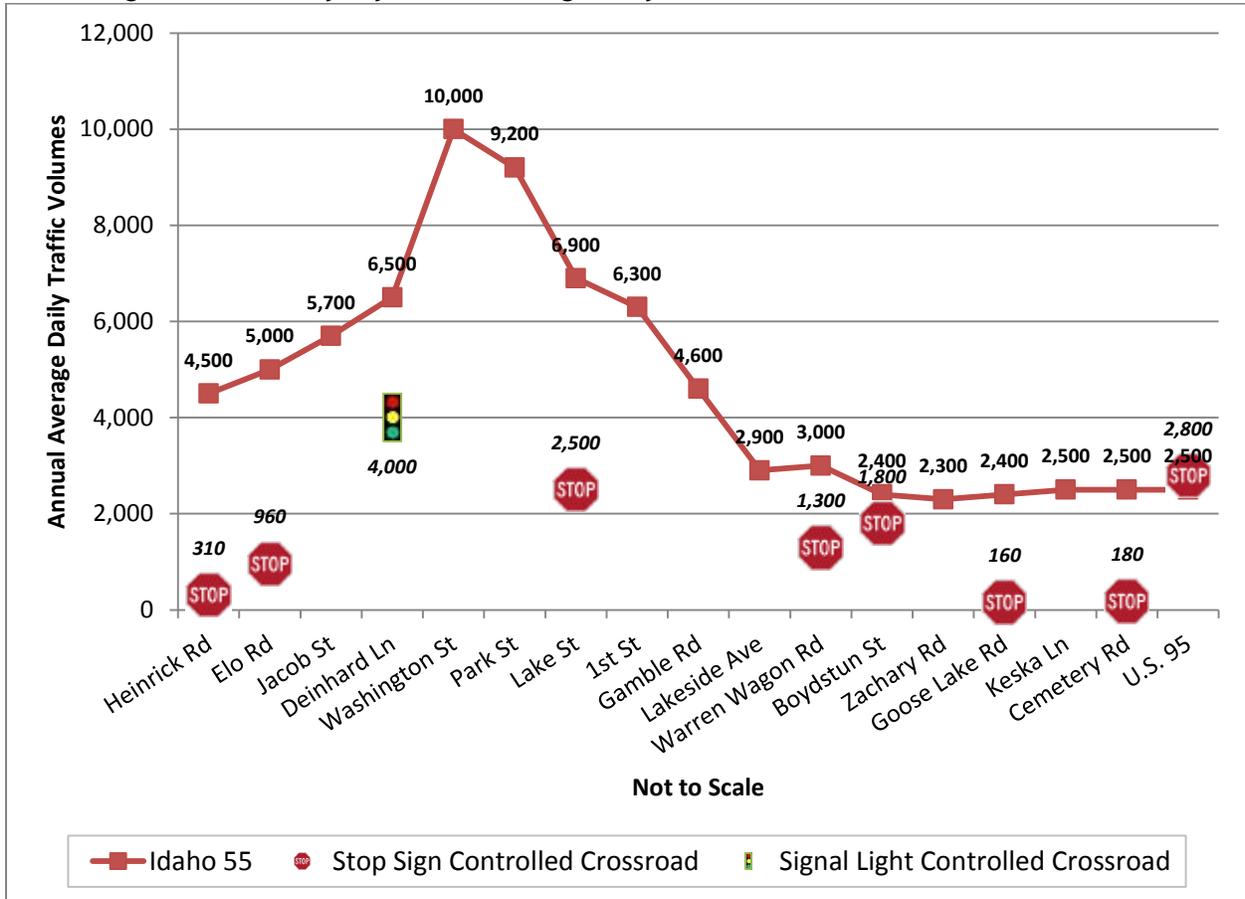


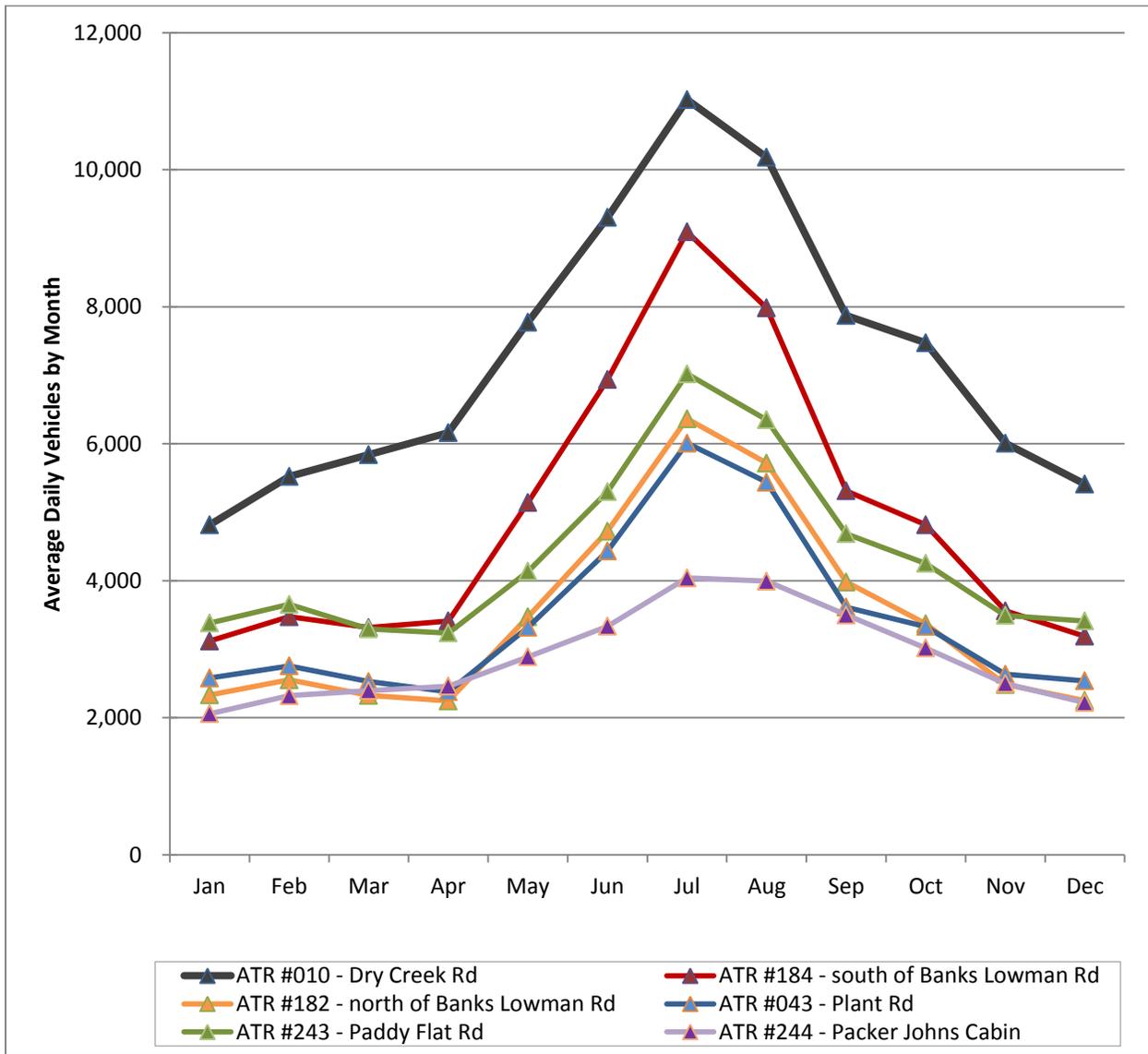
Figure 8 illustrates Average Annual Traffic Volumes for State Highway 55 and selected local crossroads for 2012 from Lake Fork Road to New Meadows. The (2,500) AADT at Lake Street, north and east of the intersection with 3rd Street, is derived from counts done prior to its conversion to a one-way street. This location will be counted again this summer of 2014.

