

**THE PORTNEUF  
GREENWAY**

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**THE PORTNEUF  
GREENWAY  
IMPLEMENTATION PLAN**

**A HANDBOOK FOR ACTION**

September 1992

City of Pocatello, Idaho  
Bannock County, Idaho  
Old Town Pocatello  
National Park Service,  
Pacific Northwest Region

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## Participants

This study is the product of a cooperative venture among the following agencies and groups:

City of Pocatello

Bannock County

Old Town Pocatello

Portneuf Greenway Advisory  
Committee

National Park Service,  
Rivers, Trails and Conservation  
Assistance Program  
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## **Introduction**

For over a decade, citizens in Pocatello have worked to revitalize the Portneuf River and provide viable recreation and other amenities. Despite a history of heavy agricultural and industrial use, and dramatic change due to channelization and adjacent development which has rendered the river invisible and unusable for most citizens, important natural and cultural resources and open spaces still exist along its course. They provide ample opportunities to provide the recreation activities and strong connections between the River and the community which many citizens have sought for so long.

Recognizing the need for a strategy that included conservation and recreation, the City of Pocatello, Bannock County, Old Town Pocatello and the National Park Service, Pacific Northwest Region collaborated on a planning process to study alternatives for a river greenway along thirteen miles of the Portneuf through Pocatello and Bannock County. National Park Service assistance was offered under the provisions of the Wild and Scenic Rivers Act (P.L. 90-542), the National Trails Act (P.L.90-543) as amended in 1987, which authorize the agency to provide planning and design services to local communities interested in river conservation and recreation.

This report represents the combined ideas

of many business, recreation, resource and citizen representatives who met during 1991 and 1992 as the Portneuf Greenway Citizen Advisory Committee. The committee met regularly and established goals, identified issues, discussed resources and reviewed several greenway concepts. Meetings remained open to the public throughout the process and the committee's progress was covered in a Greenway newsletter, the local press and by local media. The cooperators have acted as resource planners and facilitators, providing expertise, coordination and a planning framework for the development of the plan. At this stage of the project, with National Park Service assistance completed, the local cooperators continue to work actively to ensure implementation of the Plan.

## **Purpose of Report**

This report presents a conceptual plan for the Portneuf Greenway and general recommendations for its implementation. The organization of the report parallels the concept planning process. The summary of the natural and cultural resources within the study area establishes a context and demand for recreation and conservation. Concerns about the health of the Portneuf, its relationship to the community, and a lack of access to it reflect a recognition of changing resource requirements and community needs. Finally, the concept plan presents a

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publicly-developed option for reinvigorating the river through the development of the Greenway.

The report does not include specific development actions such as cost estimates, acquisition priorities, etc. These activities are better identified by those who will eventually build and manage the Greenway in conjunction with finalization of the master plan and its incorporation into community plans. This report provides a conceptual and strategic approach to implementing the Greenway. It should be used as a guide for analyzing implementation decisions and measuring progress.

### **Issues and Concerns**

The Greenway must respond to citizen needs and changes in the present and future landscape. Issues and concerns were identified by advisory committee members and residents during open public workshops. They reflect a variety of conditions affecting the river corridor including:

- lack of public access to the river, visually and physically, especially through Pocatello
- lack of recreation opportunities along the river
- loss of riparian lands, natural areas and wildlife habitat
- lack of protection for cultural resources
- poor river appearance through the

- channel area and along the levees
- poor water quality and unpredictable flows
- maintenance of flood control measures
- lack of connection between the river and other parts of the community
- safety issues surrounding use of the channel and levees
- lack of community interest in or respect for the river
- protection of private property and privacy

### **Resource Opportunities and Constraints**

The Portneuf River corridor possesses important local and regional local natural and cultural features. Major resources within the planning area include:

- City Creek and other tributaries within the corridor possessing riparian habitat
- riparian and upland habitat areas for raptors, grouse and other significant wildlife
- a rare alpine plant community in the Kraft Hill factory site
- dramatic topography and geologic features which provide striking scenery and important scientific resources
- prehistoric petroglyphs and more recent Native American sites from settlement and activity within the valley
- historic features related to early pioneer settlement, proximity to the Oregon trail, and development of the railroad industry

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- contemporary attractions which include downtown and neighborhood historic districts, Idaho State University and its environs, American Falls Reservoir, extensive US Forest Service and Bureau of Land Management uplands available for recreation, large tracts of open space surrounding the city, scenic rural roads within proximity to the river and city, excellent conditions (ridgelines, vista points, foothills, rural roads) within a rural setting for extensive recreation
- major local industries close to rail and highway transportation
- through improved connections between downtown, ISU and the river
- expanding restoration and enhancement efforts in the upper Portneuf River watershed to the study area
- protecting and improving natural resources along the river through inclusion in the Greenway, restoration projects with the Corps of Engineers, and the development of new policies and a public education program
- improving and extending transportation systems through town and out into the county (bike and pedestrian ways)

These resources and other local conditions provide opportunities and constraints to improvement and protection of the Portneuf.. Important opportunities include:

