

**U.S. Army Corps of Engineers  
Fiscal Year 2010  
Handshake Program Application**

Please review instructions before completing application!

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Corps Lake/Project Name: **Lucky Peak Lake**  
Handshake Proposal Title: **Lucky Peak Mutual Aid**  
Corps POC Name: **Keith Hyde, Acting Operations Manager**  
Street Address: **9723 E Hwy 21**  
City, state and zip code: **Boise ID 83716**  
Telephone: **(208) 343 - 0671** ext. **12**  
Fax: **(208) 343 - 9914**  
E-Mail: **keith.b.hyde@usace.army.mil**

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**Eligibility checklist to qualify per ER 1130-2-500, Chapter 12.**

1. Is the seed money going to be spent at Corps facilities and resources that are being maintained by the Corps at 100% expense?  **Yes**  **No**
2. Is the agreement with a non-federal public or private entity(ies)?  **Yes**  **No**
3. Is the proposed activity within current authorities and contained in the annual or 5-year work plan in the approved OMP?  **Yes**  **No**
4. If no, when will the OMP be updated and approved? (example: Sept 09) **July 2010**

*If answer is No to either question 1 or 2 the proposal can not be authorized under the Corps' challenge partnership authority. If answer is No to question 3 and the date provided in answer to question 4 would come after the commencement of your proposed challenge partnership your activity can not be authorized.*

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**Handshake Funding Program Request (maximum \$25,000): \$20,000**

**Cooperative Agreement Bonus:**

Challenge Partnerships that include an organization (cooperating associations, friends groups) with which your project/district has recently entered into a Cooperative Agreement are eligible to compete for an additional \$5000. To be eligible to compete for this Bonus funding your project/district must have entered into a Cooperative Agreement with the partner organization after January 1, 2008; include a copy of the signed Cooperative Agreement with your proposal. (Reference Chapter 9 of ER and EP 1130-2-500 for information on cooperating associations).

Date of Cooperative Agreement: **to be developed** (must be after January 1, 2008 to be eligible).

**Incentive Categories:**

Please check the box for each category that applies to your Challenge Partnership. Additional points will be awarded for each category. You must address checked items in project description.

- Utilizes an Existing National Memorandum of Understanding (MOU reference National Partners list on NRM Gateway Partnership page)
- Benefits/Involves Active Military, Veterans, and/or Wounded Warriors

## **Describe your partnership and the proposed project:**

Your project will be evaluated based on each of the following categories: Sustainability, Partnership Value, Recreation Benefit, Environmental Stewardship Value, and Innovativeness. Please address each of these that applies in your description. Also address each incentive category you have identified.

**Project Background:** Lucky Peak Lake is situated within steep canyons 15 minutes east of the 400,000 strong Boise urban area. The geography of the area poses atypical communications challenges compared to most USACE projects: cellular service is unavailable on 95% of Lucky Peak Lake lands and waters, and intra-USACE radio communication is available only on 1/3 of the lands and waters (provided from a single low-elevation repeater). Lucky Peak Lake draws nearly 1,000,000 visitors each year. Proximity to Boise and a well-run outgranted marina also invites significant weekday “After 5” use. During winter periods, Lucky Peak Lake provides access to hunting opportunities on many tens of thousands of acres of combined Corps and adjacent USFS, BLM and Boise River Wildlife Management Area lands.