Figure 8: Scenic Byway Annual Average Daily Traffic 2012 Lake Fork Road to New Meadows



Idaho 55 operates as an urban highway at its south end and as a rural highway to the north. Overall, Idaho 55 operates as a rural road with high traffic peaking. Figure 9 illustrates the seasonal characteristics of the highway at all six ATRs in the Scenic Byway from 2011 to 2013.

Figure 9: Idaho 55 ATR Site Average Daily Traffic Volumes by Month in 2013

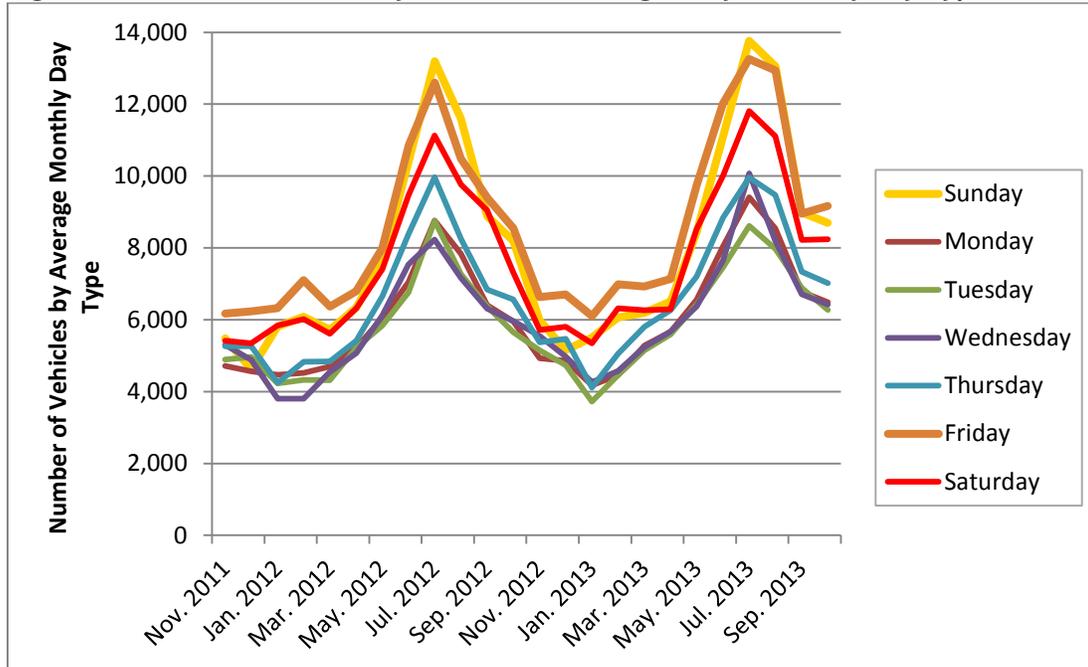


Average daily traffic volumes by month were highest at the southernmost ATR site (#10) south of Dry Creek Road in Ada County (black lines). Traffic volumes were approximately 2,000 vehicles greater than the next highest ATR site (#184) south of Banks Lowman Road (red lines). Traffic volumes were lower further north at the other ATR sites.

Traffic volumes at ATR # 10 varied from a low of 4,700 in January, 2011, to a high of 11,000 in July, 2013. Traffic volumes at ATR # 184 varied from a low of 2,700 in April, 2011, to a high of 9,100 in July, 2013.

Variations are also found in the day of the week as average daily traffic volumes on weekends (Friday through Sunday) are higher than average daily traffic volumes on weekdays. See **Figure 10** on page 80.

Figure 10: Idaho 55 south of Dry Creek Road Average Daily Traffic by Day Type and Month



Average daily traffic volumes by day type (i.e. Sunday, Monday, Tuesday, etc.) and month at Dry Creek Road varied from a low of 3,727 on Tuesdays in January, 2013, to a high of 13,758 on Sundays in July, 2013.

The direction of traffic flows also varied depending upon the day of the week. Fridays had much more northbound traffic than southbound and Thursdays had moderately more northbound traffic. Sundays had much more southbound traffic than northbound traffic and Mondays had moderately more southbound traffic. Tuesdays, Wednesdays and Saturdays varied in the directionality of their traffic flows.