- improving and connecting existing city facilities (parks, schools) along the river or in close proximity to it
- developing existing service roads along the river levees into a formal trail
- improving vacant lands and street ends along the river to, at a minimum, enhance river and neighborhood appearance and/or provide more formalized use and access
- enhancing and protecting cultural resources along the river or close to it through identification, recognition and public education
- enhancing economic development
- Major constraints to fulfilling these opportunities include:
  - poor water quality and flow conditions which curtail recreational use of the river and create chronic health and safety issues
  - major physical and visual barriers to river access from railroad yards and trackage, local industry sited along or in close proximity to the river, the barricaded river channel and private property
  - areas of confined riverfront because of an inter-neighborhood channel, levees and private property
  - potential conflicts among users and private property owners
  - adjacent land uses which are at present incompatible with a publicly-derived

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- recreation and conservation vision
  - broader landscape issues (air quality, viewshed protection) which could affect the overall quality and experience of the greenway

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## Concept Plan and Implementation

The concept plan for the Portneuf Greenway was developed directly from a publicly-derived vision. It presents ideas for the immediate environment of approximately thirteen miles of the Portneuf - from the Gap above Pocatello to Simplot Park below town. The plan considers the river and its banks, private properties immediately adjacent to it, and a variety of resources located throughout the community which will strengthen and expand the Greenway's core facilities.

The concept for the Portneuf Greenway is the eventual restoration of the river's physical setting and community identity through the development and maturation of a continuous park-like corridor along it. The concept develops and connects existing and new parks, vacant lands, neighborhoods and streets via trails and other facilities in a way which creates direction and continuity for the river and provides needed recreation for citizens.

The plan consists of four elements:

- A trail that follows the river corridor, making use of existing levees, new rights-of-way, some road and designated walk ways, and connects a variety of recreationists with other trails such as City Creek, and the Fort Hall Main Canal
- a series of riverfront parks that provide

identifiable recreation, education and community settings. The park system includes existing parks improved with connecting trails and other open space connections, landscaping, signage, etc., and the development of new sites at Kraft Hill and Highway Pond and its environs.

- a river improvement and conservation program which includes shoreline revegetation, reclamation, specific polices and program to protect existing riparian areas, a landscape or community garden program at designated street-ends, active coordination with regional groups and authorities using the river, and a comprehensive public river cleanup program
- a resource protection plan which identifies the geologic, botanical and cultural resources existing along the river and within its environs (Ross Park and Highway pond area), and provides a feasible protection program; an interpretive program developed around regional themes such as geologic history, prehistoric and/or Native American settlement; river use and development, regional industrialization, etc. and administered through interpretive areas, site displays and school programs.

The central element of the concept plan is a trail along the river designed to meet the

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recreation and conservation needs stated in the workshops. It is both a simple physical link between the river and the community and the skeleton of a much broader conservation program for the river landscape.

### **Implementation of the Concept Plan**

The Greenway has three basic ingredients - its function or the things that it does; its form or physical shape in the landscape and; its character or ability to capture the spirit of Pocatello and the valley. The implementation of the concept plan should take place in three phases that develop these basic ingredients. Phase 1 should complete the physical design for the Greenway and refine the planning framework for future Greenway development. Phase 2 should supplement the design and planning focus in Phase 1. It should build the trail and specific projects, and outline options for more extensive conservation and interpretive development. Phase 3 should supplement the first two phases by refining and implementing the conservation/interpretation agenda and developing the more formalized elements of the plan. The following section discusses how the Greenway's form, function and character are developed and build on each other in each phase.

### **Phase 1: Planning and Design**

The purpose of Phase 1 is to complete the details of the Greenway and institutionalize the master plan. Phase 1 focuses on developing and finalizing the Greenway master plan for the immediate goal of building a continuous multi-purpose trail along the river that has clear direction and connection to other parts of town. The City of Pocatello, in-house and in collaboration with the Parks and Street Departments, works out the technical issues of trail layout and the detailed design of facilities such as trail surface, drainage, road crossings, support facilities (parking, bike racks, access points), a Greenway sign system and landscaping, especially those facilities and sites which will require special engineering or construction. The City also identifies and designs public sites which will establish the right-of-way and anchor the trail on either end. The Kraft Hill site and appropriate street ends are designed to facilitate such functions. Trail segments that will prove difficult to develop because of physical constraints, ownership issues or cost are resolved. Finally, the City works with the Army Corps of Engineers to identify sites along the river that could be restored or developed as part of the Corp's restoration requirements through Section 1135 of the Flood Control Act of 1966.

The City also develops a comprehensive

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budget and management plan that includes an accurate assessment of maintenance costs, an understanding of local bookkeeping methods and a checklist of all maintenance activities, their associated and replacement costs. Developing the budget during the design phase allows the City to address and solve problems associated with construction and maintenance before they occur.

After the Greenway master plan is finalized, it is incorporated into all appropriate official policy and planning documents already in use and those soon to be used by all local decisionmakers. This means that the master plan is included in all legitimate plans - trails, open space, transportation, parks, drainage, recreation, historic district, land use, school and university, economic development and other commercial and industrial plans and policies. It is included in regional plans related to sediment control, vegetation and wildlife enhancement. It appears everywhere to build support for the Greenway, awareness of the opportunities associated with it, and keep open all possible funding sources. In addition to being formally adopted, the Greenway also complies with local, state and federal environmental policies, shoreline and wetland regulations, permits and licenses, and construction regulations.

