

IDAPA RULE       IDAPA FEE       BOARD ACTION REQUIRED  
 BOARD POLICY       INFO ONLY, NO ACTION REQUIRED

**AGENDA ITEM**  
**Idaho Park and Recreation Quarterly Meeting**  
**February 21-22, 2024**  
**IDPR HQ**  
**Boise, ID 83716**

**AGENDA ITEM: IDAHO CENTENNIAL TRAIL**

**ACTION REQUIRED: INFORMATION ONLY, NO ACTION REQUIRED**

**PRESENTER: DAVE CLAYCOMB**

**PRESENTATION**

**BACKGROUND INFORMATION:**

The Idaho Centennial Trail (ICT) starts near Murphy Hot Springs, on Idaho's border with Nevada. It traverses nearly 1000 miles to its northern terminus at Upper Priest Falls, almost to Idaho's border with Canada. Trail users experience several wilderness areas, a handful of Wild and Scenic Rivers, and many pieces of Idaho history.

After extensive collaboration and several opportunities for public input, the route was officially established by IDPR's board in June of 1990.

Since its inception, few hikers have successfully completed the trail. Trail conditions are challenging due to downed trees, heavy brush, deep creek crossings, and missing tread. Despite its condition, public interest in the ICT is increasing.

In 2021, IDPR successfully lobbied for and received \$250,000 for maintenance on the ICT. So far, crews have completed over 150 miles of trail maintenance.

**STAFF RECOMMENDATIONS:**

This item is for information only.

MEMORANDUM OF UNDERSTANDING

between

Idaho Department of Parks & Recreation

and

Idaho Trails Council

and

USDA Forest Service Region 1's Idaho Panhandle, Clearwater and Nezperce Forests

and

USDA Forest Service Region 4's Boise, Challis, Sawtooth and Payette Forests

and

Idaho Bureau of Land Management

THIS MEMORANDUM OF UNDERSTANDING made and entered into by and between the Idaho Department of Parks and Recreation, State of Idaho, hereinafter referred to as the Department; Idaho Trails Council, hereinafter referred to as Council; USDA Forest Service Region 1's Idaho Panhandle, Clearwater and Nezperce Forests and USDA Forest Service Region 4's Boise, Challis, Sawtooth and Payette Forests, hereinafter referred to as the Forest Service; and Idaho Bureau of Land Management, hereinafter referred to as BLM; for the purpose of providing the public a long distance trail from Idaho's northern border to its southern boundary. The trail marks the 100th birthday of the State of Idaho and will be called the Idaho State Centennial Trail.

NOW THEREFORE, in consideration of the above premises, the parties hereto agree as follows:

A. The Council shall:

1. Serve in a leadership role in promoting and coordinating volunteer efforts and incentives with BLM, Forest Service and State agencies for trail maintenance, rehabilitation, and signing.
2. Solicit funds to help purchase signs and volunteer incentives.
3. Consult with the BLM and Forest Service to develop uniform trail signing and placement standards.
4. Assist in distribution of signs to the BLM, Forest Service and State agencies as the need arises.
5. Assist the Department in negotiating land use agreements with private landowners.

B. The Department shall:

1. Provide overall coordination of the trail.
2. Make decisions on trail redesignation only after public comment and recommendation from the BLM, Forest Service, and other land managing agencies.
3. Encourage the development of a comprehensive guide book for the trail, written and published by a private organization or individual.
4. Prepare a black and white interim brochure that includes a basic map. Develop a color brochure/map when the budget allows.
5. Analyze together with trail managing agencies, the need for a management plan for the trail.
6. Develop a draft land use agreement for areas where the trail crosses state/private land. Work with the Council to acquire state/private landowner permission.

C. The Forest Service and BLM, on lands which they respectively administer, shall:

1. Sign, maintain, and rehabilitate the trail consistent with available budgets and with the direction in Land and Resource plans.
2. Coordinate with the Council to obtain and supervise the services of volunteers to assist in signing and maintaining the trail.
3. Work with the Council to develop uniform trail signing and placement standards.
4. Assist in installing trail signs provided by the Council.
5. Place temporary trail signs at all trailheads and at each road crossing as soon as possible.
6. Provide for general public information relative to the trail.
7. Respond to requests from trail users by distributing to them copies of maps provided by the Department.
8. Solicit input from trail users and, if necessary, recommend trail redesignation to the Department.

