

# Heyburn State Park Master Plan, 2010







# Idaho Department of

## **Our Mission:**

**‘To improve the quality of life in idaho through outdoor recreation and resource stewardship’**



# Parks and Recreation

## Heyburn State Park

### Master Plan - July, 2010

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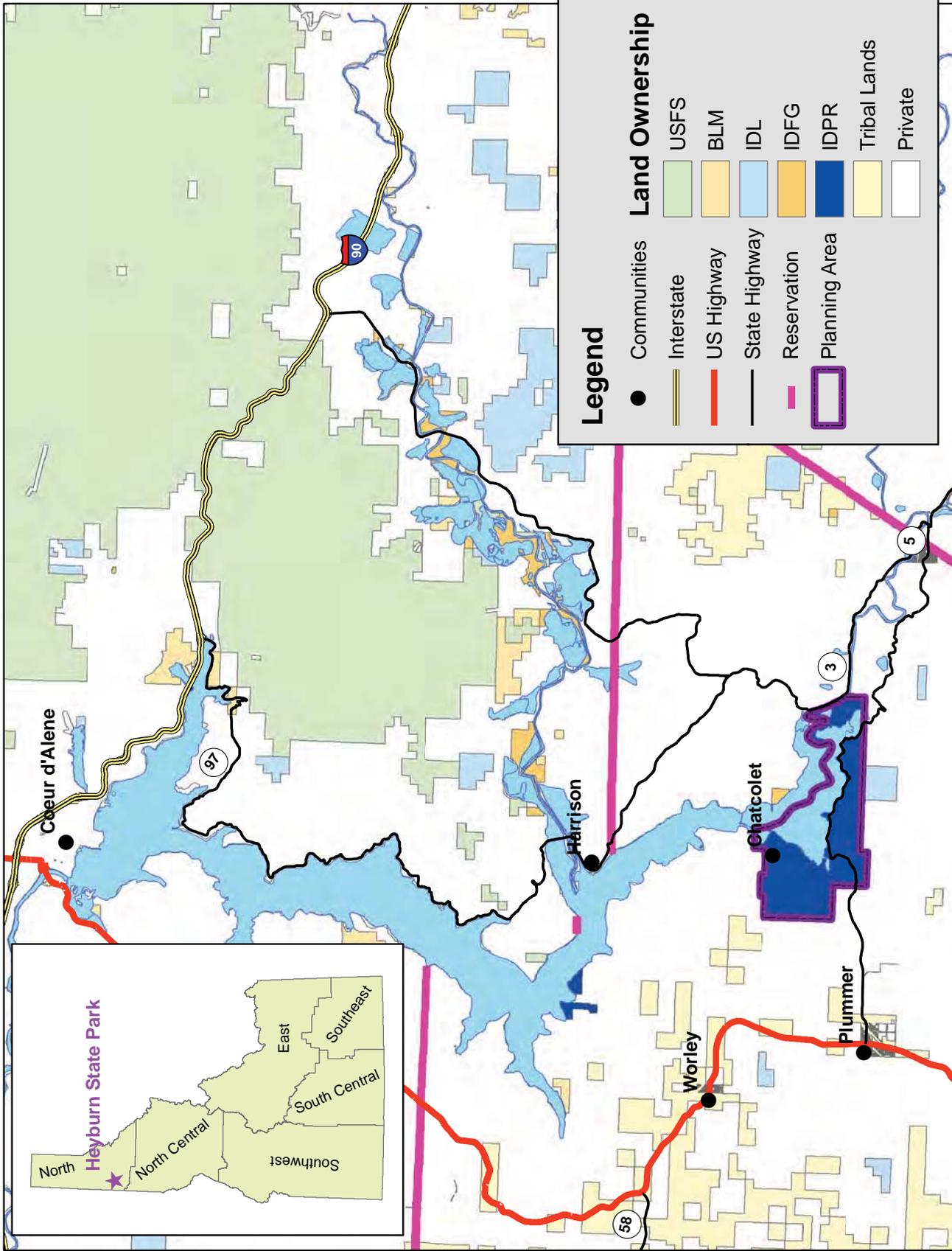
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ANALYSIS MAPS: Overview Map

Heyburn State Park



# Executive Summary

A park master plan is the result of a public process designed to provide an overarching guide for development and management of the park. This master plan will serve that role for Heyburn State Park for about 20 years, although the Idaho Department of Parks and Recreation recognizes that unforeseen circumstances may make it necessary to reexamine elements of the plan or begin the process anew at any time.

Agency planners developed this draft master plan by working with the Stakeholder Advisory Team (SAT) and park staff, and taking into account public comments. In February the Idaho Park and Recreation Board approved the draft plan. After incorporating those public comments into the plan, it will be presented to the Idaho Park and Recreation Board for final approval in July.

Development in the park will be incremental rather than dramatic. By necessity, improvements that will result in additional revenue from improved facilities will take priority.

## *The Park in General*

Recognizing that the natural elements of the park are the draw and that the topography of the park limits future expansion to existing developed areas, the park will remain a Natural Park. See the Resource Area Designation Map on page 17.

The agency will continue to develop an extensive trail system for hikers, mountain bikers and equestrians. Off-highway vehicles will still to be prohibited from park trails.

Basic facilities will be developed to allow riders to overnight at the equestrian trailhead, including 8-foot tie lines for horses and a vault toilet. A few additional rental cabins will be constructed at appropriate sites in the park.

As funding allows, a disc golf course may be developed in the park.

The Trail of the Coeur d'Alenes, which is jointly managed with the Coeur d'Alene Tribe, will be a major feature for the park.



## **Chatcolet**

Chatcolet is the focus of most park development. In order to take advantage of the increased demand caused by the Trail of the Coeur d'Alenes, a service building will be constructed in the Chatcolet area for bicyclists and marina customers. The concessionaire-operated building will feature bike rentals, bike accessories and light food service. The building will include flush toilets and showers for summer season and vault toilets will be located nearby to accommodate winter use. A marine pump-out will serve the park from Chatcolet.

Chatcolet campground will be upgraded for RV campers but will retain tent camping sites. Realignment of the road to the campground to pull it away from leased cottage sites is a priority. A permanent trail will be constructed from Chatcolet campground down the hill to the Trail of the Coeur d'Alenes and the Chatcolet Marina area.

A refurbished marina will offer additional slips, improved security and a section dedicated to float home use. The parking will be improved to better manage parking. Parking lot size will be a key factor in determining the size of the new marina.

## **Benewah**

The Benewah campground will be upgraded for RV campers and will continue to feature tent camping sites. Additional pull through sites will be added once sewage disposal concerns preclude continuation of trailer leases in the area. These sites will accommodate larger RVs and those needing longer-term camping.

## **Rocky Point**

Rocky Point Lodge will be renovated to accommodate groups for overnight use marketed as a site for group retreats of 12 to 20 people. Additional facilities such as rental cabins may be needed to service groups. The configuration of the group site will be dependent on further market research.

Rocky Point moorage will remain available for leaseholders in the area. An RFP for concessions at Chatcolet will include the option for food and fuel concessions at Rocky Point.

## **Hidden Lake**

Because of health regulations the existing float homes at Hidden Lake must move to the Chatcolet Marina. This will open up the Hidden Lake shoreline and offer the opportunity to place some limited overnight facilities—probably yurts—in the area. There will be buoys and/or destination docks in Hidden Lake where boaters can tie up and stay overnight. One or more vault toilets will serve on-shore and boat camping.

## Hawley's Landing

Hawley's Landing campground will be upgraded for RV campers but will continue to feature tent camping sites. A safe bike route will be developed between Hawley's Landing and Trail of the Coeur d'Alenes.

## Issues of Concern

Several issues of concern were identified during the process. Chief among them was the condition of the lakes in Heyburn State Park. Lake eutrophication is making it difficult for boats to navigate in some areas. Dredging came up often as a possible remedy. There was also concern that wild rice, which is not naturally occurring, should be eradicated or controlled. The Idaho Department of Fish and Game has advised the Idaho Department of Parks and Recreation that control of wild rice would unlikely be successful and that eradication is virtually impossible.

Any management of the lakes will need to recognize the 2009 Coeur d'Alene Lake Management Plan developed jointly by the Coeur d'Alene Tribe and the Idaho Department of Environmental Quality.

Any management of the park that affects or is related to the Trail of the Coeur d'Alenes will need to recognize the State/Tribe agreement and associated management plans.

Because there are many individuals and organizations that have an interest in wild rice management and related issues, it is recommended that the park manager and region manager create a task force of interested parties to address the issue. At a minimum, that task force would consist of representatives of the Coeur d'Alene Tribe, Idaho Department of Fish and Game, Idaho Department of Environmental Quality, Idaho Department of Water Resources, Benewah County Commissioners, and Representative Dick Harwood.



Heyburn State Park  
Master Plan

# Chapter 1: Land Use and Facility Designation

## 1.1 Resource Area Designations

### *Introduction*

The Idaho Department of Parks and Recreation is charged with the dual mission of protecting and conserving the resources of the state park system and of providing recreation opportunities and facilities for public use. Classification of Heyburn State Park as a Natural Park recognizes the natural resources that first brought Native Americans to their homeland long ago, and that attracted recreationists leading to the area being set aside as Idaho's first state park over 100 years ago.

Resource area designations identify those lands within a park most suitable for recreational, interpretive and educational opportunities within a framework of resource protection and perpetuation. These designations define the pattern for human activity in a given area. They establish the character of a place by determining what happens, where it happens, and to what degree it happens. They control use and development, and arrange park activities and facilities in such a manner as to obtain a balance between visitor enjoyment of the park and protection of park resources.

### *Purpose*

Some resources such as cultural or archaeological sites require greater protection than others. Development and recreational activities have to be limited in these areas, and whatever development may occur must be in consultation with the Coeur d'Alene Tribe's Tribal Historic Preservation Officer and the State Historic Preservation Officer. Other sites are suitable for more intensive recreation, trails and interpretive facilities. To integrate land characteristics, protection needs and area-specific suitability for development and/or recreation activities, a resource area designation system has been developed for use in parks statewide. This system considers the park's classification and purpose, the area's resource values and sensitivities, recreation potential, and desired visitor experiences. Resources of national, statewide or regional significance are to be considered of high value and importance. Archaeological and paleontological sites and historic structures are of high



value. Specific factors used in evaluating resource values include rarity, endangerment and uniqueness. Resource sensitivity is a term used to qualify the degree to which a resource can be adversely affected by human activity. Cultural and natural resource sensitivities play key roles in determining appropriate development and use in specific areas. The designation of resource areas is based on analysis and integration of resource management and protection objectives, resource constraints, and resource sensitivity information.

## ***Procedure***

A resource area designation system has been developed to classify all lands managed by the Idaho Department of Parks and Recreation. Six levels of protection (or appropriate levels of development/activity) are recognized in this system. These levels span a wide range of resource management strategies. All land within a state park shall receive resource area designations during the preparation of the master plan for the unit. Depending upon the unique characteristics of each park, any or all of the six resource area designations may be utilized; however, it should not be expected that all resource area designations will appear in all parks. Resource areas are approved by the Idaho Park and Recreation Board with its adoption of the plan. Resource area boundaries may be refined during the preparation of subsequent implementation plans by park staff. Resource area changes or relocation of resource area boundaries require staff analysis, justification and Board approval.

Descriptions of these six resource area designations, management objectives, resources area characteristics and typical activities are outlined below. The area map depicting the various resource area designation boundaries for lands administered by Heyburn State Park is shown on Map 1.1 on page 17. (Note: Map 1.1 will be finalized after the draft master plan has been approved.) A breakdown and amplification of the Resource Area Designation System is presented in tabular form in Appendix A-1.

## **Restricted Use Area**

On a Resource Area map, the *Restricted Use Area* is designated with the letters (RU).

Description – *Restricted Use Areas* encompass resources that do not readily lend themselves to public use or visitation. *Restricted Use Areas* may include resources that have outstanding geological formations or features illustrating geological processes; fossil evidence of the development of life on earth; an ecological community illustrating characteristics of a physiographic province or a biome; a biota of relative stability maintaining itself under prevailing natural conditions, such as undisturbed native flora/fauna or a climax community; or an ecological community illustrating the process of succession and restoration to a natural condition following disruptive change. *Restricted Use Areas* may

also include resources that present hazards or danger to visitors; or resources that are being actively extracted.

**Management Objectives** - The primary objective is to protect and perpetuate the individual features of unique natural or scientific significance or areas of land or water which possess inherent conditions of exceptional natural, scientific or educational value while keeping visitors safe. Physical development shall be limited to the facilities absolutely necessary for protection, research, and educational projects, and where applicable for interpretive services. Human access to *Restricted Use Areas* is limited to mining, educational and scientific purposes. Appropriate management may include prohibition of use to protect the resource from degradation and/or park visitors from danger. This resource area shall be adequate in size to protect the values within the area.

Resource modification can occur in this resource area to maintain or restore natural areas in as natural a state as possible.

**Resource Area Characteristics** - Although *Restricted Use Areas* are primarily established to safeguard unique resources and park visitors, these areas have certain characteristics and atmosphere that cumulatively and subconsciously impart the desired visitor experience. These areas are isolated and relatively inaccessible. As visits to these areas must be approved by park staff, visitors to these areas are assured a personal experience that is undisturbed by other park users.

**Typical Activities** - Activities range from guided interpretive walks and scientific study to the removal of mineral resources.

## **Natural Area**

On a Resource Area map, the *Natural Area* is designated with the letter (N).

**Description** - Lands and waters containing outstanding natural communities and possessing natural integrity. This area encompasses exceptional geologic, wildlife, botanical, riparian, and riverine environments. *Natural Areas* are established to promote, to perpetuate, and where necessary, to restore the natural character of the land.

**Management Objectives** - The primary objective is to preserve the resource in a near-natural state. Appropriate management includes protection of the resource from degradation, inappropriate development, and over-use. Resource modification can occur in these resource areas only to maintain or restore these areas in as near-natural state as possible.

**Resource Area Characteristics** - *Natural Areas* have certain characteristics and atmosphere



that cumulatively and subconsciously impart the desired visitor experience. These areas are secluded, with subdued noise levels and a serene, peaceful environment. In these areas, a visitor may occasionally encounter individuals or small groups seeking a similar experience.

Typical Activities - Activities causing low impact to the natural resources, such as hiking, wildlife watching, photography, cross-country skiing, dispersed picnicking, small-group interpretive walks, horesback riding, mountain bike riding and boating activities that do not degrade the environment or detract from the desired visitor experience.

### **Transition Area**

On a Resource Area map, the *Transition Area* is designated with the letter (T).

Description - Lands and waters offering a variety of resource values including: open space, scenic, aquatic, geological, wildlife, botanical, soil stabilization, watershed protection, buffers, etc. *Transition Areas* are established to accommodate low to moderate resource impact and dispersed forms of recreation and to act as buffers from or transitions to other resource areas. *Transition Areas* are relatively undeveloped.

Management Objectives - The objectives of these areas are to provide for both use and protection of the resource. Facility design and area management should establish limits on use to ensure resource conservation. Resource modification can occur in these areas to provide both moderate levels of recreational opportunity and/or conservation of the natural resources.

Resource Area Characteristics - *Transition Areas* have certain characteristics and atmosphere that cumulatively and subconsciously impart the desired visitor experience. This transitional area is characterized by dispersed, sporadic activity. Noise levels vary from relatively quiet to fairly noisy, depending upon the occasion. Visitors to these areas will frequently encounter other individuals and groups of park users.

Typical Activities - Activities causing low to moderate impacts to the natural resources, such as mountain biking, picnicking, cross-country skiing, fishing, dispersed swimming, boating and special events. Also included are the activities listed in the *Natural Area* above.

### **Heritage Area**

On a Resource Area map, the *Heritage Area* is designated with the letter (H).

Description - These areas encompass structures and features of significant historical, cultural, archaeological or architectural value.

Management Objectives - Preservation of historic and structural integrity is of paramount importance. Emphasis will be placed upon provision of opportunities for education and interpretation in and around areas, structures and features of historic, cultural, archaeological and architectural value. Appropriate management is to facilitate visitor appreciation without degradation of the resource.

Resource Area Characteristics - *Heritage Areas* have certain characteristics and atmosphere that cumulatively and subconsciously impart the desired visitor experience. Although able to accommodate groups of visitors, these areas are quiet, passive and thought-provoking. During periods of peak use, visitors to these areas are almost certain to encounter other visitors seeking the same experience.

Typical Activities - The *Heritage Area* is a moderate use area for historic-period preservation, restorations, and interpretation. Activities include those causing low impacts to the resource, such as personal inspection, photography, scientific study, small-group interpretive walks and special events. Recreation-related facilities are generally secondary and will be separated from the site(s) of historic/cultural resources by sufficient buffers. Activities in keeping with the historical period of the historic/cultural resources are encouraged.

## **Recreation Area**

On a Resource Area map, the *Recreation Area* is designated with the letter (R).

Description - Lands and waters offering moderate to high levels of diverse recreation and development opportunities, with a secondary function of conserving the natural character of the surroundings.

Management Objectives - The primary objective of a *Recreation Area* is to provide recreation opportunities so that park visitors can safely enjoy the park and its resources. Appropriate management is to facilitate recreation without irreparable resource damage. The highest level of development and activity in a park is intended to occur within this resource area. *Recreation Areas* are established where the soils, slope, drainage and vegetation can support intensive recreational activities. The landscape within this area can be substantially modified to meet this objective.

Resource Area Characteristics - *Recreation Areas* have certain characteristics and atmosphere that cumulatively and subconsciously impart the desired visitor experience. These areas are public and dynamic. They are readily accessible, busy, crowded, noisy and characterized by almost continuous activity. Visitors to a *Recreation Area* during periods of peak use are certain to encounter many other visitors engaged in a wide variety of recreational and social activities.



Typical Activities - Typical activities include those causing potentially moderate to high impacts to area resources, such as developed camping; group sports; developed picnicking; boat mooring, launching and beaching; swimming; beach activities; non- motorized trail use; motorized trail use; parking; outdoor interpretive programming; and overnight lodging in dorms, lodges, cabins, yurts or recreational housing. Also included are the activities listed in the *Natural and Transition Areas* above.

### **Service/Support Area**

On a Resource Area map, the *Service/Support Area* is designated with the letters (S/S).

Description - Lands necessary to provide services to park visitors, housing to park employees, and support the maintenance of park facilities, equipment and vehicles.

Management Objectives - The primary objective is to support activities in the other five areas in a safe, efficient, and economic manner. Although activities in this area are essential to the other areas, they are not necessarily aesthetically compatible. Appropriate management is to centralize service, support and maintenance functions in specific, limited areas buffered from activities in the other areas. Facilities in this area should be designed and managed to efficiently accommodate the maximum levels of use anticipated.

Resource Area Characteristics - *Service Support Areas* have certain characteristics and atmosphere that cumulatively and subconsciously impart the desired visitor experience. *Service Support Areas* providing visitor services are readily accessible, busy, noisy and characterized by continuous daytime activity. Visitors to *Service Support Areas* during daylight hours are certain to encounter many other visitors seeking services and engaged in a wide variety of recreational and social activities. *Service Support Areas* supporting staff functions only, e.g., park maintenance and staff housing facilities, are not open to the public.

Typical Activities - Typical visitor activities include park admission, registration, fee collection, visitor information, retail sales, indoor/outdoor interpretive programming, provision of developed moorage, developed parking, and concession operation. Staff activities include seasonal and permanent employee housing and activities associated with shop buildings, storage yards, fueling facilities, and utility stations.

## 1.2 Preferred Alternative Selection Process

PRT and SAT members participated in an electronic survey that featured 30 statements about potential development at Heyburn State Park. Each statement was written in future tense to facilitate the development of a park vision. Team members unanimously agreed on seven statements.

### AGREEMENT

- There are vault toilets at Chatcolet to accommodate winter use.
- The Benewah campground is developed for RV campers but also features tent camping sites.
- The Chatcolet marina has been redeveloped and now includes a concession building for bicycle rentals and snacks.
- Rocky Point Lodge is a renovated group facility for overnight use marketed as a site for group retreats of 12 to 20 people.
- The park features an extensive trail system for hikers, mountain bikers and equestrians.
- The park features several rental cabins.

**There was substantial (80 percent or higher) agreement on 14 statements.**

### SUBSTANTIAL AGREEMENT

- There is camping available for paddlers on Hidden Lake.
- There is a disc golf course in the park.
- Rocky Point Marina remains open
- There is a long-term RV campground at Benewah.
- The Trail of the Coeur d'Alenes, which winds through the park, is a major feature and marketing point.
- Chatcolet campground is developed for RV campers but also features tent camping sites.



- Hawley’s Landing campground is developed for RV campers but also features tent camping sites.
- A permanent trail has been constructed from Chatcolet campground down the hill to the Trail of the Coeur d’Alenes and the Chatcolet Marina area.
- The Chatcolet marina parking lot is paved and striped to better manage parking.
- There is a shower at Chatcolet for boaters.
- There are flush toilets at Chatcolet for summer use.
- There is a long-term RV campground at Benewah.
- There are buoys in Hidden Lake where boaters can tie up and stay overnight.
- The park does NOT allow off highway vehicles such as motorcycles on trails.

**There was some agreement (60 to 80%) on three statements**

**SOME AGREEMENT**

- Hawley’s Landing campground is developed for RV campers but also features tent camping sites.
- Concessions are no longer available at Rocky Point Marina, but are available at Chatcolet Marina.
- Private leases for cabin sites are a continuing part of recreation use at the park.

**There was no agreement (lower than 60%) on three statements**

**NO AGREEMENT**

- The marina at Rocky Point is maintained primarily for lease holders on site.
- Float homes have been removed from Hidden Bay and are now permanently located in the marina at Chatcolet.
- There is “free ride” course for extreme mountain bikers.

The results of the survey, as outlined above, were presented to PRT and SAT members for a group discussion. That resulted in modification to the statements as follows:



## **AGREEMENT**

- There are vault toilets at Chatcolet to accommodate winter use.
- The Benewah campground is developed for RV campers but also features tent camping sites.
- The Chatcolet marina has been redeveloped and now includes a concession building for bicycle rentals and snacks. (Encourage shuttle service for trail of the CDA)
- Rocky Point Lodge is a renovated group facility for overnight use marketed as a site for group retreats of 12 to 20 people. (An RFP for food concessions at Chatcolet should include the option for food concessions at Rocky Point)
- The park features an extensive trail system for hikers, mountain bikers and equestrians.
- The park features several rental cabins.
- The park has basic facilities to allow equestrians to overnight at the trailhead, including 8-foot tie lines for horses and a vault toilet.

## **SUBSTANTIAL AGREEMENT**

- There is camping/lodging (yurts) available for boaters on Hidden Lake. Facilities include a vault toilet.
- There is a disc golf course in the park.
- Rocky Point moorage remains available
- There is a long-term RV campground at Benewah. (Configure so that an RV campground there includes a few experimental sites for long term)
- The Trail of the Coeur d'Alenes, which winds through the park, is a major feature and marketing point.
- Chatcolet campground is developed for RV campers but also features tent camping sites. (Have an engineer check the site to determine how many RV sites we could accommodate. Realign road out of cabin area. If a mix of RV/tent, keep the tents toward the lake end of the property and away from RVers to avoid conflicts with generators. And a note, why are generators even used if sufficient power is available?)
- Hawley's Landing campground is developed for RV campers but also features tent camping sites.



- A permanent trail has been constructed from Chatcolet campground down the hill to the Trail of the Coeur d'Alenes and the Chatcolet Marina area.
- The Chatcolet marina parking lot is paved and striped to better manage parking. (Let engineers determine the size of parking lot, how many it can park at that size, and if it can accommodate the marina without going to paving and striping. If paved, it needs to be built up to avoid seasonal flooding.)
- There is a shower at Chatcolet for boaters.
- There are flush toilets at Chatcolet for summer use.
- There are buoys and/or destination docks in Hidden Lake where boaters can tie up and stay overnight. (provide a stationary dock for swimmers and water skiers)
- The park does not allow off highway vehicles such as motorcycles on some trails.

### **SOME AGREEMENT**

- Hawley's Landing campground is developed for RV campers but also features tent camping sites.
- Concessions are no longer available at Rocky Point Marina, but are available at Chatcolet Marina. (Suggestion that swimming should be available at Rocky Point).
- Private leases for cabin sites are a continuing part of recreation use at the park.
- There is technical downhill course bike riders can choose to use or avoid depending on their skill level.

### **NO AGREEMENT**

- Float homes have been removed from Hidden Bay and are now permanently located in the marina at Chatcolet. (Note: There is still a perception that IDPR is forcing the float homes from Hidden Bay. It would be helpful to have Panhandle Health either meet with commissioners again to explain the situation, or provide a write-up for the plan).

### **Other Notes:**

Boat ramp at Chatcolet should be signed on highway at park entrance.

Concerns about milfoil are ongoing. Wild rice should be evaluated to determine feasibility of removal or partial removal. Dredging to keep channels open has some citizen support.

## *Outcome*

Planners moved forward following this meeting with the assumption that items receiving agreement or substantial agreement from the PRT and SAT were to be included in the plan.

Items in the Some Agreement category will still be explored, though may or may not become a part of the final plan, depending on public comments and fiscal realities. The configuration of camping in the park will also be constrained by terrain. Some SAT members felt strongly that concessions should be made available at the Rocky Point Marina. The agency will leave that option open to the successful bidder for the park concession and allow market conditions to decide.

## *Leaseholder Issues*

To reduce impacts in areas where private exclusive use and public recreation use conflicts exist, leased cottage sites identified in the 1990 Heyburn State Park General Development Plan for “phase out” remain so identified. In practical terms, this means the Idaho Department of Parks and Recreation is interested in removing those sites from the leased properties list in the park and would like to acquire improvements there on a willing seller/willing buyer basis. IDPR has no eminent domain authority and it was not the intention of the Board or agency staff at the time this plan was written to obtain specific authority to terminate leases identified for phase out and purchase improvements.

Many SAT members favored leaving the float homes in Hidden Bay. That will not be possible because float home owners are unable to comply long-term with the Sewage Management Agreement with Panhandle District Health (Appendix 1). IDPR intends to accommodate existing float homes in a newly designed marina at Chatcolet.

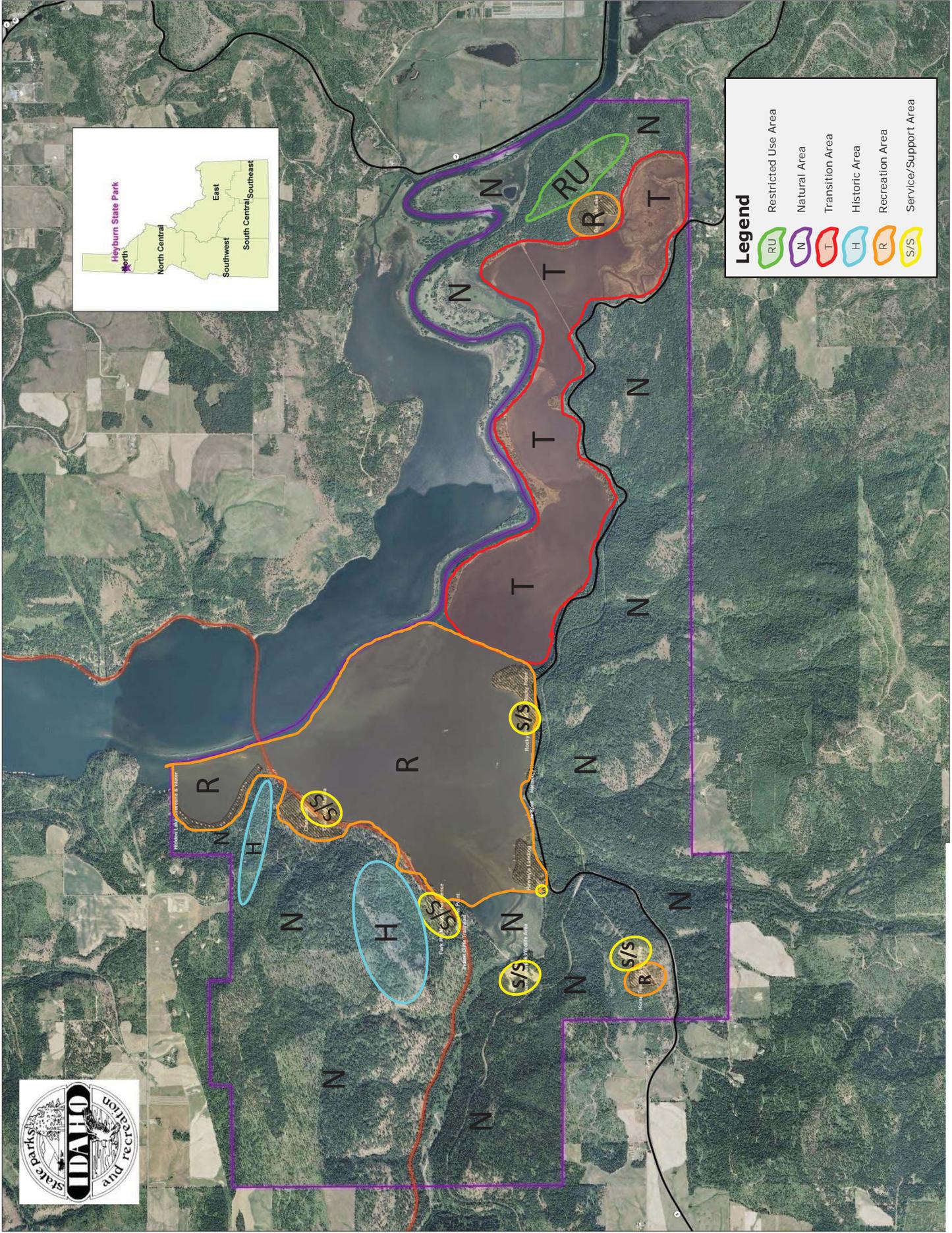
## **1.3 Proposed Development, Land Use Plan and facility Designation Map (facing page)**

## **1.4 Proposed Land Acquisitions**

None are anticipated at this time.



# Heyburn State Park – Resource Area Designations



**Legend**

- RU Restricted Use Area
- N Natural Area
- T Transition Area
- H Historic Area
- R Recreation Area
- S/S Service/Support Area

Note: A number of historic buildings from the Civilian Conservation Corps era are scattered throughout the park.

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# Chapter Two: Planning Process

## 2.1 The Future at a Glance

The Statewide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP) is the State of Idaho's overarching guide to public outdoor recreation need. The plan identifies recreation trends and the issues that most concern the public.

At the time of the development of the Land of the Heyburn State Park Master Plan, the 2006-2010 Idaho SCORTP was in use. That plan identified dramatic increases in participation levels for geocaching, disc golf, outdoor gathering activities (berries, mushrooms, etc.), photography, wildlife viewing, horseshoes, jet boating, snowshoeing, rock climbing, canoeing, ATV riding, walking for exercise and yurt camping.

Not every park provides a natural venue for every recreational activity, but these trends were taken into account in the development of this plan.

Any analysis of recreation trends is a rough tool forged from participation rates at a particular moment in time. That tool is more valuable if there are more data points along the timeline, but even then unforeseen events can change everything. Two things have arisen since surveys and public meetings were conducted for SCORTP in 2005 and 2006 that are likely to dramatically affect outdoor recreation. The first is a swing in the public perception regarding climate change. Although still debated on the margins, there is a growing recognition that climate change is occurring (Public Perception, Opinion and Understanding of Climate Change – Current Patterns, Trends and Limitations, Anthony Leiserowitz, United Nations Human Development Report Office, 2007). Second, the meteoric rise of gas prices in 2008 and the near collapse of the economy in the fall of that same year due to the mortgage crisis are likely to affect people's travel patterns at least in the near future.



## 2.2 Parks and Recreation Planning and Development in Idaho

### *Authority*

In 1965, the Idaho State Legislature enacted legislation creating the Idaho Department of Parks and Recreation (IDPR). The legislation reads, in part:

*It is the intent of the Legislature that the Department of Parks and Recreation shall formulate and put into execution a long range, comprehensive plan and program for the acquisition, leasing, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged.*

The Idaho Park and Recreation Board is responsible for administering, conducting and supervising the IDPR. The Legislature has given the Board the power to:

- Make expenditures for the acquisition, leasing, care, control, supervision, improvement, development, extension, and maintenance of all lands under the control of the department.
- Appoint local or regional advisory councils to consider, study, and advise the department in the extension, development, use and maintenance of any areas to be considered as future park sites.
- Cooperate with the federal government and local governments of the state or the purpose of acquiring, leasing, supervising, improving, developing, extending or maintaining lands which are designated as state parks.
- Construct, lease or otherwise establish public parks or recreational facilities and services, and charge and collect reasonable fees to operate these facilities and services.
- Apply to any appropriate agency or officer of the federal government for aid from any federal program respecting outdoor recreation, and obligate the state regarding the responsible management of any federal funds transferred to it for the purpose of federal enactment.
- Cooperate with tribal governments for the purpose of acquiring, leasing, supervising, improving, developing, extending or maintaining lands which are designated as state parks.

## ***Policy***

The Idaho Park and Recreation Board has established operational policies to guide IDPR staff in the acquisition, planning, development, and protection of land for public outdoor recreation use. They are as follows:

### **Acquisition**

Acquisition of recreation lands is vital to the state park system and should occur in tandem with the needs of a growing population. Public use of these acquired areas should be made possible as soon as the department is able.

### **Planning**

To ensure people's recreating needs will be met by the state park system, there should be current and advance planning for recreation facilities and services. Such planning shall follow the *Master Plan Guidelines* document adopted by the Board. Planning shall be in conformance with the supply, demand, and needs as outlined in SCORTP.

A state park classification system was adopted to aid in the proper planning, development, and management of park lands. Four classifications were defined: natural, recreation, heritage, heritage recreation, and recreation trailway.

The Department shall plan for appropriate conservation-education facilities and activities that will enhance the public's use and enjoyment of the system.

The Department shall plan for creative and informative interpretive programs. In the planning, development, and implementation of interpretive programs, the Department shall identify and emphasize the values that are of primary importance for each park.

### **Development**

Services and facilities shall be in accordance with the park classification and resource area designations (zoning) of each park. Considerations for facilities and service shall be:

1. Within the park system, provision shall be made for a wide range of interests and activities enjoyed by Idaho residents and tourists.
2. Each park will be developed for as many activities as is consistent with its classification, and will be managed to insure the wise use and protection of the facility or resource.



3. To allow full park use by individuals who may or may not own recreational equipment, IDPR may consider the rental and sale of items appropriate in parks.

4. Park facilities developed to facilitate service and provide recreational opportunity shall be architecturally suited to the theme and purpose of the park.

No facilities or services shall be permitted within a park that encourages or contributes to rapid deterioration of the park environment or adjacent property.

Access for people with disabilities will be provided in compliance with current ADA standards.

### **Protection**

Lands acquired for the state park system should remain dedicated to that use and protected against exploitation.