**Public Safety Stakeholders:** Lucky Peak Lake is situated upon three counties: Ada, Boise, and Elmore. **Ada County Sheriff** and **Boise County Sheriff** play the largest roles at Lucky Peak Lake in providing boating law enforcement, road patrol activities, EMS and other public safety responses. The furthest reaches of the lake are often served first by volunteer fire and medical departments, such as **Wilderness Ranch Volunteer Fire**, **Boise County Volunteer Fire**, and **Mores Creek Ambulance**. The City of Boise regional hospitals with air-ambulance support include **St. Alphonsus Hospital** (home of the highest-rated trauma center in the state) and **St. Lukes Hospital**, both of which transport injured recreators from Lucky Peak. The **US Forest Service** operates a nursery and fire-fighting helipad adjacent to Lucky Peak Lake lands and waters. The **Boise Board of Control** operates a FERC-licensed hydropower plant, **Lucky Peak Power Plant**, at the base of Lucky Peak Dam. **Idaho State Police** responds to incidents along Highway 21 which bisects Lucky Peak Lake not far from Interstate 84. **Idaho Department of Parks and Recreation** operates two areas on Corps lands: the busiest State Park in the State of Idaho, Sandy Point, and Spring Shores Marina. The **Bureau of Reclamation** operates two water impoundments in the immediate vicinity of Lucky Peak Lake: **Diversion Dam** downstream which impounds the Boise River below Lucky Peak Dam and creating the Sandy Point State Park swimming area, and **Arrowrock Reservoir** upstream which the waters of Lucky Peak Lake abut against. The **Coast Guard Auxiliary** provides boat safety inspections and assists distressed boaters. **Idaho Transportation Department** clears rock slides, and maintains roads, variable message boards, bridges and culverts serving Lucky Peak Lake access, and is a cooperative partner with special event needs utilizing Highway 21 such as the Boise Ironman Triathlon (starting at Lucky Peak Lake). Various State and Federal game wardens patrol for wildlife conservation and land managers assess wildlife management prescriptions in neighboring areas. Lucky Peak Lake sits squarely between the 35,000 acre Boise River Wildlife Management Area managed by the **Idaho Department of Fish and Game**. The **Bureau of Land Management** manages tens of thousands of adjacent acres in the Boise River Valley. The ability for all of these Partners to interactively coordinate actions on a single line of communication will prove to be invaluable.

**The Challenge:** Routinely, Corps rangers must coordinate a response to an incident or intervention utilizing three or four separate radio frequencies, and two radios. Likewise, Sheriffs must attempt similar feats to reach Corps rangers. On the best of days communications are still exceedingly patchy and unreliable. Further, multitasking to this degree detracts from officer effectiveness. The Lucky Peak Mutual Aid project offers responders a *common frequency* offering reliable coverage with no additional equipment requirements. The crossband repeater simulcasts on both 700MHz and VHF, thereby eliminating the need for any Agency to purchase new equipment,

or for anyone to carry two radios. The sole purpose of the repeater is to serve the needs of officials responding to incidents occurring on Lucky Peak Lake lands and waters. It is a solution that is by all accounts overdue and required to deliver on our commitment to public safety. The return on investment here is immense and in the future may literally be measured in quality of life preserved and lives saved.

**Repeater Site:** The peak of Shaw Mountain, named “Lucky Peak” (blue arrow at right), overlooks the Lucky Peak Lake basin and current USACE repeater near the dam (foreground). Shaw Mountain is owned by the United States Bureau of Land Management and is a current repeater site. Engineering studies and proven field experience stand behind Shaw Mountain as a preferred site to serve Lucky Peak Lake. It is also accessible year-round via maintained gravel roadways. A unique limiting factor is electricity. The complex is powered by solar panels and storage batteries. There are no plans for Idaho Power to extend high voltage lines to the site. The Lucky Peak Mutual Aid project best capitalizes on these circumstances by 1) utilizing *one* repeater for the needs of *many*, and 2) using an industry leading, lowest energy consuming repeater on the market.



**Sustainability:** This project has an anticipated total lifespan exceeding 15 years. With regular preventative maintenance provided by Ada County Sheriff, the project shall remain viable long into the future.

**Partnership Value:** Partners are contributing critical components to the success of this project. Ada County Sheriff, in providing appurtenant hardware devices, programming, operations and maintenance, ensures the system will function optimally and remain current with evolving requirements. Boise County Sheriff, committing resources to monitor the Mutual Aid frequency, assures the channel is reliable and ready. USACE and our Partners share consensus and are unified behind this strategic solution. The value of their in-kind services and purchases, when balanced against advances in public safety, are weak comparisons. There are also several USACE public safety Partners not directly contributing to this effort that will benefit from interoperability. This project symbolizes the extraordinarily complex and effective Partnership relationships serving the public at Lucky Peak Lake.

**Environmental Stewardship Value:** The project does not improve natural resources directly, but communications improvements will contribute to timely, coordinated and reliable incident reporting and response to wildland fire threats, flood events, and other threats to natural resources.

**Communications and Education Value:** The project does not directly improve interpretation of the Corps mission, but enhances public perceptions of the Corps as a responsive Agency by enabling communication among various working elements. Coordinated public assistance efforts instill upon the public one incident at a time an understanding of the Corps as an engaged Partner on a multijurisdictional team, which is a part of our story.