It is mutually agreed that:

1. Any proposed signing and/or trail improvement project must be approved by the agency administering the land prior to initiation.
2. Nothing herein shall be construed as binding the Department, Forest Service, and BLM for expenditures of monies not appropriated.
3. No contributions herein provided shall entitle the parties to any share or interest in the said facilities other than the right to use the same under the regulations of the Department, Forest Service, and BLM.
4. The parties will meet annually to discuss this agreement. The agreement may be revised as necessary by mutual consent of all parties by the issuance of a written amendment, signed and dated by all parties.

5. The rights and obligations of any party to this agreement may be renegotiated or terminated upon the giving of thirty (30) days written notice to the parties. Unless terminated by written notice, this agreement will remain in force indefinitely.

IN WITNESS THEREOF, the parties hereto have executed this agreement as of the last date written below.

Idaho Department of Parks & Recreation

By *James Russell*  
Title *Director*  
Date *July 2, 1992*

Challis Forest

By *Charles C. Wilder*  
Title *FOREST SUPERVISOR*  
Date *May 2, 1991*

Idaho Trails Council

By *Ray M. Williams*  
Title *President Idaho Trails Council*  
Date *6 August 1991*

Payette Forest

By *Victor LaSalle*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Bureau of Land Management

By *Peter J. VanZander*  
Title *Idaho Associate State Director*  
Date *July 26, 1991*

Clearwater Forest

By *Wm Green*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Idaho Panhandle Forests

By *William E. Marden*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Boise Forest

By *Roberta A. Moltzen*  
Title *Acting Forest Supervisor*  
Date *May 2, 1991*

Nezperce Forest

By *Daniel E. Pomeroy*  
Title *Acting Forest Supervisor*  
Date *May 24, 1991*

Sawtooth Forest

By *Colin M. Stiles*  
Title *Forest Supervisor*  
Date *May 21, 1991*

## IDAHO PARKS AND RECREATION BOARD MEETING

May 31, June 1, 1990

Lewiston, Idaho

The Idaho Parks and Recreation Board and staff and the Washington State Parks Commission and staff met in Lewiston at the Hells Gate State Park visitors center at 6:00 p.m. on May 31 for an exchange of ideas and information on the status of each of the state park systems.

Chairman Glenn Shewmaker called the regular quarterly board meeting to order at 8:00 a.m. on June 1 in a conference room at the Ramada Inn in Lewiston. Board Members present at the meeting were:

Glenn Shewmaker, Chairman, Kimberly  
Ren Thomson, Vice-Chairman, Malad  
Robert Thomas, Member, Coeur d'Alene  
Tom Neal, Member, Moscow  
Sheila Robertson, Member, Boise  
Monte Later, Member, St. Anthony

Also in attendance during all or a portion of the meeting were the following:

Yvonne S. Ferrell, Director  
Ruth V. Kassens, Administrative Assistant  
Rinda Just, Deputy Attorney General  
Merl Mews, Development Bureau Chief  
Jim Poulsen, Recreation Resources Bureau Chief  
Jeff Hoedt, Boating Supervisor  
Bill Dokken, Operations Bureau Chief  
Steve Anderson, Fiscal Officer  
Rick Cummins, North Region Supervisor  
Dave Okerlund, Park Planner  
Chuck Wells, Trails Supervisor  
Lew Munson, ORMV Coordinator  
Ron Vigil, Hells Gate State Park