### ***Direction***

The 2006-2010 Idaho SCORTP included a survey of Idahoans, asking them to rank issues in outdoor recreation on their importance. The following were ranked as their top ten issues:

- Protecting water quality.
- Protecting existing access to public lands.
- Controlling invasive species.
- Providing more spontaneous camping (reservations not required).
- Educating youth about natural resources and the environment.
- Providing additional access to public lands for outdoor recreation.
- Providing outdoor recreation education for youth.
- Creating more community parks.
- Educating adults about natural resources and the environment.
- Providing recreation safety instruction to youth.

## 2.3 Agency Strategic Plan Congruency Analysis

### Purpose

The following analysis was prepared, upon the conclusion of the planning process, to emphasize how the resulting park master plan is congruent with the agency's mission and vision statement, as well as the initiatives of the agency strategic plan.

### Agency Mission

The mission of the Idaho Department of Parks and Recreation is *“To improve the quality of life in Idaho through outdoor recreation and resource stewardship.”*

### Agency Vision

The Idaho Department of Parks and Recreation will live up to the trust of Idahoans by striving to understand the recreational needs of the people, practicing wise resource stewardship and carefully maintaining facilities. We will promote ethical behavior, safe practices and the sharpening of outdoor skills. While recognizing private property rights, the agency will protect access to public lands. The Idaho Department of Parks and Recreation will continue its role as a leader in outdoor recreation through partnerships, innovation and good work.

Throughout the planning process, IDPR has consulted Idaho citizens in a number of ways, such as public meetings, surveys and online comment opportunities. The need to practice wise resource stewardship and the importance of maintaining historical facilities was reiterated by the public and is an integral part of the plan, as is the promotion of ethical behavior and safe practices. IDPR has worked with and will continue to work with neighboring land owners and community partners.

### Agency Strategic Plan

The Idaho Park and Recreation Board adopted the agency strategic plan, *Working for Recreation—The 2006-2010 Idaho Department of Parks and Recreation Strategic Plan*, on April 25, 2005. From that document, the Board has developed three strategic initiatives. The initiatives and their objectives are charted below, along with comments on how this master plan addresses each objective.



<b>Focus on Core Responsibilities</b>	
Consider the day-to-day management of our legislatively authorized parks and programs our first priority.	A master plan is the source document guiding management of a state park.
Devote a significant share of agency resources to improving the condition of our facilities.	One of the plan’s key points is the upgrade and renovation of existing facilities.
Determine what outdoor recreation facilities are needed by the public and determine the best way to see that they are provided.	This was determined through public meetings and online comment opportunities, as well as through SCORTP research.
Be responsive to scheduling resources to customer requests through an enhanced reservation system.	This objective is outside the scope of a master plan but has been reached by providing the reservation system.
<b>Address the Issues Associated with Growing Demand</b>	
Assure public access for outdoor recreation through key land acquisitions, easements, education and partnerships.	No acquisition is anticipated as a part of this plan. Special attention is paid to providing more trail access within the park.
Provide education, mediation and regulatory programs to enhance user opportunities and experiences.	Education and interpretation are envisioned as components of the plan.
Seek ways to bring sustainable funding for outdoor recreation into alignment with demand.	The plan recognizes the need for revenue generation to help offset park operating costs.
<b>Provide Outdoor Recreation Leadership</b>	
Assume a leadership role in seeking partnerships with other agencies, NGOs and the private sector to enhance outdoor recreation.	The planning process sought to include interested parties.
Improve communication with the public and partners about outdoor recreation opportunities and issues.	During the planning process, every effort was made to inform the public of opportunities to participate. Once the plan is implemented, educational and interpretive activities on site and promotion of other area recreation opportunities will fill this role.

## 2.4 Preliminary Policy Statements

Prior to beginning the planning process, the following policy statements were developed to guide participants, to outline planning goals, to establish limits, to identify authorities from which approval must be obtained and to provide a yardstick to measure the success of the final product:

The Master Plan will follow the *IDPR State Park Master Plan Guidelines* and be consistent with all policies adopted by the Idaho Park and Recreation Board.

The Master Plan will follow the direction outlined in the agency's current strategic plan.

The Master Plan must comply with the provisions of the *Benewah County Comprehensive Plan*, and be approved by the Benewah County Planning and Zoning Commission.

Public involvement throughout the course of the master plan process will be pursued in an open, honest and fair manner, utilizing processes and techniques outlined in the *IDPR Public Involvement Guide*. A Stakeholder Advisory Team will be an integral component of the planning process.

The Master Plan will inventory the existing natural systems, and cultural and historical resources within the park's boundaries to determine the limitations and opportunities presented by the site.

The Master Plan will establish the classification of the park using the criteria outlined in the *IDPR State Park Land Classification and Resource Area Designation System*.

The Master Plan will identify and promote recreational activities, compatible with the park's classification, and that address the region's recreational needs as identified in the most recent (SCORTP).

The Master Plan will recognize and incorporate the provisions of the Trail of the Coeur d'Alenes State/Tribal agreement and associated management plans where applicable.

The Master Plan will explore and recognize the relationship between the park and the local community and be sensitive to the needs of the park's host community.



## 2.5 Summary of Public Input

### *The Review Teams*

The Planning Review Team (PRT) is composed primarily of IDPR staff involved in the production of the plan and key agency administrators. The Stakeholder Advisory Team, which was selected by the PRT from applications and recommendations, consists of area residents and elected officials interested in park development and Coeur d'Alene Tribe representatives. See the Acknowledgements page at the beginning of this document for a complete list of team members.

### **Planning Review Team Meeting One**

The meeting was held September 2 in Boise. In attendance were Director Nancy Merrill, Deputy Director Dave Ricks, Idaho Park and Recreation Board Chair Steve Klatt, North Region Manager David White, Heyburn State Park Manger Ron Hise, planner Connie Vaughn, planner Andrew Conkey, resource specialist Jeff Cook, resource specialist Mary Lucachick and planning chief Rick Just.

### **Scope of Plan**

Because Heyburn staff also manages Mowry and McCroskey state parks, and jointly manages Trail of the Coeur d'Alenes with the Coeur d'Alene Tribe and staff from Old Mission State Park, defining the scope of the planning effort was essential. The PRT determined the plan would cover only Heyburn State Park. A portion of Trail of the Coeur d'Alenes is an integral feature but will be addressed only to the extent of its impact on the park.

### **Stakeholder Advisory Team (SAT) Selection**

PRT discussed SAT team membership, made recommendations and asked Mr. Just to create the SAT based on the availability of participants. Legislators from Benewah and Latah counties were invited to participate along with Benewah County Commissioners. Ron Hise identified several area residents to contact personally to apply for an invitation to serve on the SAT. Additionally, Rick Just sent out a news release encouraging applications from the public.

## SAT Meeting One

The meeting took place October 3, 2009 at park headquarters. In attendance were Michelle Reynolds, Pam Secord, Tribe Recreation Manager Jason Brown, Mike Meagher, Stan Weeks, Jeff Harkins (for Tom Trail), Kim Schwantz, Judi Sharrett, Park Manager Ron Hise and Chief Planner Rick Just.

The team met at park headquarters for an orientation briefing and to watch the park DVD before setting out on a tour of the park with stops at Chatcolet day use area, the Chatcolet cabins, Chatcolet campground, Plummer Point day use area, Plummer Marsh interpretive area, Rocky Point Lodge, Benewah and the Benewah campground before coming back to the center for lunch.

The group welcomed the idea of a new marina at Chatcolet and expressed interest, though some reservations, about moving float homes out of Hidden Bay. The concept of consolidating the Chatcolet and Rocky Point marinas was discussed. The group felt keeping the two sites was best, perhaps with consolidation of services at Chatcolet, but while retaining at least enough slips at Rocky Point to accommodate cabin lease holders in that area. They were enthusiastic about providing a new building at Chatcolet to serve marina customers, day users and especially Trail of the Coeur d'Alenes users with bike rentals and food services, as well as an improved restroom. Several SAT members pointed out that parking was the limiting factor for a marina and boat ramp at Chatcolet. Although moving the float home owners into the marina would not affect parking (they already park in that lot), adding additional slips would.

SAT members were enthusiastic about two other ideas brought forth on the tour, particularly the renovation of the lodge at Rocky Point. They felt there would be a good market for some kind of retreat center there, especially one that provided self-serve kitchen facilities with a large refrigerator and other standard appliances. Developing several long-term and overflow sites at Benewah to accommodate large RVs was also a favorite idea.

The consensus developed during the tour was that the basic concept for facilities at Heyburn worked pretty well. The park should focus on renovation of existing facilities, for the most part, with the exception of adding a concession building at Chatcolet.

SAT members also felt there was a need for more small lodging opportunities such as camper cabins and yurts to accommodate Trail of the Coeur d'Alenes users. They also seemed to like that the park offered quite a lot of opportunity for tent campers and expressed hope that would continue.



In the afternoon the SAT participated in a SWOT sessions designed to uncover and rank park strengths, weaknesses, opportunities and threats. Results of that session are included as Appendix B-1.

### **Heyburn Staff Planning Meeting**

On October 5, Heyburn staff met with Chief Planner Rick Just for a facilitated SWOT session. In attendance were Ron Hise, Chris Hoosick, Craig Parker, Jeff Smith, Beth Simanek and Leslie Naccarato.

SAT member Rep. Dick Harwood, who was unable to make the earlier SAT session joined staff.

### **Public Open House**

Planning staff conducted an open house on October 5 from 3 to 5 pm and again from 7 to 9 pm at park headquarters to meet informally with the public. In attendance were Rocky Point leaseholders Bill and Eileen Lacy, Frank Werner from St Maries, Eric Besaw from the Idaho Department of Lands, Rocky Point leaseholders Doug and Pat Flansburg, John Gress, leaseholder Greg Patrick, Dave Luther from the Idaho Department of Lands, adjacent land owner Del Blackburn, and Sandy Ingebritsen and her son Wade who are Chatcolet leaseholders and two other citizens who did not sign in.

Comments received included:

- Fix the Heyburn Landing boat ramp at Benewah.
- Mr. Werner would like to be allowed to collect a couple dozen pieces of deadfall each year to use in his carving business.
- Milfoil was a concern.
- Provide vault toilets at Chatcolet Day Use area for winter use.
- The trees at Rocky Point need to be thinned.
- There was concern that no verified plat existed for leaseholders.
- Some were concerned that we were logging too much in the park.
- There was a concern that the park's plan to cut many smaller trees in the park to bring back areas of ponderosa pine that existed historically, might not work.

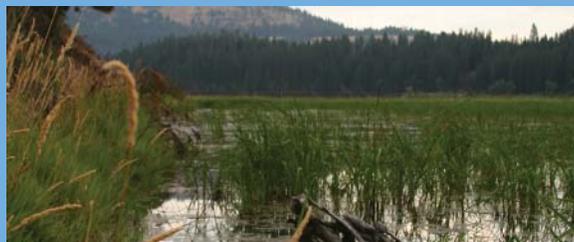
- At least one person was against any development of the park at all.
- The southern part of the lake is heavily silted. Several wondered if the plan would address that issue.
- Mr. Patrick, who leases property in the park that was identified for buy out in the previous lease is concerned that the new lease does not specifically mention reimbursement should the agency decide to cancel his lease as a part of the plan. Staff assured him that eliminating leases was not likely to be a part of this plan, which would make the concern moot.
- Provide floating docks that people can swim out to.
- Provide mooring buoys at Hidden Lake for boat camping once the float homes have been moved.
- Provide designated areas for tent camping for boaters in Hidden Lake.
- There was a request to designate a small area near Hawley's Landing as a no wake zone, effectively eliminating motorboats.
- Interpret the environmental issues surrounding the lake, i.e., milfoil, impounded water, siltation.
- Develop a listserv for those interested in Heyburn issues.
- Assist leaseholders in developing an email list so we can communicate with them and they can communicate with each other.

### ***Planning Review Team Meeting Two***

The meeting took place October 8 in Boise. In attendance were Steve Klatt, Dave Ricks, Nancy Merrill, Andrew Conkey, David White, Ron Hise, Connie Vaughn, Leo Hennessey, Jeff Cook, Mary Lucachick and Rick Just. Just gave a recap of SAT and staff activities and the public open house, then facilitated a SWOT session with the PRT. Results of that session are included as Appendix B-1.

### ***Joint PRT/SAT Meeting***

The meeting took place October 28 at park headquarters. attending were Connie Vaughn, Dave Ricks, Rick Just, Bob Hallock, Rep. Dick Harwood, David White, Andrew Conkey,



Jeff Smith, Tribal Recreation Manager Jason Brown, Leo Hennessey, Chris Hoosick, Leslie Naccarato, Beth Simanek, Pam Secord, Judi Sharrett. Arlo Slack, Dean Johnson, Nancy Merrill and Stan Weeks.

Both teams had the opportunity to share their level of agreement or disagreement with a series of future vision statements prior to the meeting through an online survey. As a result of that survey and subsequent discussion the following draft vision statement and list of proposed projects was produced for public comment.

### **Heyburn Vision**

Heyburn State Park's lakes, forest, wetlands and wildlife, draw people looking for a place to relax in a natural setting or participate in a wide variety of recreational activities. The park features trails for hikers, equestrians and bicyclists, moorage and support facilities for boaters, three campgrounds for RVs and tent campers and other overnight facilities ranging from economical cabins to the group lodge at Rocky Point. The 73-mile-long Trail of the Coeur d'Alenes begins just outside the park, winds through it and across the lake on its way to the terminus at Mullan. Overnight and support facilities for bicyclists are a major feature of the park.

### **Proposed Improvements**

#### **Chatcolet**

- An upgraded campground for RV and tent use, with an improved trail leading down from the campground to the Trail of the Coeur d'Alenes and nearby facilities. A road realignment will direct campground traffic away from nearby leased cabin sites.
- An improved, low maintenance marina that includes additional moorage opportunities and a dedicated area for existing float homes currently moored in Hidden Lake.
- Work with the Coeur d'Alene Tribe to establish a concessionaire operated support facility along the Trail of the Coeur d'alenes right-of-way for marina needs, bicycle rentals and light food service. The facility will include flush toilets for summer use and vault toilets for the winter.
- An improved parking lot for day use.

#### **Hawley's Landing**

- Upgraded campground.
- Extended docks.

### **Rocky Point**

- Moorage and boat ramp will remain with possible concession services.
- Rocky Point Lodge renovated and available for small group use.
- Rental cabins provided to enhance the capabilities of Rocky Point Lodge.

### **Benewah**

- Renovated campground.
- Expansion of RV camping.

### **Hidden Lake**

- Float homes will move to the Chatcolet Marina.
- Camping and yurt opportunities on shore for boaters.
- Destination docks and moorage buoys installed in the lake for overnight use, swimming and waterskiing.

## ***General Improvements***

### **Heyburn Trails**

- Improved equestrian facilities for overnight use.
- Additional hiking trails.
- Additional mountain biking trails.

### **Cabins**

- Where appropriate, additional cabins or yurts will be installed for rental use.

### **Cottage Lease Sites**

- Traditional leasing of cottage sites will continue. The number of leases will not increase.

### **Recent Improvements**

- A new visitor information center was opened to the public in 2009.
- Park wells and water systems were recently upgraded.



- A new sewage system will be complete in 2010.
- Several Civilian Conservation Corps (CCC) structures were renovated in 2006.

### *2009 Summer Survey at Heyburn*

The decision to schedule the development of a new master plan at Heyburn State Park was not made until late in the summer of 2009. In an attempt to capture the thoughts of park visitors, about 300 master plan surveys were distributed to visitors at the park. It was no surprise that relatively few of those late-season surveys were returned. Only 23 useable responses were received. Because of that low number, it would be imprudent to assume the responses are representative of park visitors. No decision regarding potential facilities or improvements were made based on survey responses. They are included here simply as part of the record.

<b>Item</b>	<b>Strongly Against</b>	<b>Against</b>	<b>Neutral</b>	<b>Support</b>	<b>Strongly Support</b>
Bike Rentals	3	2	3	5	7
More wildlife viewing stations	1	2	4	3	11
More hiking trails		1	3	7	11
More swimming	1	1	2	7	10
Boat and canoe rentals	2		5	7	8
Bike repair shop	4	3	7	4	3
More mountain bike trails	3	1	5	4	8
Restaurant	5	2	7	2	5
More tent camping		2	9	6	5
A free-riding bike course	7		6	2	5
A disc golf course	7	3	6	2	3
Group lodging facilities	5	3	8	3	2
Boat taxi or ferry service	7	1	4	3	4
Improved RV camping	2	1	5	6	4
A marina with store and fuel services	5		4	7	5
A marina section dedicated to float homes	8	1	9	1	
A lodge	5	3	7	2	3
Park museum/interpretation	2	1	6	4	7
Cruise boat tours	4	1	6	6	4
Rental cabins	2		7	6	6

Respondents were asked to rank improved or new facilities on a scale of 1 to 5, with 1 being Strongly Against and 5 being Strongly Support.

The survey reflected relatively strong support for bike rentals, additional wildlife viewing stations, additional hiking trails, additional swimming opportunities, more tent camping, improved RV camping, a marina with store, more rental cabins, more mountain bike trails, park museum/interpretation and boat and canoe rentals.

Respondents were split about evenly on the need for a bike repair shop, a park restaurant, a free-riding bike course, and cruise boat tours.

Most respondents were against a disc golf course, group lodging facilities, boat taxi or ferry service, and a lodge in the park.

There was little support for a marina section dedicated to float homes.

### **Comments from the 2009 summer survey at Heyburn.**

Comments received on survey forms are contained in Appendix C.

### ***Draft Master Plan Open House***

Two open house sessions were held on March 22 from 1 to 4 pm and again from 7 to 9 pm. IDPR staff in attendance were Deputy Director Dave Ricks, North Region Manager David White, Park Manager Ron Hise and Chief Planner Rick Just. Stakeholder Advisory Team Members Pam Secord, Michelle Reynolds, Dean Johnson and Bob Hallock also attended the afternoon meeting. Floathome owners Lavaine and Arlene Logan were the only members of the public in attendance.

Most of the discussion regarded concerns the Logan had regarding the proposed relocation of float homes. Their main concern was the final location of the float home marina. While they understand that it will be at Chatcolet, they expressed concerns regarding the depth of the water beneath float homes. While precise location of the float home section of the marina will not be known until engineering studies have been conducted, staff assured the Logans that it was our intention to provide enough depth to keep the homes off the bottom of the lake during the winter. Staff will also work with float home owners to develop an acceptable method—perhaps a lottery—to assign space to each floathome owner. The Logans had some concern regarding dogs in association with the marina. Providing a nearby area for sanitary control should be a priority in development of the facility.



## *Meetings with Local Government Officials*

Park Manager Ron Hise and Planning Chief Rick Just met with Benewah County Commissioners on March 22. Commissioners expressed some concern regarding float homes and were assured that it was the agency's intention to provide space for float home owners in a new Chatcolet Marina. Commission Chair Jack Buell had concerns regarding equitability of entrance fees at the park. That resulted in a discussion regarding potential legislation to allow all vehicles licensed in the state of Idaho free entrance to state parks.

Park Manager Ron Hise and Planning Chief Rick Just met with the St. Maries City Council on March 22. Council members had some general questions and expressed support for increasing tourism.

Park Manager Ron Hise met with Benewah County Planning and Zoning on March 25. The Commission expressed concern that additional traffic could impact roadways in the park.

Park Manager Ron Hise met with the Plummer City Council on April 8. The only comment of note came from a councilman who expressed concern about wild rice, in that he did not want to see it eradicated because of its value to fish and wildlife.

North Region Manager David White met with Coeur d'Alene Tribe Lake Management Director Phil Cernera on June 8. They reviewed the plan, discussed Tribal comments dated April 14 (and included in the appendix), assessed Trail of the Coeur d'Alenes agreements in conjunction with the plan and other potential revisions.

## *IDPR Response to Comments Received*

In fairness to commenters, all written and electronic comments received have been reproduced in Appendix C-1, page 99 of this plan. Comments from the Coeur d'Alene Tribe were extensive and resulted in extensive revisions, so a short IDPR response to Tribal concerns is included in the appendix following tribal comments on [page 125](#).

# Chapter 3: Local Context

## 3.1 Location and Geographic Overview

### *Location*

Heyburn State Park is located in North Idaho on the boundary between Benewah and Kootenai County. The park is located between the communities of Plummer, Idaho (west of the park) and Saint Maries, Idaho (east of the park) at the south end of Lake Coeur d' Alene.

### *Geographic Overview*

Most of the 7,825 acre park is located in Benewah County with only 50 acres around Shoeffler Butte in Kootenai County. The park is comprised of numerous hills and drainages, as well as three lakes (Hidden Lake, Chatcolet Lake, and Benewah Lake). These lakes form the southern end of Lake Coeur d' Alene. The Saint Joe River forms the northern and western border of the park. The park is surrounded by the Clearwater Mountains to the South, the Saint Joe Mountains to the East, and Coeur d' Alene Lake to the North. Chatcolet, Hidden Lake, Rocky Point, and Benewah are located within the park.

## 3.2 Economic Overview

See Idaho Department of Labor report on the following pages.





# Benewah County

December 2009

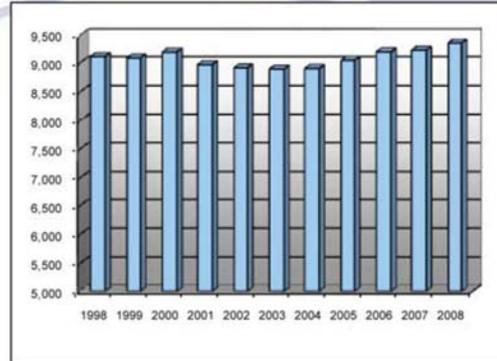
## Work Force Trends

### Population

Benewah County experienced fairly strong population growth in the early 1990s. Its rural lifestyle and great hunting and fishing opportunities persuaded many people to move there. Then the county stagnated for several years. But in the last four years, as more retirees discovered its attractions, the population grew. It is likely not to add population in 2009 because of the national recession.

From 1998 to 2008, the county's population grew 3 percent from 9,116 to 9,352 while Idaho's population grew 22 percent and the U.S. population grew 10 percent.

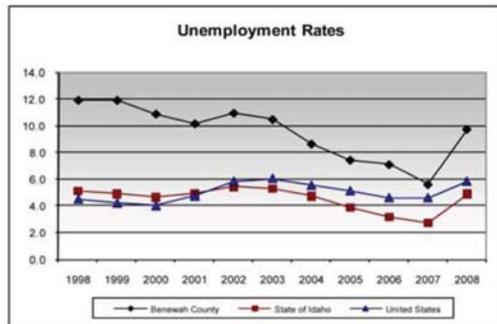
The county seat, St. Maries, had a population of 2,644 in 2008 while Plummer had a population of 997



### Labor Force & Employment

Benewah County's economy remains heavily dependent on forest products. More than one in four jobs are in the forest products industry. Until 2006, the county had only 60 jobs in manufacturing outside forest products. In 2006, the Coeur d'Alene Tribe purchased Berg Integrated Systems and moved it to Plummer, where it now employs about 80 people. Despite the county's beauty and outdoor recreational opportunities, tourism employs fewer than 200. Dependence on forest products makes the county vulnerable to high unemployment when U.S. housing construction falls. Since 2006, extremely low lumber prices have reduced employment.

The Coeur d'Alene Tribe, whose reservation extends from western Benewah County into southern Kootenai County, has been the main engine of growth in the last 10 years. Today, it employs 540 people at its headquarters, retail stores, medical clinic, farm, school and the Berg



plant in Benewah County and nearly 900 people at its casino, hotel and golf course in Worley, just over the Kootenai County line.

Because so much of the county's income is from forests and farms, employment peaks in late summer and drops off as winter approaches. Employment falls to its lowest level in spring when load limits on muddy roads force many loggers out of work. In 2008, for example, the unadjusted unemployment rate peaked at 14.4 percent in April and fell to 6.6 percent in July.

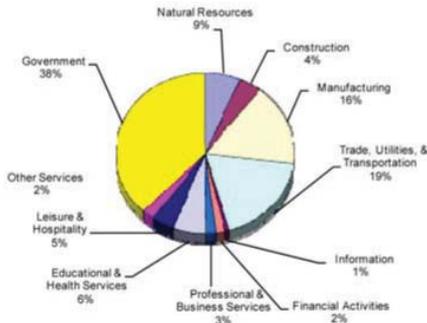
Labor Force	Nov 2008	Nov 2009
Civilian Labor Force	4,302	4,135
Total Employment	3,572	3,420
Unemployed	729	715
% of Labor Force Unemployed	17.0	17.3
State of Idaho % Unemployed	5.8	9.1
U.S. % Unemployed	6.8	10.0

Labor Force	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Civilian Labor Force	4,517	4,421	4,003	4,029	4,008	3,943	3,990	4,003	3,905	3,942	4,024
Unemployment	538	528	435	409	438	413	344	297	277	220	392
% of Labor Force Unemployed	11.9	11.9	10.9	10.2	10.9	10.5	8.6	7.4	7.1	5.6	9.7
Employment	3,979	3,893	3,568	3,620	3,570	3,530	3,646	3,705	3,628	3,722	3,632

Prepared by Kathryn Tacke, Regional Economist, Idaho Department of Labor • 1221 W. Ironwood Drive, Coeur d'Alene, Idaho 83814  
Phone: (208) 769-1558, ext. 3984 • e-mail: [kathryn.tacke@labor.idaho.gov](mailto:kathryn.tacke@labor.idaho.gov) • Labor Market Information Web site: [lmi.idaho.gov](http://lmi.idaho.gov)

## Heyburn State Park Master Plan

## Nonfarm Payroll Jobs for 2008



## Economic Development Efforts

Benewah County is struggling to overcome a legacy of economic stagnation, which has hampered business growth. The number of private-sector businesses with employees in Benewah County edged down from 313 in 1998 to 304 in 2008.

Timber Plus, the county's economic development organization, and the Coeur d'Alene Tribe are strenuously recruiting businesses and expanding job opportunities by making the area more attractive to tourists and potential residents.

## Major Employers

Benewah Community Hospital
Berg Integrated Systems
Coeur d'Alene Tribe
Jack A. Buell Trucking
Peet Shoe Dryer (manufacturer)
Potlatch Corp.
Stimson Lumber (Plummer & St. Maries)
Valley Vista Care (nursing home & corp. HQ)

## Occupational Wages\*

Occupation	Starting Wage
Bookkeepers, Full-charge	\$8.75
Carpenters, Journey-level	\$15.00
Cashiers/Checkers	\$7.25
Clerks, General Office	\$7.75
Clerks, Retail	\$7.25
Cooks, Restaurant	\$8.00
Janitors	\$7.75
Laborers, Construction	\$10.00
Loggers	\$15.50
Millwrights	\$17.40
Nurses, Registered	\$18.50
Sawmill Workers	\$13.75
Secretaries, General	\$8.50
Truck Drivers, Heavy	\$15.75

\* Additional occupational wage data can be found on the Idaho Department of Labor Web site at [imi.idaho.gov](http://imi.idaho.gov).

Covered Employment & Average Annual Wages Per Job for 1998, 2007 & 2008	1998		2007		2008	
	Average Employment	Average Wages	Average Employment	Average Wages	Average Employment	Average Wages
<b>Total Covered Wages</b>	3,455	\$24,196	3,640	\$32,065	3,547	\$31,811
Agriculture	334	\$30,046	269	\$39,831	213	\$39,413
Mining	*	*	65	\$32,071	59	\$32,026
Construction	115	\$23,596	152	\$26,827	147	\$27,473
Manufacturing	633	\$31,791	622	\$44,808	579	\$42,537
Trade, Utilities, & Transportation	598	\$23,937	687	\$29,903	665	\$30,620
Information	36	\$19,981	31	\$24,343	30	\$27,402
Financial Activities	79	\$18,067	48	\$20,686	55	\$19,927
Professional and Business Services	133	\$23,281	66	\$23,738	65	\$24,840
Educational and Health Services	300	\$21,711	221	\$25,534	215	\$27,187
Leisure and Hospitality	203	\$6,237	150	\$7,935	147	\$8,327
Other Services	127	\$16,041	49	\$32,655	54	\$29,509
Government	710	\$22,496	1,279	\$31,005	1,318	\$31,355

Per Capita Income	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
<b>Benewah County</b>	\$19,100	\$19,703	\$20,215	\$21,711	\$21,231	\$21,800	\$23,701	\$24,960	\$26,100	\$28,237
<b>State of Idaho</b>	\$21,789	\$22,786	\$24,077	\$25,024	\$25,234	\$25,543	\$27,389	\$28,681	\$30,374	\$31,804
<b>United States</b>	\$26,883	\$27,939	\$29,843	\$30,574	\$30,838	\$31,530	\$33,157	\$34,690	\$36,794	\$38,615

Information provided by Bureau of Economic Analysis



This county is served by the office located at the address below:  
 Idaho Department of Labor  
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### 3.3 Park History

“I want in Idaho one National Park,” Weldon B. Heyburn told his colleagues in the U.S. Senate on March 16, 1908. In spite of his wishes, the legislation that emerged from Congress paved the way for not only Idaho’s, but the Pacific Northwest’s first state park. That, even though according to Heyburn, “state parks are always a subject of embarrassment.”

As a result of policies instituted under the General Allotment Act (Dawes Act) of 1887, each member of the Tribe was to select and receive 160 acres of reservation land in the spring of 1908 and excess land within the boundaries of the reservation was to be opened to homesteading. Afraid that the selection by either Tribal members or settlers would result in barring the public from the area and fearing the destruction of scenic beauty by commercial exploitation, Heyburn introduced his bill to set aside the area as a park to be administered by the Secretary of the Interior.

Heyburn never spelled out what sort of “national park” he expected to develop, but it seems highly probable that he anticipated a turn-of-the-century beach resort and genteel summer retreat for excursionists. At that time, there was a great interest in preserving the awe inspiring, so called “freaks of nature.” Heyburn’s proposed boundaries reached the St. Joe River, but did not encompass it. By failing to treat the St. Joe as a natural wonder, he failed to preserve the most unusual natural feature of the area. When opposition to national park status arose and with little time left before the Coeur d’Alene’s began selecting their allotments, Heyburn grudgingly accepted an amendment to allow the State of Idaho to buy the land for use as a state park. The bill passed on April 20, 1908.

On March 16, 1909, the Idaho Legislature appropriated monies to purchase the land out of general funds to be reimbursed from Fish and Game funds when money became available. The purchase price was \$11,379.17 or about \$1.25 per acre. The appraised price was determined by the Department of the Interior. On June 29, 1911, President William H. Taft signed patent #213295 transferring the land to the State of Idaho.

Before Senator Heyburn’s proposal to create a park, the area around Lake Chatcolet had become a favorite location for picnicking, fishing, and camping. Spokane, Washington was growing in the early 20th century and people from the city would travel by train and steamship to recreate along the southern reaches of Lake Coeur d’Alene. One of the first developments undertaken after the creation of the park was the dredging of a channel from the St. Joe River into Lake Chatcolet. This allowed excursion steamers to dock at the park. The railroad was already in existence at the turn-of-the-century and regularly scheduled excursion trains ran during the summer months.

From the first, the park reflected the desires of the comfortable middle-class of the time. Excursionists from Spokane sought a quiet retreat for relaxation and the contemplation of nature. They rented houseboats, leased cabins, and stayed in a hotel that was soon built. Early clientele were not seeking strenuous physical activity, but quiet enjoyment of nature in a cool, pleasant retreat. After the advent of the automobile, the non-urban park became less exclusive as visitor activities changed. The demand for beaches, docks, and more active recreational facilities increased. To accommodate this increase in use, sections of the park were logged to generate money for roads and other improvements.

Development of the park was largely due to the efforts of the Civilian Conservation Corps (CCC). From 1934 through 1942 the men of Company 1995 at Camp Heyburn SP-1 built roads, trails, picnic areas, campgrounds, restrooms, shelters, and the lodge at Rocky Point. Several of these facilities are still in use today and are listed on the National Register of Historic Places.

### 3.4 Park-Community Relationship

Heyburn State Park is located in the northwestern part of Benewah County. The city of Plummer is 5 miles to the west and St. Maries is 7 miles to the east. Both communities have a strong history of self reliance, working the outdoors, farming, and timber harvesting. Benewah County residents traditionally base their recreational pursuits on consumptive sports like hunting and fishing. Camping, hiking, bird watching, and other non-consumptive activities are often done while hunting and fishing.

Plummer had a population of 997 in 2008. According to U.S. Census data, the population has remained about the same since 2000. It is the center of most of the activity in western Benewah County, and is known as the “Gateway to Heyburn State Park.” Most of Heyburn’s visitors travel through Plummer to get to the park. Because of this, residents and business owners place a high value on the park and are very interested in its operation and management.

St. Maries has an economy that is primarily driven by the timber industry. It is the county seat and has a current population of about 2800. It is the retail center for western Benewah County and has a trade-area population of about 8500. The remarkable beauty of the area combined with the exceptional quality of life has spawned a considerable retirement community.

Heyburn is surrounded by the Coeur d’Alene Indian Reservation and has significant value to the Tribe and its members. Historically, Tribal members lived, worked, obtained subsistence



and recreated around Chatcolet and Benewah Lakes. Today, Tribal traditions, customs, and history are important, so the Coeur d'Alene's have a strong connection to the area. The park recognizes the importance of this connection and works with Tribal members to protect and honor their customs and traditions.

Heyburn State Park has been part of the community for over 100 years. Generally, people are very supportive and recognize the role the park plays in the vitality of the area. The park is not only viewed as an attraction for people from outside the area, but also plays a significant role in providing recreational opportunities for local residents.

### 3.5 Park Chronology

Since time immemorial, the Coeur d'Alene people used and occupied lands within the Coeur d'Alene River basin.

1873 - The Coeur d'Alene Indian Reservation was established by Executive Order on November 8, 1873 and modified by subsequent congressionally ratified agreements.

1888 - Subject to the Secretary of the United States Department of the Interior obtaining the prior consent of the Tribe, Congress granted a railroad right-of-way with the boundary of the 1873 Coeur d'Alene Indian Reservation. A section of the Wallace-Mullan Branch right-of-way between Plummer and Cataldo, Idaho includes the right-of-way originally granted by act of Congress.

1890 - Idaho Territory was admitted into the Union on July 3, 1890 as the 43rd state.

1906 - Washington Water Power constructed the dam on the Spokane River at Post Falls. The level of Lake Coeur d'Alene rose approximately six feet. This created the phenomenon of the St. Joe River flowing through the lake.

1908 – The 60th congress of the United States passed legislation for the establishment of a park on the northern portion of the Coeur d'Alene Indian Reservation in Idaho.

1909 – The Idaho Legislature appropriated funds to purchase the land from the Federal government.

1911 – President William H. Taft signed patent #213295, transferring ownership of the land to the State of Idaho. The park was managed by the Fish and Game department.