**Recreation Benefit:** The contributions of this project to Recreation are profound. This project will “illuminate” 95% of Lucky Peak Lake with interoperable communications in an area devoid of cellular phone service – a tremendous contribution to providing a safe environment at a lake with perhaps the most concentrated and congested recreational use in the State of Idaho. Interoperable communications further enhance officer safety by funneling incident communications into one shared channel. Officials will be better equipped to deliver help and interventions in a timely manner. If an officer sends a call for assistance, someone will be there to hear it. The Mutual Aid channel will lessen the now frequent occurrence of “missed information” inherent to a single responder monitoring and coordinating activities on multiple frequencies *and* radios. This time saved by clear and complete communications allows greater commitment of resources to the public in need.

**Innovativeness:** Imagine a restaurant where the cooking staff, the server staff and the wait staff could not directly communicate with each other; food would still reach the table eventually, but at what cost to the customer? Nationwide, interoperability challenges are emerging as Agencies which can afford it upgrade to 700 MHz and digital communications. 700 MHz digital technology offers many functionalities over VHF systems and are catching on in larger municipalities with complex communications requirements and robust revenue streams. Rural America however is largely remaining on existing VHF infrastructure, which creates breaks in communication at urban/rural interfaces or county lines, such as at Lucky Peak Lake. This repeater is an innovative solution to this challenge as it delivers cutting-edge technological ability to talk seamlessly on two very different radio systems. Second, the repeater sought in this application is innovative itself by satisfying unique electrical requirements of a solar powered site at nominal power consumption. Third, this effort is innovative in its Partnering approach. Time and again departments are left to “go it alone” to improve their communications. In this case, our Partners agree with this strategic vision and are willing to put their resources towards achieving it. For public safety and communications at Lucky Peak Lake, this is a highly innovative approach to unite officials and their common public safety efforts.

**Contingencies:** This project is positively positioned to succeed through unforeseen challenges because the two leading Partners, Boise County Sheriff and Ada County Sheriff, have exceedingly similar missions, allowing one or the other to leverage additional resources should the other not fully deliver. For example, if Boise County fails to monitor the frequency adequately due to heavy workload, Ada County can handily assume these responsibilities. Should Ada County Sheriff hit a financial ceiling obstacle in providing O&M or repairs to the equipment, Boise County is well positioned with resources to supplement repairs.

**The Corps will:** 1) provide a one-time purchase of one interoperable (VHF & 700 MHz) radio repeater. The repeater will satisfy low energy consumption requirements specified by the Lucky Peak Lake Mutual Aid Working Group specific to the Shaw Mountain solar site; 2) acquire and maintain a license to a VHF frequency pair for the dedicated purpose of Lucky Peak Lake Mutual Aid; 3) the Project will provide labor funding for field testing, documentation, and perform ongoing administration functions associated with supporting this project; and 4) if required, will fund or augment funding required to develop necessary Real Estate instruments.

**The Partner(s) will:**

**Ada County Sheriff will:** 1) program and assume all operation and maintenance expense for the period of 10 years; 2) acquire and maintain a license to a 700MHz frequency pair for the dedicated purpose of Lucky Peak Lake Mutual Aid; 3) program all Ada County Sheriff radios to operate on the Lucky Peak Mutual Aid frequency; 4) provide support equipment to the repeater (antenna, coaxial cable, 700MHz trunking mobile radio, etc.).

**Boise County Sheriff will:** 1) provide frequency monitoring at Boise County Sheriff Dispatch 24/7/365 for the period of 10 years; 2) provide infrastructure upgrades required to support the daily operation of the repeater (solar panel array and battery bank augmentation).



## Challenge Partnership Financial Work Sheet

Corps Project Name: **Lucky Peak Lake**

Work Project Title: **Lucky Peak Mutual Aid**

POC Name: **Keith Hyde, Park Manager**

Address: **9723 E Hwy 21**

City: **Boise**

State: **ID** Zip Code: **83709**

Telephone: **(208) 343-0671**

Location on Project: All

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Partner Organization 1: **Ada County Sheriff Department**

POC Name: **Nicola Jantzen**

Address: **7200 Barrister Drive**

City: **Boise**

State: **ID** Zip Code: **83704**

Telephone: **(208) 377-6790**

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Partner Organization 2: **Boise County Sheriff Department**

POC Name: **Gordon Ravenscroft**

Address: **3851 Hwy 21**

City: **Idaho City**

State: **ID** Zip Code: **83631**

Telephone: **(208) 392-4411**

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Proposed start date of work: **Upon award**