Jeff Youtz, Legislative Fiscal Office, Boise  
Ed Bloedel, U. S. Forest Service, Twin Falls  
John Bieker, Moscow  
Morton R. Brigham, Lewiston  
Forrest S. Pry, KEA, Coeur d'Alene  
Michelle Bingle, KLEW-TV, Lewiston  
Bill Loftus, Lewiston Tribune  
Cindi Mader, Office of Congressman Larry Craig, Lewiston  
Kristy Stedman, Office of Senator Jim McClure, Lewiston  
Eldred Thomas, RV Advisory Committee Member, Lewiston  
Mary Wells, Boise  
Gene Bruce, Backcountry Horsemen (Panhandle)  
Charles Miller, Idaho Panhandle Backcountry Horsemen

**AGENDA:** Additions or Deletions to the Agenda  
**MINUTES:** Approval of Minutes of the January 17, 1990, Board Meeting and the April 27 and 28, 1990, Special Board Meeting

**INTRODUCTION OF GUESTS:**  
**NEW BUSINESS:** Financial Statement of the Idaho Department of Parks and Recreation

Idaho State Centennial Trail

Emergency Promulgation of Amendments to Public Information Rules

Amendments to Fees and Charges in State Parks

Approval of Off-Road Motor Vehicle (ORMV) Projects

Approval of Waterways Improvement Fund Projects

Approval of Recreation Vehicle (RV) Projects

**STAFF REPORTS:** Review of JFAC Action on the Idaho Department of Parks and Recreation Budget - Jeff Youtz

Mary Minerva McCroskey Memorial State Park General Development Plan (GDP) Status Report

Acquisition and Development Status Report

**DIRECTOR'S REPORT:**  
**BOARD MEMBER REPORTS:**  
**EXECUTIVE SESSION:** Under authority of *Idaho Code* § 67-2345, an executive session may be held for the purpose of discussing personnel, litigation, or private land acquisition matters.

**NEXT BOARD MEETING**  
**DATES, LOCATIONS:** Challis, August 2, 3, 1990.  
Boise, November 9, 1990.

**ADJOURNMENT:** 1:00 p.m., June 1, 1990

Chairman Shewmaker called for any additions or deletions to the printed agenda.

**Director Ferrell requested the addition of a cost overrun request by a project sponsor under the Boating program.**

Hearing no other additions or deletions, Chairman Shewmaker declared the agenda approved.

**MINUTES OF BOARD MEETINGS:**

Chairman Shewmaker called for action on the minutes of the January 17, 1990, and April 27 and 28, 1990, special board meeting.

**Mr. Thomson moved that the board approve the minutes of the January 17, 1990, and April 27 and 28, 1990, special board meeting. Mr. Later seconded the motion.**

Chairman Shewmaker called for discussion on the motion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

#### **INTRODUCTION OF GUESTS:**

Chairman Shewmaker introduced the guests that were in the audience at that time.

#### **FINANCIAL STATEMENT**

Mr. Anderson presented the following written financial status report for the IDPR through March 31, 1990:

Operating revenues were generally up through March this year with the exception of those derived from winter programs. Both the snowmobile (1261) and cross-country ski (1246) accounts were down substantially. Gas tax revenue was up slightly, indicated by gains in the Waterways (1250) and ORMV (1260) accounts. However, the Capital Improvement account (1247) was down due to a reduction of reimbursable projects from Public Works & the National Guard. The Harriman Account (9321) was up due to increased use and good earnings on invested funds.

Federal accounts were mixed with gains in the P&R Federal Account (1355) due to the Recreation Initiative, City of Rocks and billings on L&WCF projects. The Federal Pass-through Account (1390) and the Federal Surcharge Account (1391) were both down substantially due to a reduction in available grant funds and ongoing projects. The Boating Safety Account (1370) was showing a good increase over last year.

The expenditure rate was generally ahead of last year at this time. Administration had only \$50,700 remaining in operating expense compared to \$90,600 last year. Administration will have to conserve on travel, supplies and other general operating expenses for the remainder of the year in order to stay within budget.

Park Operations operating expense has approximately the same percentage of spending balance as they had last year at this time, however they have \$193,600 balance remaining compared to \$166,600 last year. Most individual parks appear to be in a good position to complete the year and Park Operations over all appears to be in good shape. A few parks will require additional operating funds to complete the fiscal year, however these can be transferred from the regions and park administration.