Finally, the Greenway is planned to

anticipate the future relative to changes in land use, demography, recreation use and equipment levels. Landscape changes along the right of way and outside the corridor could affect its integrity. Certain kinds of development, further deterioration of wildlife habitat, destruction of scenic views etc. begin to be addressed during Phase 1 through the review of existing land uses and zoning in the corridor and research of strategies that could offset conflicts and protect those features that contribute to the essential nature of the greenway, e.g. establishment of buffer zones, access points, easements. The City also begins to encourage recreation and conservation concepts in all new developments through their permit approval procedures.

## **Phase 2: Development and Maintenance**

The purpose of Phase 2 is to fit a river trail and future conservation corridor into the existing neighborhood fabric and the larger landscape. The trail is incorporated into the existing road and bike lane system through a street-side greenway designation. It is built along the river from City Creek to the Gap, and from North City Park out to Simplot Park. Important features like City Creek and Kraft hill become, respectively, a trailhead and a new park and conservation area, both connected to the trail. Existing riverside parks (Raymond, Memorial,

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Rainey, North City) become trailside sites along the way. At the completion of Phase 2 a safe continuous trail follows the river out into the valley. It moves through a corridor that encourages community use and connects the neighborhood to downtown, ISU and other key facilities.

### **Function**

The trail performs key functions in Phase 2. It provides safe travel for pedestrians and bicyclists through the city and into the valley. It ties the trail into the existing circulation pattern connecting the city and surrounding landscape. It improves key public sites along the river either through development or formal connection to a larger concept. Finally it begins to set the framework for reducing land use conflicts along the river.

**Safe Transportation.** Phase 2 trail development builds those trail segments along the river which provide safe travel. However, until they are developed, roads are the primary means (with the exception of parts of the river levee) of getting out into and experiencing the landscape. They are used for cycling, jogging and walking, but are often unsafe because of narrow shoulders, poor site lines, and heavy traffic. A street-side bike and pedestrian system including signs and pavement markings is developed, especially in those areas where the river will probably be unapproachable. Bike use on all

established routes in the city is upgraded. Key roads such as the old Bannock Highway are designated as scenic and recreational routes. Once the trail is built, these routes will provide secondary travel through town.

**Connections.** Phase 2 builds trail segments that create clear connections to downtown, parks and schools, and anchor the greenway end to end. Important closed loops and multidestinatons such as City Creek - Rainey Park - central business district; Memorial Park - Raymond Park - Irving Junior High School - downtown; Kraft Road - Refinery Road - Kraft Hill factory site - Hwy 30 are developed. Internal corridors that unite other city parks, schools, community facilities and the downtown are also refined.

**Existing Parks and Trailside Sites.** The concept plan identifies five parks, two golf courses and several places along or close to the river that could be developed as trailside stops, safe pulloffs or formal recreation areas. Each site is an important community resource or possesses features that can enhance the recreation and visual quality of the trail as it moves through town. During Phase 1 and 2, site designs and details are developed for these sites where feasible. Existing park plans are reviewed to explore improvements to recreation facilities and new conservation measures. At a minimum, cosmetic

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treatment is applied to the channel through Rainey, Raymond and Memorial Parks, Kraft Hill is developed as a natural public setting with passive use, and Simplot park is formally recognized as the northwest anchor of the trail. The City continues to work with willing sellers along the river, identifying areas of critical opposition and priorities for acquisition.

**Reduction of land use conflicts.** As the trail develops, the river corridor will come under increasing pressure for the maintenance of flood control, private property rights, increased recreation use, improved water quality and river appearance. Without a concerted effort to act on these issues, conflicts will develop, the corridor may be jeopardized and the viability of the Greenway come under question. The trail provides an opportunity for the City to institute a program of locally administered planning and design standards to protect the corridor, separate and buffer adjacent uses, and monitor activities which contribute to water contamination. Negotiations are also undertaken with the Army Corps of Engineers to plant the river levees.

## **Form and Character**

In Phase 2 the Greenway is a linear trail along the river and the road rights-of-way. It is, by definition, narrow and straight through town and along the levees but becomes more natural as it ties into

Simplot and Ross Parks. Its character is heavily influenced by the character of the landscape because at this stage in its evolution it fits into existing conditions. However, it can influence the character of the surrounding landscape seen from it by providing the impetus for protecting open spaces and views of the foothills and mountains, especially those east, southeast, west and northwest of the City.

## **Phase 3: Interpretation and Conservation**

The purpose of Phase 3 is to broaden the function, form and character of the Greenway from a linear trail to a conservation and interpretive greenbelt throughout the city and surrounding landscape. Formalized settings for recreation are programmed for existing city parks. A river conservation and resource interpretation program is designed and implemented in conjunction with Idaho State University, the Natural History Museum, local schools and interested regional authorities like SCS to protect the river, reestablish fisheries, riparian and other habitat, and recognize important regional resources.

## **Function**

The trail performs more than the functions outlined for Phase 2. It continues to provide safe travel for recreationists and citizens. It connects community facilities. It interprets cultural and natural resources.

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It conserves resources by providing a continuous greenbelt along the river between the Gap and Simplot.

**Transportation.** Phase 1 planning, designation and design is followed by Phase 2 construction of an off-road trail along the river and through city parks and other designated corridors. Phase 3 supplements the first two phases by defining wildlife corridors along the river, creeks and uplands, and identifying routes within the city to be developed as cultural and interpretative connectors.