1919 – The administration of the park was transferred to the Department of Public Works. In the same year, the construction of a main park road improved accessibility for the automobile.

1920 – A resource study of the park by F.G. Miller and Henry Schmitz was the first report of poor sanitation conditions in the park.

1932 – State Highway 5 from Plummer to St Maries was completed.

1934 – A 200 man CCC camp under the supervision of the National Park Service moved in and began work on improvements such as roads, trails, water systems, campgrounds, picnic areas, and swimming beaches. Picnic shelters, change houses, restrooms, staff residences, and the lodge at Rocky Point were also constructed.

1938 – 50 acres were acquired along the park's northern boundary for \$500.00. This was the area known as Crane Mountain. It is now referred to as Shoeffler Butte.

1942 – As a result of World War II the CCC camp was disbanded.

1942 – The Post Falls dam height was raised which brought the level of Lake Coeur d'Alene up another two feet.

1947 – Administration of the park is transferred to the Director of Public Highways which was within the Department of Public works. The park then became part of the public highway system of the State of Idaho.

1949 – Park administration was transferred to the State Land Commission under the Department of Lands.

1952 – Administration of the park was transferred to the Department of State Parks under the Department of Lands.

1965 – The Idaho Department of Parks and Recreation was formed and the administration was transferred to this new agency.

1970 – The department was notified that the U.S. has the right to re-enter Heyburn State Park and terminate the interest of the State of Idaho for violations of the conditions of the original patent, i.e. leasing cottage sites.



1975 – A moratorium was placed on all transactions and/or improvements concerning cottage site leases. All improvements to park facilities was also curtailed.

1976 – The office of the solicitor of the Department of the Interior informed the Attorney General of the State of Idaho that by virtue of its leasing practices in Heyburn State Park, “the State of Idaho is not in conformance with the conditions of the conveyance and unless the State undertake immediate correction action, all the lands included in the 1911 deed are subject to forfeiture to the United States.”

1976 – The Idaho Parks and Recreation Board decide not to renew leases upon their expiration.

1976 – The State filed suit seeking a declaratory judgment that it is in compliance with the provisions of the conveyance and that the decision not to renew the leases constitutes satisfactory compliance with the Department of Interior’s requests.

1977 – The United States filed suit claiming leasing violated the patent and sought quiet title to the property. The Court allowed the Coeur d’Alene Tribe and the Heyburn Leaseholders to intervene.

1979 – The District Court concludes that the United States is not entitled to reenter and repossess the park.

1979 – The floating “Park Hotel” at Chatcolet was removed and the boathouses were moved to their current location.

1980 – Mt. St. Helens erupted and deposited three inches of ash throughout the park. The park was closed and cleanup took a year.

1981 – The Tribe and the United States appeal to the 9th Circuit Court. The U.S. later dismisses its appeal. The State moved to dismiss the Tribe’s appeal because property interest went to the U.S., not the Tribe. The 9th Circuit Court remanded to the District Court for determination on whether the Tribe has an interest. The District Court rules that the Tribe had no interest and the Tribe appeals to the 9th Circuit.

1982 – Wild rice was harvested in the park for the first time.

1982 – Budget cuts eliminated one of the three Park Ranger positions.

1983 – The 9th Circuit Court held that the Tribe had an interest and remanded to the District Court for a determination of the nature and extent of the interest.

1984 – The District Court held that even though the Tribe may have had an interest in enforcing the patent, only the U.S. could actually exercise the power to terminate the patent. The Tribe appealed to the 9th Circuit.

1984 – Cottage site leases were reinstated after the Park Board moratorium of 1976.

1987 – 9th Circuit Court rules the Tribe could not exercise the right to terminate the patent.

1987 – Hawley's Landing campground was upgraded. This was the first major park improvement since the 1975 moratorium.

1988 – Improvements to the park's water system began with the construction of a 220,000 gallon reservoir at Chatcolet. New 6" main lines from Chatcolet to Hawley's Landing were installed.

1990 – New leases are issued to the cottage owners. As a result of the lawsuit, use is restricted to no more than six months per year. Cottage owners living in the park year round were grandfathered and allowed to continue to live there.

1990 – The Idaho Parks and Recreation Board votes to have the float homes removed from Hidden Lake by 2010.

1991 - The Coeur d'Alene Tribe filed a lawsuit against Union Pacific Railroad (UPRR) and several mining companies seeking to address releases of hazardous substances in the Coeur d'Alen basin including contamination along the 71.5 mile right-of-way between Mullan and Plummer, Idaho.

1991 – The Rocky Point Concession filed for bankruptcy. The park began operation of the marina there, and the lodge was converted into an interpretive center. The hotel was torn down.

1991 – The Park Ranger position that was lost in 1982 was returned.

1991 – The Benewah Resort was purchased from the concessionaire. The Park began operation of a new concession there.

1992 – The Bamboo Barn bar and restaurant at Chatcolet was purchased and torn down. The building was on Union Pacific Railroad property.

1993 – The 6" main waterline was extended from Hawley's Landing to Rocky Point. The old wells at Rocky Point were abandoned.

1994 – The Department purchased the marina at Chatcolet from the Chatcolet Boathouse Owner's Association. The park now has two marinas to operate and maintain.



1994 – Underground fuel tanks were removed at Benewah, Rocky Point, and the park shop. Contaminated soils were removed and replaced. An elaborate air injection system was installed to mitigate a large area of contamination near the Rocky Point Lodge.

1994 – The last train runs on the Union Pacific rail line from Plummer to Mullan.

1995 - The UPRR submitted a good faith offer to settle environmental claims associated with the Plummer to Mullan right-of-way. UPRR and US, State and Tribal governments subsequently engaged in four years of investigations and negotiations to address the contamination.

1995 – The Plummer Creek wildlife viewing area was constructed.

1996 – February flooding devastated park roads, docks, marinas, and parking lots.

1996 – A November ice storm knocked down thousands of trees throughout the park. Power was out for four days. Park trails were not reopened until the summer of 1997.

1997 – Another 100 year flood devastated the park in May. Day use areas, marinas, and parking areas were inaccessible until after Memorial Day.

1997 - An outbreak of Douglas fir bark beetle and western pine beetle begins attacking park trees as a result of the many downed trees left from the November 1996 ice storm.

1998 – The Heyburn State Park Natural Resource Management Plan is completed and approved for implementation.

1998 – The Coeur d’Alene Tribe was awarded ownership of the lower third of Lake Coeur d’Alene and the lower St. Joe River. The State of Idaho appealed the decision which was later settled in favor of the Tribe by the U.S. Supreme Court. The Court’s ruling did not address the waters within Heyburn State Park.

1999 - The UPRR, United States, State of Idaho and the Coeur d’Alene Tribe entered into a consent decree requiring UPRR to undertake cleanup, trail construction and other obligations concerning the Plummer to Mullan right-of-way and to transfer it to the State of Idaho and the Coeur d’Alene Tribe for use as a recreational trail.

1999 – The concessionaire at the Benewah Resort chooses not to renew their contract. Due to the condition of the building and the expense of bringing the electrical and plumbing systems up to code the Department decides to tear it down.

2003 – The Trail of the Coeur d’Alene’s was completed and opened for public use. The swing bridge over the St. Joe River was raised and did not open until 2004.

2005 – Work begins to upgrade the waterlines at Chatcolet and Rocky Point.

2006 – The Idaho Parks and Recreation Board votes to keep the float homes in Hidden Lake.

2007 – Construction of a new park headquarters and visitor center begins. Funding came from Governor Kempthorne’s “Experience Idaho” program. Restoration of CCC buildings completed.

2007 – The Idaho Parks and Recreation Board explores the idea of consolidating the float homes at Hidden Lake along the south shoreline and developing the rest of the area for public recreation.

2007 – E-coli contamination in the park’s main well prompts a boil water notice for park users. Tests confirm that contamination was entering the well via Plummer Creek. A new well is drilled and the problem was rectified in January of 2009.

2008 – The park celebrates its 100th anniversary.

2009 – Management agreement with Panhandle Health District is signed. Work begins on the new wastewater treatment facility and collection system. It is designed to serve all cottages and park facilities from Rocky Point to Chatcolet.

2009 – As a result of the construction of the wastewater treatment plant, the Idaho Parks and Recreation Board votes to move the Hidden Lake float homes into the Chatcolet marina. They set a five year deadline contingent upon funding.

2009- 2010 – IDPR conducts a public process to develop a new master plan for the park.

Heyburn State Park  
Master Plan

# Chapter Four: Resource Inventory

Heyburn State Park is primarily located in northern Benewah County, however a small portion of the park is in southern Kootenai County. Elevations in Heyburn State Park range from lake level, approximately 2130', to 3325' near Indian Cliffs. The topography of is varied, from low elevation plains and wetlands to steeper mountainous terrain.

## 4.1 Climatological Summary

The Natural Resource Management Plan summarizes climate and weather in Heyburn with the following.

Northern Idaho has an inland maritime climate. The majority of precipitation is provided by prevailing westerly winds that bring maritime air from the Pacific Ocean. Weather conditions within Benewah County are variable due to wild elevation and terrain changes. The mountains experience precipitation throughout the year and have deep snow packs in the winter and autumn. Summers are dry and hot in the mountains, while winters are long and cold. The valleys have the highest temperatures in the summer and lowest temperatures in the winter. The valleys are colder than the mountains in the winter due to the cold air drainage from the St. Joe and Coeur d'Alene River watersheds. Snow in the valleys will often melt, however, due to the passage of warm, dry winds. Winds are predominately from the southwest and occasionally from the north-northeast. Terrain rapidly declines in elevation along the shores of Lake Coeur d'Alene. The steepness of the terrain shields snow from the sun and wind and slows its rate of melting.

### Temperature and Precipitation

The following two graphs are for Plummer, Idaho, located approximately 5.5 miles WSW from the new Heyburn Visitor's Center, and St. Maries, Idaho, located approximately 10 miles ESE from the new Heyburn Visitor's Center. The temperatures and precipitation in Heyburn would be similar to these two stations; however the higher Heyburn elevations receive more snow than either Plummer or St. Maries.



PLUMMER, IDAHO (107188) Western Regional Climate Center, wrcc@dri.edu. Elevation 2730 feet. Period of Record Monthly Climate Summary: 2/ 1/1950 to 8/31/2005

Plummer, Idaho	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual
Average Max. Temp (F)	35.8	41.1	47.4	55.4	64.1	70.0	81.5	81.5	73.4	56.7	43.0	34.1	57.0
Average Min. Temp (F)	25.0	26.6	30.1	34.2	38.8	44.4	50.6	50.0	43.3	34.4	30.6	24.5	36.0
Average Total Precip (in.)	3.17	3.15	2.33	2.02	2.63	1.88	0.66	0.81	0.93	2.70	4.34	4.26	28.89
Ave Total Snowfall (in.)	6.9	1.9	1.3	0.0	0.2	0.0	0.0	0.0	0.0	0.0	1.0	4.7	16.0
Average Snow Depth (in.)	1	1	0	0	0	0	0	0	0	0	0	2	0

Percent of possible observations for period of record. Max. Temp.: 21.5% Min. Temp.: 21.4% Precipitation: 24.7% Snowfall: 20.8% Snow Depth: 18.4%. SAINT MARIES, IDAHO (108062) Western Regional Climate Center, wrcc@dri.edu. Elevation 2225 feet. Period of Record Monthly Climate Summary: 8/ 1/1948 to 12/31/2005

St. Maries, Idaho	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual
Average Max. Temp (F)	34.7	41.7	49.3	58.7	67.6	75.1	84.5	84.3	74.5	59.5	42.9	35.3	59.0
Average Min. Temp (F)	22.5	25.7	29.1	34.0	40.5	46.5	49.7	48.6	41.9	34.8	29.4	24.3	35.6
Average Total Precip (in.)	4.40	3.04	2.71	2.22	2.26	2.02	0.96	1.15	1.25	2.26	3.83	4.15	30.25
Ave Total Snowfall (in.)	19.6	8.2	4.2	0.4	0.1	0.0	0.0	0.0	0.0	0.3	5.7	16.4	54.9
Average Snow Depth (in.)	7	5	2	0	0	0	0	0	0	0	1	4	2

Percent of possible observations for period of record. Max. Temp.: 98.2% Min. Temp.: 98.2% Precipitation: 97.4% Snowfall: 92.7% Snow Depth: 88.9%

## Wind

The Idaho National Laboratory positioned a 66 foot (20 meter) tall wind anemometer near McCartney Butte approximately .25 miles N of County Road Line, and .75 miles E of Senkler Road. The site was approximately 8 miles WNW of the new Heyburn Visitors Center at a site called Mink. Data was collected at this site from 7/3/2005 through 4/18/2008. The average wind speed for the site was 13.67 mph (6.1 m/s). The data was compiled by the data logger in 10 minute intervals and the summary shows the maximum average for the intervals was 68.8 mph (30.8 m/s) on 11/13/2006. It is also showing that the maximum sample (single instance) recorded was also on 11/13/2006 and was 95.7 mph (42.8 m/s). The predominant wind direction was from the south-southwest.

## Humidity

The average relative humidity in mid-afternoon is less than 44% in spring and about 50% during the rest of the year. Humidity is higher at night and the average at dawn is about 75%

## 4.2 Regional Geology (Geological Map Appendix D-3)

The purpose of this section is to provide information on the stability of the underlying rock to assist in the location of facilities in the park. The U.S. Geological Survey map indicates that the underlying bedrock is either sedimentary in origin from the Precambrian Belt series, or igneous basalt of the Miocene age. However much happened geologically since that strata was deposited.

The Belt Supergroup substructure extends through Alberta, British Columbia, Montana, Washington and Idaho, and is understood to be more than 2 billion years old. The sedimentary rock is mildly metamorphosed and includes argillite, siltite, quartzite and dolomite.

The igneous rock outcrops are small, unconnected remnants of much larger basalt flows considered to be part of the Columbia River Plateau Flood Basalts. The flows formed horizontal terraces that can be seen all along the shores of Lake Coeur d'Alene, the western base of the Coeur d'Alene mountains, the St. Maries River (beyond the mouth of the St. Joe River), and several miles up the Coeur d'Alene River. The terraces range from 200 to 500 feet above the lake depending upon the initial slope of the lava from its source to the west. The number of flows is not known, but the depth of each generally ranges from 2 to



10 feet. The basalt has a very uniform composition and differences between flows are slight. The tops and bottoms of each flow are generally more vesicular than the middle. This basalt is the youngest rock of the area, formed in the middle or upper Miocene age, roughly 7 to 23 million years old.

The Coeur d'Alene Mountains to the east are intricately laced with faults, though no known faults are located in the area of Heyburn State Park. The nearest known fault is located north and east of the city of St. Maries and continues eastwardly up the St. Joe River Valley.

The Pleistocene and late Pliocene Epochs included a series of glacial advance ice ages that began about 2.5 million years ago and lasted until 10,000 years ago (ybp). Four major glacial periods are recognized in North America: the Nebraskan, Kansan, Illinoisan, and Wisconsinan (Pinedale) glaciations. During the Pinedale glaciation, Canada and the northern United States were glaciated by two large continental ice sheets. The Cordilleran Ice Sheet was the smaller sheet, which covered southwestern Canada and the northern areas of Washington, Idaho, and Montana.

The Purcell Trench Lobe was the eastern lobe of the large Cordilleran Ice Sheet, and it reached as far south as Lake Pend Oreille, and formed Glacial Lake Missoula. The glacier pushed material in front of it, and deposited lateral moraine material and stratified sands and gravel as the ice retreated in what is now the location of the City of Coeur d'Alene. Lake Coeur d'Alene was never glaciated; it was never occupied by an ice lobe.

As the Purcell Trench Lobe advanced southward, it blocked the water in what is now Lake Coeur d'Alene from exiting the basin to the north. Also, melt water from the glacier flowed south into the Lake Coeur d'Alene area; hence Lake Coeur d'Alene is a result of the glaciations, and is also a drowned river valley. When the Purcell lobe retreated it left moraine material behind which dammed the river basin behind it and to the south, forming Lake Coeur d'Alene. Ultimately the trapped flooded basin water exited over a basalt lip near North Idaho College in Coeur d'Alene and flowed out to the west into what is now the Spokane River.

## 4.3 Wildlife Inventory

### *Mammals of Heyburn*

beaver  
black bear  
bushy tailed wood rat  
Canada lynx (Listed Threatened)  
Columbian ground squirrel  
coyote  
elk  
flying squirrel  
long tail weasel  
mink  
moose  
mountain lion  
mule deer  
muskrat  
pine squirrel  
porcupine  
raccoon  
red fox  
river otter  
snowshoe rabbit  
striped skunk  
western red squirrel  
white tailed deer  
yellow pine chipmunk  
yellowbelly marmot

### *Birds of Heyburn*

American avocet  
American bittern  
American coot  
American dipper  
American goldeneye  
American goldfinch  
American kestrel  
American robin  
American white pelican  
American widgeon (baldpate)  
bald eagle  
barn swallow  
barred owl  
Barrow's goldeneye  
belted kingfisher  
black tern  
black-billed magpie  
black-capped chickadee  
blue grouse  
blue-winged teal  
Brewer's blackbird  
broad-tailed hummingbird  
brown creeper  
brown-headed cowbird



bufflehead  
Bullock's oriole  
California gull  
California quail  
calliope hummingbird  
Canada goose  
cedar waxwing  
chestnut backed chickadee  
cinnamon teal  
Clark's nutcracker  
cliff swallow  
common goldeneye  
common loon  
common merganser  
common nighthawk  
common raven  
common tern  
dark-eyed junco  
double crested commorant  
downy woodpecker  
eared grebe  
eastern kingbird  
european starling  
evening grosbeak  
gadwall  
golden eagle  
gray catbird

gray jay  
great blue heron  
great horned owl  
greater scaup  
green-winged teal  
hairy woodpecker  
harlequin duck  
hooded merganser  
horned grebe  
house finch  
house wren  
kestrel hawk  
killdeer  
lesser scaup  
mallard  
mountain bluebird  
mountain chickadee  
mourning dove  
northern pintail  
northern saw-whet owl  
northern goshawk  
northern harrier  
northern roughwinged swallow  
northern shoveler  
northern shrike  
nothern flicker  
osprey

pied-billed grebe  
pileated woodpecker  
pintail  
red crossbill  
red necked grebe  
red-breasted nuthatch  
red-tailed hawk  
red-winged blackbird  
ring billed gull  
ring-necked duck  
ring-necked pheasant  
robin  
rock wren  
rough-legged hawk  
ruby crowned kinglet  
ruddy duck  
ruffed grouse  
rufus hummingbird  
rufus-sided towhee  
sandhill crane  
sharp-shinned hawk  
snow goose  
song sparrow  
sora  
spotted sandpiper  
spotted towhee  
starling  
Stellers jay  
swainson's thrush  
Townsend's solitaire

tree swallow  
tundra swan  
turkey vulture  
varied thrush  
violet-green swallow  
Virginia rail  
western flycatcher  
western grebe  
western kingbird  
western meadowlark  
western tanager  
white headed woodpecker  
white-crowned sparrow  
white-front goose  
white-winged scoter  
wild turkey  
Wilson's snipe  
yellow warbler  
yellow-headed blackbird  
yellow-rumped warbler

### *Amphibians of Heyburn*

bull snake  
bullfrog  
garter snake  
numerous toads  
tree frog  
turtle  
water snake  
rubber boa



## 4.4 Unit Topography and Physiography (Map Appendix D-4)

Heyburn State Park is located in the Northern Rockies physiographic region at the edge of the Columbia River Plateau physiographic region. The parks topographic features have been influenced by water erosion and deposition. Outside of water features, relatively little flat land is available near the water line. Along most of the shoreline of these lakes, the terrain rises abruptly 500 to 600 feet above the water surface before transitioning into more gentle slopes. Shoefler Butte is the highest point in the park with an elevation of 3,366 feet. The lakes elevation is 2,125 feet. Lakes in the park include Hidden Lake, Chatcolet Lake, Round Lake, and Benewah Lake. The Saint Joe River is the largest drainage in the park. Other drainages include Plummer Creek, Pedee Creek, and Benewah Creek.

## 4.5 Unit Soils Inventory (Soils Map Appendix D-5)

Soil, a naturally occurring association of layers of minerals on the earth's surface in which plants grow, is commonly known as earth. Soil is made up of both particles of broken rock that have been altered by chemical and environmental process including weathering and erosion, and organic matter made up of decaying plants and animals. Soil particles pack loosely forming a plant life supporting structure filled with pore spaces containing nutrients, water and some air, and are commonly called soil types or soil horizons. The soil horizons are of variable thicknesses and differ from their parent material.

There are 16 soil types found within the boundaries of Heyburn. The following general descriptions include the principal limitations and hazards of each and should be used in conjunction with the soils map. The descriptions together with the soil map can be useful in determining the potential of the soil for facility development, and also for managing the plants growing on it, whether it is a desirable grass, shrub or tree species, or an undesirable such as a noxious, invasive or a nuisance weed.

### **Ardenvoir-Huckleberry Association**

This association consists of steep to very steep soils on mountain sides at elevations between 2800 and 4000 feet. The Ardent soil has southerly exposures on ridge tops and dries out quickly. The Huckleberry soil has northern exposures, is found in swales, and stays moist longer.

The Ardenvoir soil is deep and well drained over weathered metasedimentary bedrock to a depth of 46 inches. Permeability is moderate (0.6 - 2.0 inches per hour), effective rooting

depth is 40 to 60 inches, available water capacity is 4 – 6 inches (low), surface runoff is rapid, and the hazard of erosion is high to very high.

The Huckleberry soil is moderately deep and well drained over shale to a depth of 36 inches. Permeability is moderate, and the effective rooting depth is 20 to 40 inches. Available water capacity is 5 – 6 inches, and surface runoff is rapid. The hazard of erosion is high to very high.

These soils need a good vegetative cover to keep soil losses to a minimum and to maintain their watershed potential. Steep slopes and depth to bedrock are limitations for construction. The extent of site preparation is a major limitation to development.

### **Ardenvoir-McCrosket Association**

Both these soils are found on steep to very steep slopes at elevations ranging from 2500 to 4000 feet over weathered metasedimentary bedrock from 42 to 46 inches in depth. Both are deep and well drained, permeability is moderate, effective rooting depth is 40 – 60 inches, available water capacity is 4 – 6 inches, surface runoff is rapid, and the hazard of erosion is high to very high.

The Ardenvoir soil has northerly exposures and is found on concave slopes and the McCrosket soil has southerly exposures and is found on ridge tops.

Steep to very steep slopes, stones in the substratum, and depth to bedrock are the main limitation for construction. Management of vegetation should be designed to protect soil from erosion by both wind and water.

### **Blinn Stony Loam**

This rolling to steep soil is moderately deep and well drained on terrace escarpments and foot slopes from 2100 to 3200 feet in elevation. It formed in material weathered from basalt and a thin mantle of loess and volcanic ash. It is found over fractured basalt to a depth of 39 inches. The soil has moderate permeability, and effective rooting depth of 20 – 40 inches, available water capacity is 4 – 5 inches, surface runoff is medium to rapid, the hazard of erosion is high, and the organic matter in the surface layer is low.

Small areas are used for recreation but slopes, depth to bedrock, and stoniness are limiting factors.



### **Huckleberry Silt Loam**

The soil is moderately deep and well drained over weathered shale to a depth of about 36 inches. It is found on mountain slopes at elevations of 3300 to 6000 feet.

This soil has moderate permeability, an effective rooting depth of 20 – 40 inches, available water capacity is 5 – 6 inches, surface runoff is rapid, and the hazard of erosion is very high.

The slope and depth to bedrock are the main limitations to construction.

### **Huckleberry – Ardenvoir Association**

This soil type is found on very steep slopes at elevations from 3300 – 6000 feet. The Huckleberry soil has northerly exposures, is in swales, and stays moist longer. The Ardenvoir soil has southerly exposures, is on ridge tops, and dries out faster.

The Huckleberry soil is moderately deep and well drained over weathered shale to a depth of 36 inches. Permeability is moderate, effective rooting depth is 20 – 40 inches, available water capacity is 4 – 6 inches, surface runoff is very rapid, and the hazard of erosion is very high.

Very steep slopes and depth of bedrock are the main limitations for construction. Dustiness of the dry soil must be considered in the development of recreation facilities.

### **Lacy – Bobbitt Stony Loam**

These rolling to very steep soils are on mountain slopes and terrace escarpments at elevations of 2125 – 3000 feet. These soils are intricately mixed over fractured basalt to a depth of 14 to 21 inches.

The Lacy soil is shallow, well drained and stony, permeability is moderate, effective rooting depth is 10 – 20 inches, available water capacity is 1 – 2 inches (very low), surface runoff is rapid, and the hazard of erosion is high to very high.

The Bobbitt soil is moderately deep, well drained, and stony. Permeability is moderate, effective rooting depth is from 20 – 30 inches, available water capacity is 2 – 3 inches (very low), surface runoff is rapid, and the hazard of erosion is high to very high.

Steep to very steep slopes, stoniness, and the depth to bedrock are limitations for construction. Roads are very difficult to maintain due to the very high hazard of erosion and septic systems are restricted due to depth of bedrock.

## Lacy – Rock Outcrop

This rolling to steep soil is on basaltic mountain slopes and canyons at elevations of 2125 – 3000 feet over fractured basalt to a depth of about 14 inches.

The lacy soil is shallow, well drained, and stony. Permeability is moderate, effective rooting depth is 10 – 20 inches, available water capacity is 1 – 2 inches, surface runoff is rapid, and the hazard of erosion is high.

Rock outcrops consist mostly of exposures of bare basalt. Stones and the shallow depth to bedrock are the main limitation on all types of construction to the point of making it almost impractical.

## McCrosket – Ardenvoir Association

This steep to very steep soil is on mountains in elevations of 2500 to 4000 feet over weathered metasedimentary bedrock from a depth of 42 – 46 inches. The McCrosket soil is on southerly exposures and ridge tops. The Ardenvoir soil has northerly exposures and is in swales.

Both soils are deep and well drained, permeability is moderate, effective root depth is 40 – 60 inches, available water capacity is 4 – 6 inches, surface runoff is rapid, and the hazard of erosion is high to very high.

Steep slopes, large stones in the soil, depth to bedrock, and accessibility are limitations for construction. Dustiness should be considered in the development of recreation facilities.

## Miesen Silt Loam

This nearly flat soil is very deep and somewhat poorly drained and found on low terraces and flood plains at elevations of 2125 to 2150 feet to a depth of more than 60 inches.

This soil has moderate permeability, an effective rooting depth to 60 inches, available water capacity of 10 – 20 inches (high), a seasonal high water table that fluctuates between the surface and a depth of 48 inches from February to July, floods annually for very long periods during spring unless protected, surface runoff is slow, and the hazard of erosion is slight. Drainage is a concern because of poor outlets and cut bank sloughing, the seasonal high water table restricts the use of this soil for construction and installation of sanitary facilities. Annual flooding is also a limitation.



### **Moctileme Silt Loam**

This level to nearly level soil is very deep and somewhat poorly drained on low terraces at elevations of 2300 – 2800 feet to a depth of 60 inches or more.

This soil has moderately slow permeability (0.2 – 0.6 inches), effective rooting depth is 60 inches, available water capacity is 10 – 13 inches, a seasonal high water table at a depth of 3 – 4 feet below the surface in most years from February to May, is frequently flooded for brief periods from February to April, surface runoff is slow, and the hazard of erosion is slight.

Flooding and the seasonal high water table are limitations for construction and sanitary facilities. Road construction is limited by the hazard of flooding, potential frost action, seasonal high water table, and low strength of the soil.

### **Ransdell – DeVoiges Association**

This soil type is level to nearly level in basins and on low terraces on flood plains at elevation of about 2140 to 2200 feet to a depth of 60 inches or more. The Ramsdell soil is on nearly level low terraces and the DeVoignes soil is in level basins and depressions.

The Ramsdell soil is very deep and very poorly drained, permeability is moderate, effective rooting depth is 60 inches, available water capacity is 10 – 11 inches, can have a seasonal high water table at a depth of 6 – 24 inches from February to April and frequently flooded in spring for long periods unless protected. Surface runoff is slow and the hazard of erosion is slight.

The DeVoignes soil is very deep and poorly drained, permeability is slow, effective rooting depth is 60 inches, surface runoff is very slow, and the hazard of erosion is slight. This soil has a seasonal high water table of 0 – 24 inches from April to July and subject to annual flooding in spring. Wide cracks ½ inch to 2 inches develop from the surface to below a depth of 40 inches when the soil is dry.

These soils are not suited for construction and most types of sanitary facilities will not function properly due to flooding and high water table.

### **Santa Silt Loam**

This undulating to hilly soil is very deep and moderately well drained to a depth of 60 inches found at elevations of 2300 – 3000 feet.

This soil has very slow permeability (less than 0.06 inches). The very dense buried subsoil causes a perched water table at a depth of 22 – 36 inches during spring and, therefore, a 22 – 36 inch rooting depth. Available water capacity is 4 – 8 inches (moderate), surface runoff is rapid, and the hazard of erosion is high.

The perched water table during winter and spring and the possibility of damage from frost action are limitations on construction. Septic fields do not function properly because of the perched water table and slow permeability.

### **Santa Variant Silt Loam**

This rolling to hilly soil is moderately deep and moderately well drained over fractured basalt or metasedimentary bedrock to a depth of about 36 inches at elevations of 2300 – 3000 feet.

This soil has very slow permeability, a perched water table at a depth of 18 – 30 inches in spring, effective rooting depth of 16 – 25 inches, available water capacity of 3 – 5 inches, surface runoff is rapid, and the hazard of erosion is high.

The perched water table, frost action, and depth to bedrock limit construction. Septic fields do not function because of these limitations.

### **Taney Silt Loam**

This undulating to rolling soil is very deep and moderately well drained at elevations of 2300 to 3200 feet to a depth of more than 60 inches.

This soil has slow permeability (0.06 – 0.20 inches), effective rooting depth is 60 inches, available water capacity is 11 – 13 inches, a perched water table from 18 – 30 inches in spring, surface runoff is medium, and the hazard of erosion is moderate.

During winter and spring roads tend to rut. The slow permeability in the subsoil and perched water table limit construction and septic fields. Frost action limit road construction and dustiness of the dry soil limits recreation potential.

### **Tekoa Shaly Silt Loam**

This rolling to hilly soil is moderately deep and well drained on mountains at elevations of 2500 – 4000 feet over weathered shale to a depth of about 29 inches.



This soil has moderate permeability, an effective rooting depth from 20 – 40 inches, available water capacity of about 3 inches (low to very low), surface runoff is rapid, and the hazard of erosion is high.

The low available water capacity restricts seedling survival, low shrubs tend to dominate the vegetation when the canopy has been opened, and depth to bedrock limits construction and septic fields. Potential frost action is also a hazard to road construction and dust, small stones, and slopes limit recitation facilities.

### **Tekoa – Rock Outcrop Complex**

This rolling to hilly soil is found on mountain slopes from elevations of 2500 – 4000 feet over weathered shale to a depth of about 29 inches. The rock outcrop consists of many small exposures of shale or sandstone 10 – 30 feet apart.

The Tekoa soil is moderately deep and well drained, permeability is moderate, effective rooting depth is 20 – 40 inches, available water capacity is about 3 inches, surface runoff is very rapid, and the hazard of erosion is very high.

The low available water capacity influences seedling survival rates and management of vegetation should be designed to insure adequate plant cover and plant litter to protect the soil. Rock outcrops are the main limitation to all types of construction.

## **4.6 Unit Upland and Wetland Vegetation Inventory**

Upland forest vegetation, consisting primarily of ponderosa pine, Douglas fir, grand fir, and western larch, dominates the action area. Other tree species such as western white pine, western red cedar, and western hemlock grow where moisture, light, and soil conditions are favorable for growth. Meadow, riparian, wetland, and dry grassland vegetation are also present in lesser amounts.

## 4.7 Issues of Special Concern

### Wild Rice

Wild rice was seeded in the park in the 1960s by a waterfowl hunting group, perhaps with assistance from Idaho Fish and Game. Rice thrived in the shallow lakes and has become the dominant species in some areas. Some members of the Stakeholder Advisory Team expressed concern that rice was creating a barrier to boating and swimming in the lakes and suggested that it be eradicated. This is a particular concern of Representative Dick Harwood who provided the photos below to illustrate his point. His letter to the Idaho Park and Recreation Board regarding this and other issues is included in Appendix C.

IDPR checked with Idaho Department of Fish and Game Regional Wildlife Habitat Manager Brian Helmich to determine the feasibility of eradication. This was his response:

“Wild rice currently covers hundreds if not thousands of acres on the southern end of Lake Coeur d’Alene, including the chain lakes associated with the lower portion of the St. Joe River. At this point in time, eradication of the plant is probably not feasible given it is an annual which seeds prolifically and distributes itself via flooding. Because of the referenced abundance and seed dispersal, attempts at eradication and or control within the boundary of Heyburn State Park would likely be ineffective. Wild rice eradication and/or control conducted at a scale beyond the boundaries of Heyburn State Park would require the consent of alternate landowners. The Idaho Department of Fish and Game (IDFG) is one of those landowners. Baring unseen circumstances, IDFG would not support eradication and/or control of wild rice on its property given the plant is an important food source for large concentrations of migrating waterfowl.”

The Idaho Department of Parks and Recreation has been exploring opportunities for aquatic weed control and wild rice management since at least 1981.

For several years, it was agency practice to encourage wild rice harvesting through private contracts which in turn created income for weed control. Harvesting had varying levels of success depending on weather and other natural factors. In general, harvesters were able to profit from the arrangement until 1996 when flooding took out the wild rice processing plant in St. Maries. Some harvesting continued through 2005, but profitability was negatively impacted by the need to truck the rice out of state for processing.

The park should explore the feasibility of resuming commercial rice harvesting in the park. Park staff should also consider promoting wild rice harvesting by individuals, either through permit or open harvest.





*These photos, provided by Rep. Harwood, illustrate concerns over the growth of rice. The top photo of Benewah resort was taken sometime in the 60s. The bottom photo was taken in 2009.*



## Heyburn State Park Master Plan

Over the years the park has determined that wick application of Round-Up herbicide can be effective against weeds that have a substantial presence above the water line (including rice). Weed barriers that rest on the bottom of the lake to block sunlight are effective around marinas and to keep channels open. Dredging is effective for medium-term aquatic weed control, but is expensive. Chemical pellets have not been effective. Liquid application of herbicide can be effective with an experienced applicator.

## **Recommendation**

Any management of the lakes will need to recognize the 2009 Coeur d'Alene Lake Management Plan developed jointly by the Coeur d'Alene Tribe and the Idaho Department of Environmental Quality.

Because there are many individuals and organizations that have an interest in wild rice management, it is recommended that the park manager and region manager create a task force of interested parties to address the issue. At a minimum, that task force would consist of representatives of the Coeur d'Alene Tribe, Idaho Department of Fish and Game, Idaho Department of Environmental Quality, Idaho Department of Water Resources, Benewah County Commissioners, and Representative Dick Harwood.