Development only had \$1,752.84 remaining in operating expense with a full traveling schedule for the spring. A transfer of allotment from another program will be required to allow them to complete their agenda for the year. The Recreation Programs had \$65,500 remaining operating expense balance compared to \$74,500 last year. The trails programs have overspent their allotted operating expense at this time and will require a transfer from the

trustee and benefit allotment to complete the year. The RV program is currently low in operating expense balance but a transfer from allotted seasonal salaries is planned to provide the needed spending authority.

With the indicated adjustments, I do not anticipate any major problems completing the current fiscal year within available budget.

**The financial statements presented to the board are attached hereto and hereby made a part of this record.**

Chairman Shewmaker asked what the source is for the P&R Federal Fund 1355. Mr. Anderson responded that account 1355 is the flow-through federal account. City of Rocks is run through that fund as well as the in-house L&WCF projects. Although LWCF projects have been down this year, there has been a revenue increase in that fund due to funds for the City of Rocks.

Mr. Neal noted the trails program appears to have been overspent and asked if that has to do with the Centennial Trail? Mr. Anderson said at this time, that's true. The Centennial Trail costs have been paid, but reimbursement has not yet been received on the management agreement. Staff has been working with the Forest Service as far as allocating the funds for the centennial trail. Director Ferrell said it's strictly a reimbursement program; there's no agency or state funds involved.

Director Ferrell pointed out that the development bureau, at the end of March, was very low in operating monies, and some money will need to be transferred to that program. That is the result of the accelerated capital development program this past year that has caused staff to be on the road and to use operating and travel expenses at a higher rate than normal.

Mr. Later asked if the marina expenses/income are held within that fund? Mr. Anderson said the revenues are going into the 1115 rotary fund which is used as an enterprise account. The funds are used to operate the marinas and to do any additional capital development that is necessary.

**Mr. Thomas moved that the board approve the financial statements as presented. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## **IDAHO STATE CENTENNIAL TRAIL**

**Written information presented to the board by staff is attached hereto and hereby made a part of this record.**

Chairman Shewmaker called for the Director to provide comments and staff's recommendation to the board on the proposed route for the centennial trail. Director Ferrell provided the following comments:

The authority of the parks board to designate state trails is vested in *Idaho Code* § 67-4223, so all work and designations to date or in the future are under that section of the *Idaho Code*.

The idea of the state centennial trail started in 1986 with two gentlemen, Syd Tate and Roger Williams, who traversed a north-south, border-to-border route. They went to the Lasting Legacy Committee with the idea that this would be a good centennial project to present to the people of the state of Idaho.

In late 1987, the Lasting Legacy Committee endorsed that concept and charged the Idaho Department of Parks and Recreation with facilitating that procedure.

The planning for the Idaho State Centennial Trail has been a cooperative project involving many trail groups. The Idaho Trails Council has been the pivotal organization over the entire planning process. The University of Idaho has also been involved, as has the United States Forest Service including all of the different forests that would be impacted by the trail, along with the Bureau of Land Management. The National Park Service, operating out of the Seattle office, has staff assigned to that project who have attended the different planning meetings. Part of the direction given to our agency was that the trail should be, to the extent possible, on public lands, trying to avoid private land whenever possible. This is the reason for the heavy involvement of the federal agencies as the Forest Service and BLM make up about 70% of the public land in this state. The charge also said do not create new trails. Link together existing trails so as to not create new impacts, and utilize the extensive trail system that currently exists in the state of Idaho.

Two committees were formed to assist the Idaho Department of Parks and Recreation with the planning process. One was a citizens advisory committee made up of all trail user interests represented by the Idaho Trails Council. The other was an agency steering committee that had representatives from all of the state and federal agencies that would be impacted.