**Recreation settings.** Additional development occurs at the same sites developed in Phase 2. A simple street end becomes a small river park or community garden. A road crossing or trail head includes interpretive signs with historic or habitat information. The Kraft Hill site becomes a living laboratory for restoration projects and study of unique species. Additional sites are identified along the river as demonstration projects for river restoration, reintroduction of fisheries, or water quality enhancement.

Existing parks provide explicit settings for certain activities. Rainey Park becomes the site for organized ball sports - baseball, softball, soccer. Memorial and Raymond Parks become ritualized settings for community gatherings. North City Park maintains its natural character and hosts

the annual river festival. Highway Pond and adjacent lands to the northwest, including the old river meanders, provide regional recreation, interpretation and nature study. As all of these sites mature into a defined character, the trail becomes a means of connecting them rather than an end in itself, and the sites begin to define the overall character of the Greenway by becoming its more important components.

**Interpretation of natural and cultural resources.** In Phase 2 a trail connects a variety of parks and other settings with each other and sets up the possibility of other links. These sites are further developed in Phase 3 to include interpretation of natural features. For example interpretative signs are placed near riparian areas, or arranged to focus views on the Gap, or the lava outcrops along Hwy 15. Specific areas in the city are designated special districts for interpretation and preservation. e.g. the petroglyphs scattered throughout the Kraft Hill site and along the lava outcrops east of Ross Park become an archeological district managed by the Natural History Museum.

**Conservation of river resources and adjacent lands.** In Phase 3 the trail moves along and off the levee and roads and connects sites that provide access to the river or protection from habitat and

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important riparian areas. As such, it becomes a true greenbelt, protecting the river bank with native plantings, securing open space, and buffering natural areas. It provides users with the opportunity to learn about the river and the importance of taking care of it. It serves as the catalyst for a comprehensive river clean-up program that includes identifying, clearing and monitoring illegal dumpsites, littered areas and distressed properties. A major campaign to improve water quality is mounted with the Army Corps of Engineers, Friends of the Portneuf and interested citizens along with a county-wide educational program that increases public awareness of the river's ecosystem.

## **Form and Character**

In Phase 3 the Greenway is no longer simple and linear, a line between settings. It alternately follows roads, levees and features in the landscape. It becomes a separate element, including some of the most important and attractive features in the corridor and screening the worst. As such, it gives the user a better sense of the river's role in the development of the valley as a definer of features and true connector among resources.

## **Summary**

Phases I and 2 of the Greenway concept plan secure a right of way for recreationists in Pocatello. They establish a trail along the river using existing planning tools

and set up the infrastructure for the larger Greenway. They provide recreation and begin to protect resources in the volatile river area. They set the stage for more intensive development of the Greenway as a conservation corridor.

Phase 3 completes the Greenway concept plan. It supplements trail and park development with a conservation program that upgrades water quality and shorelands and ensures that future land uses include resource protection. It includes expanded recreation and interpretative sites and changes the role of the Greenway from that of a trail linking sites to a continuous greenbelt throughout the community whose chief purpose is to maintain the operation of the Portneuf as a functioning sustainable river system.



## Management Organization and Implementation

As the concept plan narrative suggests, implementation of the Greenway should take place in three phases. Phase 1 focuses on the development of the Greenway's physical and organizational infrastructure: the master plan is completed and officially adopted into all community plans and policies. Key areas for development, acquisition and special planning are identified. Ongoing negotiations with willing sellers and interested property owners are continued and/or initiated. A budget for construction and maintenance is developed. During Phase 2, specific segments of the trail are constructed along with sites that will enhance its use until remaining segments are completed and the broader components of the Greenway set in place. Phase 3 supplements the first two phases with the development of a true greenbelt that meets recreation goals and provides additional resource protection, wildlife habitat and a stronger identity for the river as a community focus.

The focus of the Management plan is the development of a management structure designed to meet the needs of the trail and other related facilities, and respond appropriately and effectively to the conservation needs of the river and its environs. To be successful this organization must possess:

- a positive local reputation which translates into trust by local residents and private property owners
- financial and professional resources and potential necessary to adequately acquire, build and maintain the Greenway either through existing means or the development of new approaches
- the ability to work successfully with other departments and units of government, especially with particular issues such as maintenance
- the ability to develop realistic development and protection goals and strong planning documents and policies
- the ability to develop strong citizen support at all levels of outreach and operation
- the authority, legal or administrative to work effectively with other units of government to resolve liability, land use and other resource issues

These characteristics are fundamental to the function, form and character of the organization. While timing and circumstance will, in large measure determine the most appropriate structure, this report recommends that the best way to develop these characteristics is through the form of a cooperative venture between the City of Pocatello and a non-profit "Friends of the Greenway" or similar advocacy organization.

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The non-profit entity would be a private, tax-exempt organization established to 1) advocate for the Greenway, 2) raise funds for its implementation, 3) provide financial support to the City and County, 4) furnish public information, and 5) work with private landowners.