## **Noxious Weeds**

On October 22, 2009, 10 releases of Canada thistle gall fly (*Urophora cardui*) were placed in the Indian Cliff area of Heyburn State Park, about 1 mile north of the maintenance shop. This area was logged about 4 years earlier and Canada thistle has invaded the site heavily on about 100 acres. The galls were encased in wire mesh and attached to metal fence posts, using zip ties, then covered with grass for shading and moisture retention. Each release contained 75 galls. Five different release sites were established placing 2 releases (150 galls) at each site. The hope is that the larvae will overwinter in the galls and emerge as flies in the spring. The release sites will be surveyed next fall to assess the success of the release. This area would be too costly to spray and is not in a highly used area of the park. Bio-control of the Canada thistle seems to be our best option. We hope to add the Canada thistle stem weevil (*Ceutorhynchus litura*) to the same area next year to assist in the battle against the thistle.

## **Weeds of Concern found in Idaho but not yet present in Benewah County.**

Aquatic: Brazilian Elodea (Latah Co. just south of the park); Purple Loosestrife (all counties around the park have reported it present)

Terrestrial: Yellow Devil Hawkweed (Shoshone Co.) Up the St. Joe Drainage heading our way.



The Idaho State Department of Agriculture (ISDA) maintains a listing of noxious weeds of concern which can be accessed at the following website: <http://www.idahoag.us/Categories/PlantsInsects/NoxiousWeeds/watchlist.php>. The weed listing is divided into the following three levels of concern: Statewide Early Detection Rapid Response List; Statewide Control List; and Statewide Containment List. At the time of this writing, Brazilian elodea, hydrilla and water hyacinth are on the Statewide Early Detection Rapid Response List while Eurasian watermilfoil and parrotfeather milfoil are on the Statewide Control List. Note that hydrilla and water hyacinth are not believed to be able to survive in the temperate climate of Northern Idaho but it is still considered critical to be watchful for these plants. Other ANS which are not yet listed, however have been identified by ISDA as candidates for listing due to their invasive growth patterns include:

- submersed fanwort (*Cabomba caroliniana*) and water chestnut (*Trapa natans*)
- emergent species including flowering rush (*Butomus umbellatus*), yellow floating-heart (*Nymphoides peltata*) and yellow flag iris (*Iris pseudacoris*)

Coeur d'Alene Lake's shallow areas (especially the southern end) are very susceptible to invasion and establishment of ANS.

### **Aquatic Weeds**

Eurasian watermilfoil was discovered and mapped in Benewah Lake, Chatcolet Lake and other portions of the south end of Coeur d'Alene Lake and the St. Joe River, by a Tribal diver team in 2004. A milfoil survey and treatment program was implemented by the Tribe with ISDA funding and Heyburn cooperation during 2006 through 2009. This was an integrated pest management effort which utilized divers for hand and suction removal, bottom barriers and herbicide applications. Over \$792,000 in State funds were spent during this period in surveying over 4,000 acres and treating approximately 1,400 total acres of the densest infestation. While milfoil densities were reduced, the aerial coverage increased through 2009 as treatment protocols were modified to improve efficacy. One challenge addressed by this program was the presence of a hybrid form of milfoil which was tested and found to be slightly less susceptible to the herbicide used (2,4-D). Survey of the St. Joe and St. Maries rivers in 2008 found an upstream infestation in the St. Maries which is being addressed using diver suction removal.

An Aquatic Weed Management Plan has been prepared by the Tribe focusing on milfoil control as part of Avista's Post Falls Dam license and is under agency review as of June 2010. This will guide milfoil and other aquatic weed control efforts for the foreseeable future (50 years). However, cooperation in the survey and control of this plant pest is critical to its control or eradication.

The 2006 - 2009 Coeur d'Alene Tribe Milfoil Herbicide Treatments Summary affecting Heyburn State Park is included with this document as Appendix E.

### Threatened/Endangered or Sensitive Plants

No water howellia (threatened) or Spalding's catchfly (threatened) individuals, populations or potential habitat occurs in the action area. No candidate species occur in the action area. Henderson's sedge (BLM Sensitive) occurs in the action area. Potential habitat for clustered lady's-slipper, pine broomrape, and certain moonwort species is present.

Invasive, Non-native Species Historic activities in the area (primarily roads, logging, and agriculture) created disturbances allowing the invasion of noxious weeds. The majority of the current weed populations are closely associated with these past activities. Main roads and old logging roads are common areas to find noxious weeds populations. Past agricultural activities (hay production, etc.) in the wet meadow area have introduced weeds into this area.

Table 1 – Invasive Weed Species Identified in the park.

Spotted knapweed	<i>Centaurea maculosa</i>
Common tansy	<i>Tanacetum vulgare</i>
Dalmatian toadflax	<i>Linaria dalmatica</i> ssp. <i>dalmatica</i>
Meadow hawkweed	<i>Hieracium caespitosum</i>
Common mullein	<i>Verbascum thapsus</i>
Canada thistle	<i>Cirsium arvense</i>
Sulfur cinquefoil	<i>Potentilla recta</i>
Oxeye daisy	<i>Chrysanthemum leucanthemum</i>
St. Johnswort	<i>Hypericum perforatum</i>
Rush skeletonweed	<i>Chondrilla juncea</i>
Yellow toadflax	<i>Linaria vulgaris</i>
Bull thistle	<i>Cirsium vulgare</i>
Orange hawkweed	<i>Hieracium aurantiacum</i>
Field bindweed	<i>Convolvulus arvensis</i>

## 4.8 Scenic inventory

Photos in this document are a fair representation of the scenic value of the park.



## 4.9 County Comprehensive Plans and Ordinances

Heyburn State Park lies wholly within Benewah County; therefore new development within the park comes under review of the Benewah County Planning and Zoning Commission in accordance with Section 67-6528, Idaho Code of the Local Planning Act.

### *Benewah County Comprehensive Plan*

The Benewah County Comprehensive Plan (Plan) was adopted April 14, 2003. The following objectives and policies from the Plan address elements that should be considered in the Heyburn State Park Master Plan.

#### **6 Land Use**

##### **Objective 6.3.1**

Protect and preserve the rural nature of the county by maintaining low-density developments outside of city impact areas.

##### **Objective 6.3.6**

Encourage open space to be maintained in undeveloped areas of the county. Develop subdivision design standards to maintain open space.

#### **9 Housing**

The County has adopted the Uniform Building Code per Idaho Code Title 44, Chapter 22, and has a Building Inspector to perform the inspections.

Objective 9.2.9 Areas suitable for recreational housing should be designated in the Comprehensive Plan according to these criteria:

- a. In proximity to amenities such as waterways, panoramic views, or other natural features.
- b. In areas where adequate protection from natural hazards can be incorporated in the building or site design.
- c. On sites with adequate water supply and access built to County standards.

- d. On sites of adequate size and with suitable conditions for onsite wastewater, subsurface sewage disposal and on site water sources except when suitable alternatives are provided.
- e. Access roads constructed to County design standards.

## **10 Recreation and Tourism**

The plan recognizes that Benewah County has numerous recreational opportunities within its area. Heyburn State Park and Trail of the Coeur d' Alenes are two of the recreation facilities listed in the plan.

Objective 10.4.5 Coordinate with other recreational regional planning efforts and the development of a regional tourism plan.

Objective 10.4.6 Preserve the historical recreational use on the county, state, and federal lands within the county.

Objective 10.4.7 Cooperate with State and Federal agencies, cities, adjoining counties and private associations in the planning and development of all types of recreational activities and facilities.

Objective 10.4.10 Encourage the development of recreational housing in conformance with the Comprehensive Plan.

## **13 Special Areas or Sites**

The plan recognizes numerous sites across the county that has special or historic significance to Benewah County citizens. Heyburn State Park is one of those sites. The Chatcolet CCC Picnic and Camping Area, Plummer Point CCC Picnic and Camping Area, and Rocky Point CCC Properties located in the park are listed as historic sites registered on the National Register of Historic Places.



## 4.10 Associated Planning Documents

### *Trail of the Coeur d'Alenes Co-ownership and Co-management*

Pursuant to the 2007 Agreement, the State and the Tribe are co-owners and co-managers of the Trail/ROW through Heyburn Park, committed to coordinated and cooperative joint management and operational control, consistent with four separate, detailed plans incorporated as integral components of the 2007 Agreement:

- (1) the Heyburn Park Trail/ROW Long-Term Management Plan (2007 Management Plan), which provides the shared vision of the long term operation and management of the Trail/ROW through the Park;
- (2) the Heyburn Park Trail/ROW Operations Plan (2007 Operations Plan), which provides the jointly adopted user standards and requirements and routine maintenance and operation activities for the Trail/ROW through the Park;
- (3) the Trail of the Coeur d'Alenes General Management Principles and Operating Guidelines (2007 Principles and Guidelines), which provides jointly adopted principles and guidelines for the management and operation of the entire Trail/ROW, including the Trail/ROW through the Park, consistent with the “single trail” principle discussed below applicable to the entire Trail, both within and outside Heyburn Park; and
- (4) the Response Action Maintenance Plan (2007 RAMP), which provides institutional and other oversight mechanisms that ensure the continued integrity of the [CERCLA heavy-metals contamination cleanup] response actions and the protection of human health and the environment along the Trail/ROW.<sup>3</sup>

The 2007 Agreement was carefully designed “to establish a long-term cooperative partnership between the State and the Tribe with respect to ownership, management and operation of the Trail/ROW.”

The common purposes of this bilateral compact, applicable to the entire Trail/ROW outside and through the Park, are:

1. providing for State and Tribe ownership of the Trail/ROW;
2. ensuring unified State and Tribe management and operation of the Trail/ROW;

3. defining the Parties' [State and Tribe] respective duties and responsibilities for maintenance and operation of the Trail/ROW;
4. protecting public health and the environment;
5. fostering recreational and economic development opportunities in the area;
6. promoting important cultural and historical values; and
7. providing for the involvement of local governments, adjacent landowners and the public.

The single trail principle requires “coordinated management and operation” of the entire 73-mile Trail. With respect to the 3.5 miles of the Trail traversing the Park, the primary Agreement further stipulates that the State and Tribe:

will exercise joint management authority over the Trail/ROW through Heyburn Park as a truly coordinated and cooperative effort, consistent with both the [2007 Management Plan] and the [2007 Operations Plan]. Both Plans will address management and operation of all lands and uses of the Trail/ROW through Heyburn Park including but not limited to the marina, boat launch, parking, restroom facilities, concessions and other facilities and improvements.

The [2007 Management Plan] describes the long-term “vision” of the Parties [State and Tribe] for the Trail/ROW through Heyburn Park and establishes a long-term planning framework that will be utilized to manage the Trail/ROW through Heyburn Park for the benefit of future generations consistent with that vision.

The [2007 Operations Plan] sets forth the respective duties and responsibilities of the Parties [State and Tribe] for routine management and operation of the Trail/ROW through the Park.

The 2007 Management Plan is designed “to provide the State and Tribe’s shared vision for the operation and management ... of the Trail/ROW through the Park and to provide the mechanisms for implementing that vision.” That Plan defines the State-Tribe “shared vision” in part as follows:

The Trail/ROW brings a new dimension and range of opportunities to the Park and the surrounding area, functioning to protect health and welfare while also providing recreational opportunities, historical and cultural experiences and economic benefits to the region. The portion of the Trail/ROW through the Park will be jointly owned and managed by the State and Tribe as an integral and seamless part of the entire Trail/ROW and consistent with the [State and Tribal] Governments’ shared desire to enhance recreational opportunities while preserving the natural beauty and habitat of the area.



That Plan, paralleling and implementing the purposes of the primary Tribe-State Agreement, lists eight specific goals of the common Plan, including the objective “[t]o integrate trail use and opportunities with existing Park use.” That Plan also requires that “[a]ny permit, lease, or other permission related to use or access of the Trail/ROW through the Park is subject to prior joint approval by the State and the Tribe.” The Plan details the mechanisms for “decision making and joint approval” in this regard by the Heyburn Park Manager and the Tribe’s Recreation Program Manager, as well as other specific mechanisms for “joint management” of the Trail/ROW through the Park by IDPR and the Tribe’s Recreation Management Program.

Consistent with the 2007 Agreement for the Trail/ROW, construction activities within the Right-Of-Way should adhere to the requirements within the 2007 Management Plan and the “Heyburn Park Trail/ROW Long-Term Management 2007 Operations Plan, and any applicable federal, state, and tribal cultural and historical protective statutes. Construction activities must avoid any impacts to the Trail (barrier) or Trail users, and should be properly signed to warn users of any potential hazards during construction activities. Per the Agreement any construction projects within the Trail ROW are required to be presented to the State and Tribe Trail Manager and subsequently Trail of the Coeur d’Alenes Trail Commission for review and approval. If the scope of the project and work extends into ROW the appropriate review process must be adhered to prior to any work being initiated.

For issues related to the Trail/ROW through the Park that do not involve modifying the terms of [Heyburn Management Plan], the Heyburn Park Manager shall serve as the decision maker for the State and the Tribe’s Recreation Program Manager shall serve as the decision maker for the Tribe. Consistent with the 2007 Management Plan Section 6.2: “Any modification or addition related to the development of the Trail/ROW through the Park, including but not limited to economic development plans of the State and Tribe that directly involve such portion of the Trail/ROW, subject to joint approval.”

### ***Natural Resource Management Plan***

Heyburn State Park has a Natural Resource Management Plan. This plan describes the slope, soils, and vegetation conditions of the park. The plan also provides managers with a toolbox of treatments to maintain natural conditions within the park, including management of timber. The detailed plan is available for review at park headquarters.

### ***Coeur d’Alene Lake Management Plan***

In an effort to address the many issues facing Coeur d’Alene Lake, the Coeur d’Alene Tribe and the State of Idaho Department of Environmental Quality collaboratively developed the

2009 Lake Management Plan (2009 LMP) with the goal: to protect and improve lake water quality by limiting basin-wide nutrient inputs that impair lake water quality conditions, which in turn influence the solubility of mining-related metals contamination contained in lake sediments. The United States Environmental Protection Agency (EPA) assisted the Tribe and DEQ in developing the LMP by convening and participating in an Alternative Dispute Resolution (ADR) process.

While the Idaho Department of Recreation was not a participant in development of the plan, it supports the objectives of the plan and will consult with the Tribe and DEQ on issues regarding lake management.

### ***WMA Management Plan***

Directly across the St. Joe River and Round Lake, the Idaho Department Fish and Game manages lands for the Coeur d' Alene River Wildlife Management Area. The management area has a management plan. The plan outlines management area goals and ongoing activities combined with issues, objectives and strategies.

The plan has similar issues to this master plan and natural resource management plan. This issues are

- The spread of noxious weeds has the potential to decrease the quality and quantity of wildlife habitat on the WMA.
- Some waterfowl hunters believe that a portion of the boundary of the Thompson Lake waterfowl hunting closure should be changed to provide hunting opportunity from the railroad tracks beside Anderson Lake.
- The entire floodplain of the Coeur d'Alene River is contaminated with water borne mine waste from 100 years of mining activity in the Silver Valley. Heavy metals, principally lead, cadmium and zinc are widespread. Considerable research and debate have taken place to determine what detrimental impacts these metals have on human health, water quality and the welfare of animals and plants that are found in the floodplain. The debate presently revolves around the scope and cost of the cleanup effort and quantifying the extent of injury to the environment.
- Some members of the public believe that the Department should not be acquiring more land within the floodplain of the Coeur d'Alene River for public recreational access. They contend that this invites human health concerns with user exposure to heavy metals found in sediments that cover the floodplain. Other members of the public believe that the



Department should be acquiring additional land for recreational access to meet the growing public demand for sites to fish, hunt, launch boats, and for family day use.

- Wild rice, introduced to Benewah and Kootenai counties by sportsmen and the IDFG from the 1930's-1950's as a waterfowl food crop, is now widespread. In some shallow lakes wild rice is now considered a nuisance by private landowners who are concerned with declining boating opportunities and upland property values.
- The WMA continues to receive unauthorized livestock grazing each year.
- Wakes from power boats and jet skis are contributing to the erosion of the banks of the Coeur d'Alene River resulting in the loss of property and adding to the sediment and heavy metal loads of the river.
- Litter accumulation and noncompliance with the 10-day camping limit and other regulations are chronic problems at public access sites.
- Private landowners often object to increased traffic and dust on public roads from hunters and anglers seeking access to Department property and area lakes.
- The use of airboats by some waterfowl hunters to access hunting areas often creates conflicts with adjacent property owners and those hunters that do not use air boats.
- Dikes and water control structures designed to provide management of water levels in some wetlands and shallow lakes are barriers to hunters and anglers using motorized watercraft

## 4.11 Initial Park Development Plan

The 1990 General Development Plan for Heyburn State Park identified water quality issues in the lake including high runoff of topsoil from surrounding lands leading to a significant build up and lake eutrophication, and water contamination from inadequate cabin and float home septic systems.

The plan identified a need for a better domestic water system in the park, pointing out that the existing pump ran 23 to 24 hours a day during the heavy use season.

## *Chatcolet*

The plan called for closing the upper Chatcolet road for general ingress-egress and shifting use to a new road to be developed through elimination of six cabin lease lots between the Chatcolet Campground and the day use area; a concession building at Chatcolet with restaurant facilities, supplies and fueling.

## *Hidden Lake*

The 1990 plan recommended phasing out all float homes in Hidden Lake and development of a recreation access trail in the area.

## *Rocky Point*

Elimination of recreational cabins south of the Rocky Point day use area was one recommendation of the plan, as was phasing out one cabin between Hawley's and Rocky Point. The Rocky Point Lodge was to become a visitor center, an endeavor that was tried but ultimately was not successful.

## *Benewah*

The 1990 plan envisioned development of a dormitory style group camp facility for up to 50 people at Benewah.

## **4.12 Adjacent Land Ownership, Jurisdiction, & Use**

- Heyburn State Park is a 7,826 acre contiguous parcel. The park is surrounded by private, Tribal, Idaho Department of Lands, and Idaho Department of Fish and Game Lands (see Appendix D 1)
- The majority of the park is surrounded by private lands. These lands are used for a variety of rural purposes including agriculture, timber production, and recreational residences. Just north of the park at the entrance to Hidden Lake, 5 float homes serve as recreation residences.
- The Idaho Department of Lands manages its parcels for timber production. These lands provide revenue to Idaho's schools and institutions while improving forest health, protecting water quality, reducing wildfire threats and creating family wage jobs.



- The IDFG Lands are a part of the Coeur d' Alene River Wildlife Management Area (WMA). The WMA was created to protect and enhance waterfowl habitat, increase waterfowl production, and provide a secure staging area for migrating waterfowl. An important aspect of the WMA is providing public access for waterfowl and big game hunting, fishing, and wildlife viewing .
- Heyburn State Park has a five-mile stretch of the Trail of the Coeur d' Alenes within its boundaries. The trail is jointly owned and managed by the Idaho Department of Parks and Recreation and the Coeur d' Alene Tribe within the park. The tribe retains ownership from Plummer to the park boundary. Across the lake, the tribe also has ownership of the trail from Harrison down to the park boundary.
- Coeur d'Alene Tribal lands are managed for the quiet enjoyment of the Coeur d'Alene people and the public with an emphasis on cultural protection and natural resource management.

## 4.13 Local Transportation Network

- Heyburn State Park is accessible by roads, trails or waterways. State Highway 5 is the main road through Heyburn State Park that connects Chatcolet with Rocky Point and Benewah. Most visitors travel to the park by automobile using U.S. Highway 95 to Plummer; then east on State Highway 5 for 4 1/2 miles to the park boundary. The Chatcolet Road entrance is another 1 1/2 miles east of the park boundary. Visitors traveling west (from St. Maries) use State Highway 3 and then travel west on State Highway 5 to reach the park. (See Appendix D2)
- In 2008, State Highway 5 had an average daily traffic flow of 1,900 vehicles, according to the Idaho Transportation Department. U.S Highway 95 had an average daily traffic flow of 6,000 vehicles near Plummer.
- The park itself has two major roads. The Chatcolet Road provides access to the park headquarters, Plummer Point, and Chatcolet. The road continues on past Chatcolet connection up with Conkling Park Road which connects to U.S. Highway 95. This route forms a back entrance to the park. This entrance isn't used as much as State Highway 95 because the road past Chatcolet is unimproved road and has steeper grades than State Highway 5.
- Benewah Road provides access to Benewah in the eastern portion the park. The road is owned by Benewah County and is in need of repair.
- Heyburn State Park is one of Idaho's few parks that are accessible by boat. Boat Access was the primary access to Heyburn at the start of the 20th Century. In the early 1900's steamers from Coeur d' Alene would transport visitors to the Chatcolet Resort Area.

- The northwest part of the park has excellent bicycle access. The Trail of the Coeur d' Alenes runs from Plummer to Mullan. Bicyclist can access the trail from Plummer or Harrison and many other points along its length. This paved path is part of an old railroad line that provided passenger rail service to the Chatcolet Resort Area in the early 20th Century.
- The Idaho Department of Parks and Recreation commissioned a study of needed road improvements in Heyburn State Park in 2008. The 45-page document, prepared by Welch, Comer and Associates, inc., is available for review at park headquarters. While condition of the roads varies in the park, the majority are in need of repair. Bringing all roads to good condition would cost near \$4 million.

## 4.14 Existing Infrastructure

### *Chatcolet:*

#### **Day Use Area:**

Within the day use area there are two CCC picnic shelters, one CCC restroom, one playground, and a large parking lot to accommodate the marina, boat launch, day use, and the Trail of the Coeur d'Alene's users. There is also a 1960's era restroom in the parking lot.

#### **Campground:**

There are 40 non-hookup sites and one full hook-up camp host site. There are three pairs of men's and women's restroom buildings. They were built by the CCC's and look like outhouses but contain flushing toilets. There is central water with spigots located throughout the campground.

#### **Marina:**

The Chatcolet marina contains the boat launch, and a boat pump out station, 51 privately owned boathouses, and 21 rental slips. There is 256' of cedar log dock at the boat ramp area and 48' of poly dock and 1120' of cedar log dock at the boathouse and slip area. There is an electrical system that provides power and lights at various locations along the slip and boathouse docks. The park owns two boathouses at Chatcolet and one floating work shed.

#### **Rental Cottage:**

The Chatcolet Cottage is located along the Chatcolet Upper Road and is rented by the park on a year around basis. It is approximately 700 square feet in size and was built in the 1940's



**Seasonal Housing:**

The seasonal quarters, often referred to as the “shack”, is an old four bedroom house that sits above the day use area along the Chatcolet Road.

**Water System:**

The Chatcolet water system serves all facilities and private cottages from Chatcolet to Rocky Point. The well is located closer to Plummer Point near the Assistant Manager’s residence. It pumps approximately 170 gallons per minute and currently does not have to be chlorinated. It went into service in January of 2009. Water is stored in a 225,000 gallon above ground, steel reservoir just south of the Chatcolet area. It is classified by the Idaho Department of Environmental Quality as a small transient system.

***Plummer Point:*****Day Use Area:**

The day use area consists of a small parking area, two pairs of CCC restroom buildings, three CCC era picnic shelters, central water, and 128’ of public cedar log dock. There is a small beach/swimming area there as well.

**Shop:**

The park maintenance shop lies just south of Plummer Point along the Chatcolet Road and consists of one maintenance/shop building, two vehicle/storage sheds, and a gas house with above ground gasoline and diesel fuel storage and dispensing system.

**Camper Cabins:**

Two small one room “camper cabins” that are rented year around are located just north of the shop. There is central water and a CXT pit toilet available for users.

**Volunteer Sites:**

Four RV campsites for park volunteers were constructed next to the shop compound. They provide long term campsites to park volunteers and have full hook-ups with sewer and 50 amp electrical service.

**Assistant Manager’s Residence:**

This residence was built by the CCC’s in the mid 1930’s as the quarters for the camp superintendant. It is currently used as housing for the assistant manager.

## ***Hawley's Landing:***

### **Campground:**

There are 52 campsites at Hawley's Landing. 35 sites with water and electric, 7 sites with water electric and sewer, 10 non-hookup sites, and one full hook-up host site. There is a restroom with showers situated in the middle of the campground and a small restroom with flushing toilets in the non-hookup area. There is also an RV dump station located near the campground entrance.

### **Docks:**

There are 320' of cedar log docks below the campground for campers to use. The park also provides 6 sections of private leased dock to the cottage site lessees at Hawley's Landing.

### **Rental Cottage:**

The Lakeview Cottage is located below the campground on the shores of Lake Chatcolet. It has approximately 800 square feet of living space and is available for rent year around. It was built sometime in the 1940's.

### **Park Headquarters:**

The park headquarters/visitor center was built in 2008 and is situated near the entrance to the campground on the Chatcolet Rd. It is 2,600 square feet in size and houses interpretive displays, a retail sales area, a meeting room, and park administrative offices.

## ***The Wide Spot:***

### **Docks:**

The "wide spot" is a large pull out along highway 5 between Hawley's Landing and Rocky Point. The only public facilities located there are 180' of public fishing docks made of wood with cedar float logs.

## ***Rocky Point:***

### **Day Use Area:**

The day use area at Rocky Point has approximately 400' of beach/swim area, one CCC era picnic shelter, a CCC vintage restroom that was restored in 2008, playground, 280' of public dock, and the historic Rocky Point lodge.



**Marina:**

At the marina there is a boat ramp, public restroom (pit toilet), floating store with gas pumps, parking area, and boat moorage. There are 42 slips for rent and 61 privately owned boathouses that rent dock space from the park. There is 256' of cedar dock at the boat launch (two 128' strings), 100' of dock at the floating store, and 1262' of cedar dock in the boathouse and slip area. The park also provides 15 private leased dock sections for cottage site lessees. These are located below the cottage area on the east side of Rocky Point.

**Ranger's Residence:**

This residence was built by the CCC's in the 1930's as housing for the camp foreman. It is approximately 1,000 square feet in size and is being used as park ranger housing.

**Rental Cottage:**

The Rocky Point Cottage is available for rent by the public year around and is located across the street from the lodge and next door to the ranger's residence. It has approximately 1,000 square feet of living space and was constructed in the 1940's

***Benewah Lake:*****Day Use Area:**

The day use area consists of a large grassy area used as a picnic area, a small restroom with flushing toilets, a boat ramp with 125' of public dock.

**Campground:**

The campground has 39 campsites. Seven with water and electric service, seven with water, electric, and sewer service, and one campground host site with water, sewer and electric. There is a restroom and shower building situated near the entrance. Below the campground is 105' of log dock for use by the campers.

**Water System:**

The water system for the Benewah area consists of a well and a 12,000 gallon below ground concrete reservoir. It services the campground, day use area, and 13 private trailers located in the trailer park.

## 4.15 Staffing

**Park Manager:** Responsible for oversight and supervision of all aspects of the park, including budgeting, planning, lease administration, natural resource management, and visitor services.

**Assistant Park Manager:** Responsible for the day to day operations, including supervision of the ranger staff, visitor services, marina store operations, natural resource management, special projects, and seasonal staffing budgets.

**Park Rangers (3):** Responsible for all aspects of park maintenance, fee collection, compliance enforcement, visitor services, interpretive programming, seasonal staff hiring and supervision, and special projects.

**Office Specialist II:** Responsible for visitor center/park headquarters operation and seasonal staffing. This includes cottage, trailer court, and marina lease administration, billing, and fee collection, park reservation system, bank deposits, visitor services, retail sales, and all associated administrative duties.

**Seasonal Marina Staff:** Responsible for the day to day operations of the marina store. This includes gasoline and retail sales, boat rentals, maintenance, and associated administrative duties.

**Seasonal Visitor Services/Fee Collection Staff:** Responsible for fee collection and compliance, providing visitor information and other services, interpretation, and any associated administrative/clerical duties.

**Seasonal Visitor Center Staff:** Responsible for the duties associated with the operation and maintenance of the park's visitor center/headquarters. This includes providing visitor information, operating the reservation system, office and clerical duties, retail sales, and routine maintenance and cleaning.

**Seasonal Maintenance Staff:** Responsible for the general maintenance of all grounds, buildings, vehicles, equipment, and facilities. This includes docks, beaches, trails, campgrounds, day use areas, roads, historic buildings, rental cabins and cottages, and all associated vehicles and equipment.



## 4.16 Existing Land Use Agreements

### *Sewer Management Agreement – Panhandle Health District*

This agreement temporarily addresses sewage and gray water management for the twenty four float homes located at Hidden Lake. The agreement runs from March 3rd 2009 to January 1st 2015. It allows the float homes to remain at Hidden Lake until they can be moved into the new marina at Chatcolet and hook up to the park's wastewater treatment facility.

### *USGS Gauging Station – St. Joe River*

In September of 2009 Heyburn State Park entered into an agreement with the United States Geological Survey to allow the USGS to operate and maintain a stream flow gauging station on the St. Joe River near the area known as Silver Tip.

### *Sewer Line Easement – St. Maries River Railroad*

As part of the wastewater treatment facility construction, the park obtained an easement from the St. Maries River Railroad in 2008 to allow for a sewage effluent line to be bored under the railroad just west of the Pee Dee trestle.

### *Road Easements*

Easements with Robert L. & Georgia W. Barnes and Robert W. & Arlene D. Barnes were established in 2010 to continue to allow access to their property through the park via the Homestead Rd.

### *Trail of the Coeur d'Alenes Agreements*

IDPR and the Coeur d'Alene Tribe have joint agreements regarding the operation and management of the Trail of the Coeur d'Alenes both inside and outside of the park.

### *MOU – IDL*

IDPR and IDL entered into a MOU in 2001 to recognize the opportunity to work together in developing a timber sale program that will accomplish each agency's management objectives.

## *Utility Easements*

Several easements exist between the local phone and electrical utilities. Most are for buried phone lines along park roads and easements through park land for electrical transmission lines.

## **4.17 Historical and Cultural Resources**

### *Historic Facilities:*

The following Civilian Conservation Corps Facilities were constructed between 1934 and 1941. Twenty two buildings, two hiking trails, and one campground were placed on the National Register of historic places in 1994. The buildings and structures reflect the “rustic” approach to the architectural design endorsed by the National Park Service.

- 1) Chatcolet Campground and six restrooms
- 2) Chatcolet upper picnic shelter
- 3) Chatcolet lower picnic shelter
- 4) Chatcolet day use area restroom
- 5) Park manager’s residence
- 6) Plummer point change house
- 7) Plummer Point picnic shelters (2)
- 8) Plummer Point restrooms (4)
- 9) Indian Cliffs and CCC nature trails
- 10) CCC pump house
- 11) Rocky Point lodge
- 12) Rocky Point restroom
- 13) Rocky Point picnic shelter
- 14) Rocky Point ranger’s residence

### *The Mullan Road:*

Though not on the National Register of Historic Places, the portion of the Mullan Road that passes through the park is one of the most well preserved sections of the original road built in 1858.



### ***Tribal Cultural Resources:***

The Coeur d'Alene Tribe has identified several historic and pre-historic cultural sites along the shorelines of Chatcolet and Benewah Lakes. To protect and preserve these sites the Tribe does not make these locations public. Any development that may occur must be in consultation with the Coeur d'Alene Tribe's Tribal Historic Preservation Officer.

## **4.18 Archaeology**

### ***Cultural and Archaeological Surveys:***

An archaeological survey at the location of the main Civilian Conservation Corps camp was done in 2004 by Renewable Technologies, Inc. of Butte Montana (Camp Heyburn Report 10BW207).

Cultural resource inspections have been performed by the Idaho State Historical Society in many areas of the park primarily for timber sales and construction projects. Surveys have been completed in the areas of: The Indian Cliffs, ZZ Top, Shoeffler Butte, Benewah Lake, and Chatcolet Road timber sales. A survey was also done in the areas affected by the Heyburn wastewater collection and treatment facilities in 2007.

# Chapter 5: Recreation Supply and Demand

## 5.1 Area Market Breakdown

The primary out-of-state market for overnight use at Heyburn State Park is Spokane County, Washington. According to a 2009 survey, 48 percent of users came from Washington State. An additional 38 percent were from Idaho.

## 5.2 Area Population Growth and Projections

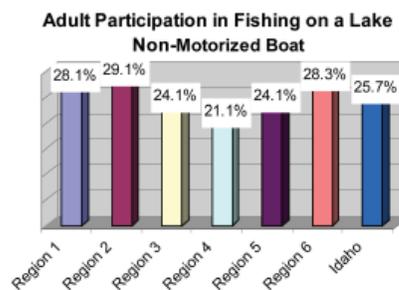
The US Census Bureau forecasts a population growth of 6% from 2009 to 2014 within a 2-hour drive of Heyburn State Park. The population in that radius is expected to climb from 708,719 to 753,912. The average household size is expected to remain about 2.44.

## 5.3 Outdoor Recreation Activity Participation

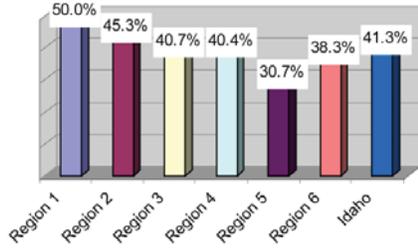
The 2006-2010 Statewide Comprehensive Outdoor Recreation and Tourism Plan (SCORTP) documented outdoor recreation participation in Idaho by region. Heyburn State Park is in the southernmost part of Planning Region One. Because of its proximity, the park also serves many visitors from Planning Region Two.

It is useful to compare participation rates in these regions to the state average to determine regional activity preferences.

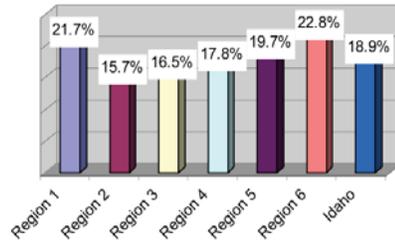
Region One has the highest adult participation rate in the state for many lake activities, likely because of the proximity of Idaho's largest lakes.



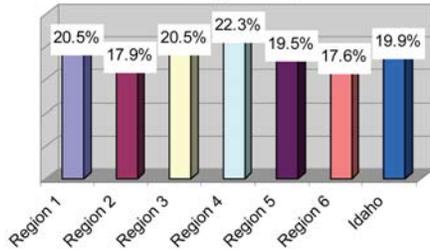
**Adult Participation in Fishing on a Lake Motorized Boat**



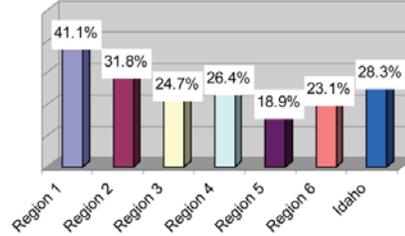
**Adult Participation in Canoeing**



**Adult Participation in Waterskiing or other Towing Activity**

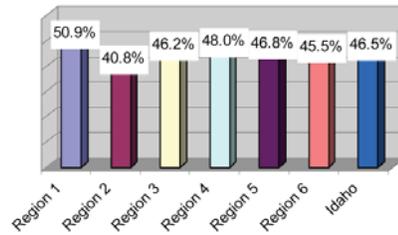


**Adult Participation in Power Boating (excludes fishing and waterskiing)**

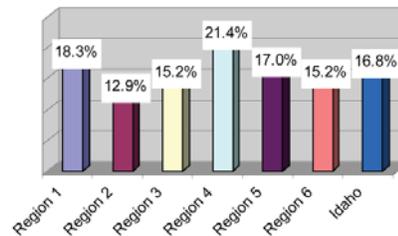


Participation in bird watching in Region One is the highest in the state for adults. This bodes well for continued use of the Plummer Creek Marsh interpretive area and blinds.

