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Chapter 4

# The RMP Planning Process





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4.1 Overview

This chapter summarizes the principal factors that most influenced development of the Lake Cascade RMP (as illustrated in Figure 4.1-1). These factors were identified through the following two fundamental processes:

1. Review and analysis of regional and study area resource inventory data, and current land use and management practices; and Federal laws and Reclamation policies and authorities (See Appendix D).
2. A public involvement program and agency and Tribal consultation, focused on feedback and input from public meetings/workshops, hearings, newsbriefs, Ad Hoc Work Group (AHWG) meetings, and other meetings and communications.

A detailed Problem Statement defining the major opportunities, constraints, and planning issues was developed based on input from the processes listed above (see Appendix A).

The two most commonly mentioned themes by those providing input during development of the RMP were water quality and recreation. Specific areas of concern included point and non-point pollution and the development of new recreation facilities. Although not mentioned as frequently, issues related to the quality of the fishery, protecting wildlife habitat, and agricultural and grazing pressures were also raised by the public during this process. Table 4.1-1 lists the complete set of issues raised in the first set of public meetings and through written comment in response to the first newsbriefs, AHWG meetings, and agency and Tribal meetings. These issues are described in

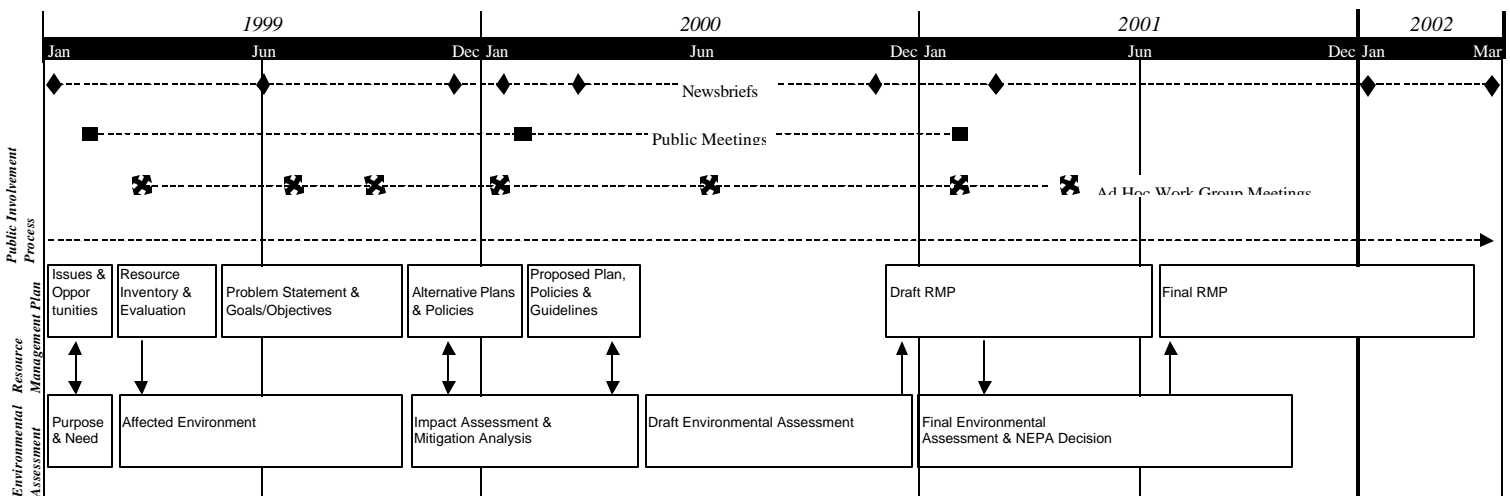


Figure 4.1-1: RMP Planning Process and Work Plan.