Seasonal Variation

Summer traffic volumes from Memorial Day in May through Labor Day in September are higher than traffic volumes in the other three seasons. Seasonal traffic variations were compared for traffic data collected from November 1, 2011 to October 31, 2013. The two peak and two off-peak seasons for each day of the week showed similar traffic patterns for both directions of travel. Data for both peak seasons were combined and averaged, and the same was done for both off-peak seasons.

Average traffic volumes on Sundays showed similar patterns regardless of season and direction of travel. Southbound peak season peak hour traffic volumes were twice as great as off-peak season peak hour traffic volumes. Northbound peak hour traffic volumes were less than twice as great as off-peak traffic volumes. The primary direction of travel was southbound. See **Figure 11 on page 81**.

Monday through Thursday average traffic volumes showed similar patterns regardless of season and direction of travel. The difference between peak and non-peak season traffic volumes was far less than the differences in Sunday traffic. Northbound and southbound traffic volumes were approximately equal. See **Figure 11 on page 81**.

Figure 11: Idaho 55 south of Dry Creek Road Average Sunday Traffic Volume by Direction by Hour

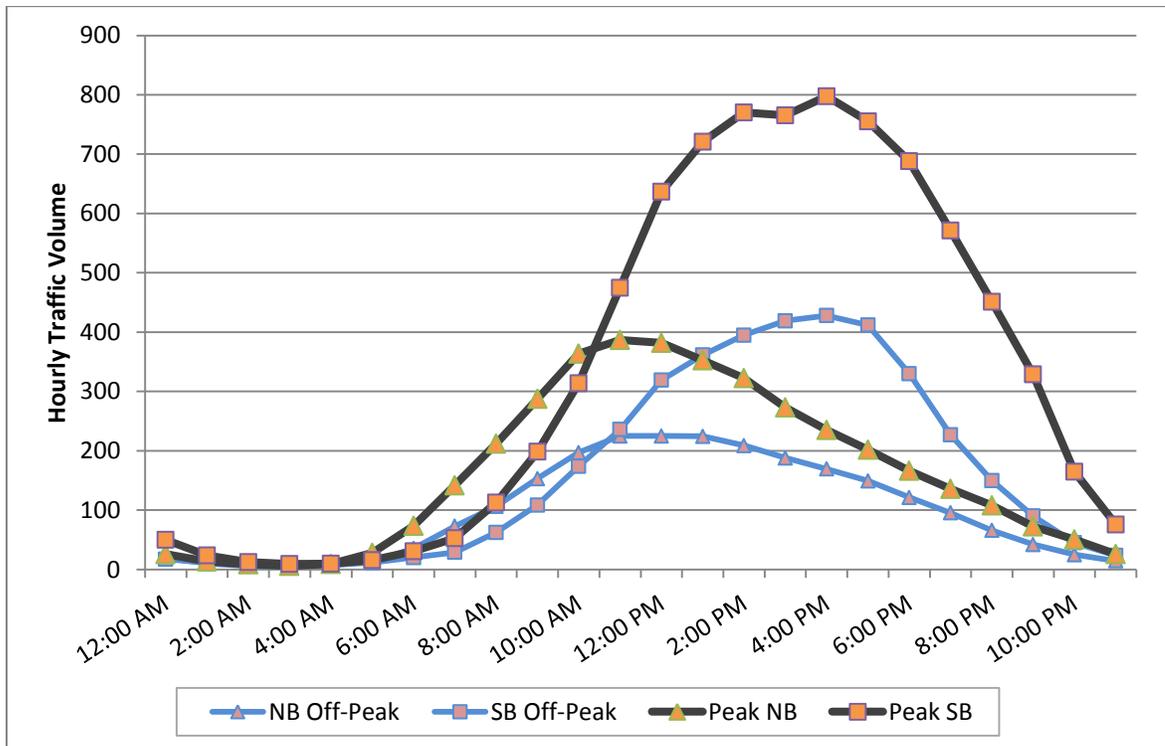
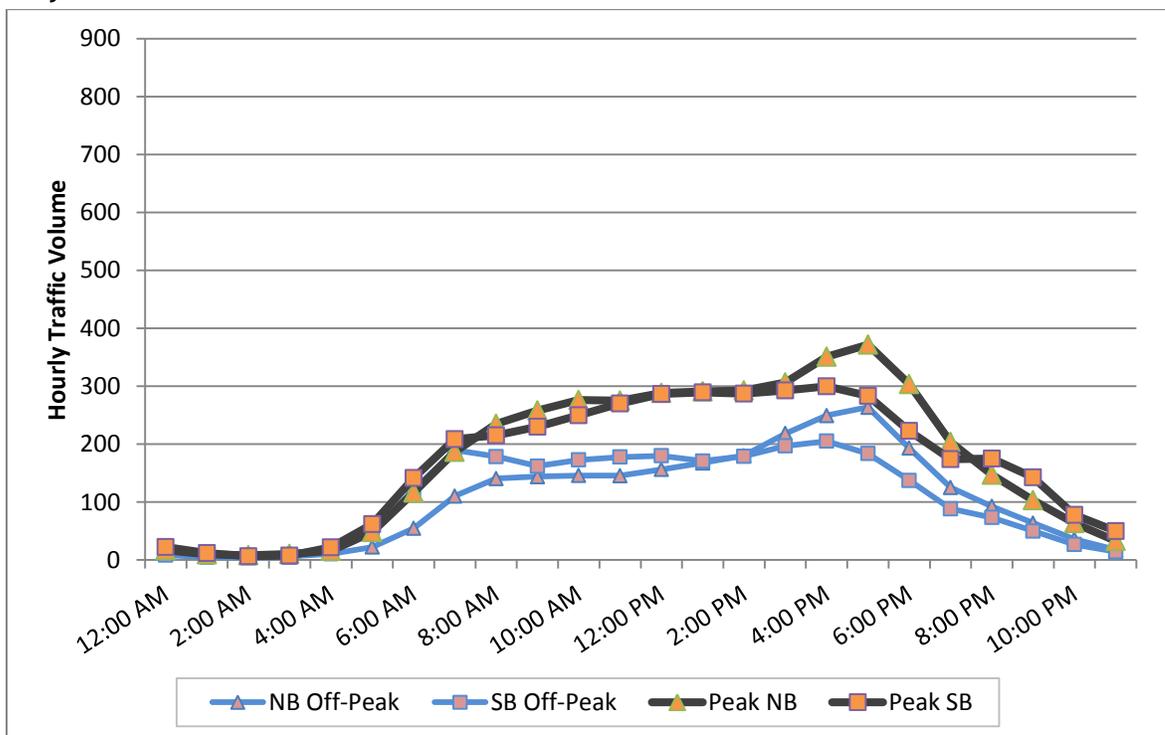
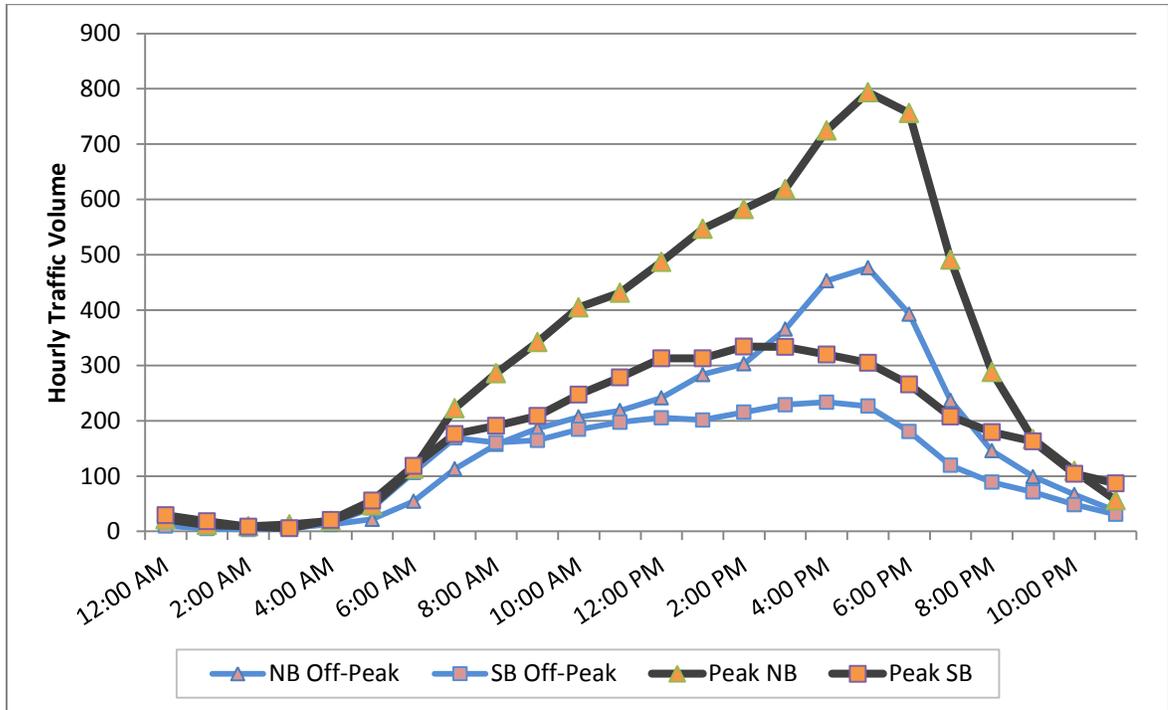