Simple description of work to be accomplished through the partnership: **Purchase, installation and programming to support interoperable Lucky Peak Mutual Aid radio frequency for 24/7/365 service at Lucky Peak Lake.**

Double click on spreadsheet to access data entry fields:

	Local Corps Office	Handshake Funds	Partner 1	Partner 2	Partner 3	Total
Salaries	\$5,000	N/A	\$10,000	\$5,000	\$0	\$20,000
Travel	\$0	N/A	\$0	\$0	\$0	\$0
Materials and Supplies	\$0	\$20,000	\$6,500	\$3,000	\$0	\$29,500
Equipment Use	\$500	\$0	\$0	\$0	\$0	\$500
Funds Contributed	N/A	N/A	\$0	\$0	\$0	\$0
Personal Property	N/A	N/A	\$0	\$0	\$0	\$0
Volunteer	N/A	N/A	\$0	\$0	\$0	\$0
In-Kind Services	N/A	N/A	\$60,000	\$97,600	\$0	\$157,600
Other (explain below)	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$5,500</b>	<b>\$20,000</b>	<b>\$76,500</b>	<b>\$105,600</b>	<b>\$0</b>	<b>\$207,600</b>
<b>Share of Total Cost</b>	2.6%	9.6%	36.8%	50.9%	0.0%	100%

Explanations:

**Corps:** salaries for implementation, funding of District supporting elements.

**Handshake Funds:** purchase of interoperable repeater only.

**Partner 1, Ada County Sheriff:** salaries for implementation; programming, purchase of appurtenant hardware and installation; required O&M for 10 years; back-up dispatch monitoring.

**Partner 2, Boise County Sheriff:** salaries for implementation; 24/7/365 monitoring of frequency at \$1 per hour; programming, infrastructure upgrades.

## Hosey, Michael L II SAW

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**From:** Hampson, Theresa L NWW  
**Sent:** Thursday, December 03, 2009 5:21 PM  
**To:** Benge, Phil E NWW; Hosey, Michael L II SAW; Hyde, Keith B NWW; Mettler, Lonnie E NWW  
**Cc:** Kirts, Linda R NWW; Moore, J. Tyler NWW  
**Subject:** Handshake Grant Application/Challenge Pship at LUCKY PEAK  
**Signed By:** theresa.l.hampson@us.army.mil

Gentlemen:

Phil Benge requested a legal opinion as to whether a Challenge Cost Share Partnership with two Counties at Lucky Peak could be pursued in a situation where the project (a radio repeater) will be installed off project land. After reviewing the Challenge Cost Share Principles, 33 USC 2328, ER 1130-2-500 (ch 12), and the handshake grant application, I have concluded the proposal IS eligible for a Challenge Cost share arrangement. My reasoning follows:

1. Off Site Location: It is my opinion that placement of the radio repeater on BLM land would NOT disqualify the project as a Challenge Cost Share. While the statutory language limits Challenge Partnerships to O&M of recreational facilities and natural resources "at" civil works projects, the intent and purpose of the project is to operate a coordinated emergency communication system ON the project land itself. This is a unique situation because we are utilizing radio air waves that need to originate from a high elevation transmitter and that cannot be confined with controllable physical barriers. It is similar to other utility-type situations like cell phone towers, pipeline or electrical lines that provide service to, but originate off, project land. There is no guidance or law on this issue, but I believe this to be a reasonable, lawful, interpretation.
2. Does this Cost Share proposal satisfy statutory limits as to resources and facilities maintained at "complete federal expense"? After carefully re-reading the statute and Engineering Regulation, it is my opinion that the Lucky Peak Repeater project qualifies as serving a "resource or facility" maintained at federal expense. Although the Corps has existing leases and outgrants at Lucky Peak project, the proposed repeater is for the benefit of emergency response on the Corps-managed portions at Lucky Peak, which make up 95% of the Corps-owned land there. While outgranted areas may have access to the radio waves generated, any use by lessees or third parties is purely incidental and something that the Corps could not control. No equipment sharing or coordination is planned with third parties, such as IDPR. I believe that the reasoning behind the "100% federal expense" limitation is to prevent our concessionaires and lessees from receiving additional O&M benefits because they already receive federal support by being allowed to "rent" the recreation facility for little or no fee. Any incidental benefit to the outgranted areas would not increase federal O&M expenses and the lessees would have to purchase and maintain their own equipment to utilize the airwaves.

I hope this satisfies your request. Please contact me with any further questions.

Theresa L. Hampson  
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USACE Walla Walla District  
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