**Table 4.1-1. Lake Cascade RMP Update Summary of Issues and Opportunities—Public Input to Date.**

<b>Issue/Opportunity</b>	
<b>1</b>	<b>Protect/Enhance Water Quality</b>
	<ul style="list-style-type: none"> <li>Quantify point/non-point sources of pollution at Cascade</li> <li>Eliminate septic systems at public use areas--install sewers</li> <li>Restrict phosphate release in Gold Fork</li> <li>Effects of pesticide use</li> </ul>
<b>2</b>	<b>Recreation activities, facilities, and future development</b>
	<ul style="list-style-type: none"> <li>Increasing demand for public recreation in the area</li> <li>Improve /increase recreation opportunities for all users and provide additional facilities (i.e. campgrounds, toilets, trash receptacles, fish cleaning sites)</li> <li>Improve/increase non-motorized recreational opportunities</li> <li>Restrict unauthorized camping (e.g., Hillhouse Loop, Tamarack Falls, Crown Point)</li> <li>Promote undeveloped recreation activities</li> </ul>
<b>3</b>	<b>Fishery (habitat management/Improvement, fishing opportunities, perch fishery)</b>
<b>4</b>	<b>Avoid use conflicts</b>
	<ul style="list-style-type: none"> <li>Conflicting recreation activities</li> <li>Land and Water Use compatibility concerns</li> <li>General (e.g. motor vs. non motor)</li> </ul>
<b>5</b>	<b>Address shoreline erosion/erosion control</b>
<b>6</b>	<b>Protect/enhance wildlife habitat</b>
	<ul style="list-style-type: none"> <li>Wetlands protection</li> <li>Bald eagle nesting/foraging</li> </ul>
<b>7</b>	<b>Cascade Marina development</b>
<b>8</b>	<b>Public Access</b>
	<ul style="list-style-type: none"> <li>Improve/increase access to sites (including ADA access)</li> <li>Provide/improve winter access</li> <li>Need reservoir access from Crown Point</li> <li>Access for wildlife viewing</li> <li>Maintain access at status quo</li> </ul>
<b>9</b>	<b>Agriculture/grazing pressure</b>
	<ul style="list-style-type: none"> <li>Eliminate grazing on flatlands</li> <li>Stop grazing below high water line</li> <li>Address grazing leases</li> <li>Prohibit agricultural practices on Reclamation lands</li> <li>Continue agricultural use</li> </ul>
<b>10</b>	<b>Boat Docks</b>
	<ul style="list-style-type: none"> <li>Increase of boat docks/availability of permits (including floating docks)</li> <li>Reduce fees for boat dock permits</li> <li>Simplify boat dock permit process</li> </ul>
<b>11</b>	<b>Uses for Crown Point RR grade--Explore all possibilities</b>
	<ul style="list-style-type: none"> <li>Designate Crown Point RR bed as non-motorized trail</li> <li>Place road on Crown Point RR grade</li> <li>Crown Point opened for emergency vehicles only</li> </ul>
<b>12</b>	<b>Vegetation control</b>
	<ul style="list-style-type: none"> <li>Weed/algae control (aquatic)</li> <li>Weed control (terrestrial)</li> </ul>
<b>13</b>	<b>Trespassing on adjacent private lands/consistent enforcement</b>
<b>14</b>	<b>Encroachment</b>
<b>15</b>	<b>Reservoir Operation</b>
	<ul style="list-style-type: none"> <li>Address proposed drawdown by NMFS</li> <li>Maintain consistent water level management/keep lake level up</li> <li>Do not lower reservoir levels for endangered species (salmon)</li> </ul>
<b>16</b>	<b>Limit negative impacts of ORVs (noise, erosion); designate areas for ORV use</b>
<b>17</b>	<b>Reservoir Operation</b>
	<ul style="list-style-type: none"> <li>Address proposed drawdown by NMFS</li> </ul>
<b>18</b>	<b>Coordination between property owners and Reclamation RR lands (long term owners rights, existing leases extended)</b>

**Table 4.1-1. Lake Cascade RMP Update Summary of Issues and Opportunities Public Input to Date (continued).**

Issue/Opportunity
<b>19 Preserve open space conservation areas and define designation qualifications</b>
<b>20 Cooperative effort among all parties involved in WestRock to accommodate good development</b>
<b>21 Boating/water recreation safety regulation (jetskis, powerboats, waterskiing)</b>
<b>22 Presence of archaeological sites</b>
<b>23 Impacts from development on surrounding lands (WestRock specifically mentioned)</b>
<ul style="list-style-type: none"> <li>• Address environmental impacts of WestRock on reservoir</li> <li>• Address visual effect of WestRock</li> </ul>

detail in the Problem Statement contained in Appendix A. The Problem Statement is a comprehensive review and understanding of the issues, needs, and opportunities (including all relevant perspectives) that are addressed by the RMP.