The advantages of establishing "Friends" stem from the attributes associated with being private, nonprofit, locally supported, and possessing the potential to acquire or accept legal interest in land. As a private organization, "Friends" can enjoy more cooperative relationships with landowners and foster public private partnerships. It can also work to protect resources in a timely manner if the City cannot do so. As an incorporated nonprofit, tax exempt entity, it can hold and manage financial assets and land. It can enjoy exemption from federal and state income and local property taxes when conveying property. It can provide tax deductibility to landowners making qualified donations. As a community-oriented organization, "Friends" can serve as a neutral ground of operation, especially for adversarial parties, foster private/public partnerships, provide local initiative in resource protection and trail development, maintain the tradition of private ownership along the river, increase public awareness and support stewardship responsibilities, and develop a direct connection with the Greenway or specific

resources along it. The disadvantages of a "Friends" group include lack of police and condemnation power, limited lobbying ability, the potential for poor visibility without a strong mandate and adequate funding base, and length of time to establish (realistically, a year). A joint venture with the City solves the regulatory and lobbying issue. Developing the patience to adequately establish "Friends" with a strong board, clear mission, goals, policies and strategic plan will solve the others.

Development and operation of this joint City/nonprofit managing entity should take place in phases that parallel those for the physical plan. Phase 1 should focus on setting up the organization. Phase 2 should continue organizational development, implement specific projects and develop options for more extensive conservation and interpretative work. Phase 3 should continue the projects initiated in Phase 2 and expand the role of "Friends" to a land trust that can work in concert and separately from the City to protect natural and cultural resources and develop a conservation-based citizen base.

#### **Phase 1: Organizational Planning, Design and Development**

The purpose of Phase 1 is to develop the organizational infrastructure which will take care of and manage the Greenway. The City and key citizens must take several critical actions during Phase 1.

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## **City of Pocatello**

Once the City decides to take the lead in managing the Greenway, it must make key decisions in five areas: master planning and plan institutionalization, internal and external cooperation and coordination, financing, trail protection, private property acquisition and landowner negotiations.

### **Master planning and Institutionalization**

Community Planning and Development needs to complete the master plan and integrate it into all official and appropriate planning and policy documents as described above. It should designate an existing staff person as Greenway coordinator to take on these responsibilities as part of his/her duties.

### **Internal and external cooperation and coordination**

Several departments could co-manage and maintain the Greenway: Community Planning, Parks and Recreation, the Street Dept., along with some contribution from the County (e.g. equipment) and volunteers coordinated through "Friends". The City needs to solidify its Greenway relationship with the other departments, County and "Friends", and develop commitments about who will participate, to what degree, and how it will ensure participant follow through..

The City also needs to maintain a working relationship with the Corps of Engineers to identify, negotiate and develop specific projects in the Greenway that the Corps will finance and implement as part of its environmental restoration responsibilities under Section 1135 of the Flood Control Act of 1966.

### **Financing**

In addition to developing a Greenway budget and budget managing plan, the City should 1) review its current financial resources and condition to evaluate its ability to finance and maintain the Greenway; 2) begin identifying funding packages that could be assembled; and 3) determine those methods most appropriate for acquisition, development, management and maintenance. Financing will depend in part on the implementation of the master plan, but site-specific funding decisions and priorities for acquisition and development should also be made to facilitate implementation.

### **Trail protection policy**

In conjunction with the completion of the master plan, the City should develop a Greenway protection policy that provides the City with the authority to regulate all inappropriate uses of the corridor, minimizes damage to the Greenway at all times, establishes uniform standards for construction and restoration if parts of the Greenway are damaged, and establishes rules of use.

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### **Acquisition and negotiations with landowners**

The City needs to continue developing its working knowledge of who owns the recommended corridor and build relationships with each of these parties. It should continue working with willing sellers according to priorities identified in the master plan.

### **Nonprofit Organization**

During Phase 1 the nonprofit organization is built methodically and slowly. A core group of 8-15 willing and interested individuals from Pocatello, the County and other sectors should form to investigate the development of the nonprofit and formally initiate a selection process for the board of directors. Key leaders and influential people who will not necessarily be on the Board but who are knowledgeable of the community and in a position to ask others to serve should be included in the core group. The choice of a board of directors and the effective employment of their time and talents is probably the most important business the organization will conduct. A conscious, methodical approach should be taken to the board development program. The group should determine the makeup, composition and size of the Board and assemble a list of prospects based on the development of a board profile grid (what attributes, talents, assets and interests should constitute the board). The group

should list prospects according to the assets they would bring to the organization. A list of references for each prospect should also be developed. Each prospect's strengths and weaknesses should be carefully assessed. The group should then formally invite those who are chosen based on interest and tentative commitment.

Once 10-15 prospects have indicated a willingness to serve as initial board members they, along with the core group, should plan a retreat to define organization mission, goals and objectives, and develop a strategic plan. The retreat could be facilitated by an outside consultant with experience in the development and planning of non-profits. At the end of the retreat the organization should have a clearly specified set of purpose, with objectives and strategies that will help the organization evaluate its progress.

After the retreat the organization should complete the business of incorporation, obtain tax-exempt status and develop an operating plan to resolve development questions, (e.g. the roles it will play in Greenway development, fund-raising, membership, etc.,) and committee makeup.

A second retreat should be held and facilitated by an outside consultant to develop a specific program agenda for

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the Greenway in concert with the City's prioritized development areas. The work plan and budget resulting from this retreat will determine the activities "Friends" will undertake during Phase 2. The organization should reserve at least one board meeting each year to exclusively evaluate its plan and budget.