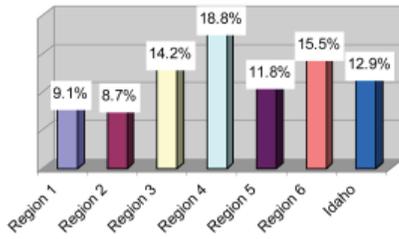
**Adult Participation in Bird Watching**



**Youth Participation in Bird Watching**

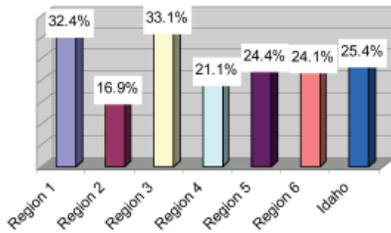


**Adult Participation in Waterfowl Hunting**

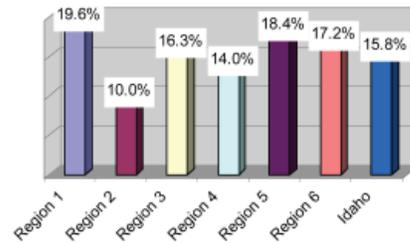


Somewhat surprisingly, given the popularity of waterfowl hunting in the park, Region One and Two have the lowest rates of participation in waterfowl hunting in the state.

**Adult Participation in Mountain Biking**

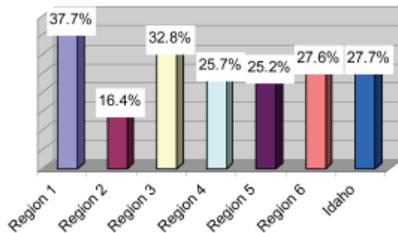


**Youth Participation in Mountain Biking**

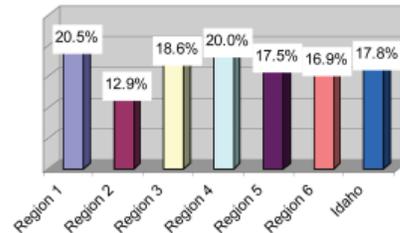


Mountain biking is an increasingly popular activity in the park, and this plan calls for improving mountain biking opportunities. Region One has high participation rates for adults and youth.

**Adult Participation in Road Bicycling**



**Youth Participation in Road Bicycling**

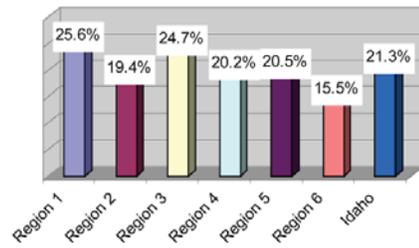


Road bicycling seems particularly popular with adults in Region One. The participation rate survey was taken before Trail of the Coeur d'Alenes was complete. Conversely, the rate in Region Two is low. Local marketing of Trail of the Coeur d'Alenes would likely yield the best results in Kootenai County and Spokane.

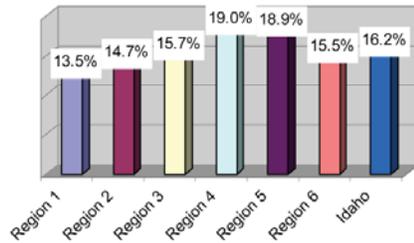


Hiking with a dog is somewhat more popular in Region One than the rest of the state. This could be an opportunity to market Heyburn as dog friendly, within the bounds of park rules.

**Your Dog's Participation in Hiking**



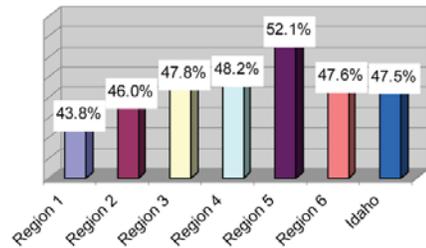
**Adult Participation in Horseback Riding**



Participation in equestrian activities in Regions One and Two, though still significant, is the lowest in the state.

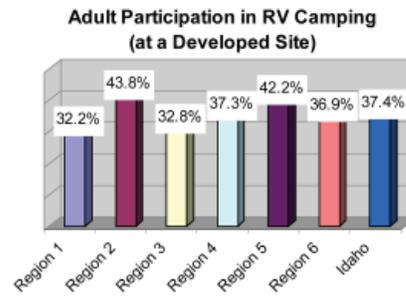
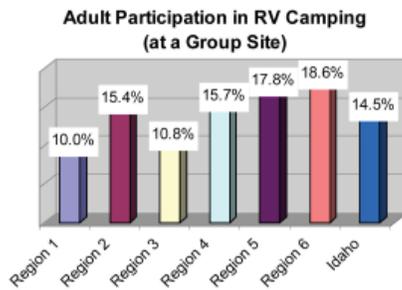
Participation in outdoor photography, which is booming, is still somewhat low in Regions One and Two relative to the rest of the state. Note that close to half of the adult population participates, so this is an area of opportunity.

**Adult Participation in Outdoor Photography**

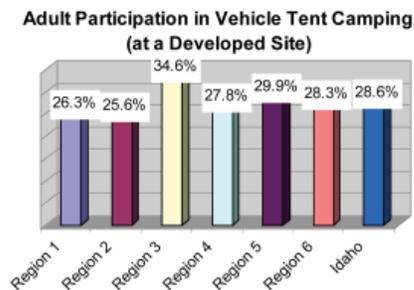


Camping is not generally a local activity. People tend to travel some distance from home to partake. The park has the obvious opportunity of continuing to attract campers from Spokane and Northern Idaho, but should also market to Lewiston and Moscow in Region Two, which has the highest participation rate in the state for RV camping.

Participation in RV camping at a group site is relatively low in Region One and just slightly above the state average in Region Two. This may be because of a lack of opportunity, i.e., limited availability of group camp facilities.



Tent camping in developed sites is about average in the regions. The participation rate is still significant, with more than a quarter of the population participating.



## 5.4 Area Recreational Opportunities (Map Appendix D-6)

### Camping

Heyburn State Park offers the greatest camping opportunity in the immediate area. There are four private RV parks within a half-hour drive of Heyburn, and several private RV parks in the Coeur d'Alene area. The Forest Service has a handful of campgrounds within an hour of Heyburn, but nothing nearby.

### Boating

In addition to the 3 boat ramps in Heyburn State Park that serve the southern portion of the lake, there are 21 public boat ramps on the middle and northern sections of Lake Coeur d'Alene. The park provides two marinas on the lake. There are 12 other public or private marinas on Lake Coeur d'Alene.

### Trail of the Coeur d'Alenes

This 73-mile long trail provides a unique opportunity for attracting visitors to the park. The length of the trail is somewhat unusual. The fact that it is paved and very well maintained probably makes it unique in the United States.

## 5.5 Current Park Visitor Profile

No recent surveys of park user demographics have been conducted, so US Census Bureau information regarding the population in the surrounding area (within a two-hour driving distance) has been substituted.

The median age in the market area was 34.6 in 2000 and is projected to be 36.6 by 2014. The average household income for 2014 is projected to be \$59,070, with per capita income at \$24,025. Note that income in the immediate area (30 minute drive) is sharply lower, with projected 2014 average income at \$47,411 and per capita income at \$18,774. This probably reflects the lower economic opportunity in a more rural area compared with the urban centers of Spokane and Coeur d'Alene/Post Falls within a two-hour drive.

The Census Bureau projects little change in race and ethnicity between 2009 and 2014 in the market area, though it is worth noting that those of Hispanic origin are expected to make up 4% of the population in 2014 compared with 2.6% in 2009.

# 5.6 Historic Park Visitation Statistics

The methodology of county visitors changed in 2007 comparing 2007-2009 visitation figures to those from earlier years is of little value. Note that the value of park visitation in 2009 would be approximately \$4.7 million to local communities based on estimates from the Longwoods International study commissioned by the Idaho Department of Commerce in 2008.

Visitation Type	2007	2008	2009
In State Day Use	113,655	105,139	124,043
Out-of-State Day Use	55,979	51,785	61,096
Overnight Occupancy	7,669	5,984	6,534

# 5.7 Projected Park Visitation

Visitation Type	2011	2012	2013
In State Day Use	124,043	127,764	135,545
Day Use Visitation	61,096	62,929	66,761
Overnight Occupancy	7,871	8,107	8,351



Heyburn State Park  
Master Plan

# Chapter Six: Park Significance

## 6.1 Park Significance

For millenia the site of Heyburn State Park was an important part of the homeland of the Coeur d'Alene Tribe. Chatcolet Lake and surrounding environs was a popular destination for recreationists in the early part of the twentieth century. They came to picnic, camp and enjoy nature. The area was recognized by Congress as a resource worth retaining when they named it Heyburn Park and offered it to the state in 1908. Though many things have changed in the hundred-plus years since, but the natural resources have remained much the same. Casual visitors can still see osprey, whitetail deer, ponderosa pine and dazzling pink water lilies. They still see the mountains in the distance, the meandering St. Joe and breathtaking views of the lake.

## 6.2 Park Classification

Heyburn State Park is classified as a Natural Park.

### *Purpose of Establishment*

*Natural Parks* are established to maintain the ecological integrity of areas of Idaho possessing exceptional resource values which illustrate Idaho's natural history. *Natural Parks* provide for the use and enjoyment of these resources in a manner that will enhance the understanding, appreciation and stewardship of these resources for the enjoyment of present and future generations.

### *Desired Visitor Experiences*

Visitors to *Natural Parks* will be offered the opportunity to find solitude, a leisure atmosphere, observation/study of natural features, positive experiences in natural surroundings, and a friendly and safe environment. This includes the development of personal outdoor ethics, development of knowledge of natural processes, and opportunities for directed and/or independent study.



## ***Resource and Site Qualifications***

A *Natural Park* must contain natural resources of statewide significance. Statewide significance means that the unit contains unique, natural values of sufficient extent and importance to meaningfully contribute to the broad illustration of the state's natural history. These include natural (botanical, zoological, and geological) and scenic qualities, which are both beautiful and representative of the state.

A *Natural Park* should be sufficiently comprehensive to allow effective management of a community of indigenous flora and fauna. A *Natural Park* should also provide a variety of opportunities for public enjoyment in a natural setting with minimum negative effect to the resource.

A park may contain resource values other than those for which the park received its overall classification. These secondary resources should be of a lesser magnitude than the resources for which the park received its overall classification. The use and protection of these secondary resources will be addressed by subsequent resource area designations. The existence of these secondary resources should not unduly affect the determination of the overall park classification.

*Natural Parks* should be established where significant and unique aspects of the state's natural resources exist.

## ***Management Principles***

**Resource Management** - Management will be directed at maintaining the ecological integrity and interpreting the natural values of the unit. Management will seek to maintain balance in the ecological community and reestablish missing elements of that community, such as indigenous plant and animal life to the extent practical.

**Compatible Uses** - Visitor use includes both interpretation and outdoor recreation in a natural setting. In addition to being an outdoor classroom, a *Natural Park* is a place for participating in those outdoor recreational activities which can be accommodated without detriment to the natural character and features of the park and do not detract in any way from the natural scene. In the broad sense, park use falls predominantly in the aesthetic portion of the recreational spectrum.

*Natural Parks* are not intended to accommodate all forms or unlimited volumes of recreation use. Compatible uses could include hiking, interpretive programming, nature study, individual camping, group camping, picnicking, bicycling, cross-country skiing, snowshoeing,

equestrian use, boating, swimming and other recreational pursuits which do not significantly degrade the natural process or aesthetic qualities of the area.

Physical Developments - Facilities required for the health, safety, and protection of users, as well as those consistent with compatible uses shall be provided. Location, scale and design of all facilities shall be complementary to the environment and to the values being preserved. Facilities should support customer services, enhance the visitor's experience and provide for staff operational needs. Typical development might include: group campgrounds, individual campsites, lodges, marina facilities, boat launches, swimming beaches, visitor/interpretive centers, program areas, trails, trailhead facilities, staff housing areas, maintenance yards, and other similar facilities.

## 6.3 Park Mission and Vision Statements

### *Mission*

Preserving diverse and unique resources and promoting recreational opportunities that compliment these natural, historic, cultural and scenic qualities, in order to improve the health and well being of the local community and region.

### *Vision*

The park "vision" presents a statement of what the park will be like in the future. It is presented to give a broad overview and engender public comment pro and con. The vision statement for Heyburn State Park is:

Heyburn State Park's lakes, forest, wetlands and wildlife, draw people looking for a place to relax in a natural setting or participate in a wide variety of recreational activities. The park features trails for hikers, equestrians and bicyclists, moorage and support facilities for boaters, three campgrounds for RVs and tent campers and other overnight facilities ranging from economical cabins to the group lodge at Rocky Point. The 73-mile-long Trail of the Coeur d'Alenes begins just outside the park, winds through it and across the lake on its way to the terminus at Mullan. Because of this unique recreational opportunity, overnight and support facilities for bicyclists are a major feature of the park.



## 6.4 Park Goals and Objectives

**Goal – Manage the natural resources of the park in order to enhance the public recreational experience while sustaining and restoring a healthy plant and animal community.**

Objective – Provide interpretation and education on natural resources to foster an appreciation of their value.

Objective – Follow the recommendations of the Natural Resource Management Plan.

Objective – Work with State and Tribal partners to implement broad scale, resource plans.

Objective – Identify and remove hazard trees for visitor safety.

Objective – Follow applicable environmental rules and regulations.

Objective - Assure that park water rights are filed correctly and up-to-date.

**Goal – Enhance public recreational opportunities to establish a significant destination park.**

Objective – Provide a variety of overnight facilities.

Objective – Provide a diverse range of non-motorized trails with opportunities for connectivity.

Objective – Develop group use/retreat center facilities.

Objective – Provide well-placed, uniform informational signs.

Objective – Provide a high quality, well maintained, clean and safe park.

Objective – Develop and maintain appropriate interpretive/educational signs and programs.

Objective – Maintain a signature style for facility design in keeping with the character of historic CCC buildings.

Objective – Reduce conflict between recreational activities.

**Goal – Maximize revenue potential while protecting the resource from degradation, inappropriate development and over use.**

Objective – Provide recreation services such as bike rentals, food service, marina, park store.

Objective – Seek business partnership opportunities with local communities.

Objective – Charge a reasonable rate based upon fair market value for recreational leases.

Objective – Recoup a reasonable rate based upon fair market value for resource management projects.

Objective – Seek adequate funding to operate and maintain the park.

**Goal – Protect, preserve and interpret historical, cultural and archaeological resources.**

Objective – Make every effort to assure that renovated historic facilities retain their character.

Objective – Follow recommendations of Pacific Northwest Field School preservation plan building assessment.

Objective – Partner with SHPO and the Tribe for historical, cultural, and archaeological assessments.

Objective – Provide appropriate interpretation of historic, cultural and archaeological resources while providing for the security of same.

**Goal –Coordinate the management of Heyburn State Park with Trail of the Coeur d’Alenes**

Objective – Maintain a good working relationship with partners.

Objective –Adhere to the Trail of the Coeur d’Alenes agreements.

Objective – Provide seamless management of Heyburn State Park and the Trail of the Coeur d’Alenes.



Heyburn State Park  
Master Plan

Resource Area Evaluation Table

Resource Area Evaluation Criteria and Management Objectives	Restricted Use Area	Natural Area	Transition Area	Historic Area	Recreation Area	Service/Support Area
<b>Qualitative Value of Area Resources</b>	Unique, exceptional, or hazardous resource value	Pristine, natural integrity; significant resource value	Varied resource value	Exceptional or significant resource value	Low to moderate resource value	Low resource value
<b>Value of Area for Active Recreation</b>	No active recreational value	Low to moderate active recreational value	Moderate active recreational value	Low to moderate active recreational value	Diverse, significant and high active recreational value	Low active recreational value
<b>Degree of Educational Opportunity Present</b>	Unique or exceptional opportunity	Significant educational opportunity	Moderate educational opportunity	Unique or exceptional educational opportunity	Moderate educational opportunity	Varied educational opportunity
<b>Resource Area Characteristics</b>	These areas are isolated, relatively inaccessible. Sound levels range from free of all but natural sounds to industrial noise levels.	These areas are secluded, with subdued noise levels and a serene, peaceful environment.	This transition area is characterized by dispersed, sporadic activity. Noise levels vary from relatively quiet to fairly noisy, depending upon the occasion.	Although able to accommodate groups of visitors, these areas are quiet, passive and thought-provoking.	These areas are public and dynamic. They are readily accessible, busy, crowded, noisy, and characterized by almost continuous activity.	Service Support Areas providing visitor services are readily accessible, busy, noisy, and characterized by continuous daytime activity.
<b>Typical Activities Within the Area</b>	Guided interpretive walks, scientific study or mineral extraction.	Hiking, wildlife watching, photography, small group interpretive walks, cross-country skiing, dispersed picnicking, boating activities that do not degrade the environment or detract from the desired visitor experience.	Natural Area activities, plus mountain biking, picnicking, X-country skiing, fishing, dispersed swimming, boating, special events	Personal inspection, photography, historic research, small group interpretive walks, special events	Natural and Conservation Area activities, plus developed camping, group sports, developed picnicking, boat launching/mooring/beaching, swimming, beach activities, non-motorized trail use, motorized trail use, outdoor interpretive programming, recreational housing, overnight lodging	Admission/registration, fee collection, visitor information, retail sales, staff offices, indoor/outdoor interpretive programming, concession operations, developed moorage, developed parking, staff housing, maintenance/stations
<b>Acceptable Level of Resource Impact</b>	Either extremely low or very high resource impact	Low resource impact	Low to moderate resource impact	Low resource impact	Moderate to high resource impact	High resource impact
<b>Anticipated Degree of Human Contact</b>	Visitors may be accompanied by park staff.	Visitors may occasionally encounter individuals or small groups seeking a similar experience.	Visitors to these areas will frequently encounter other individuals and groups of park users.	During periods of peak use, visitors to these areas are almost certain to encounter other visitors seeking the same experience.	During periods of peak activity, visitors are certain to encounter many other visitors engaged in a wide variety of recreational and social activities.	During daylight hours, visitors are certain to encounter many other visitors seeking services and engaged in a variety of recreational and social activities.
<b>Primary Area Management Objectives</b>	Limited or prohibited access to resources	Preserve as near-natural; protect the resource from degradation, inappropriate development and over-use	Provide use and protection; establish use limits for conservation	Preservation paramount; provide opportunity for interpretation and education	Provide recreational opportunities; no irreparable resource damage	Efficient, economic and safe support

# Heyburn State Park SWOT Analysis

In early October, 2009, planning staff conducted an analysis of Heyburn State Park's Strengths, Weaknesses, Opportunities and Threats (SWOT) with three groups, the Stakeholder Advisory Team, Heyburn State Park Staff and the Planning Review Team. Each group was asked to identify items in each category, then prioritize them from most important to least important. The results of those meetings are listed below.

The SWOT analysis helps planning staff develop a list of issues and opportunities for the park. That, in turn, leads to the development of goals and objectives, which we will work out later on in the process.

Those participating included:

<b>Stakeholder Advisory</b>	<b>Heyburn Staff</b>	<b>Planning Review Team</b>
Michelle Reynolds Pam Secord Jason Brown Mike Meagher Stan Weeks Jeff Harkins (for Tom Trail) Kim Schwantz Judi Sharrett Ron Hise	Ron Hise Chris Hoosick Cragi Parker Jeff Smith Beth Simanek Leslie Naccarato SAT member Rep. Dick Harwood (could not make the previous earlier session)	Idaho Park and Recreation Board Chair Steve Klatt Director Nancy Merrill Deputy Director Dave Ricks N. Region Manager David White Heyburn State Park Manager Ron Hise Planner Connie Vaughn Resource Analyst Mary Lucachick Resource Analyst Jeff Cook Non-Motorized Trails Coordinator Leo Hennessey Planner Andrew Conkey

<p><b>SAT</b></p> <p>The team met at park headquarters for an orientation briefing and to watch the park DVD before setting out on a tour of the park with stops at Chatcolet day use area, the Chatcolet cabins, Chatcolet campground, Plummer Point day use area, Plummer Marsh interpretive area, Rocky Point Lodge, Benewah and the Benewah campground before coming back to the center for lunch.</p> <p>The group welcomed the idea of a new marina at Chatcolet and expressed interest, though some reservations, about moving float homes out of Hidden Bay. The concept of consolidating the Chatcolet and Rocky Point marinas was discussed. The group felt keeping the two sites was best, perhaps with consolidation of services at Chatcolet, but while retaining at least enough slips at Rocky Point to accommodate cabin lease holders in that area. They were enthusiastic about providing a new building at Chatcolet to serve marina customers, day users and especially Trail of the Coeur d'Alenes users with bike rentals and food services, as well as an improved restroom. Several SAT members pointed out that parking was the limiting factor for a marina and boat ramp at Chatcolet. Although moving the float home owners into the marina would not affect parking (they already park in that lot), adding additional slips would.</p> <p>SAT members were enthusiastic about two other ideas brought forth on the tour, particularly the renovation of the lodge at Rocky Point. They felt there would be a good market for some kind of retreat center there, especially one that provided self-serve kitchen facilities with a large refrigerator and other standard appliances. Developing several long-term and overflow sites at Benewah to accommodate large RVs was also a favorite idea.</p> <p>The consensus developed during the tour was that the basic concept for facilities at Heyburn worked pretty well. The park should focus on renovation of existing facilities, for the most part, with the exception of adding a concession building at Chatcolet.</p> <p>SAT members also felt there was a need for more small lodging opportunities such as camper cabins and yurts to accommodate Trail of the Coeur d'Alenes users. They also seemed to like that the park offered quite a lot of opportunity for tent campers and expressed hope that would continue.</p>	<p><b>STAFF</b></p> <p>Heyburn staff was enthusiastic about participating in the process and brought forth a number of issues and opportunities.</p> <p>They were concerned most about aging infrastructure/facilities and about the potential for increased workload without an increase in staff. They would support new develop that was sustainable and designed for low maintenance. Staff would like to see a closer relationship with the communities developed. They are concerned that the agency might seek short-term revenue opportunities that would be detrimental to the park in the long run.</p>	<p><b>Planning Review Team</b></p> <p>The team, which is largely composed of management staff and agency planners, saw many of the same strengths and opportunities as the SAT and park staff.</p> <p>One additional opportunity identified was the potential of developing another trail section between Plummer and Tekoa, Washington, which would essentially link up two state systems into the longest biking opportunity in the nation.</p> <p>The PRT still had some concerns about the potential for ongoing leaseholder issues, though the most contentious of those have probably been addressed in the past few years. They also had some concern about the potential of future challenges from the Coeur d'Alene Tribe to State ownership of the park.</p>
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# Strengths

Stakeholder Advisory Team	Staff	Planning Review Team
<p>1). The park's natural resources. The team felt that little additional development was needed or desired beyond the existing development footprint of the park.</p> <p>2). Recreation activities. Time and again the concept of recreational variety was brought forth.</p> <p>3). The Trail of the Coeur d'Alenes, one of the new features in the park, was seen as a major asset and draw.</p> <p>4). (Tie) Park and area history/Water access.</p> <p>5). That the park is currently underutilized is a strength and attraction.</p> <p>6). (Tie) Cabins (rental and leased)/Opportunity for some solitude in remote areas.</p> <p>7). (Tie) Wildlife/Large size of the park</p> <p>Other strengths mentioned were the beauty of the park, that fact that it is family friendly, that there is potential to promote community use of the visitor center conference room. One other opportunity mentioned was what the participant called the "urban interface." By this they meant the mix of light summer home residential use with the natural resources of the park, i.e., deer and turkeys browsing through the lots unmolested.</p>	<p>1). A wide variety of recreational opportunities</p> <p>2). (Tie) Scenic beauty/Timber value</p> <p>3). Natural resource education</p> <p>4). (Tie) Location near major urban populations/Job development</p> <p>5). (Tie) History/Some of the last undeveloped land on the lake</p> <p>6). Large land base</p>	<p>1). (Tie)Diverse recreation opportunities/ability to generate revenue</p> <p>2). Trail of the Coeur d'Alenes</p> <p>3). Natural resources</p> <p>4). (Tie) Location near urban centers/History/Scenic Beauty</p> <p>5). Lake Coeur d'Alene</p> <p>Other strengths mentioned were the park's large size and effective staff</p>

# Weaknesses

<p><b>Stakeholder Advisory Team</b></p> <ol style="list-style-type: none"> <li>1). Aging park infrastructure (buildings, docks, roads)</li> <li>2). (Tie) The use of structures needs to be rethought/Lack of funding</li> <li>3). Water issues (Quality, invasive species).</li> <li>4). (Tie) Maintenance of roads and ramps.</li> <li>5). (Tie) Need more beaches/Need more trails.</li> <li>6). Lack of marketing.</li> </ol>	<p><b>Staff</b></p> <ol style="list-style-type: none"> <li>1). Aging park infrastructure (buildings, docks, roads)</li> <li>2). (Tie) Lack of local support/Under funded</li> <li>3). Lack of exposure (marketing)</li> <li>4). (Tie) Haphazard development/inadequate workforce</li> <li>5). (Tie) Unused lodge/Park needs cleanup/multiple entries</li> <li>6). (Tie) Lack of GDP vision/Fire danger</li> </ol>	<p><b>Planning Review Team</b></p> <ol style="list-style-type: none"> <li>1). Aging infrastructure and facilities</li> <li>2). Leaseholder issues</li> <li>3). (tie) Lack of public awareness/Potential for ongoing litigation over ownership</li> <li>4). Lack of funding</li> <li>5). Difficulty in managing scattered locations</li> <li>6). (Tie) Highway 5/Lack of a bike trail from Hawley's Landing</li> <li>7). (Tie) limited developable area/lack of facilities</li> <li>8). (Tie) No conference center/No friends group</li> </ol>
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# Opportunities

<p><b>Stakeholder Advisory Team</b></p> <p>1). Providing new services and facilities (Marina and services at Chatcolet, using the Rocky Point Lodge as a retreat center, additional cabins, long-term RV at Benewah, expanded trail system).</p> <p>2). Marketing. This generated much discussion with many good ideas about how to market the park, particularly in the area of attracting special events. It became clear an additional focus on this would require either additional staff (unlikely), work from volunteers, or help from a citizens group of some kind.</p> <p>3). (Tie) Renovate the Rocky Point Lodge/Increase interaction with schools.</p> <p>4). Habitat improvement</p> <p>5). Large RV opportunity at Benewah</p> <p>Other opportunities identified included providing fishing docks for disabled recreationists, and renovating historic buildings.</p>	<p><b>Staff</b></p> <p>1). Development of a wide range of recreational activities</p> <p>2). (Tie) Historical features/Increased trail opportunities</p> <p>3). Increased emphasis on education</p> <p>4). (Tie) Long-term camping facilities for snowbirds/Develop better relationship with civic groups/Keep it natural</p> <p>5). (Tie) Renovate lodge/Provide more yurts and cabins</p> <p>Other opportunities identified included better marketing, log and use money for park, change the classification of the park to recreation</p>	<p><b>Planning Review Team</b></p> <p>1). (Tie) Expanded trails/Expanded recreational opportunities</p> <p>2). Potential for a new rail trail from Plummer to Tekoa, Washington</p> <p>3). (Tie) Partnerships/Development of marina and other upgraded facilities</p> <p>4). (Tie) Local economic development/A new retreat center at Rocky Point/Marketing as a destination</p> <p>5). Diverse camping opportunities (bike trail, boat camping, RV, tent)</p> <p>6). (Tie) Education/Trail of the Coeur d'Alenes/Good road access</p> <p>Other opportunities included taking advantage of the park's natural resources, Lake Coeur d'Alene and the new visitor center.</p>

# Threats

<p><b>Stakeholder Advisory Team</b></p> <ol style="list-style-type: none"> <li>1). (Tie) Invasive species/Lack of funding.</li> <li>2). Producing a plan without follow-through.</li> <li>3). Lack of staff to care for improved facilities and increased visitation.</li> <li>4). Politicians.</li> <li>5). Losing historic structures.</li> <li>6). (Tie) Failing economy/Challenges to park ownership</li> </ol> <p>Other threats mentioned were the chance of wildfire, water contamination and vandalism.</p>	<p><b>Staff</b></p> <ol style="list-style-type: none"> <li>1). Short sighted decision making with \$ as bottom line</li> <li>2). (Tie) Over development/Invasive species/Cabin owner issues</li> <li>3). Becoming “not people friendly”</li> <li>4). Lack of funding</li> <li>5). Fire</li> </ol>	<p><b>Planning Review Team</b></p> <ol style="list-style-type: none"> <li>1). Budget/Funding</li> <li>2). Invasive species</li> <li>3). Ongoing litigation over ownership</li> <li>4). (Tie) Wildfire/Declining forest health</li> <li>5). Private exclusive use of public lands</li> <li>6). (Tie) Water quality and sewage issues/Flooding</li> <li>7). Aging infrastructure</li> <li>8). Potential for toxic spills from the railroad</li> </ol>
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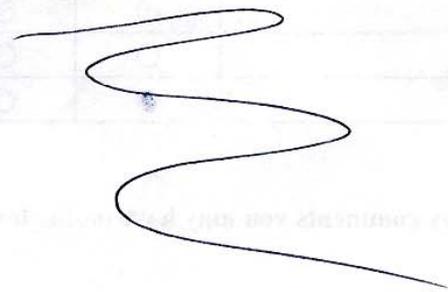
## Appendix C-1, Additional Comments

### *Comments from 2009 Summer Survey at Heyburn*

- Strongly support laundry facilities.
- You could make a section of the park headquarters for a museum/interpretation. Could [a water taxi] also be to transport your bike as well if you didn't or couldn't do a round trip on the bike trail?
- Please expand the boat docks—moorage. Waiting list is too long!
- Boat houses, float homes and cabins should not be a part of a PUBLIC park facility. Boat bike rentals are in conflict with a public business interest.
- I'm 15 years old and I really like to mountain bike. It would be fun if this park would have some jumps or free-riding down hills. It would be great if you limited the showers to 5 or 10 minutes.
- It would be nice to have more showers. Also signs on shower with a "courtesy" message asking people to limit their show times.
- It would be nice if WiFi were available at the park headquarters building. The campground restrooms and showers are inadequate for the number of people that use them. They could also use updating (probably a second building, too).
- Comment, including a phone number for a return call, expressing concern over cleanliness of rental cabins.
- You need more sites with dumps. We love the layout and not having people on top of you!
- A concessionaire for bike rentals/repair would be nice considering the trail's proximity to the park, as would a restaurant for the same reason. But, I feel strongly that Heyburn shouldn't be "changed" to accommodate all the "in" activities you asked about (i.e. disc golf and free-riding bike course). Heyburn should remain a gorgeous, natural (as possible), wild place where one can go to GET AWAY from developed areas.
- The only complaint I had was the limited showers. Otherwise, the most beautiful park in my experience.
- Small boat rentals (larger than canoes) & shore fishing access for families and kids would be great. People with large boats have access to the lake and fishing--Those without do not.

I dont want the natural Feel or look of Heyburn PARK to be altered by adding all this new stuff. I think with all the logging in the past few years & the new sewer plant that is being installed, we have already had a very negative impact to the PARK setting. I think the reason people come to our PARK is because it has "not" been modernized like so many other state PARKS. I understand the current economical status that all state agencies are facing but I dont think modernizing our state PARK is the best or only solution to the states economic status.

SAVE OUR PARK



2/16/2010

To whom it may Concern:

I, Angela Middleton have been a long time resident of the State of Idaho (38 years) - My family & I have enjoyed Hayden State Park since 1978, Hiked, Swam, picniced, biked, rented the facility at Plummer point and more. . . . We have seen many changes within the Park through the years and the majority have been positive ones. I have really enjoyed the many friendly people employed there.

I enjoy the Simplicity of the Park and all of It's Natural Beauty. I would really hate to see this Park Commercialized as has happened to Many State Parks.

I would also like to Stress my feeling that It is unfair for the IDAHO TAX PAYER to be required to pay just as much for a Season Pass as Does an out of State resident - I believe it would bring in additional revenue for the State Park if IN STATE residence be Charged a lessor amount + OUT of STATE Individuals be Charged an increased Amount. Thank you for taking my comments into Consideration.

I have some additional commentary regarding the 2009 Heyburn Master Plan Survey. I feel that boating safety is a necessary component of any park plan in a place like Heyburn, when water based recreation plays such a large part of the usage of our park.

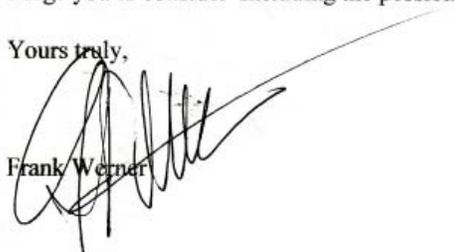
People using small boats (14 ' or smaller) need places where they can launch and operate in safety regardless of wind and wave conditions, conditions which would at best be a minor inconvenience to operators of larger craft. The launch site at Benewah Resort is a safe place to get a small boat onto park waters.

This launch site, however, is virtually useless at times when the lake level drops below 2124 feet. While the 2009 Heyburn Master Plan Survey offers asks us to choose from a menu of many interesting and worthwhile choices, it fails to mention the possibility of any launchsite improvements.

At the very least, the dock at Benewah needs to be re-aligned with the concrete ramp underwater. Night lighting would be nice, but making the launch usable at lake elevations of 2122 would make thinks a lot safer for late season mall boats users.

Taking care of the Benewah launch would cost less than some of the other options under consideration. I urge you to consider including the possibility of fixing it as a part of any future plan.

Yours truly,



Frank Werner

### **Email comment from Lynn Lowley**

My mother is the daughter of Chief Seltice. My great grandmother lived seasonally on the lake bed where the Park information site stands today. My mother spoke of the agreement that my grandfather did with the state concerning the park.

What saddens me is that my great grandmother was forced out of her place there on the lake bed. For many years my mom Irene and Herman Seltice (young children) would ride in the carriage buggy with my great grandmother to the lake site. Then one day she was prohibited to live there to gather berries and dry them and to fish for winter food. She my great grandmother worked hard to provide winter staples for her loved ones at home in the DeSmet area. She was told, this was no longer her place. My mom told me to keep this history of what happened to our family. It was not right what they did to her.