Figure 12: Idaho 55 south of Dry Creek Road Average Monday through Thursday Traffic Volume by Direction by Hour



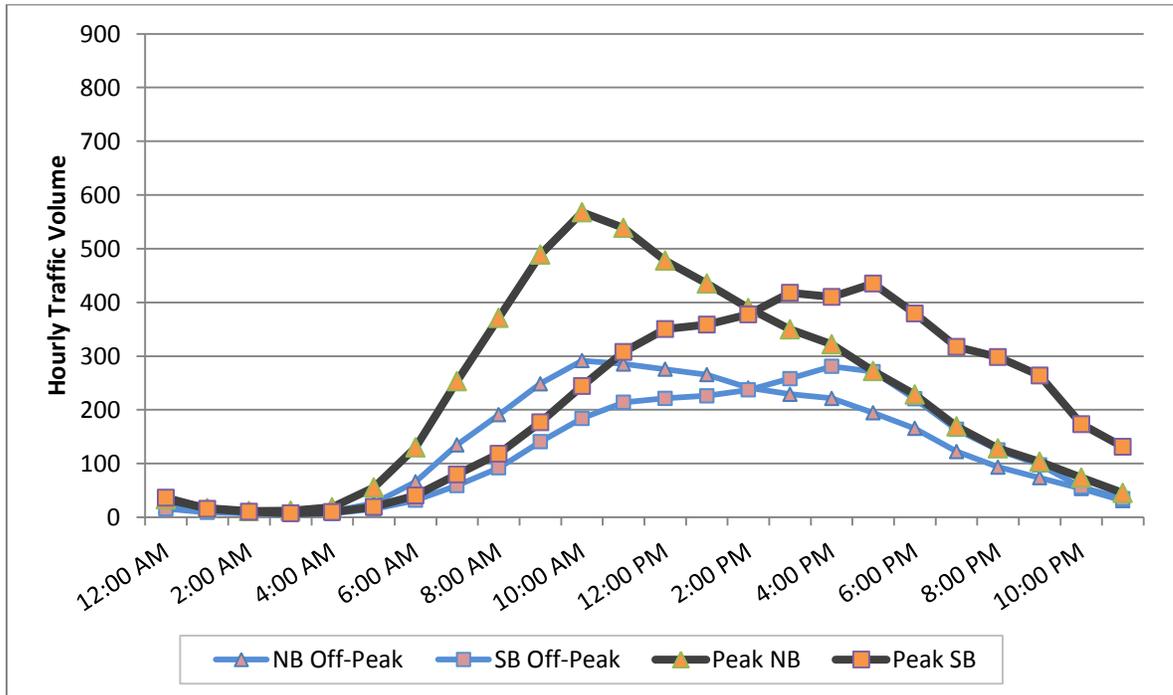
Average traffic volumes on Friday showed similar patterns regardless of season and direction of travel. The primary direction of travel is northbound with a peak season peak hour traffic volume being approximately 300 vehicles per hour higher than the corresponding non-peak season peak hour traffic volume. See Figure 13 on page 82.