The Problem Statement was also used to guide the development of the RMP Goals and Objectives, which are the foundation upon which alternative Management Actions were developed (described in detail in Chapter 5). The range of alternatives was reviewed by the public and the Ad Hoc Work Group. The alternatives were also identified and analyzed in the Draft Environmental Assessment (EA) for the Cascade RMP to investigate potential environmental effects (Reclamation 2001).

Letters of comment on the Draft EA were received from 270 individuals, organizations, and businesses; 4 agencies; and 1 Tribe. The Preferred Alternative was selected and modified using these consultation and assessment processes.

## 4.2 Public Involvement Program

Reclamation initiated a public involvement program in January 1999 and continued it throughout the planning process to support development of the RMP (see Figure 4.1-1). The program included: (1) eight newsbriefs; (2) two sets of public meetings/workshops and one set of public hearings; (3) eight meetings with the AHWG representing key agencies, Tribes, and stakeholders in the study area; and (4) a project website providing information to the public and a forum in which to comment

on the process. Each of these program components is described in further detail below.

### 4.2.1 Newsbriefs

The first newsbrief was mailed in January 1999 to over 1,300 individuals and organizations. It explained the RMP planning process, announced the first public meeting, and provided a form for submitting issues and initial comments on the management and facilities in the study area. This information was used to help form the Goals and Objectives for the RMP.

In June 1999, the results of the mail-in form and the issues raised at the first public meeting were summarized in a second newsbrief. These issues were listed in a table with the total numbers of responses for each issue indicated. Over 200 responses were recorded.

The third newsbrief was mailed in November 1999 and provided an update of the Ad Hoc Work Group process.

The fourth newsbrief was mailed in February 2000 and announced the second public meeting, summarized the draft Goals and Objectives of the RMP, and summarized the alternatives being considered.

In March 2000, a fifth newsbrief was mailed that clarified questions raised at the second set of public meetings.

The sixth newsbrief was published in November 2000 and announced the release of the Draft EA. It also summarized the alternatives

and announced the third and final set of public meetings.

A seventh newsbrief was published in January 2001. Its purpose was to announce an extension of the public review period for the Draft EA. The extended review period was needed because a change to the Preferred Alternative was being considered and Reclamation wanted to afford the public additional opportunity to provide their input.

In January 2002, an eighth newsbrief was mailed that addressed questions raised subsequent to mailing out the final EA.

The ninth and final newsbrief will be published in March of 2002 to announce the Final EA and the RMP. It also summarized comments received on the Draft EA and provided an overview of the RMP, including implementation.

#### 4.2.2 Public Meetings

The first set of public meetings was held in February 1999, in Boise and Cascade. The purpose of these meetings was to conduct pub-

lic scoping of the issues at Lake Cascade. Reclamation also provided information about the RMP planning process, and participants broke into small work groups to discuss important issues and opportunities that the RMP should address. Approximately 50 people attended the Boise meeting, and 70 attended the Cascade meeting.

The second set of public meetings was held in February 2000, in Boise and Cascade, and followed a similar format to the first. The preliminary alternatives and the RMP draft Goals and Objectives were presented, followed by small group discussions of this information. Ninety-seven people attended the Boise meeting and 86 attended the Cascade meeting.

The third and final set of public meetings was held in January 2001, in Boise and Cascade. A total of approximately 125 people attended those meetings. The purpose of this meeting was to present the Draft EA, particularly the Preferred Alternative, and take comments from the public in a formal public hearing format.