So I am telling you this today. The park was not to be used for permanent homes, the cabins were to be placed on pull logs. To be able to move the cabins in or out of the park. Now what I read is that the home site's there in Rocky Point pay land lease. Which I believe again is not right. Why didn't they say this to my grandmother and other lake bed Coeur d'Alene's that lived on the lake beds.

Lynn Lowley

### **Comment from planning staff**

Neither planning staff nor the park manager could find record of any such agreement. Staff encouraged Lynn Lowley to share any evidence she may have regarding her understanding of this issue.

**R.J. "DICK" HARWOOD**  
DISTRICT 2  
SHOSHONE, BENEWAH, BONNER &  
KOOTENAI COUNTIES

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COMMITTEES  
APPROPRIATIONS  
JUDICIARY, RULES & ADMINISTRATION  
ENVIRONMENTAL AFFAIRS

## House of Representatives State of Idaho

### Parks Director & Board Members

I would like to say I appreciated the opportunity to serve on the Stakeholders Advisory team S.A.T.

I hope our team input has helped make the Heyburn State Park a more 'people' friendly Park and the true Gem of our Great State.

I have enclosed pictures of Benewah Lake showing the encroachment of the wild rice that has engulfed this once beautiful clean Lake. This picture shows this rice has not been harvested for quite a few years and has moved out further in the Lake choking out the once serene, clean beautiful Lake it once was.

If the Parks overall plan is to destroy Lakes like the Benewah Lake, then this agency is on course, but if not then this **needs** to be addressed and **soon**.

As far as making our Heyburn Park or 'any' Park in the State a natural Park lets consider the fact this State has 67% of its land Federally managed by BLM and USFS.

We in this State have lots of natural Forest and Wilderness to go around. Lets really look at making our Heyburn State Park clean and well managed by harvesting the timber so it will actually look like a 'Park' a true Gem of this State and not like USFS managed ground. It is evident when you look around that this Park is full of dead and dying trees standing and fallen throughout and near roads on the highway and trails. Lets clean up our Heyburn State Park by removing those trees, which I may also add is very much a fire hazard which would create an even more unsightly landscape. By cleaning up the forest this will open up the beautiful views of the Lakes and Lodge area. The beaches and picnic areas need to be cleaned up as well and this will attract more people to come enjoy all the beauty this Park has to offer, it will be a 'family' friendly area to enjoy.

The Park service seems to be catering to those who come with their bikes, campers and hikers. All these are special interest groups leaving **many** others out.

I can remember literally 'hundreds' of people using the beaches, swimming, picnicking and eating at the Rocky Point Lodge. Now you can go out there on any given weekend in the summer and be lucky to count 30 people on the beach and even fewer picnicking, sad!

All this being said, I would hope the Board would move forward and begin cutting the wild rice back in the Benewah Lake. I would also suggest it be cut back both around the New Visitor Center as well as Hawley's Landing. In reality the removal of the wild rice should be included in the long-range management plan for this great park.

Again, Thank you all for allowing my input with S.A.T. and this letter. I would hope you take my comments to heart as well with an open mind. My remarks came from a heartfelt attitude and not malice of any kind. It is my hope to see Heyburn State Park 'restored' to it's full potential as it was many years ago for **all** groups to utilize and enjoy.

Yours truly,

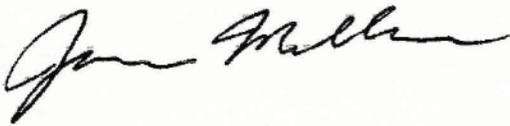
A handwritten signature in cursive script, appearing to read "Rep. R.J. Dick Harwood". The signature is written in black ink and is positioned to the right of the text "Yours truly,".

Representative RJ Dick Harwood

## HEYBURN STATE PARK MASTER PLAN

Regarding your request for input to the 20 year Master Plan for Heyburn State Park, I have but one significant suggestion. Please change the name of the Park to honor someone other than Senator Weldeon Heyburn. This individual hated the idea of national forests and vowed to his last breath to kill the principals that were being instituted with, and by, the first Park Rangers in the west. Heyburn dismissed Roosevelt's crusade to preserve the beauty of the west as "laughable". Roosevelt's own words that; "The forest reserves should be set apart for the use and benefit of our people as a whole and not sacrificed to the shortsighted greed of a few", was pointed directly at Senator Heyburn. All citizens of Idaho understand the "political" appeal of having something named after them for prosperities' sake, but naming a State Park, or any other outdoor venue, for this person is not only an embarrassment to Idaho but demeaning to those individuals that served as Park Rangers, Firefighters, or caretakers of our land. If any of your Committee would like to research my opinion please refer to; *The Big Burn*, by Timothy Egan. His research into this era, and the politics of the time that formulated policy regarding the Park system, land acquisition, firefighting and the Park Ranger system tells our history as it was, not as we would like to believe it was.

James Miller, Coeur d'Alene



### Email comment from Vern Windham

Given Sen. Heyburn's famous resistance to conservation in general and the U. S. Forest Service in particular, it is a travesty to have his name on the first park in Idaho. Please re-name the park. I suspect the Coeur d'Alene Tribe could come up with something much more appropriate.

Thank you

Verne Windham

Moscow High School '64

### Planning staff note:

Similar comments to the above were taken via telephone by staff from Larry Miller (no relation to James Miller) of Spokane. While the Idaho Park Board has the authority to change the name of most parks, this one was named through an act of Congress. Planning staff believe it would take an act of Congress to change the name of Heyburn State Park.

Email comment from Susan Westervelt, Deary

- The Master Plan for Heyburn State Park should strive to limit development. I understand the need to improve the existing campgrounds, provide access to the park via trails, and upgrade water and toilet systems, but no park can be all things to all people. Keeping the RV and developed campgrounds separated from the natural parts of the park is crucial. Some of us do not want to encounter all the activity that is associated with large numbers of campers, that includes organized game areas, concessionaires, and group facilities.
- Logging within park boundaries should be sharply limited. Much of the park's character is derived from the forested environment and provides needed wildlife habitat amidst the development. I understand the need to remove hazard trees and fire dangers, but curtailing logging is critical to the overall experience of visiting our parks.
- Maintain and protect historical, archaeological, and cultural sites.
- Uphold the 1990 plan proposal to phase out float homes in Hidden Bay and eliminate recreational cabins near Rocky Point, and do not offer future leases for private dwellings within park boundaries.
- Limited motor boat access in the bays. It is terribly annoying and environmentally destructive to have loud, fast boats disturbing the peace, scaring water birds and other wildlife, and stirring up muck. Boaters have all of Lake Chatcolet, they do not need to come into the waters of Heyburn Park as well.
- Provide environmental information like the names of wild flowers and tree species, resident birds, geological occurrences, effect of invasive species on water quality and wildlife, history of the park, Native American presence, etc. Since Heyburn is classified as a "Natural Park" it is perfect for offering educational opportunities for visiting school groups, organizations and random visitors.
- Restaurants and concession stands do not belong in the park.
- Parks do not need to provide visitors with constant entertainment and activities, i.e. disc golf course, free-riding bike course, a lodge or park museum. People can get those kinds of distractions anywhere, but the natural beauty and quiet offered by parks such as Heyburn is priceless.
- Hiking trails are a crucial part of any state park and they help curtail random trails created by hikers and bikers that will in turn cause erosion and unsightly scars on the land. It is possible to construct hiking trails in such a way that they do not detract from the natural beauty of the land.
- No more marinas! The possibility of water pollution is too great a risk from a marina with a store and fuel services. Part of the camping experience should be to come prepared and not expect to have every need filled when one enters a state park.
- Visitors to Heyburn State Park should expect to pay a fair entrance/picnicking/camping fee to assist with upkeep and future needs of the park.
- I know that state parks are public lands and should be accessible for people to enjoy, but the more people who visit these areas, the more important it becomes to offer protection from overuse. Disbursed camping must be approached with caution, and I think that's addressed adequately within the master plan. It pleases me to see all the designation of "Natural Area" surrounding much of the park. There is a fine line between keeping the park as natural as possible and the concentrated use areas like the campgrounds and picnic areas.
- Even though parks are for people, they are also critical habitat for wildlife that is being pushed out of other areas by increasing human population. It behooves us to keep clean water, undisturbed natural areas, and the needs of wildlife uppermost in our minds as we go about planning for the needs of future generations – human and animal.

As a lifelong North Idaho native, Heyburn State Park has always been important to me and my family. We go there for the natural beauty, the joy and peace of being near the wetlands and water, the chance of seeing Bald Eagles, Osprey and the countless water birds that utilize the area. We visit mostly in the off-season times for the solitude and silence that only natural areas can provide. I look forward to continuing to do so, and am grateful that so much thought and preparation has gone into the development of the Master Plan. Thank you for the opportunity to communicate some of my thoughts on the future of Heyburn State Park.

March 18, 2010

To Idaho State Parks and Recreations for Heyburn State Park:

To Whom It May Concern:

I've filled out your questionnaire form for Heyburn State Park like you asked of me. My concern is this. How do you plan to up keep the new recreation activities like more swimming areas, more trails, camping and fishing/ boating areas up? When you can't even maintain the old swimming areas, ~~trails~~, <sup>trails</sup>, camping and fishing/boating areas.

I grew up in Heyburn State Park, I've seen the park in better shape than it is now. It's nice to have a brand new visitor center but did the park really think about the local community when they spent the money? No they thought about the summer visitors that spends a week or two in the park.

The locals that spend all their lives here and use the park year round would have liked to see the money spent on new boat ramps, new docks for fishing, new picnic tables, a finished play ground, more sand on the beaches, or even the money spent on more seasonal help to keep the park maintained.

For example, the water was low this year, no snow, and no chance of flooding. Yet the park could have been working on the boat ramps. But as of March 2010, Rocky Point boat ramp still is in need of repairs. Pictures don't lie, so we provide some copies. When your park is filled with boaters and fishermen all summer long and into the fall, winter and spring shouldn't the park try to keep the local community happy by keeping their equipment safe. If the park had set aside some of the money (from the visitor center) and put it towards extra concrete to make the boat ramp longer and safer for launching. The community wouldn't have minded a visitor center. But instead the ramp will go another summer without any work being done it and the park has a chance of getting sued by person that just broke their axle because trailer just fell off boat ramp. Also with the water so low this year, it would have been nice to see the shore line cleaned up and have some new sand brought in for the swimmers and the kids to play in. The sand could have been dumped out and smoothed out by a bucket loader and maybe even extend out for a wider beach. It might have even improved the looks of Rocky Point's beach enough to attract the day use visitors again.

Then we have the looks of the campgrounds, trails and day use areas. It would be nice to look at a forest scenery and say, "That's a nice campground ." or "That forest was so beautiful with the creek running through it." No we have campgrounds and day use areas that have not been mowed or trimmed all summer long. We have a so many trees lying down on the ground, that if a fire started, the brand new visitor center would have gone up in smoke. To make a forest look good sometimes you need to take out some of the old fallen trees, which could be done by opening up the park to the local community to remove downed firewood. It wouldn't cost the park anything and with a permit they may make little money. Leave it as it lies doesn't work when your park gets infested with bugs or you don't have enough sunlight for the young sapling to grow.

These are just some of my concerns for the park. I could go on and on about how the park has a lodge that never get used anymore, a bathroom at Hawley's that doesn't get tile work it needs, or Marina that charges for \$750.00 for a boat slip but you can't get into because the weeds are so thick. I hope my letter opens someone's eyes to these problems of Heyburn State Park because the surrounding community doesn't mind paying extra as long as they see improvements where improvement are needed and not on a disc golf course.

Thank you

Doug Dixon



Photos of Chatcolet boat ramp referenced in the letter on facing page.



REFERENCE:

## COEUR D'ALENE TRIBE

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April 14, 2010

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RE: Heyburn State Park Master Plan, 2010 DRAFT

Mr. Just:

### **Introduction and Summary**

We appreciate this opportunity, afforded via website to the general public, to comment on the detailed draft of the Heyburn State Park Master Plan, 2010 Draft (hereinafter "Draft Plan"), in excess of 100 pages with appendices and maps, prepared by the Idaho Department of Parks and Recreation ("IDPR"). These comments are submitted by the Coeur d'Alene Tribe (Tribe), through the Tribe's Lake Management Department ("TLMD").<sup>1</sup>

Created a century ago, Heyburn State Park ("Park") lies within the aboriginal homeland of the Tribe and the current boundaries of the Coeur d'Alene Reservation ("Reservation").

We do not parse every page, every line of the Draft Plan. Rather, in the spirit of moving forward, we divide our comments into four parts.

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<sup>1</sup> The Tribe as a sovereign government was never even formally notified of or invited to participate formally in IDPR's development of *its* Draft Plan, which apparently commenced in or before September 2009. That document contains only cursory and inadequate references to the Tribal-State written compacts signed in 2007, discussed below. This suggests IDPR's apparent perception that these compacts somehow create merely precatory obligations with respect to the Trail of the Coeur d'Alenes. These circumstances also suggest that the principals in the IDPR planning process either did not understand the Tribe-State compacts concluded in 2007, or incorrectly assumed those binding compacts to be advisory only, or intended without foundation to subordinate those bilateral understandings to unilateral IDPR management of the jointly-owned Trail through Heyburn Park. Whatever the explanation for ignoring the Tribe as sovereign, the consequence is clear: IDPR's failure to involve the Tribe as a sovereign in the State's planning process, coupled with the Draft Plan's merely token consideration of the 2007 compacts, means that the IDPR draft necessarily can represent only the State's unilateral view of how the jointly-owned Trail should be managed. As a result, if the State intends to abide by its 2007 compact commitments, the Tribe stands ready to engage in meaningful, bilateral government-to-government discussions so that the IDPR Draft Plan truly reflects and represents in fact meaningful planning for co-management of the co-owned Trail through the Park as required by our very detailed 2007 understandings, summarized below.

First, we address binding sovereign written understandings signed in 2007 between the State of Idaho (“State”), acting through its IDPR, and the Tribe, acting through its TLMD, delineating joint ownership and joint management of the Trail of the Coeur d’Alenes as it winds through Heyburn Park. We summarize the essential elements of those long-negotiated and carefully-defined 2007 understandings because we perceive that the Draft Plan, for whatever reason, does not accord due weight to these government-to-government compacts concluded only three years ago.

Second, we note some of our salient concerns about the Draft Plan’s selective view of Park history. We have widely disparate views of the Park’s true history. Perhaps the public might benefit from knowing the competing historical views underlying State-Tribal disputes over ownership and control of the Park, and adjacent submerged lands underlying navigable waters, that have divided us for a very long time.

Should not reconciliation, rather than continued conflict, be our common planning goal from here? The State and the Tribe have reached in 2007 a written common understanding of what we can agree upon as sovereigns about the history of the Park. Let the public know exactly what is that common understanding.

Third, the numerous issues raised in the IDPR Draft Plan about future development and whether to further commercialize the Park are complex. We perceive no real public consensus in the Draft Plan on these multifarious issues – ranging from float homes/RVs/rental cabins to wild rice and milfoil -- requiring delicate balance between the twin imperatives of: (1) a Park that must pay its own way, in times of widespread economic crisis and limited State revenues; and (2) a Park that must maintain its natural beauty, preserve and promote important cultural and historical values, and afford quality recreational opportunities for all user groups while maintaining a clean and natural Park. Striking that delicate balance is of course our mutual inter-sovereign concern and obligation.

One of the Tribe’s major concerns, like that of the State’s Park staff on the ground, is that IDPR “might seek short-term revenue opportunities that would be detrimental to the [P]ark in the long run.” Draft Plan at 88 (Staff comments). At the same time, we are aware that the Planning Review Team (“PRT”) of IDPR identifies as its top planning priorities “diverse recreation opportunities/ability to generate revenue” and “Trail of the Coeur d’Alenes.” Draft Plan at 89. (PRT column).

The Tribe continues to believe that creation of a “state park” 100 years ago was done without the required consent of Tribal members in violation of bilateral agreements between the United States and the Tribe. We likewise remain convinced that the submerged lands adjacent to the Park uplands have never been conveyed to the State. Moreover, the Tribe must, for a variety of reasons, express strong disagreement with the commercialization of the water frontage and continued privatization within the Park. Also, all revenue generated from the Park needs to stay locally to protect and manage the resource. It is not appropriate for the revenue to be directed elsewhere.

The Tribe has strong concerns regarding the Draft Plan’s focus on development and commercialization of the Park, particularly the waterfront. The avowed purpose of the Plan is to prioritize development that generates revenue for IDPR. The Executive Summary states it right up front that “improvements that will result in *additional revenue* from improved facilities will take *priority*.” Draft Plan at 2 (emphasis added). The Plan proposes to attract increased use and demand for facilities and services at the Park by promoting and advertising the bike trail. “The Trail of the Coeur d’Alenes will be a *major marketing* feature for the park” (emphasis added). *Id.* Indeed the Heyburn Vision for the park provides “oversight and support facilities for bicyclists are a *major feature* for the park” (emphasis added). Heyburn Vision at 31. In discussing how to increase use and demand of the park by cyclists, the Draft Plan observes that “*local marketing* of Trail of the

Coeur d’Alenes would likely yield the best results in Kootenai County and Spokane.” Draft Plan at 74 (emphasis added). Further, the “Park has the obvious opportunity of continuing to *attract* campers from Spokane and Northern Idaho, but should also *market* to Lewiston and Moscow in Region Two, which has the highest participation rate in the state for RV camping.” Id. at 76 (emphasis added). Even the “opportunity to *market* Heyburn as dog friendly” is suggested by the Draft Plan. Id. at 75 (emphasis added).

The Executive Summary iterates the components of the revenue-raising plan “[i]n order to take advantage of the increased demand caused by the Trail of the Coeur d’Alenes.” Id. These include: “[a] new service building . . . for bicyclists and marina customers and light food service,” marina, showers, marina pump out, new and larger RV campsites, expanded mooring, float homes, more RV dump outs, more toilets, new rental cabins, yurts, additional campsites, new mooring buoys and docks and a paved parking lot and possibly a new disc golf course, “if funding allows.” Id. at 2, 3.

Some of this new development may well enhance the Park and the services it now provides. Most of the Draft Plan proposals, however, appear designed for maximizing revenues by creating increased demand and use through the marketing and promotion of the Trail of the Coeur d’Alenes and the Park itself.

The Tribe concurs with the Stakeholder Advisory Team, (“SAT”) that “little additional development [is] needed or desired” and “[t]hat the [P]ark is underutilized as a strength and attraction.” Draft Plan SAT at 89 (emphasis added). At the same time, we are aware that the Planning Review Team (“PRT”) of IDPR management identifies as its top planning priorities “diverse recreational opportunities/ability to *generate revenue*,” and “Trail of the Coeur d’Alenes.” Draft Plan PRT at 89. This overarching focus on development, marketing and revenue generation is understandable when you consider that PRT management ranks “*Budget/Funding*” as the number one threat to the Park. Draft Plan PRT at 92. By contrast, such focus on revenues may have led on the ground IDPR staff to rank “[s]hort sighted decision making with [dollars] as the bottom line” and “[o]ver development” as their top two threats to the Park. Draft Plan Staff at 92. The Tribe also views the Draft Plan’s quest for money as the most significant threat to the Park.

The Tribe also views this commercialization of the Park as conflicting with IDPR state-wide planning directives, and strategies, as well as being inconsistent with it’s classification as a Natural Park.

Fourth, where do we go as joint and committed sovereigns to protect the general and tribal public interest in these highly valued lands and waters, now and in the future? The Tribe believes that we must initially reaffirm our common ground: the Trail of the Coeur d’Alenes is by virtue of deep history and recent mutual understanding the essence of the best approach to utilization while protecting the essential values of the Park for all user groups. We must engage together, State and Tribe, as soon as reasonably possible. We need to reach a common planning framework consistent with all we have already agreed to do in great detail in 2007. Our comments conclude with our suggestions of how we might move forward together from here.

### **I. Co-Ownership/Co-Management of Trail/ROW through Park under 2007 Agreement**

Notably, some of our State-Tribal longstanding sovereign conflicts were resolved only three years ago.<sup>2</sup> In 2007, after extensive negotiations spanning several years, the State, acting through the IDPR, and the

<sup>2</sup> We understand IDPR’s Draft Plan is designed to replace the previous plan for the Park, developed in 1990. That plan followed prolonged federal-court litigation between the State and the Tribe over permissible private use of the Park and preceded a

Tribe, acting through its TLMD, executed an Agreement Regarding Transfer, Ownership and Management of the Union Pacific Wallace-Mullan Branch Right-Of-Way (ROW) as the Trail of the Coeur d'Alenes (2007 Agreement).

Pursuant to the 2007 Agreement, the State and the Tribe are co-owners and co-managers of the Trail/ROW through Heyburn Park, committed to coordinated and cooperative joint management and operational control, consistent with four separate, detailed plans incorporated as integral components of the 2007 Agreement:

(1) the Heyburn Park Trail/ROW Long-Term Management Plan (2007 Management Plan), which provides the shared vision of the long term operation and management of the Trail/ROW through the Park;

(2) the Heyburn Park Trail/ROW Operations Plan (2007 Operations Plan), which provides the jointly adopted user standards and requirements and routine maintenance and operation activities for the Trail/ROW through the Park;

(3) the Trail of the Coeur d'Alenes General Management Principles and Operating Guidelines (2007 Principles and Guidelines), which provides jointly adopted principles and guidelines for the management and operation of the entire Trail/ROW, including the Trail/ROW through the Park, consistent with the "single trail" principle discussed below applicable to the entire Trail, both within and outside Heyburn Park; and

(4) the Response Action Maintenance Plan (2007 RAMP), which provides institutional and other oversight mechanisms that ensure the continued integrity of the [CERCLA heavy-metals contamination cleanup] response actions and the protection of human health and the environment along the Trail/ROW.<sup>3</sup>

The 2007 Agreement was carefully designed "to establish a long-term cooperative partnership between the State and the Tribe with respect to ownership, management and operation of the Trail/ROW." 2007 Agreement at 4. The common purposes of this bilateral compact, applicable to the entire Trail/ROW outside and through the Park, bear repeating:

1. providing for State and Tribe ownership of the Trail/ROW;
2. ensuring unified State and Tribe management and operation of the Trail/ROW;
3. defining the Parties' [State and Tribe] respective duties and responsibilities for maintenance and operation of the Trail/ROW;
4. protecting public health and the environment;
5. fostering recreational and economic development opportunities in the area;
6. promoting important cultural and historical values; and
7. providing for the involvement of local governments, adjacent landowners and the public.

2007 Agreement at 4. The Trail/ROW through the Park is "jointly-owned and co-managed" by the Tribe and the State "consistent with the 'single-trail' principle."<sup>4</sup> *Id.* That principle requires "coordinated

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decade of such litigation over ownership of sovereign submerged lands on-Reservation. The Tribe can appreciate IDPR's desire, two decades after the earlier plan, to update the planning framework for the Park. However, with respect to the Trail/ROW within the Park, both IDPR's Draft Plan, and the process by which it came to be, do not properly emphasize the detailed written binding understandings between the State (IDPR) and Tribe (TLMD) reached in 2007 and discussed below.

<sup>3</sup> Each of these four Plans described above are incorporated and made part of the primary Tribal-State 2007 Agreement and are also referenced and summarized in the 2007 Management Plan at 2, footnote 2.

management and operation” of the entire 73-mile Trail. *Id.* With respect to the 3.5 miles of the Trail traversing the Park,<sup>5</sup> our primary Agreement further stipulates that the State and Tribe:

will exercise joint management authority over the Trail/ROW through Heyburn Park as a truly coordinated and cooperative effort, consistent with both the [2007 Management Plan] and the [2007 Operations Plan]. Both Plans will address management and operation of all lands and uses of the Trail/ROW through Heyburn Park including but not limited to the marina, boat launch, parking, restroom facilities, concessions and other facilities and improvements.

The [2007 Management Plan] describes the long-term “vision” of the Parties [State and Tribe] for the Trail/ROW through Heyburn Park and establishes a long-term planning framework that will be utilized to manage the Trail/ROW through Heyburn Park for the benefit of future generations consistent with that vision.

The [2007 Operations Plan] sets forth the respective duties and responsibilities of the Parties [State and Tribe] for routine management and operation of the Trail/ROW through the Park.

2007 Agreement at 7-8 (¶ 3). The 2007 Management Plan is designed “to provide the State and Tribe’s shared vision for the operation and management ... of the Trail/ROW through the Park and to provide the mechanisms for implementing that vision.” 2007 Management Plan at 2. That Plan defines the State-Tribe “shared vision” in part as follows:

The Trail/ROW brings a new dimension and range of opportunities to the Park and the surrounding area, functioning to protect health and welfare while also providing recreational opportunities, historical and cultural experiences and economic benefits to the region. The portion of the Trail/ROW through the Park will be jointly owned and managed by the State and Tribe as an integral and seamless part of the entire Trail/ROW and consistent with the [State and Tribal] Governments’ shared desire to enhance recreational opportunities while preserving the natural beauty and habitat of the area.

2007 Management Plan at 2. That Plan, paralleling and implementing the purposes of the primary Tribe-State Agreement (see above), lists eight specific goals of the common Plan, including the objective “[t]o integrate trail use and opportunities with existing Park use.” *Id.* at 3. That Plan also requires that “[a]ny permit, lease, or other permission related to use or access of the Trail/ROW through the Park is subject to prior joint approval by the State and the Tribe.” *Id.* at 4. The Plan details the mechanisms for “decision making and joint approval” in this regard by the Heyburn Park Manager and the Tribe’s Recreation Program Manager, *id.* at 4-5, as well as other specific mechanisms for “joint management” of the Trail/ROW through the Park by IDPR and the Tribe’s Recreation Management Program. *Id.* at 5.

Thus, the text of the State-Tribal 2007 Agreement and Management Plan delineates the scope and process for joint management and decision making vis-à-vis the Trail/ROW through the Park. *All* decisions regarding joint management of the co-owned Trail through the Park must be made *jointly* by the

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<sup>4</sup> “[T]he State-owned and managed portion” of the Trail is located “outside the boundaries of the [Coeur d’Alene] Reservation,” while “the Tribe-owned and managed portion of the ROW [is located] within the boundaries of the Reservation, but outside Heyburn Park.” 2007 Agreement at 4 (Section V).

<sup>5</sup> See 2007 Management Plan at 3: “The portion of the ROW through the Park is approximately 3.5 miles long and 150 feet wide. It includes one 300-foot-wide siding. A lease for a recreation lot is currently located on this portion of the ROW as well as parking lots, restrooms, roads, trails, a boat ramp and marina access.”

representatives of both sovereigns in accord with those compacts. That binding understanding necessarily compels a “truly coordinated and cooperative effort” in long-term planning for the “exercise [of] joint management authority over the Trail/ROW through Heyburn Park”. 2007 Agreement at 7 (¶ 3).

In addition, our mutual Management Plan expressly addresses the common-sense connection between “recreation activities and facilities on Park lands that may impact the Trail/ROW through the Park, and vice versa.” 2007 Management Plan at 3. Accordingly, given this potential nexus between what happens within the Trail/ROW and elsewhere through the Park, the Plan states:

As a result, the State and Tribe intend that adjacent facilities and activities on Park lands will be managed consistent with the shared vision for the jointly owned and operated Trail/ROW through the Park.

Id. at 3. Against the backdrop of the foregoing summary, the Tribe is more than disappointed that the IDPR Draft Plan never provides any meaningful discussion of the background, key aspects and binding import of the historic 2007 Agreement.<sup>6</sup> Rather, the draft’s Executive Summary (at 2) opens by touting only that “[t]he Trail of the Coeur d’Alenes will be a major marketing feature for the [P]ark” – with nary mention of the Tribe itself -- and gives more attention out front to wild rice (Id. at 3).

We would hope that you can understand the serious deficiencies of your draft in this regard. We would expect that the IDPR Board and Director have a better appreciation for the centrality of the State’s 2007 commitments with the Tribe and the desirability of detailing in the draft the centrality of those commitments as a matter of principle, let alone astute marketing of the Park and its unique culture and history.<sup>7</sup> In lieu of scattered and limited references to the Trail/ROW through the Park, the Tribe is prepared to work with IDPR to highlight the importance of the Trail and the historic 2007 Agreement.

## II. The IDPR Draft Plan’s View of Park History

The discussion of Park history at Pages 39-40 of the Draft Plan is too narrow and ethnocentric. The authors are encouraged to review and consider similar language agreed upon by both the Tribe and the State in the **2007 Agreement**, Part III, pages 2-3, to better characterize the Park’s inception and history as well as the background and development of the Trail. For the benefit of the public and Plan readers, we set forth that portion of the Agreement below:

Since time immemorial, the Coeur d’Alene people used and occupied lands within the Coeur d’Alene River basin. The Coeur d’Alene Indian Reservation was established by Executive Order on November 8, 1873 and modified by subsequent congressionally ratified Agreements.

In 1888, subject to the Secretary of the United States Department of the Interior obtaining the prior consent of the Tribe, Congress granted a railroad right-of-way within the boundary of the 1873 Coeur d’Alene Indian Reservation. A section of

<sup>6</sup> Buried deep in the Draft Plan (at 65) is the casual statement that “[t]he trail has four plans that **should be considered** in this master planning process.” (emphasis added). Neither the 2007 State-Tribal Agreement – nor even the Tribe itself – is mentioned in this part of the Draft Plan (at 65-66), and the reading public might readily assume in context that the four [binding Tribal-State] plans are simply optional components of IDPR’s so-called “Master Plan.”

<sup>7</sup> In this respect, it hardly suffices merely to suggest that “[a] portion of the trail of the Coeur d’Alenes is an integral feature but will be addressed only to the extent of its impact on the [P]ark.” Draft Plan at 27. Likewise inadequate is the brief reference late in the draft that the “[t]he trail is jointly owned” by IDPR and the Tribe (id. at 69), as well as the even later, cursory “Objective – Adhere to the Trail of the Coeur d’Alenes agreements” (id. at 84).

the Wallace-Malian Branch right-of-way between Plummer and Cataldo, Idaho includes the right-of-way originally granted by act of Congress (PL-109).

The Idaho Territory was admitted into the Union on July 3, 1890 as the forty-third state. In 1908, Congress authorized the Secretary of the Interior to convey lands within the 1873 Reservation boundary to the State of Idaho to be held, used and maintained as a public park ("Heyburn Park").

In 1991, the Tribe filed a lawsuit against the Union Pacific Railroad ("UPRR") and several mining companies seeking to address releases of hazardous substances in the Coeur d'Alene basin including contamination along the 71.5 mile right-of-way between Mullan and Plummer, Idaho ("ROW").

In 1995, the UPRR submitted a good faith offer to settle environmental claims of the United States, State and Tribe. UPRR and the governments subsequently engaged in four years of investigations and negotiations to address the contamination of the ROW in order to protect public health and the environment.

In 1999, the UPRR, United States, State and Tribe entered into a Consent Decree requiring UPRR to undertake certain cleanup, trail construction and other obligations concerning the ROW and to transfer the ROW to the State and Tribe for use as a recreational trail. Consent Decree *United States of America and State of Idaho v. Union Pacific Railroad Company* and *Coeur d'Alene Tribe v. Union Pacific Railroad Company* (Case number 99-0606-N-EIL) entered August 25, 2000 by the United States District Court for the District of Idaho (Consent Decree). The Consent Decree is incorporated herein.

In 2000, the federal Surface Transportation Board issued a Certificate of Interim Trail Use (or "CITU") authorizing Union Pacific to transfer the ROW to the State and Tribe for interim trail use/rail-banking under federal law, provided an agreement was reached between the UPRR, State and Tribe.

In 2001, UPRR, the State and Tribe entered into an Interim Trail Use/Railbanking Agreement ("Interim Trail Agreement," incorporated herein) requiring UPRR to transfer the ROW to the State and Tribe upon satisfactory completion of UPRR's response actions and other obligations provided for in the Consent Decree.

The course of the ROW follows the historic trail used by the Coeur d'Alene people since time immemorial. The ROW abuts the Coeur d'Alene mountains, parallels the south fork and main stem of the Coeur d'Alene River, travels the shores of, and crosses, Coeur d'Alene Lake and runs through the Coeur d'Alene Reservation. Accordingly, the recreational trail within the ROW shall be named the "Trail of the Coeur d'Alenes" ("Trail" which includes the trail surface and all associated trail amenities). The Trail/ROW traverses Lakeshore, wetlands, river valleys and forests as well as farmland, residential tracts and industrial areas. Through creation of the Trail, communities in the Coeur d'Alene Basin will be more closely linked to each other and to the lakes, river and parks.

In addition to linking communities, the Trail/ROW will serve multiple purposes including protection of public health and the environment, recreation and

conservation of open space, plants and wildlife. The Trail/ROW will also promote historic preservation and provide for cultural continuity.

2007 Agreement, Part III, at pages 2-3.

### **Creation and Purposes of Coeur d'Alene Reservation**

(ensuing discussion based in part on U.S. Supreme Court's 2001 decision in *Idaho II*, 533 U.S. 262)

#### **Tribe Held Aboriginal Title to Lake Coeur d'Alene and Part of Spokane River**

1. From time immemorial before the arrival of non-Indians, the Tribe inhabited more than 3.5 million acres in what is now northern Idaho and northeastern Washington. This Tribal aboriginal territory included the region embracing the Lake, its tributaries, and portions of the downstream Spokane River, including the current site of the Post Falls hydroelectric development.

#### **1873: Executive Order Reservation Included Lake and Submerged Lands**

2. An 1873 bilateral agreement set apart for the Tribe's exclusive use a reservation including part of the St. Joe River and all of Lake Coeur d'Alene except a sliver cut off by the northern boundary. Later in 1873 President Grant issued an Executive Order confirming the reservation specified in the agreement.

3. The Federal Government thus could only achieve its goals of promoting settlement, avoiding hostilities and extinguishing aboriginal title by agreeing in 1873 to a reservation that included the submerged lands and waters of almost the entire Lake as well as part of the Spokane River to Post Falls.

#### **1887: Bilateral Agreement Confirmed 1873 Reservation Boundaries.**

4. In an 1887 bilateral agreement ratified by Congress in 1891, the Tribe, in return for compensation, agreed to cede its aboriginal title to lands outside the 1873 Reservation to accommodate non-Indian settlement.

5. In that agreement, the United States guaranteed performance of these obligations as trustee for the Tribe: "The Coeur d'Alene Reservation shall be held forever as Indian land and as homes for the Coeur d'Alene Indians ... and no part of said Reservation shall ever be sold, occupied, open to white settlement, or otherwise disposed of without the consent of the Indians residing on said reservation." 1887 Agreement, Article 5.

#### **1888: Congress Understood 1873 Reservation Included the Lake**

6. In February 1888, the Secretary of the Interior informed the U.S. Senate that "the [1873] reservation appears to embrace all the navigable waters of Lake Coeur d'Alene, except a very small fragment cut off by the north boundary of the reservation." S. Exec. Doc. No. 76, 50th Cong., 1st Sess., 3 (1888).