Figure 13: Idaho 55 south of Dry Creek Road Average Friday Traffic Volume by Direction and Hour



Saturday average traffic volumes showed similar patterns regardless of season and direction of travel. The difference between peak season peak hour traffic volumes and non-peak season peak hour traffic volumes was from 200 to 250 additional vehicles per hour. Primary direction of travel is northbound before 2:00 PM and southbound after 2:00 PM. See Figure 14.

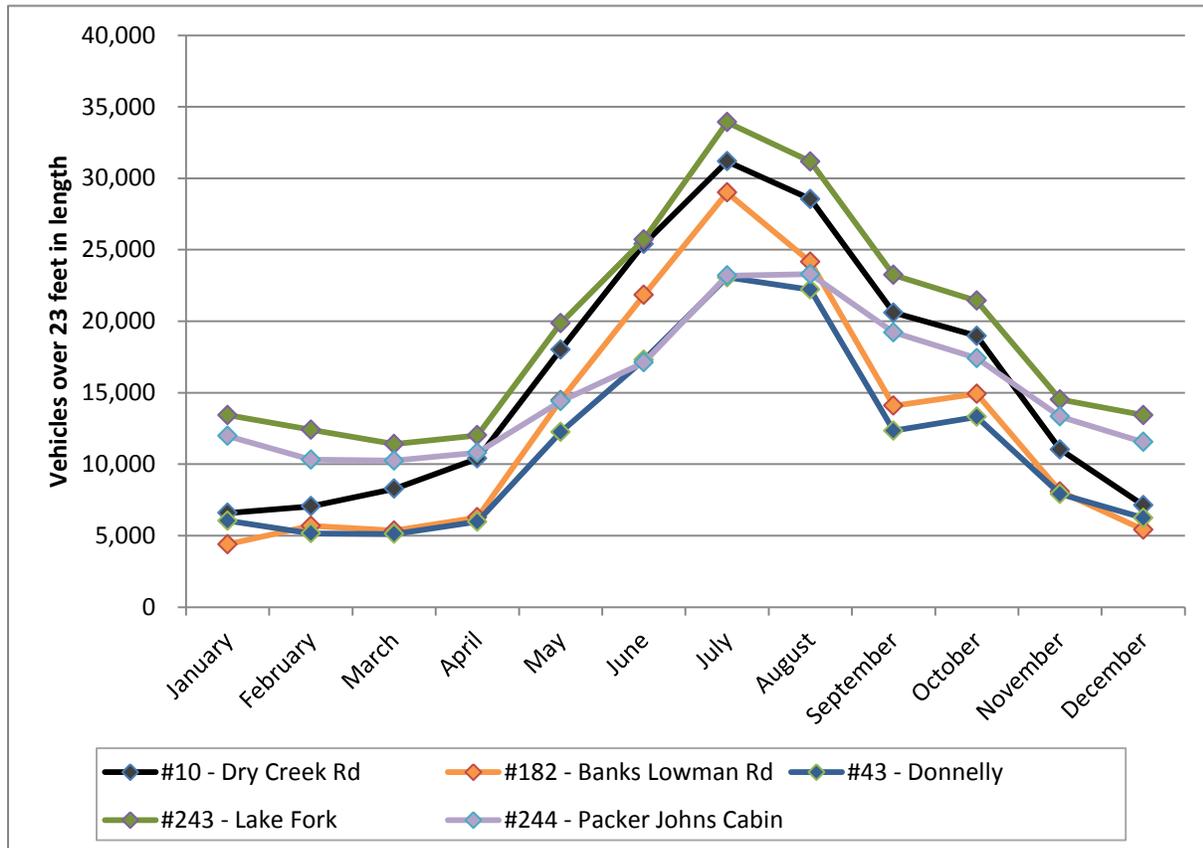
Figure 14: Idaho 55 south of Dry Creek Road Average Saturday Traffic Volume by Direction and Hour