**Table 4.2-1. Ad Hoc Work Group Membership.**

Organization	Name
Donnelly City Council	Dorothy Gestrin
Cascade Reservoir Coordinating Council	Wayne VanCour
Donnelly Chamber of Commerce	Jessie Somerton
Valley County Commissioners	Terry Gestrin & Tom Kerr
Idaho State Snowmobile Association	Sandra Mitchell
Idaho Department of Parks and Recreation	Rick Brown
Vista Point Homeowners Association	Don Wertman & Lorette Williams
U.S. Forest Service	Mark Bingman
Idaho Department of Fish and Game	Jeff Rohlman
Citizen-at-Large	Clint Kennedy
Good Sam Club	George Dillard
Local Residents/ORV Recreation	Larry & Gayle Baum
Southern Idaho Sailing Association	Tina Klamt
Boulder Creek Homeowners Association	Glenda Kuhlman & Susan Fornander
Cascade Reservoir Association	Steven Ormiston
West Mountain Homeowners Association	Phil Morton
Agricultural Interests	Glen Loomis
Cascade Chamber of Commerce	Jim Mayfield
Crown Point Homeowners Group	Dr. Greg and Pam Schaefer & Keith and Lynn Sander
Valley County Waterways Committee	Richard Schoonover
Shoshone-Paiute Tribes	Guy Dodson
City of Cascade	Larry Walters

### 4.2.3 Ad Hoc Work Group

Following the first public meeting/workshop, an Ad Hoc Work Group (AHWG) was formed that consisted of 22 members from various interest groups, Tribes, and agencies. These entities are listed in Table 4.2-1. Eight Ad Hoc Work Group meetings were held in April, July, September, and October 1999; January and March 2000; and February and June 2001.



Photo 4-1. AHWG Presentation

At the first meeting, the group was introduced to the planning process and asked to identify their issues of concern. This information was recorded and used to help draft the Problem Statement and form the draft Goals and Objectives for the RMP.

At the second meeting, an overview of the resource inventory was presented, including potential opportunities and constraints. The Team also presented and took initial comments on the draft Problem Statement and preliminary Goals and Objectives. In conjunction with the second set of meetings, the AHWG also took part in an all-day tour of Lake Cascade.

The primary purpose of the third meeting was to confirm that the Problem Statement was a complete and accurate representation of all perspectives on each issue. The group was able to complete about half of the Problem Statement and suggested an additional meeting to finish the exercise. The intent of the

fourth meeting was to finish reviewing and receiving comments on the draft Problem Statement and the complete set of Goals and Objectives.



Photo 4-2. AHWG Site Visit

At the fifth meeting, the Planning Team presented the final Problem Statement and another version of the draft Goals and Objectives for final comment by the AHWG. A second purpose of this meeting was to present and receive feedback on a preliminary set of alternatives, including a no action (i.e., status quo) alternative and three action alternatives.

The main purpose of the sixth meeting was to review the revised set of alternatives, focusing on the Preferred Alternative, the primary goal being to finalize the Preferred Alternative based on input received from the AHWG.



Photo 4-3. AHWG Meeting

The seventh meeting began with a presentation of the public's comments on the Draft EA. However, the main purpose of the meeting was to receive the AHWG's comments on the Draft EA and discuss any potential modifications to the Preferred Alternative. The meeting finished with a short presentation of the framework for the implementation program component of the RMP.

The primary purposes of the eighth and final meeting were to present and receive feedback on the RMP management actions and Implementation Program.

#### **4.2.4 World Wide Web**

A Lake Cascade RMP web site was set up on Reclamation's Pacific Northwest (PN) Region's homepage and updated as a way to provide relevant information to the public. Newsbriefs, contact names/addresses, draft materials, the Draft EA, and meeting announcements were posted on this website. The site also provided a forum for individuals to provide comments on the RMP planning process.

### **4.3 Tribal Consultation**

#### **4.3.1 Overview of Government to Government Consultation with Tribes**

Reclamation met with Council members and staff of the Nez Perce, Shoshone-Paiute, and Shoshone-Bannock Tribes to discuss the preparation of the RMP and to identify the potential of any Indian Trust Assets (ITAs), Traditional Cultural Properties (TCPs), and Indian Sacred Sites within the RMP Study Area.