#### **1888: Congress Requires Tribal Consent to Railroad within 1873 Reservation**

7. In May 1888, shortly after receiving the Secretary's report, Congress passed an Act granting a right-of-way to the Washington and Idaho Railroad Company for the extension of its railroad through the Tribe's 1873 Reservation. Notably, the Act directed that the Tribe's consent be obtained and that the Tribe alone

(no one else being mentioned) be compensated for the right-of-way, a part of which crossed over navigable waters within the Reservation.

**1889: Bilateral Agreement Redefined Northern Boundary of Reservation.**

8. In the face of continuing settlement pressures, the Tribe purportedly consented in an 1889 bilateral agreement, also ratified by Congress in 1891, to cede the northern portion of the Reservation for \$500,000 in compensation.

9. Under that agreement the new boundary line of the Reservation, like the old one, ran across the Lake. The Reservation as thus redefined included the approximate southern 1/3 of the Lake and several miles of the St. Joe River. But the compensation paid to the Tribe did not include any amount for the submerged lands and waters in the northern 2/3 of the Lake.

**1880's: Start of "Silver Valley" Mining and Metals Contamination of Lake**

10. In the 1880's, mining commenced in the "Silver Valley" above the Reservation and resulted over time into the 1970's in the discharge of over 64 million metric tons of mining-related metals contaminants (zinc, lead, cadmium, arsenic and mercury) into the Coeur d'Alene River and the Lake. The Tribe in 1991 initiated federal-court litigation, later joined in 1996 by the Federal Government to clean up this extensive contamination.

**1890: Idaho Admitted to Statehood But Disclaims Title to Indian Lands**

11. In 2001, the U.S. Supreme Court ruled Congress prior to Idaho statehood had intended that the Reservation as redefined in 1889 would include the submerged lands of the Lake and the St. Joe River, and that title to and control over those lands did not pass to the new State of Idaho in 1890.

12. "The intent [of Congress as well as the Tribe], in other words, was that anything not consensually ceded by the Tribe would remain for the Tribe's benefit, an objective flatly at odds with Idaho's view that Congress meant to transfer the balance of submerged lands to the State in what would have amounted to an act of bad faith accomplished by unspoken operation of law." *Idaho II*, 533 U.S. at 278-279.

**1891: Congress Approved Conveyance by Chief Seltice to Frederick Post**

13. In the 1891 Act approving the 1887 and 1889 bilateral agreements, Congress also ratified an 1889 "agreement" x-marked by Chief Seltice, which purported to convey to Frederick Post submerged lands at Post Falls for "water-power" purposes.

**Hydroelectric Development on the Spokane River**

**1902-1906: Avista Acquires and Develops Post Falls HED**

14. Washington Water Power Company ("WWPC"), which changed its name to Avista Corporation in 1999, began hydropower operations in 1890 at its Monroe Street HED in Spokane, a run-of-the-river facility without reservoir storage. In 1901-02, WWPC acquired Frederick Post's interests at Post Falls where Post also had operated run-of-the-river wooden dams to generate electricity.

15. From 1904-06, WWPC reconstructed three dams at Post Falls to provide reliable power for the Coeur d'Alene River mines and regional development.

**1906: Congress Passes Allotment Act without Consent of Tribe**

16. In June 1906, Congress passed legislation, without Tribal consent, to allot the communal Reservation among Tribal members (imposed in 1908) and to open “surplus” lands to homesteading (begun in 1910). Local federal officials refused requests of Tribal members for allotments along the Lake and St. Joe River.

**1907: Avista Floods Lake Coeur d'Alene and Tributaries.**

17. A “bear trap” device atop WWPC’s main Post Falls dam was designed “to convert the Coeur d'Alene Lake into a storage reservoir, and hold the water during the [summer] low season at a higher elevation than the ordinary and natural condition of the Lake [2120 feet above sea level at low water], the Spokane River, and the dam in the [Post] falls would previously permit.” *Petajaniemi v. WWPC*, 124 P. 783, 784 (Idaho 1912). The device enabled storage of up to eight feet of water [to 2128 feet elevation] on submerged lands in the Lake.

18. WWPC first raised the bear trap at its Post Falls HED in August 1907, flooding lands within and outside the Reservation for more than 40 miles upstream.

19. This flooding occurred without prior warning, without legal authorization from Congress or the Interior Department to flood Reservation lands, without the consent of the Tribe, without legal authority to flood off-Reservation lands owned by non-Indians, and without any topographical survey of the lands subject to inundation.

**1908: Federal Officials Grossly Undervalue Inundated Tribal Lands**

20. In April 1908, federal officials Sams (allotting agent and former private secretary to U.S. Senator Heyburn) and Worley (local Indian superintendent hired by WWPC in 1909) undervalued flooded Tribal uplands to be worth only \$1.25 per acre and failed to value inundated submerged lands held in trust for the Tribe within the Reservation ratified by Congress in 1891.

**1908: Congress Authorizes Creation of Heyburn State Park**

21. Also in April 1908, Congress enacted legislation authorizing the Secretary of the Interior to transfer certain lands within the 1873 Reservation boundary to the State of Idaho to be held, used and maintained as a public park. This action occurred contrary to the federal government’s promise to the Tribe that the lands currently located in the Park were to be part of a “national park”. To execute this congressional action Tribal members were forced off their lands (sometimes at gunpoint), their lakeside homes burned, and their deeply rooted connection to the Lake irreparably disrupted. In January 1909, Sams and Worley undervalued these lands (6,751 acres) as worth less than \$2.00 per acre (\$11,379).

22. The Tribe remains firmly convinced that the conveyance of Park uplands to the State in 1911 represents a continuing injustice. The Tribe consented only to the creation of a national park with retention of federal trusteeship and Tribal regulatory control over all lands conveyed to create a state park.

### **1909: Interior Department Issues Permit to Overflow Reservation Uplands**

23. On Feb. 2, 1909, Avista sought and obtained from Interior a revocable permit to overflow, up to 2128 feet above sea level, 6,240 acres of Reservation uplands “along” the St. Joe River and “bordering” the Lake. The permit -- granted without Tribal consent in violation of the 1887 bilateral agreement -- set overflow compensation at \$7,800 (\$1.25 per acre for inundated uplands as valued by Sams and Worley).

### **1972-2001: Litigation over Ownership of Lake’s Submerged Lands**

#### **1972-1988: Litigation before the Federal Energy Regulatory Commission.**

24. Avista’s flooding of the Reservation triggered nearly three decades of litigation before FERC and the federal courts over ownership of submerged lands in the Lake and its tributaries. The State of Idaho declined to appear before FERC in this dispute. In 1983, FERC ruled that the Tribe, not the State, held beneficial ownership of the Lake’s submerged lands within the current Reservation. But in 1988 FERC vacated its decision, concluding that it lacked authority to decide the ownership issue.

#### **1991-2001: Federal-Court Litigation of Submerged Lands Ownership.**

25. When the United States thereafter declined the Tribe’s request to initiate litigation against the State of Idaho to resolve the ownership issue (as it had also refused to do during the 1970’s), the Tribe in 1991 brought suit against Idaho and various state officials in the United States District Court for the District of Idaho. The Tribe’s suit claimed ownership of the submerged lands of Lake Coeur d’Alene and its tributaries within the boundaries of the 1873 Reservation.

26. That litigation culminated in 1997, when the United States Supreme Court ruled in the *Idaho I* case that the Tribe’s suit was barred by the Eleventh Amendment to the U.S. Constitution unless Idaho agreed to waive its sovereign immunity from suit, which the State again declined to do. Thus the Court never decided the merits of the Tribe’s claim.

27. In 1994, the United States, on behalf of the Tribe, filed suit against the State of Idaho in the United States District Court for the District of Idaho. The Tribe also intervened in this case. That suit alleged that the United States held title in trust for the Tribe to submerged lands underlying portions of the Lake and its tributaries within the current boundaries of the Coeur d’Alene Reservation as redefined in the 1889 bilateral Agreement ratified by Congress in 1891.

28. That litigation culminated in 2001, when the Supreme Court in the *Idaho II* decision confirmed that “the National Government holds title, in trust for the Coeur d’Alene Tribe, to [submerged] lands underlying portions of Lake Coeur d’Alene and the St. Joe River” within the current Reservation boundaries. *Idaho II*, 533 U.S. at 262. In so ruling, the Court concluded that Congress in relevant legislation from 1886 to 1894 “made it expressly plain that its object was to obtain tribal interests only by tribal consent.” *Id.* at 280-81. The Supreme Court did not address or resolve whether the Tribe or the State holds title to the submerged lands adjacent to Heyburn Park.

29. Both the Tribe’s dispute with the State over ownership of the submerged lands adjacent to Heyburn Park upland acreage, and the Tribe’s continuing claim to ownership of the northern 2/3 of the Lake allegedly ceded in 1889, remain unresolved absent waiver of Idaho’s sovereign immunity or suit by the United States against that State. See *Coeur d’Alene Tribe v. Idaho*, 521 U.S. 261 (1997) (Idaho I) (Tribe’s suit begun in 1991 to quiet title to all submerged territory within 1873 original

Reservation barred by unwaived sovereign immunity of State); *United States/Coeur d'Alene Tribe v. Idaho*, 210 F.3d 1067, 1080 (9<sup>th</sup> Cir. 2000) (affirming Judge Lodge's declination to reach title to submerged lands of Heyburn Park as beyond scope of the pleadings). As noted above, the Tribe remains convinced in light of relevant history that the submerged lands adjacent to the Park were never conveyed to the State and remain in Tribal ownership.

30. Despite this history of Tribal-State conflict, in recent years those sovereigns have more fully engaged in co-management of the Lake and sections of the Park. In fact, over the last decade the Tribe's Lake Management Department has been engaged in many management and co-management activities with the State (discussed below) within and around the Park that seem to be overlooked, or at least downplayed in this draft. These omissions, or lack of highlight given to these activities, and the general "Tribal neutral" impersonalized nature of this draft detracts from the document.

31. **The Lake and Avista-Tribe Settlement:** On December 16, 2008, leaders of the Tribe and the Avista Corporation signed a comprehensive series of settlement agreements to resolve past and future disputes – spanning the period from 1907 to 2059 – over Avista's storage and use of waters on the Reservation's submerged lands for hydropower production at its Post Halls hydroelectric development ("HED") in Idaho and four downstream HEDs in Washington.

32. **The Lake Management Plan ("LMP"):** In March 2009, the Idaho Department of Environmental Quality ("DEQ") and the Tribe collaboratively developed this detailed plan "to protect and improve Lake water quality by limiting basin-wide nutrient inputs that impair Lake water quality conditions, which in turn influence the solubility of mining-related metals contamination contained in Lake sediments." 2009 LMP, Executive Summary, at page i.

By providing the foregoing historical overview, as well as other comments herein on the IDPR Draft Plan, the Tribe does not waive, relinquish, or surrender any legal rights, nor any position it may seek to assert in any future proceeding, including but not limited to, any claim, counterclaim, cross-claim, or third party claim related to whether the lands included within the exterior boundaries of the Park encompass the beds and banks of navigable waters in the lakes adjacent to the Park or related to any other dispute concerning ownership of the Park lands.

### III. Commercialization/Development of the Park

As indicated above (see page 2), one of the Tribe's major concerns, like that of the State's Park staff on the ground, is that IDPR "might seek short-term revenue opportunities that would be detrimental to the [P]ark in the long run." Draft Plan at 88 (Staff comments). Accordingly, we emphasize the need to incorporate into the Draft Plan the following points.

1. Page 2, The Park in General: Given the Tribe's intimate history with the lands, water, and the natural resources of what is now the Park, the Tribe would encourage the authors to recognize this unique historical attribute in the opening section of the Executive Summary.
2. Page 4, Issues of Concern: the Tribe would encourage the authors to recognize the jointly developed Lake Management Plan written by DEQ and the Tribe that discusses weed management, lake eutrophication, dredging and a number of other lake issues.
3. Page 6, Purpose: the Tribe suggests that the authors further highlight the Tribe as related to its cultural, archeological, and historical presence in the Park. The Tribe is especially concerned that further development within the Park could pose a substantial threat to protection of Tribal

cultural resources, including the increased risk of looting and pot hunting. The Tribe employs a Tribal Historic Preservation Officer (similar to State Historic Preservation Officer) who should be integrated into the planning process and/or future work activities, especially where planning or work actions may disrupt sites of cultural significance.

4. Page 27, Stakeholder Advisory Team (SAT) Selection: Given the makeup of this team, the omission of the Tribe in its official sovereign capacity from the SAT team is discouraging (see page 1, footnote 1 above). As co-owners and managers of lands and waters, fish and wildlife within and surrounding the Park, and given the history of close coordination among the Tribe and local Park staff, DEQ and other State agencies, this omission is difficult to understand.
5. Page 31, Heyburn Vision: The Tribe retains Tribal Members Access provided by the 2007 Heyburn Management Plan Section 8.2: *“The Tribe through its Lake Management Department shall administer and issue an Annual Park Pass, in a form approved by the State, to each eligible and enrolled Tribal member who requests one, and the State shall honor such passes for access to the entire Park for day use activities.”*
6. Page 31, Heyburn Vision, Consistent with the Heyburn Management Plan Section 11.1: *“The State and the Tribe will jointly manage the Trail/ROW through the Park to restore, maintain, and protect the natural communities. The goal is to foster ecosystem resilience and to preserve biological diversity by protecting habitats for rare plants and animal species. The State and Tribe will also jointly manage this portion of the Trail/ROW to promote air and water quality and to conserve soil resources.”* The Tribe reserves its authorities to review and consider for approval any such activity proposed within Heyburn Park that may impact those goals.
7. Page 31, Heyburn Vision: Pursuant to the Heyburn Management Plan Section 12.2: *“If a historical or cultural artifact or site is found or reported, the State and Tribe shall notify each other of the incident and the location of the discovered artifact or site.”* The Tribe requests that if at any time any historical or cultural artifacts are or are suspected to be unearthed, that work be stopped immediately and the Tribe be contacted for further review.
8. Page 31, Proposed Improvements: The expansion of the existing Chatcolet Marina raises concern due to the potential for increased traffic flow. Expanding or improving boat launch facilities and movement of a significant number of floathomes to that location may increase vehicle/boat trailer and pedestrian traffic crossing the Trail of the Coeur d’Alenes. Until such time any formal plans are developed that may impact the Trail/ROW, the Tribe is reserving its authority under the Heyburn Management Plan to review any proposed expansion of the marina and boat launch facilities and consider them for approval. At such time the Tribe would look to see efforts made by the State to mitigate such impacts to Trail users. The “temporary” accommodation of the float homes from Hidden Lake to the Chatcolet Day Use area may transition into a permanent accommodation unless a definite sunset is included in the plan and thereby requiring further consideration to the impacts to the Trail.
9. Page 31, Proposed Improvements: Although the Tribe does not intend to pursue the development of boat slips at this time; pursuant to the Heyburn Management Plan section 8.1.2: *“The Tribe may install up to six boat slips in the Chatcolet Marina, or another mutually agreed upon area, for exclusive use by the Tribe.”* The Tribe reserves the ability to construct such moorage slips as it deems necessary to create additional Tribal membership or government access to those navigable waters within Heyburn Park.

10. Page 31, Proposed Improvements, Chatcolet: Third Bullet, Consistent with the Heyburn Operations Plan section 5.5.02 B: *“No person, including but not limited to any individual, firm, partnership, corporation or government entity may operate any concession, business, or other commercial enterprise on the Trail/ROW through the Park without obtaining prior joint approval in the form of a lease/permit issued in accordance with this [Heyburn Park Trail/ROW Operations Plan] and [the Heyburn Management Plan].”*
11. Page 33: Given the Tribe’s historical presence in the Park, the significance the Park plays in the Tribe’s history and the Park’s location within the Coeur d’Alene Reservation, the authors are encouraged to survey the Tribal membership on their thoughts and desires for the future of the Park.
12. Page 62, Lake Eutrophication and Sedimentation: The plan should reflect that the Coeur d’Alene Tribe has treatment as in a similar manner as a state or “TAS”(Clean Water Act Sections 303(c) and 401) for all of the waters (below the lake OHWM) surrounding Heyburn Park. The Tribe has developed and adopted water quality standards for these waters and IDPR will therefore need to consult with the Tribe when contemplating actions which may affect water quality within and adjacent to the Park. Any actions requiring Clean Water Act Sec. 401 certifications occurring within the Park will be regulated by the U.S. EPA and will also require early and direct consultation with the Tribe to ensure Tribal water quality standards (in the St. Joe River and lake water outside the park) are not violated and that Tribal designated beneficial uses are not degraded. Water within the Park and its uplands are currently regulated by the EPA until such time as EPA confers TAS status to the Tribe for the remainder of the Reservation.
13. Page 63, 4.9 County Comprehensive Plans and Ordinances and 62 and page 65, 4.10 Associated Planning Documents. It should be noted that consistent with the 2007 Agreement for the Trail/ROW, construction activities within the Right-Of-Way should adhere to the requirements within the 2007 Management Plan and the “Heyburn Park Trail/ROW Long-Term Management 2007 Operations Plan, and any applicable federal, state, and tribal cultural and historical protective statutes. Construction activities must avoid any impacts to the Trail (barrier) or Trail users, and should be properly signed to warn users of any potential hazards during construction activities. Per the Agreement any construction projects within the Trail ROW are required to be presented to the State and Tribe Trail Manager and subsequently Trail of the Coeur d’Alenes Trail Commission for review and approval. If the scope of the project and work extends into ROW the appropriate review process must be adhered to prior to any work being initiated. Pursuant to the 2007 Management Plan section 10.3: *“Any construction or other activity that disturbs or may disturb the barriers or other institutional controls on the Trail/ROW through the Park shall be subject to the 2007 RAMP [Response Action Maintenance Plan]. The State and Tribe are jointly responsible for ensuring RAMP compliance on the Trail/ROW through the Park. Any permit or permission pursuant to RAMP § [5.1] for the Trail/ROW through the Park is subject to prior joint approval.* In either referenced page there is no mention of the role of the Coeur d’Alene Tribe.
14. Page 68, 4.12 Adjacent Land Ownership, Jurisdiction, & Use: Consistent with the Heyburn 2007 Management Plan Section 5-6: *For issues related to the Trail/ROW through the Park that do not involve modifying the terms of [Heyburn Management Plan], the Heyburn Park Manager shall serve as the decision maker for the State and the Tribe’s Recreation Program Manager shall serve as the decision maker for the Tribe. Consistent with the 2007 Management Plan Section 6.2: “Any modification or addition related to the development of the Trail/ROW through the Park, including but not limited to economic development plans of the State and*

*Tribe that directly involve such portion of the Trail/ROW, is subject to prior joint approval.*"  
Until such time any formal plans are developed that may impact the Trail/ROW, the Tribe is reserving its authority under the Heyburn Management Plan to review proposed activities and consider them for approval.

15. There are several references in the IDPR Draft Plan to harvesting timber and thinning trees. The lack of discussion on effective and acceptable methods of timber management is disconcerting. The Tribe encourages the State to work with the Tribe's Natural Resources Department to expound upon and develop more detailed methods of timber management within Heyburn Park.
16. There is limited discussion on what will occur in the event of wildlife fire in the Park. The Tribe encourages the State to work with the Tribe's Natural Resources Department to develop more detailed plans for fuels reduction, and pre and postfire management within Heyburn Park.

#### **IV. Where Do We Go From Here?**

Given the concerns and points set forth above, the Tribe believes it is necessary for IDPR and Tribal representatives to work together on the Draft Plan. We encourage IDPR to delay action by your Board on final approval of any draft plan until our representatives have opportunity to address these Tribal comments. The Tribe stands ready to engage in meaningful, bilateral government-to-government discussions so that the IDPR Draft Plan truly reflects and represents in fact meaningful planning for co-management of the co-owned Trail through the Park as required by our very detailed 2007 understandings.

Thank you in advance for receiving and addressing our comments. We hope these comments can be viewed in good faith and initiate substantive discussion on future collaboration as related to Park planning. The Coeur d'Alene people have been here from time immemorial, are known to be good neighbors, have a unique (aboriginal) understanding of the Park and as such should be considered a benefit in any Park planning exercise. If you have any questions regarding this matter, please do not hesitate to contact me at (208) 686-1800.

Sincerely,



Phillip Cernera  
Director, Lake Management Department  
Coeur d'Alene Tribe

cc: David White, Regional Director, Idaho Department of Parks and Recreation

## IDPR Response to Tribal concerns

The comments from the Coeur d'Alene Tribe are extensive and resulted in many additions and revisions within the plan. The Idaho Department of Parks and Recreation appreciates the concerns of the Tribe. Nothing in this plan is intended to supersede agreements already in place with the Tribe, and it is the intention of IDPR to continue our good working relationship with this sovereign government. The following response is intended to outline changes to the plan instituted as a result of the Tribe's concern.

Regarding lack of notification that the planning process was underway and that an invitation to participate was not extended to the Tribe, IDPR notes that Tribal Recreation Manager Jason Brown was invited to participate on the Stakeholder Advisory Team and that he did so. This is in line with Coeur d'Alene Trail/ROW agreement between the Idaho Department of Parks and Recreation and the Tribe ~~and was a good faith effort to include the Tribe from the very beginning.~~

Regarding recognition of the existing agreement between the Tribe and the State regarding management of the Trail of the Coeur d'Alenes, the agreement was referenced in the draft Heyburn master plan and its major components listed as the first item under the heading 4.10, Associated Planning Documents. Additional language from the agreement has been incorporated in the final plan, as per the Tribe's wishes.

Regarding the Tribe's concerns of a "selective view of Park History," additional material provided by the Tribe is included herewith.

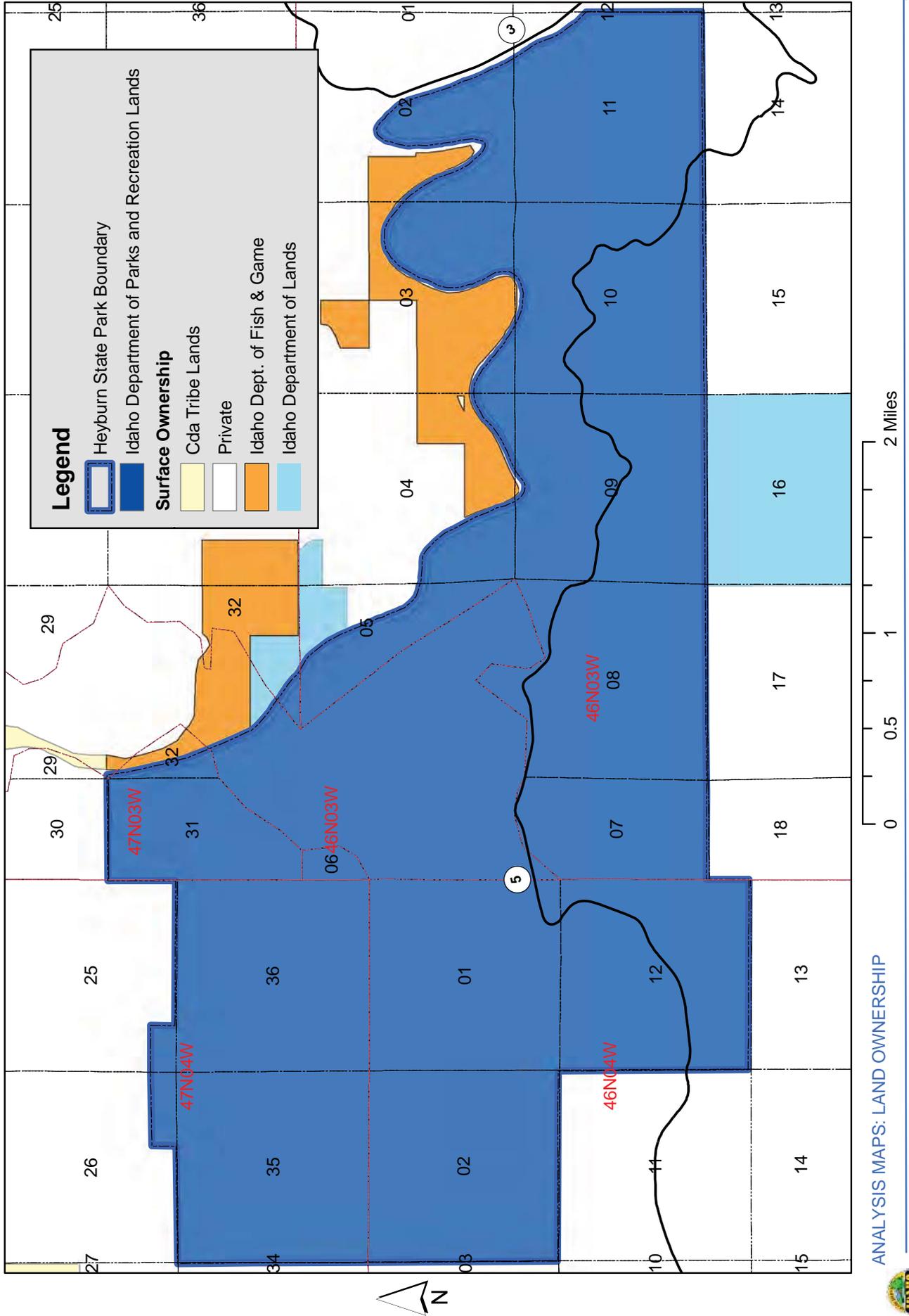
Regarding the Tribe's suggestions for inclusion of various statements in the Heyburn Vision on page 31 of the draft plan, it should be noted that this section of the plan reports the results of a meeting between the PRT and SAT. It would be inappropriate to change that report after the fact. Nevertheless, the Idaho Department of Parks and Recreation recognizes the provisions of the Trail of the Coeur d'Alenes State/Tribe agreement. The park master plan in no way supersedes that agreement.

Regarding the lack of a timber management plan, although the Heyburn State Park Natural Resources Plan referenced herein is not included in the appendix of this plan because of its size, the detailed plan is available at the park office for review.

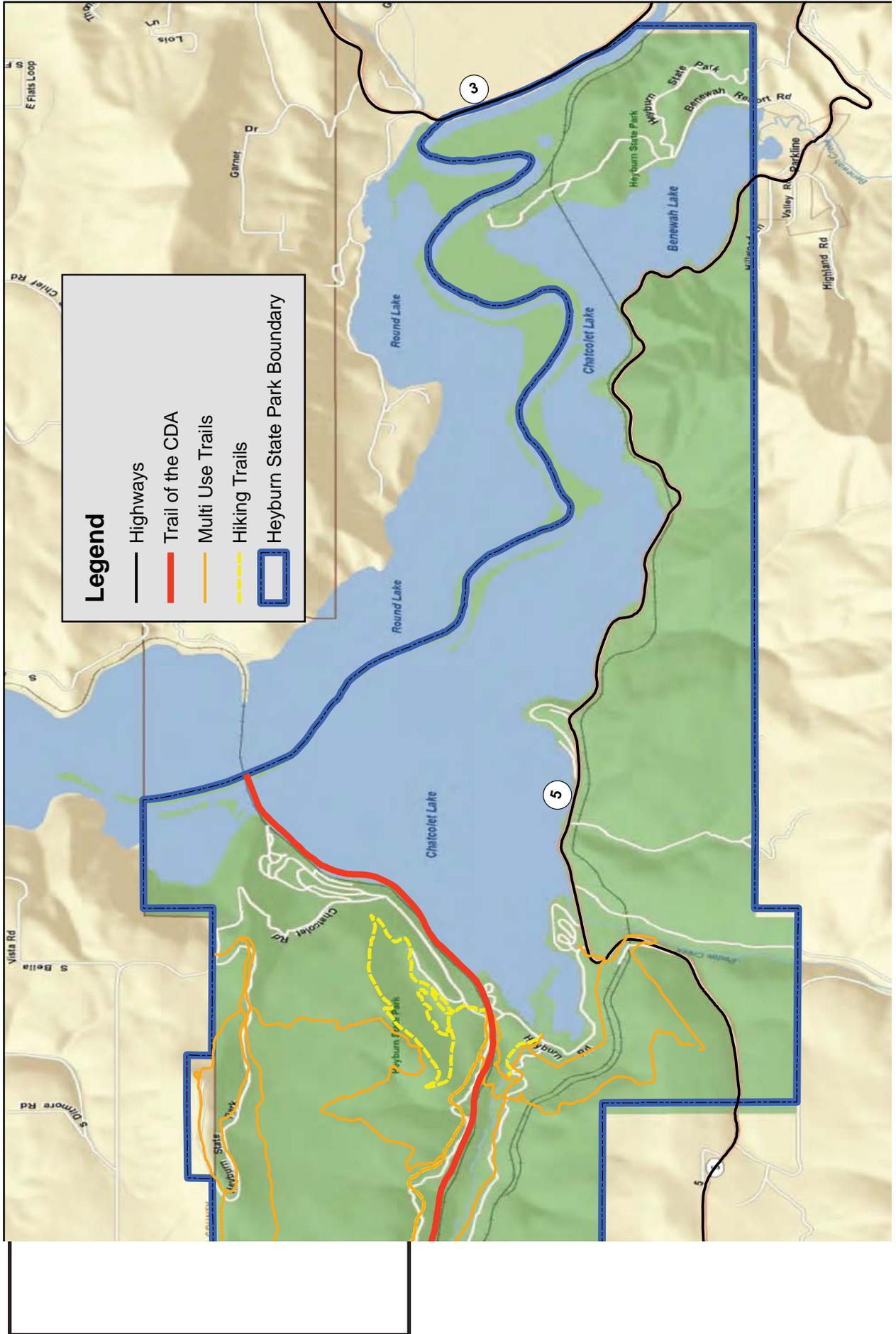
A handwritten signature in blue ink, appearing to read "Rick Just", is written on a light-colored rectangular background.