During the development of "Friends", the core group should try to conduct public outreach at a level which will maintain interest in the Greenway. The Greenway newsletter should be produced, donations of cash and land to Old Town Pocatello should be encouraged, the alliances made during the past two or more years should be nurtured. The river festival should be continued as should speaking engagements at area business and service organization meetings and volunteer cleanup efforts.

At the end of Phase 1 both the City and "Friends" should have a clear, coherent purpose, role and strategy in implementing the Greenway. The organization should be ready to build certain trail segments and initiate activities associated with membership, fund-raising and Greenway financing. Spending time in the development of the management structure for the Greenway will enhance its public image as a doer and increase credibility with the landowners and citizens with whom it needs to cultivate

good relations. Internally, the time spent planning the organization will result in a stronger entity and more effective allocation of resources. It should create a strong sense of common purpose and build enthusiasm.

## **Phase 2: Development and Maintenance**

In Phase 2, the City and "Friends" focus on the development of the trail and critical sites. For the City this means building those parts of the trail that are highly visible and in demand, simple relative to land use issues and ownership, affordable, and ready to be built.

For "Friends" Phase 2 involves coordination with the City in the implementation of program activities that resulted from the second retreat. Activities should include specific actions for marketing and increased publicity, planning for the kickoff of an annual giving program or major fund-raising campaign, and development of a useful volunteer program.

## **Phase 3: Conservation and Interpretation**

In Phase 3 the City maintains its role as lead agency in maintenance, safety and land use regulation. It supports and, if appropriate, cosponsors activities related to interpretation and conservation. The nonprofit expands its role from that of

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advocacy to ownership, even management, of actual portions of the Greenway. "Friends" expands its mission to become a land trust interested in protecting Greenway resources through the acquisition or acceptance of legal interests in land. It consciously and explicitly chooses types of lands which it wants to acquire and manage based on resource significance and relationship to the Greenway and its goals, and the trust's ability to monitor its interest and raise monies. The trust is trained in the use of landsaving techniques and uses them effectively. It continues to strengthen productive relationships with landowners and helps them steward resources that remain under their control. It also begins to manage lands of its own or enters into cooperative partnerships to augment its own stewardship capabilities. Finally, it continues fund-raising efforts by tapping resources available for conservation and actively helps local schools, etc. in the development of a Greenway interpretative program.

### **Summary**

Phase 1 establishes a strong management organization for the Greenway. It identifies the City and a nonprofit group as comanagers of the project. It provides an opportunity to realistically assess the ability to finance and build the various pieces of the Greenway, and share the workload associated with its

implementation. The City clarifies its role relative to other departments, and focuses its energy on completion of the master plan, park planning, investigation of funding sources and negotiations with agencies and willing sellers. It gives the nonprofit organization time to clearly, realistically and methodically define and plan the projects that need to be undertaken during Phase 2.

During Phase 1 the nonprofit gets organized. It develops a strong board of directors, a clear mission and associated goals and policies. It defines a realistic workplan and budget that can augment the City's plans for Phase 2.

Phase 2 builds on the development during Phase 1. Specific projects are completed that show the City and "Friends" building the Greenway. The projects are defined to get strategic parts of the Greenway in the ground and illustrate the organization's effectiveness in meeting realistic goals.

Just as the trail evolved from a simple recreation facility to a means for connecting and protecting resources, so the management structure grows from a trail-builder to that of a Greenway steward during Phase 3. The City maintains its responsibilities relative to construction, maintenance and safety, and expands its protection strategy to include adjacent land uses, protection of scenic views, and

# THE PORTNEUF GREENWAY

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adjoining open space and wildlife habitat. It endorses, sometimes cosponsors, events and programs aimed at greater public understanding of the need to protect the river corridor. "Friends" broadens its role to that of a land trust focused on the protection of corridor resources through interpretation, ownership and management, and the expansion of its support base.

the Greenway itself. The rest of the phases will take place in response to the results of Phase 1 and should be scheduled by City and "Friends". Accordingly, this report proposes that the City and "Friends" take the following major actions:

## **Implementation Schedule**

This report is only one step in the process of making the Portneuf Greenway a reality. A great deal of work and initiative from citizens must continue to change the Greenway from a concept to an integral part of the community. This report outlines a conceptual approach to developing the Greenway. It introduces and fills out the concept of the Greenway and breaks its development down into conceptual phases and actions. As such it is only part of the blueprint for a physical facility. The rest of the blue print will come through a process of planning, design and community involvement in the months and years ahead. The following schedule lays out the report recommendations for Phase 1 only. The Greenway is a major undertaking for Pocatello and "Friends". In order for it to work, its early phases must be scripted to solidify the management organization, the commitments of all affected units of government and the physical structure of