A representative from the Shoshone-Paiute Tribes participated in the Ad Hoc Work Group, which facilitated close coordination with the Government and helped ensure that Tribal interests were integrated with the RMP.

Several meetings were held and correspondence was exchanged between Reclamation and the Tribes. The dates for the meetings and a summary of meeting content are provided in Appendix B.

#### **4.3.2 National Historic Preservation Act Requirements**

The National Historic Preservation Act of 1966 (NHPA) (as amended through 1992) requires agencies to consult with Indian Tribes if a proposed Federal action may affect properties to which the Tribes attach religious and cultural significance. The implementing regulations of the NHPA, 36 CFR 800, address procedures for consultation in more detail.

#### **4.3.3 Indian Trust Assets**

Indian Trust Assets are legal interests in property held in trust by the United States for Indian Tribes or individuals. The Secretary of the Interior, acting as the trustee, holds many assets in trust for Indian Tribes or Indian individuals. Examples of trust assets include lands, minerals, hunting and fishing rights, and water rights. While most ITAs are on-reservation, they may also be found off-reservation.

The United States has an Indian trust responsibility to protect and maintain rights reserved by or granted to Indian Tribes or Indian individuals by treaties, statutes, and executive orders. These are sometimes further interpreted through court decisions and regulations.

#### **4.3.4 Sacred Sites**

Sacred sites are defined in Executive Order 13007 as "any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion...."

Reclamation met with Shoshone-Bannock, Shoshone-Paiute, and Nez Perce Tribes to identify their interests, including ITAs and sacred sites. Results of the consultation are discussed in detail in Section 2.4 and 2.5, Sacred Sites and Indian Trust Assets, respectively (see Appendix B for a summary coordination of all Tribal consultation activities).

#### 4.3.5 Other Laws and Regulations

The relationship between Federal agencies and sovereign Tribes is defined by several laws and regulations addressing the requirement of Federal agencies to notify or consult with Native American groups or otherwise consider their interests when planning and implementing Federal undertakings. Among these are the following (also see Appendix D, Legal Mandates):

- National Environmental Policy Act
- American Indian Religious Freedom Act
- Archeological Resources Protection Act
- Native American Graves Protection and Repatriation Act
- Executive Order 12875, Enhancing the Intergovernmental Partnership
- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations
- Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments
- Executive Order 13007, Indian Sacred Sites
- Executive Order 13175 of November 6, 2000, Consultation and Coordination with Indian Tribal Governments (EO 13175 revokes EO 13084 issued May 14, 1998).

## 4.4 Agency Coordination

Reclamation consulted with several Federal and local agencies throughout the RMP process to gather valuable input and to meet regulatory requirements. This coordination was integrated with the public involvement process.

Coordination on fish and wildlife issues to meet the requirements of the Fish and Wildlife Coordination Act (FWCA) was accomplished by consulting with the FWS. Information about this consultation is provided in Appendix B.

The evaluation of endangered species contained in the EA served as Reclamation's biological evaluation of potential effects to Ute ladies'-tresses orchids, bald eagles, lynx, wolf, and bull trout as required under the ESA. It was determined that effects were not likely to have an adverse effect on Ute ladies'-tresses, bald eagles, lynx, or wolf; and no effect on bull trout (Reclamation 2001).

Reclamation has collected existing cultural resource information from the Lake Cascade area. That information will facilitate subsequent compliance with the NHPA and its implementing regulations (36 CFR 800). Pursuant to the 36 CFR 800 regulations, Reclamation will coordinate with the Idaho SHPO for specific RMP actions that have the potential to cause effects on historic properties; and with the Shoshone-Paiute, Shoshone-Bannock, and Nez Perce Tribes for specific RMP actions that may affect historic properties to which those tribes attach cultural or religious significance. Consultation with the tribes over sacred sites and ITA aspects of the RMP will occur when specific RMP management actions might affect those values.