Commercial Traffic

The ATRs at five sites on the Scenic Byway are able to determine lengths of passing vehicles. Vehicles greater than 23 feet in length are identified as commercial although they could also be recreational vehicles. The percentage of commercial vehicles to all vehicles is as low as 4.4% at Dry Creek Road in December, 2013, and as high as 18.9% at Packer Johns Cabin in January, 2013. Figure 15 displays monthly commercial vehicles counts for 2013 in the Scenic Byway.

Figure 15: Scenic Byway Commercial Traffic Volumes in 2013



Safety and Accidents

The ITD Office of Highway Safety annually produces a High Accident Location (HAL) study which produces a priority list of crash locations based upon frequency, severity and collision rates. A higher ranking is given to crash locations with higher frequency, severity and collision rates.

The 2013 HAL, based upon data from 2010-2012, had two locations in the Intersection part of the study. The intersection of State Highway 44 and State Highway 55, in Eagle, was ranked #121 for the entire state. The intersection of State Highway 55 and Hill Road, in Eagle, was ranked #186 for the entire state. A traffic signal was installed at this intersection on June 26, 2012, and it is expected that its rank will fall as a result.

The Non-Interstate (segment) Cluster part of the study had 12 occurrences of Idaho 55 in the top 200 locations statewide. These are presented in Table 6, below.

Table 6: Scenic Byway 2013 HAL Cluster Locations

Rank	Milepost Range	Area Description	Length	County	City	Frequency Rank	Severity Rank	Rate Multiple Rank
7	67.038 - 67.538	Porter Creek Rd to Parnell Beach	0.500	Boise		32.5	4	22
12	120.049 - 120.549	north of Crown Point Parkway	0.500	Valley		48	15	26
14	93.820 - 94.320	north of Boise National Forest	0.500	Valley		60.5	7	45.5
63	68.038 - 68.538	curve south of Gardena Road	0.500	Boise		80	53	141
71	98.351 - 98.851	north of Smiths Ferry	0.500	Valley		80	110	52
79	100.351 - 100.851	Round Valley Creek Bridge	0.500	Valley		109.5	92	81
91	79.820 - 80.320	passing lanes north of Banks Lowman Road	0.500	Boise		146.5	45	172
96	78.820 - 79.320	vicinity of Banks Lowman Road	0.500	Boise		146.5	47	172
102	128.185 - 128.685	Plant Lane	0.500	Valley		109.5	122	85
125.5	150.089 - 151.089	north of Goose Lake Road	1.000	Adams		169.5	120	109
153	146.772 - 147.272	Meadows Road	0.500	Valley	McCall	146.5	156	114
160.5	136.872 - 137.868	Make Lane and Trabert Lane	0.996	Valley		121	132	203
170	121.049 - 121.549	Stonebraker Lane	0.500	Valley		146.5	153	162.5
172	102.851 - 103.351	Herrick Lane	0.500	Valley		146.5	165	142.5
174	133.996 - 134.496	Paddy Flat Road	0.500	Valley		146.5	134	208

Traffic Data Conclusions

Traffic in the Scenic Byway has generally increased year to year since 1990 except for the recent economic downturn. Traffic is subject to high peaking levels typically for northbound traffic on Fridays and southbound traffic on Sundays. Holiday related traffic on Memorial Day, Independence Day and Labor Day is also very high.

Oversize vehicles, whether commercial or recreational, over 23 feet in length show the same seasonal fluctuations as passenger vehicles. The highest oversize vehicle numbers in the corridor are found near Lake Fork Road.

Statewide safety studies show few high ranked intersections in the corridor, and those are located in the City of Eagle. There are a number of highway segments that rank highly in Boise and Valley counties.