## Master Plan Implementation: Phase 1

Action	How	When months
Complete master plan including: alternate street routes & further investigation of natural & built resources	Planning staff with in-house technical assistance	1-6
Identify areas of critical concern due to: development priorities physical constraints ownership cost	Planning staff with in-house technical assistance	1-6
Identify acquisition priorities	Planning	1-6
Develop maintenance program and budget	Planning coordination with Parks/Streets	4-8
Initiate necessary landowner negotiations	Planning + Nonprofit	6+
Coordinate with ACOE	Planning + Engineering + Parks	1-6
Coordinate with existing and proposed developments	Planning + in-house technical assistance	1+
Assess financial condition & capability Identify funding needs Research financing options	Planning + in-house departments	6-10
Develop trail standards	Planning with in-house staff	4-6
Incorporate master plan into all policies/plans, capital improvement plans	City Council, County Commission department heads	9-12
Prepare environmental checklists & other compliance materials	ACOE, in-house staff	9-12
Research existing land use & zoning to identify protection needs research new approaches	Planning + technical assistance	9+
Develop Greenway protection policy	Planning	12+
Maintain alliances	Nonprofit using existing events, newsletter, media, etc.	1-12
Begin Phase 2	City	13

# THE PORTNEUF GREENWAY

## Implementation Organization: Phase 1

Action	How	When
Define & solidify roles; make commitments	City Planning with other departments	months 1
Designate staff	City Planning with in-house existing staff	1
Establish resource pool of individuals & organizations to provide expertise	Non-profit with interested individuals	1-12
Form group to develop non-profit	Planning & existing advisory committee + key leaders	1
Develop board profile	core-group	1-2
Generate list of prospects & references	core-group	1-2
Assess list & finalize candidates	core-group	2-3
Invite membership, obtain commitments	core-group	4
Plan retreat #1 to develop mission & goals	core-group + new board	4-6
Hold retreat; follow-up	outside facilitator	6
File for incorporation	core-group + board	6-11
Develop organization development plan	core-group + board	6-8
Plan retreat #2 to develop strategic plan & Phase 2 work plan & budget	core-group + board	8-10
Hold retreat; follow-up	outside consultant	10-11
Year end evaluation	board	12
Begin Phase 2	Friends	13

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## **Conclusion**

This concept plan report and implementation strategy completes a certain level of work by local citizens to formalize their interest in providing recreation opportunities and protection for the Portneuf River. It also initiates an important period of personal and political action, government and individual responsibility for the protection of a resource that is in everyone's backyard. Hopefully the ideas put forth in this handbook will help this process of Greenway-building.

# THE PORTNEUF GREENWAY

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## List of Portneuf Citizen Advisory Committee Members

Donna Looze *	Geoff Hogander
Paul Link	Lori Bergfeld *
Rick Price	Tim Shurtliff
Bill Davidson	Paul Aschenbrenner
Terry Bailey	B. J. Stensland
Lori Bergfeld	Eric Ray
Mark Reid *	Don Galligan
Richard Scully	Spencer Stucki
Larry Plooster	Wayne Rickard
Con Gilmore	Earl Pond
Jim Jenkins	Chris Carlson *
J'neane Smith	Marita Roos *
Shellee Leavitt	

\* Represented cooperators



MEMORANDUM OF UNDERSTANDING  
between  
NATIONAL PARK SERVICE  
and  
OLD TOWN POCATELLO,  
CITY OF POCATELLO,  
and  
BANNOCK COUNTY

**I. Background and Objectives**

Whereas, Old Town Pocatello, Inc. (OTP), the City of Pocatello (City) and Bannock County (County) are currently engaged in a several planning projects which may be part of or significantly influenced by a greenway and trail along or in the vicinity of the Portneuf River running through and in the vicinity of Pocatello, Idaho;

Whereas OTP, the City and the County have in the past and continue to recognize the value and significance of the recreational, flood control, environmental, aesthetic, urban redevelopment and other potential benefits afforded by a multipurpose greenway and trail;

Whereas, OTP, the City and County have requested assistance from the National Park Service (NPS) to cooperate in the development of a concept plan for the Portneuf River Greenway and strategies for the implementation of the plan;

Whereas, the Department of Interior is directed, through Sections 8 and 11 of the National Trails System Act of 1968 (Public Law 90-543, as amended), Section II of the Wild and Scenic Rivers Act of 1968 (Public Law 90-542, as amended), and Section 2 of the Outdoor Recreation Coordination Act of 1963 (Public Law 88-29), to assist state and local governments, private organizations and landowners in the development of trail and river corridor recreation, protection and management plans;

Therefore, NPS agrees to provide assistance and work with other parties to this agreement in the development of a greenway concept plan and implementation strategy according to the following terms and conditions.

**II. Scope of Work**

The cooperative project established through this Memorandum of Understanding (MOU) will result in a concept plan and implementation strategy, and in the production of other supportive technical assistance materials. The concept plan will address critical issues and concerns, including but not limited to, basic greenway and trail goals, functions and purposes; critical resources, opportunities and

constraints; flood control; uses and users; adjacent landowner concerns; funding and management options; and implementation priorities and phasing.

NPS and the other parties to this agreement will participate in the development and implementation of a cooperative, consensus-building planning process and in the development of a greenway concept plan and implementation strategy.