Rick Just  
Planning Chief

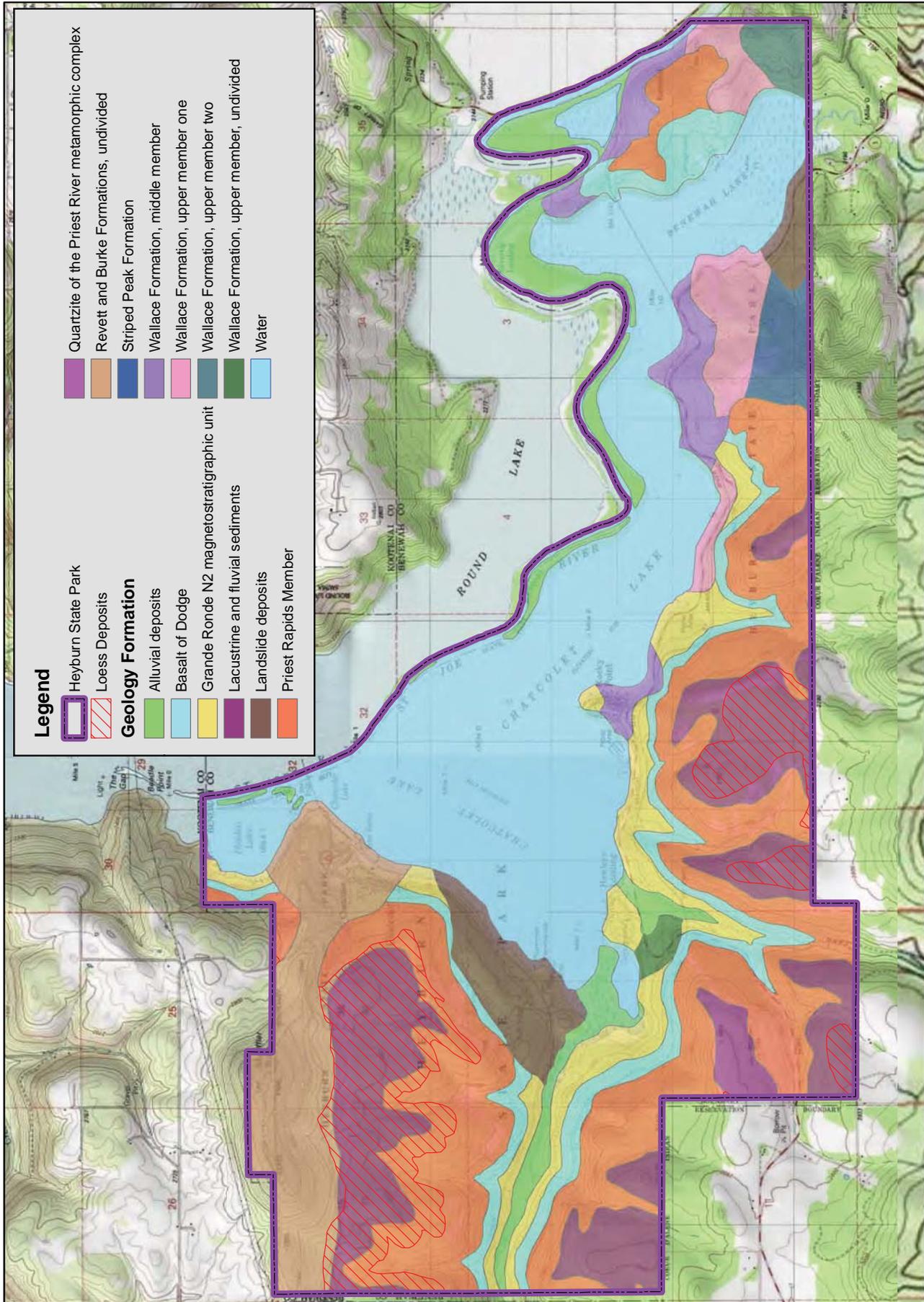
# Appendix D-1



# Appendix D-2



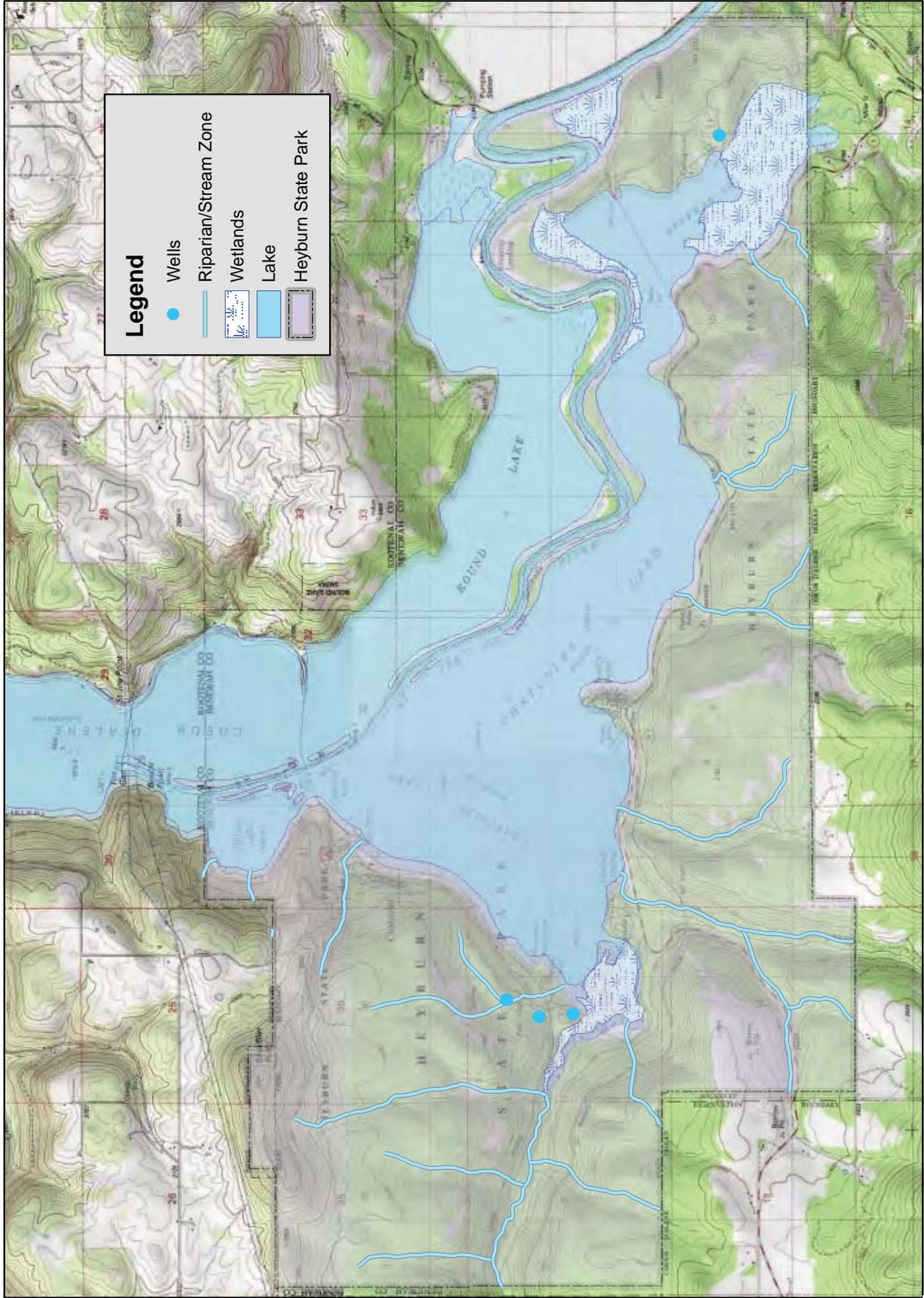
# Appendix D-3



ANALYSIS MAPS: Geology  
Heyburn State Park



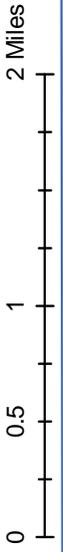
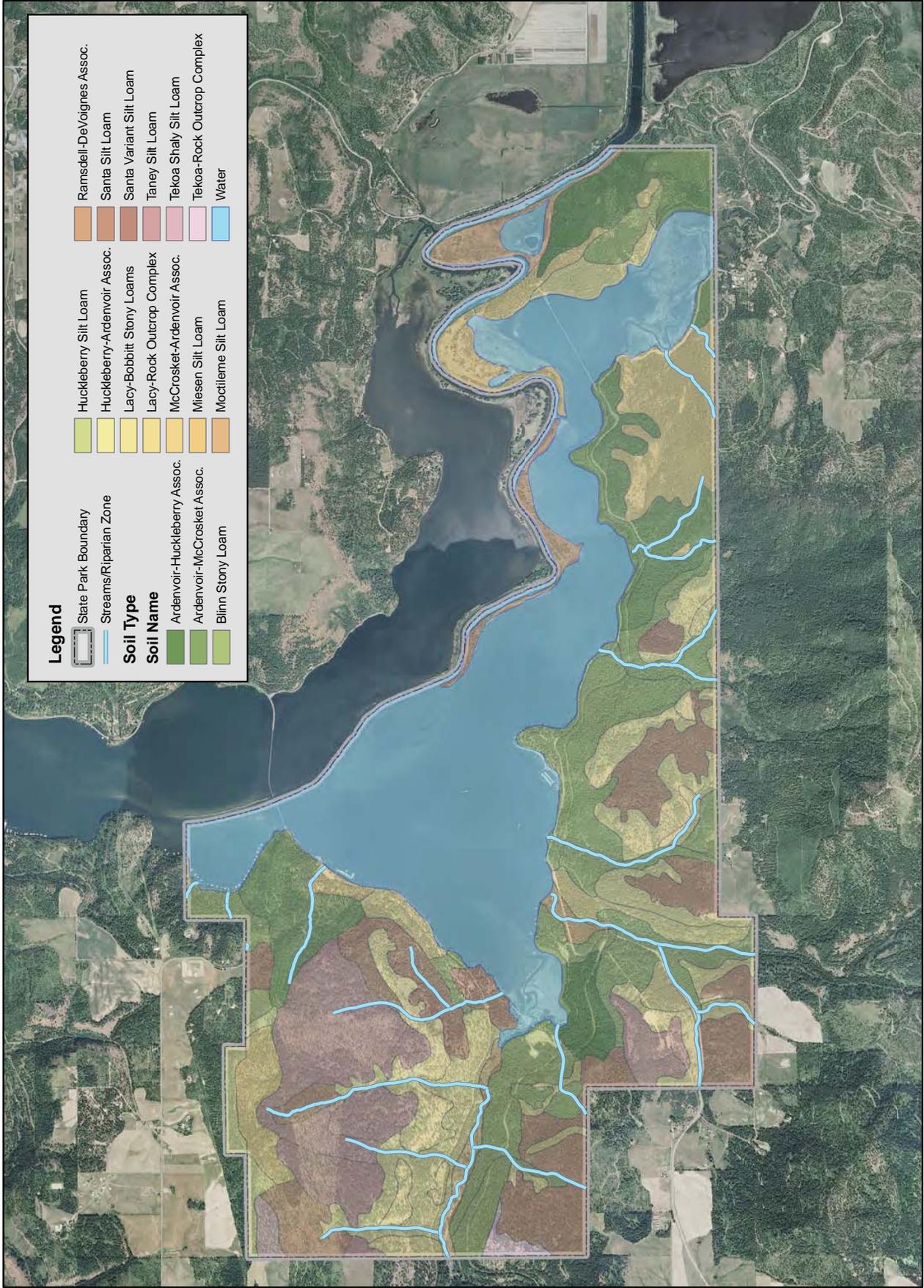
# Appendix D-4



ANALYSIS MAPS: TOPOGRAPHY & PHYSIOGRAPHY  
Heyburn State Park



# Appendix D-5

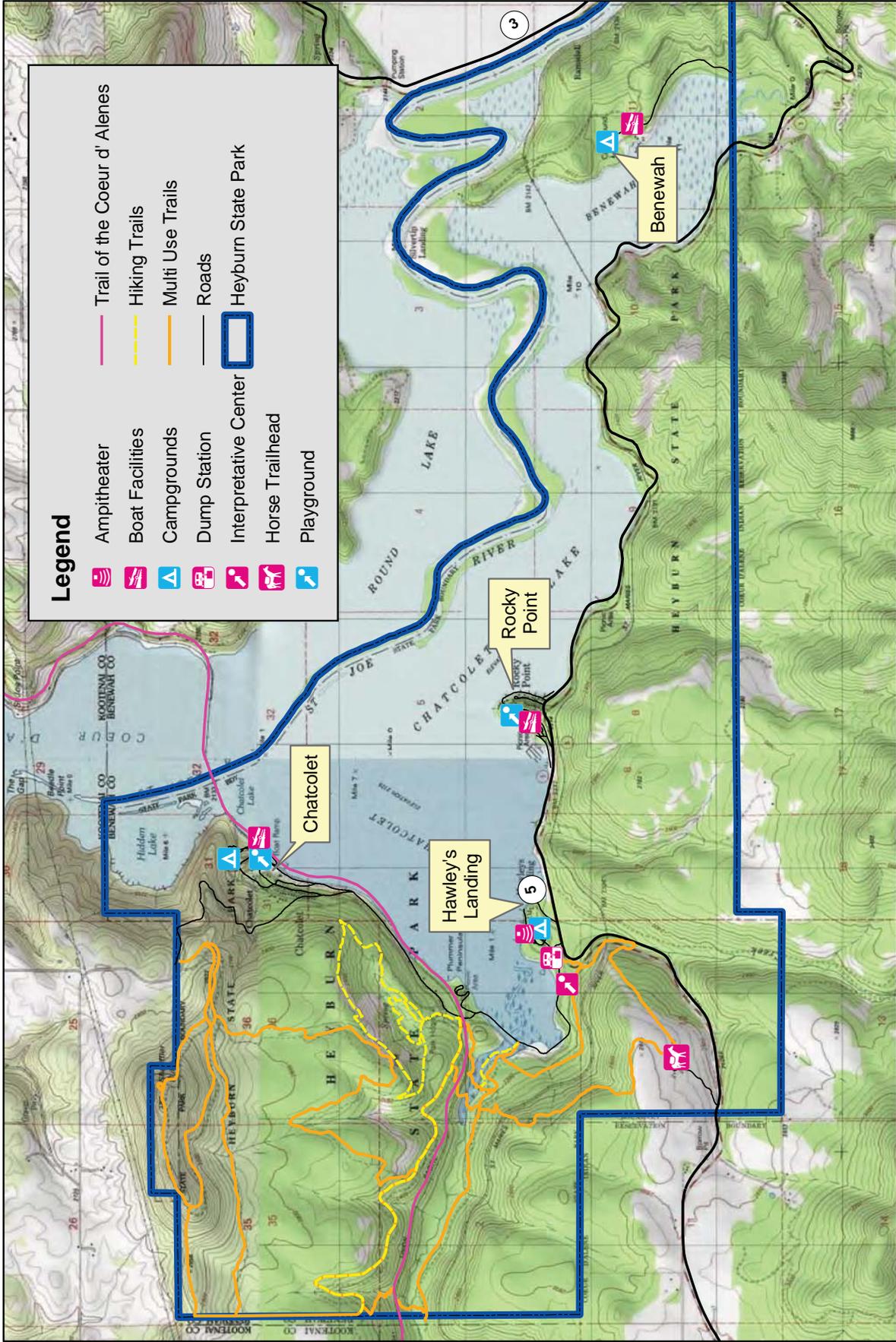


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ANALYSIS MAPS: SOILS

Heyburn State Park





ANALYSIS MAPS: Recreation Opportunities



Heyburn State Park

Jeff Cook, Outdoor Recreation Analyst  
Recreation Bureau

## 2006 - 2009 Coeur d'Alene Tribe Milfoil Herbicide Treatments Summary

### Overview of program:

**Objective of Program:** The overall objective of the State program that funded these four years of Tribal treatments was the statewide eradication of milfoil (*Myriophyllum spicatum*). We adopted this objective with the proviso that eradication might not be possible in a system as large and varied as Coeur d'Alene Lake. As this milfoil control program proceeded, there were several factors that prevented, or made inadvisable, treatment of a large enough area at one time to enable the complete eradication to be achieved. These factors included primarily funding and the sparse density of milfoil found in some areas. Therefore, the more practical objective for this Tribal program is to reduce the presence of milfoil to the point that annual herbicide treatments are not needed. Annual survey efforts and small scale treatments such as diver suction or diver hand removal will likely always be needed to some degree.

The herbicide treatments performed to date have removed the highest densities of milfoil that were present. However, these treatments, due primarily to lower than expected effectiveness (efficacy) have not eliminated milfoil from any area and have allowed this weed to spread to other area, to some extent. However, changes in treatment protocols made during these four year have helped to “dial in” the method and are expected to result in higher efficacies in the future.

**Selection of herbicide:** To date, 2,4-D was chosen as the preferred active ingredient because of it’s long-term safe and successful use on land and in water, its lack of non-target impacts (it will only kill broad-leafed plants and does not harm monocots), its systemic action (i.e. ability to translocate to roots and kill entire plant), limited water use restrictions and relatively rapid degradation in water.

### Herbicide products used:

- DMA 4 IVM<sup>®</sup> (EPA Reg. No. 62719-3; liquid 2,4-D; dimethyl amine salt form), and
- Navigate<sup>®</sup> (EPA Reg. No. 228-378-8959; granular 2,4-D; butoxyethyl ester form)

### Application techniques:

- For liquid formulation (DMA 4 IVM<sup>®</sup>), inject below water surface from multiple hoses, and
- For granular formulation (Navigate<sup>®</sup>) broadcast spread over water surface and allow to sink.

### Determination of areas to be treated:

- Each years treatment areas are determined based on the previous years diver inspection and mapping efforts,
- GIS maps are prepared showing identified milfoil locations and density, typically the densest areas are targeted for treatment,
- Potential available funding is considered in the final selection of treatment areas.

### Timing of treatment:

- Herbicides can generally be effective if applied when target plant is actively growing (i.e. typically June through August),
- Preferred timing is early in the growing season (i.e. mid-June to mid July) before substantial biomass develops (and potentially reduces DO due to decomposition of organic matter),

- Actual timing ranged from July 6-8 in 2009 to August 24-27 in 2007 (the 2007 treatment was delayed waiting for additional funding to be approved).

#### **Applicator contractors used:**

- All applicator contractors must be licensed to perform aquatic treatments and insured,
- Annual applicator contractor selected through competitive proposal process,
- 2006, 2007 2008 treatments performed by AquaTechnex of Bellingham, WA
- 2009 treatment performed by Lakeland restoration Services, of Priest River, ID

#### **Assessment of effectiveness of treatments:**

- Point intercept rake survey; performed before and after application, allows calculation of efficacy (% reduction in milfoil presence)(sample point grid coordinates developed by ISDA)
- Post-treatment diver inspections; does not necessarily reproduce the pre-treatment diver effort but does allow observations & mapping of the presence of milfoil.

#### **Treatment Monitoring:**

- Routine monitoring of basic water quality parameters (temp, pH, DO, conductivity, Secchi) and herbicide residues have been performed for two to three weeks following each application of herbicide,
- Water monitoring sites are placed within and outside of treated areas,
- Collected water quality data indicated no adverse effect to WQ,
- Herbicide residue data indicated rapid dispersal out of treated areas as well as rapid declines in 2,4-D concentrations (residues fall below the drinking water limit if 70 ppb).

#### **Treatment Impacts:**

- No adverse impacts on water quality, non-target plants or animals has been observed or documented.
- No complaints have been received from any individual or group because of the treatments.
- 2,4-D was found at low levels (< 0.016 mg/kg) in water potatoes collected from near treated areas in 2007. This had no apparent impact on the water potato plants but did instigate a separate monitoring effort whenever treatments take place within 1.5 miles of a water potato area.

**See Table 1 for summary of areas treated, herbicide applied, application rate and estimated efficacy.**

**See Table 2 for summary of treatment monitoring herbicide residue data.**

**See Conclusions below for further details on the effectiveness of the treatments.**

**See attached maps for areas treated each year.**

**Table 1. Summary of CDA Tribe herbicide treatments for milfoil control 2006 - 2009**

Year	Area treated (ac)	Herbicide*	Application rate*	Amount applied	Efficacy
2006	366	DMA 4 IVM	2.27 gal/ac-ft	4,362 gal	100% over 317 ac and 60% over 49 ac
2007	278	DMA 4 IVM	2.27 gal/ac-ft	3,743 gal	88% (these areas <8 ft deep)
2007	321	Navigate	160 #/ac	51,600 #	43% (these areas >8 ft deep)
2008	283	Navigate	200 #/ac **	56,000 #	considered effective but no est. of efficacy
2009	117	DMA 4 IVM	2.84 gal/ ac-ft **	2,180 gal	not effective, no est. of efficacy

\* all herbicides had 2,4-D as the active ingredient

\*\* max amount that can be applied per EPA label

**Table 2. Summary of herbicide residue data collected by CDA Tribe as part of monitoring effort for milfoil herbicide treatments.**

2006 Time after application ---->							2008 Time after application ---->			
Sites	During trt	1 day	2 days	5 days	12 days	21 days	Sites	1 day	4 days	8 days
R1	ns	388	ns	155	96	nd	1	<1	<1	7
R2	ns	101	ns	138	42	nd	2	<1	5	1
R3	ns	81.5	ns	182	94	4	3	15	15	16
R4A	195	63.8	ns	50	214	119	4	45	23	29
R4B	892	538	ns	474	182	142	5	5	29	8
C1A	ns	1760	68	16.9	33	nd				
C1B	ns	742	264	10	28	nd				
CDAL1	ns	232	ns	148	93	nd				
R5	ns	5.2	ns	190	320	216				
C2	ns	52.6	ns	32	30	nd				
H1	ns	nd	ns	71	69	nd				
ns = not sampled							nd = not detected			
2007 Time after application ---->					2009 Time after application ---->					
Sites	1 day	8 days	15 days	24 days	Sites	1 day	10 days	17 days		
1	87	95	<1	1	1	566	19	5		
2	610	38	<1	<1	2	4	7	1		
3	282	167	<1	1	3	35	4	1		
4	238	235	1	1	4	112	8	2		
5	23	57	sample loss	<1	5	23	13	2		
6	5	26	<1	<1						

Note: All residue results are reported in parts per billion.

## **Conclusions presented in annual project completion reports to ISDA regarding the herbicide treatments & their effectiveness**

**2006 Conclusions:** This project resulted in overall a high level of effectiveness / efficacy in eliminating EWM in treated areas. The herbicide treatment was very effective and widely supported by people who communicated with Tribe. Reduced herbicide efficacy in some areas believed to be due to predominance of a hybrid form of milfoil plus greater water depth that may have reduced herbicide contact with the target plants.

Adaptations incorporated into 2007 treatment plan: use granular herb in areas deeper than 8 ft; research presence of hybrid milfoil through DNA sequence testing.

**2007 Conclusions:** Overall, this project resulted a moderate level of effectiveness / efficacy in eliminating Milfoil in treated areas. The herbicide treatment this year was only moderately effective; the efficacy of future treatments must be improved if significant progress is to be made in reducing the Milfoil presence in Tribal waters. The greater depths and dominance of hybrid Milfoil in the granular areas are suspected to influence these results. Following this year's herbicide treatment, a limited sampling of Water Potatoes (*Sagittaria latifolia* tubers) from Chatcolet Lake were analyzed for 2,4-D and the results came back positive. Because the Water Potato is important to the Tribe, and is harvested for human consumption, additional study is warranted to determine if such treatments present a health risk.

Adaptations incorporated into 2008 treatment plan: use split application of granular (i.e 100#/ac then another 100#/ac after 24 hrs)

**2008 Conclusions:** Overall, this project resulted a moderate level of effectiveness / efficacy in eliminating milfoil in treated areas. The split application of granular 2,4-D did not achieve the higher efficacy desired although the generally moderate to sparse densities of milfoils present prevented the use of the rake survey in estimating efficacy.

The DNA sequence data collected this year tended to support the contention that treatments (particularly the 2,4-D herbicide applications) have been more effective at removing the pure Eurasian milfoil than the hybrid.

Substantial growths of milfoil were discovered along the St. Joe and St. Maries rivers; these upstream sources of plant fragments must be eliminated if progress in the lakes is to be accomplished. This is expected to be best accomplished using multiple passes per season of diver suction removal. Earlier season herbicide applications and separation of herbicide areas from water potato areas, will both be necessary in the future to prevent 2,4-D absorption.

Testing of Chatcolet Lake hybrid milfoil on various herbicides (performed by US Army ERDC, in Gainesville, FL) pointed to "reduced susceptibility" to 2,4-D at sub-lethal doses but similar susceptibility under "higher rate/exposure scenarios". Final test results have not been made available.

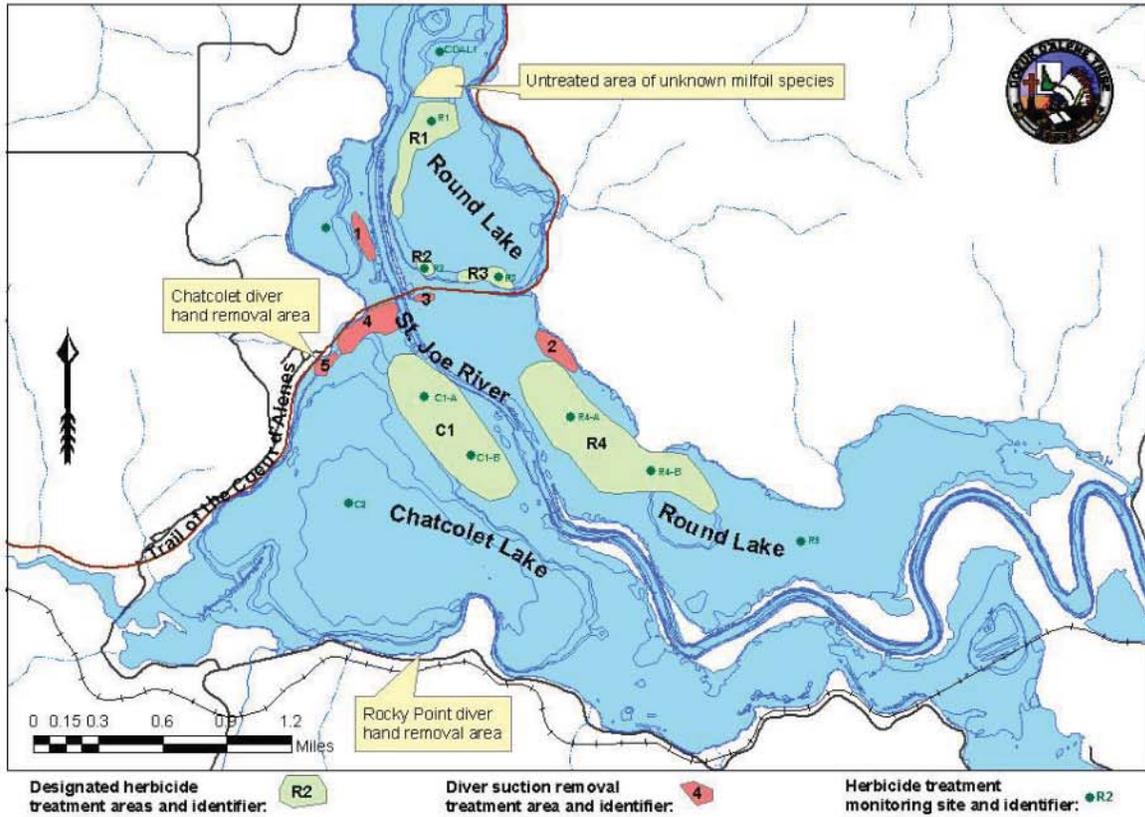
Adaptations incorporated into 2009 treatment plan: use liquid 2,4-D at max label rate injected to the depth that milfoil is growing.

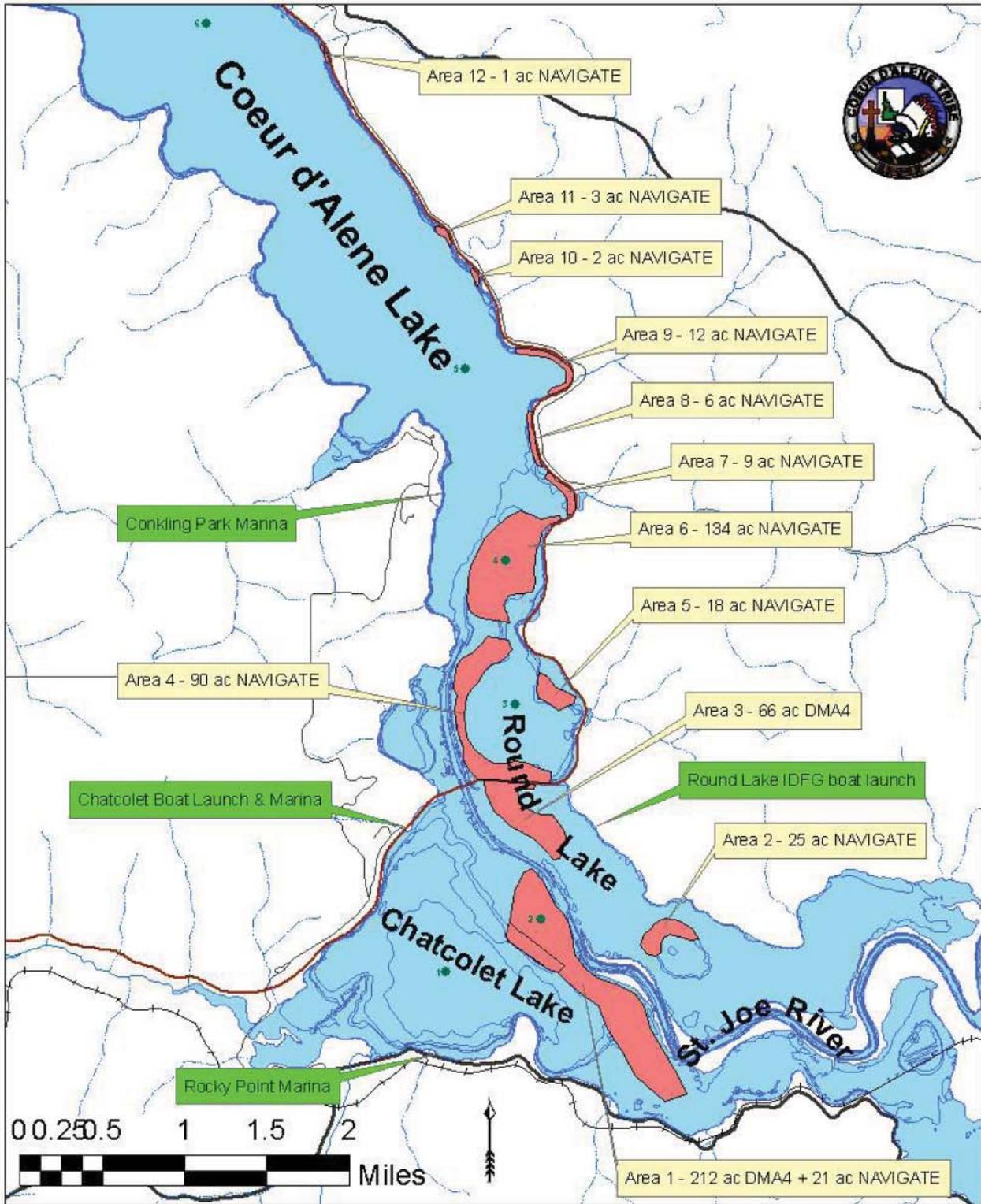
**2009 Conclusions:** It was apparent that the herbicide treatment had limited net effectiveness this year. This lack of effectiveness is attributed to a failure to deliver the herbicide to sufficient depth to ensure an adequate dosage to kill the milfoil (this being a function primarily of insufficiently weighted drop hoses and boat speeds too great to allow the hoses to sink).

Adaptations to be incorporated into 2010 treatment plan: use liquid 2,4-D at max label rate injected to the depth that milfoil is growing. Reduce boat speeds to ensure that injection hoses are at the desired depth (typically two to three feet off the lake bottom).

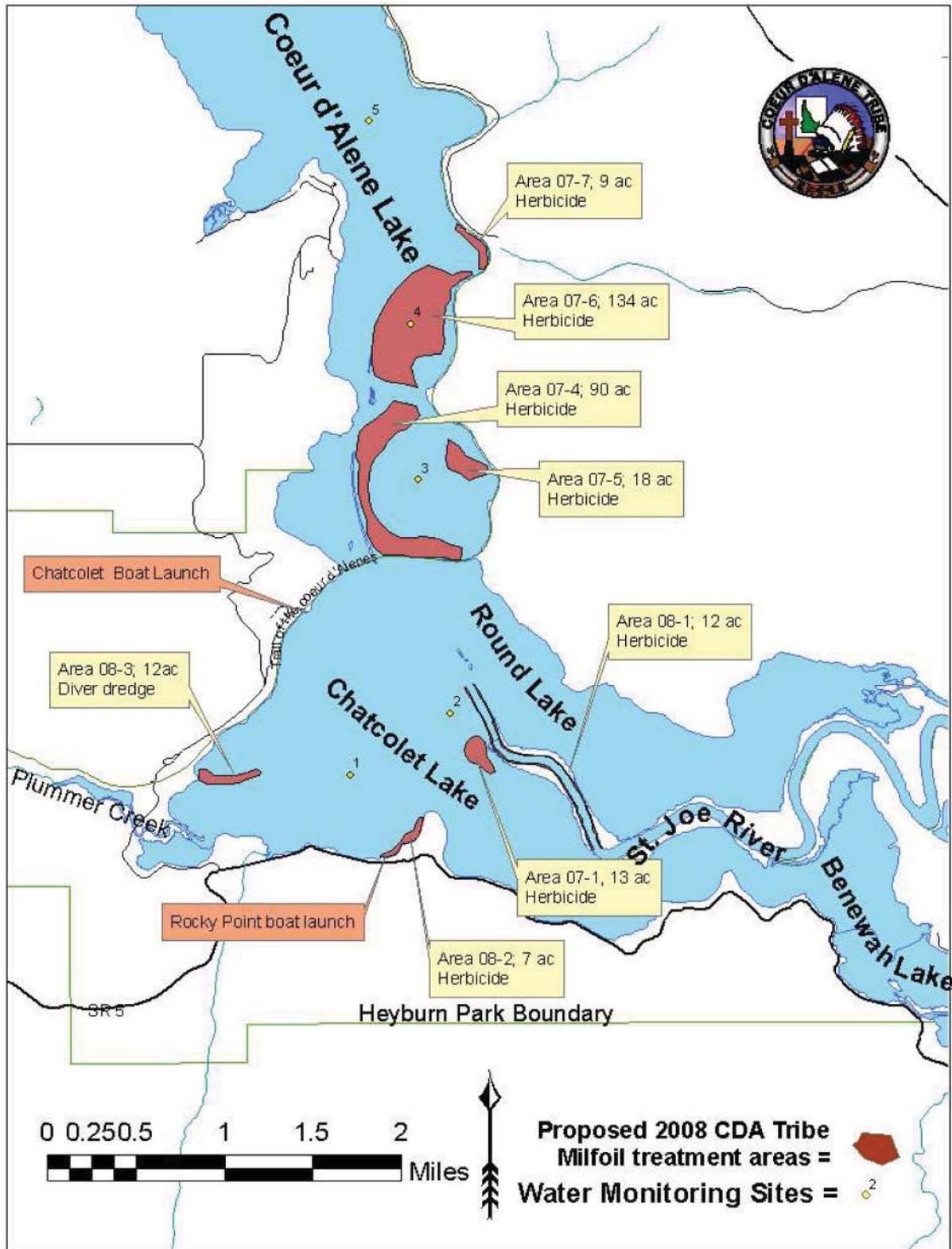
Treatment area maps also showing WQ / residue monitoring sites

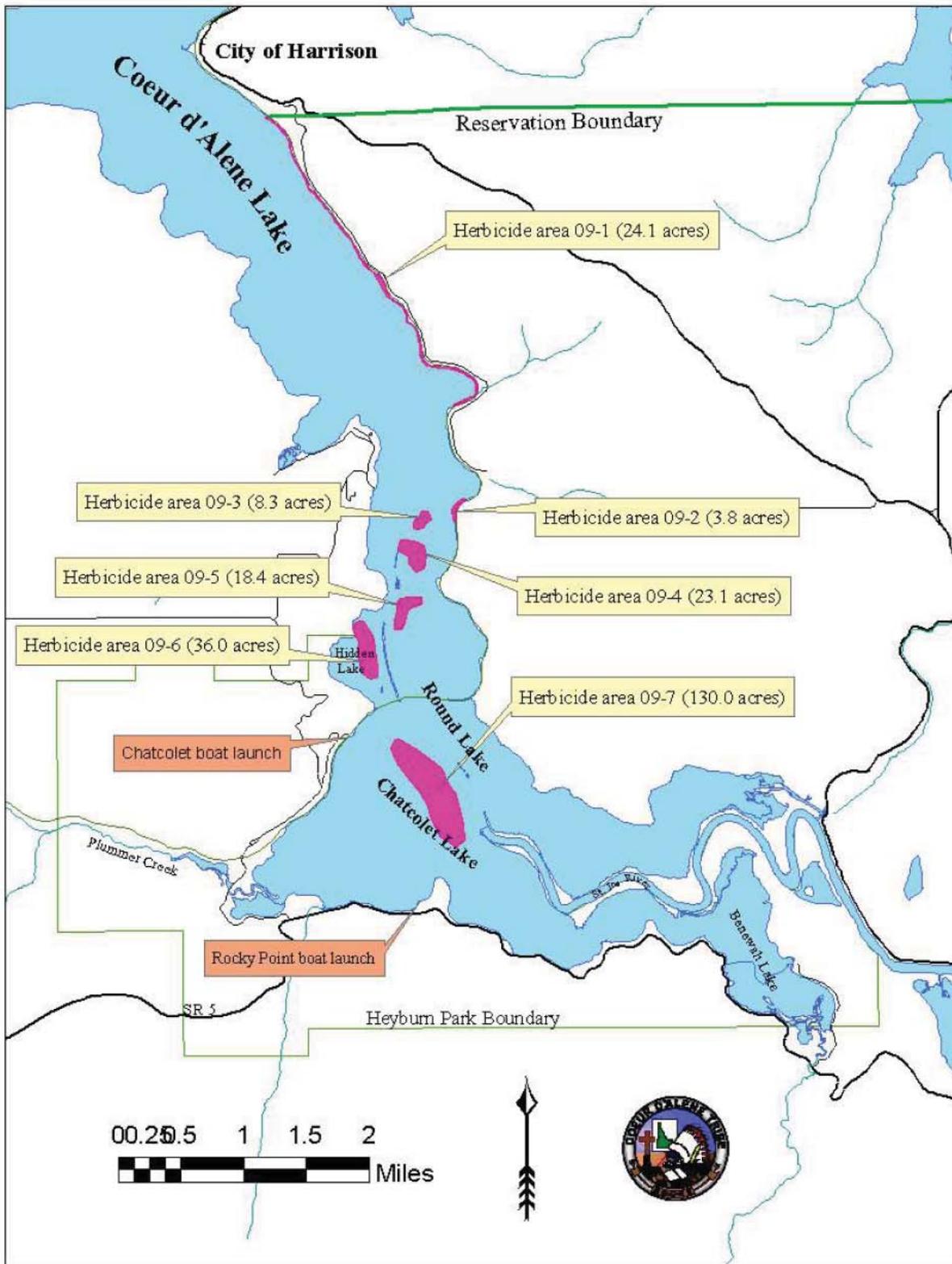
2006 Coeur d'Alene Tribe treatment areas for Eurasian watermilfoil control.





**Figure 2. Map showing herbicide treatment areas designated for 2007 CDAT Eurasian milfoil Control project.**





2009 treatment area map note grant offered was less than requested so area 09-7 was deleted from project