NPS and the other parties to this agreement will furnish the professional services necessary to perform the essentials required for the completion of the work described below:

Specifically, NPS, during the period of performance, agrees to provide technical assistance in the following areas:

1. Coordination and preplanning: formulate and facilitate a broadly-based greenway concept planning process and workplan with OTP, the City and County; manage and monitor project progress with Old Town Pocatello, the City and County;
2. Public involvement: consult on the development of a public involvement process, the formation of an advisory group and other means of public involvement; facilitate intergovernmental, advisory group and public meetings as may be needed;
3. Greenway concept plan and refinements for key areas: with OTP, the City and County, and in consultation with other resource experts, facilitate goal setting and issue identification; analyze resource opportunities and constraints, flood control and corridor restoration options, develop alternatives, prepare plan documentation and revisions;
4. Information: with OTP, City and County and in consultation with other resource agencies as appropriate, evaluate and summarize resource information; provide advice and information on precedents regarding specific issues related to trail planning, corridor protection, flood control, river restoration, urban design, and funding and management options;

Specifically, OTP during the period of performance, agrees to:

1. Coordination and preplanning: formulate and conduct a broadly-based greenway concept planning process and workplan with NPS and in consultation with the other parties to this agreement; manage and monitor project progress with NPS, City and the County;
2. Public involvement: arrange and conduct intergovernmental, advisory group, public meetings and other means of public involvement with the assistance of NPS and the other parties to this agreement, in order to provide information, advice and

guidance on goals, issues, resources, alternatives, concept development and implementation. Develop, print and distribute a regular newsletter, and plan other activities to inform the public and other interested parties, broaden the greenway constituency, promote the greenway concept and maintain local volunteer efforts.

3. Greenway corridor concept plan and refinements for key areas: with NPS and in consultation with other parties to this agreement, facilitate goal setting and issue identification; analyze resource opportunities and constraints; develop alternatives; review plan documentation and revisions; and contribute to the printing and distribution of the final plan.

4. Information: with NPS assistance and in consultation with other parties to this agreement and additional resource agencies as appropriate, collect information on natural, cultural, recreational and economic resources within and in the vicinity of the railroad corridor; evaluate and summarize resource information; print and make available information for the public.

Specifically, the City and County, during the period of performance, agree to commit staff to:

1. Coordination and preplanning: consult with NPS and OTP in establishing the greenway concept planning scope, process, workplan and cooperator tasks;
2. Public involvement: assist OTP and NPS with intergovernmental, advisory group and public meetings and other means of public involvement; assist in the preparation, printing and distribution of a newsletter and/or other materials and activities designed to promote the greenway, inform the public and maintain greenway support.
3. Greenway corridor concept plan: participate in the concept planning process and develop with NPS and OTP goals, issues, resource opportunities and constraints, alternatives, and a final greenway concept; review and comment on the draft plan; and with OTP, print and distribute final plan.
4. Information: with NPS and OTP and in consultation with additional resource agencies as appropriate, collect information on natural, cultural, recreational and economic resources within and in the vicinity of the river corridor; assist in evaluating and summarizing resource information, flood control options, and channel restoration techniques; assist in the identification of funding options as appropriate
5. Plan adoption: formally consider adoption of all or relevant parts of the concept plan produced by this project and consider relevant consistency amendments to current and future operative plans.

### III. Period of Performance

The period of performance of this agreement is eleven (11) months, from November 1, 1990 to September 30, 1991.

### IV. Key Officials

Old Town Pocatello, Incorporated  
City of Pocatello  
Bannock County  
National Park Service, Pacific Northwest Region

### V. Prior Approval

The Recreational Resources Assistance Division of NPS, Washington, D.C. Office, has approved the use of fiscal year 1991 River and Trail Conservation Assistance Program funds for this project.

### VI. Reports

The final product of this project will consist of graphic and written materials which identify resources, discuss issues, provide a concept plan for a multipurpose Portneuf River Greenway and trail within and in the vicinity of Pocatello, Idaho, and make recommendations for their implementation. These materials will incorporate parts of interim materials and documentation (e.g. issue discussion, goal statements, resource analysis, funding and management options, etc.) generated during the course of the project, as appropriate. Parties other than NPS will print and distribute the document and provide copies to NPS and other interested agencies.

### VII. Required Clauses


During the performance of this agreement, the participants agree to abide by the terms of Executive Order 11246 on nondiscrimination and will not discriminate against any person because of race, color, religion, sex, national origin, or handicap. The participants will take affirmative action to ensure that applicants are employed without regard to their color, race, sex, religion or national origin.

No member or delegate to Congress, or resident commissioner shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom; but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

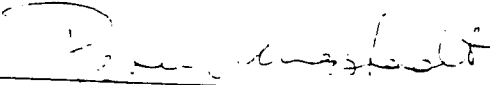
VIII. Termination or Modification

This Memorandum of Understanding may be modified by written mutual consent of all parties. Modifications may be initiated by any party by providing 30 days written notice.

Agreed Upon and Approved by:

  
Casey Hogan, President  
Old Town Pocatello, Inc.

Date 1-16-91


  
Peter Angstadt, Mayor  
City of Pocatello

Date 1-4-91

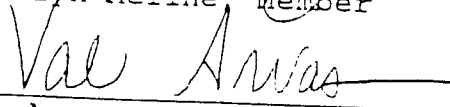
Board of Bannock County Commissioners

  
Tom Katsilometes, Chair

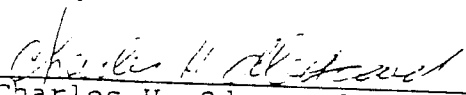
Date 1/4/91

  
Carolyn Meline, Member

Date 1/4/91

  
Val Arvas, Member

Date 1/4/91

  
Charles H. Odegaard, Regional Director  
National Park Service, Pacific Northwest Region

Date 7/17/91