The citizens advisory committee had an important role in determining the direction in that they were charged with recommending goals and objectives for the trail; recommending the trail routes; establishing assistance groups to help federal managers and land owners that might be impacted; to promote development and management of the trail through adoption programs or different trail organizations committing to take care of certain parts of the trail; and serving as a liaison between the parks department and trail users throughout the entire state as well as the federal land managers and the private land owners. They would be responsible for developing and recommending a trail marking system. The department held a contest for the trail marking program to designate a logo for the trail about a year and one-half ago and received approximately 300 different suggestions, many of them from school children throughout the state. There was a selection committee who selected the trail logo marker. It's important to note that the centennial trail logo marker is not the same centennial logo that is commonly associated with the centennial. The citizens advisory committee was also responsible for providing expert advice on trail establishment and use from the user standpoint. The people on the committee represented all trail users in the state of Idaho.

The agency steering committee also had a very important role in advising the agency in that they were responsible for developing goals and objectives of the trail, developing trail management and maintenance direction, preparing cooperative agreements and management plans with the citizen advisory committee and trail user groups, and developing trail routes and alternatives. Again, federal agencies were heavily represented as every U. S. Forest and BLM area that the trail conceivably could go through had a representative on that committee.

In May of 1988 a goal-setting workshop was conducted after the Idaho Department of Parks and Recreation and the Idaho Trails Council meeting in McCall. Participants at that goal-setting meeting included equestrians, mountain bikers, hikers, backpackers, trail bikers, skiers, and representatives from several Forest Service and Bureau of Land Management offices.

Generally, workshop participants envisioned a trail that focused on Idaho's diversity. They wanted to provide a trail where one could see the agricultural industry that is so important to this state, to view the mining that goes on in some of the back country, and to see and touch upon as many of the historical, recreational, and scenic sites and areas as possible.

They developed a set of goals, which has previously been presented to the board.

In December of 1988, the Idaho Department of Parks and Recreation sent out 400 scoping documents around the state to solicit input and comments on several alternatives that the different committees had recognized as being possible routes for the trail. Although 400 documents went out, only about 30 were returned. A preferred alternative by both the citizens advisory committee and the technical advisory committee was developed.

The committee used a process called "Choosing By Advantages" (CBA) which is a process to evaluate all the alternatives available and then weigh the values against the goals and objectives to come up with a route that appears to meet the majority of the goals and objectives.

In April of 1989 a cross section of the joint committees met in Boise to do a trial run on one of the segments that were chosen under the CBA process to see whether the CBA process was really working, and if it would produce the kind of trail that they envisioned for the citizens of Idaho.

The full joint committees met in Sun Valley in May of 1989 to complete that process. A reconsideration stage was entered into in which the Idaho Department of Parks and Recreation went back out to the public with the recommended alternative, and asked them for comments. It was at this point that it became very clear that some of the citizens were not comfortable with the fact that the preferred trail did not go

through the Frank Church River of No Return Wilderness and the Bitterroot-Selway Wilderness. They felt that was a very important pristine part of our state, although all of the other goals were met in the other alternative, that the wilderness experience was very central to the entire earlier concept of that trail. At that point it became apparent that the readings between the Lasting Legacy Committee, who charged this agency and the different advisory committees that were working on this, had not been made clear.

The citizens committees and the technical committees went back to work again after the Lasting Legacy request to reexamine and consider a wilderness route. They came up with the wilderness route that has been outlined on the maps that the board has been provided over the past several months. The Lasting Legacy Committee, at their meeting in January, adopted segment one from British Columbia down to Hoodoo Pass which was the same route that was selected by the advisory committee; they officially selected the route through the two wilderness areas; and the third segment, south of wilderness down to the Nevada line. They did not officially address a western route although they felt that if the parks board adopted one, it would be an acceptable solution to them. They were very clear that they wanted the route through wilderness and the segment one and three that are on the south and north end of wilderness to be called the Idaho State Centennial Trail, which is the name they had embraced from the beginning. The board has been provided a letter from Mr. Trueblood of the Lasting Legacy Committee with a copy of the actual motion that supports the recommendation being presented to the parks board.

This has been a very difficult project caused by trying to meet the needs of all of the citizens of the state, to protect the resource, and still have handled the information and the needs fairly and objectively. There doesn't appear to be an absolute compromise available in terms of what is the best possible decision.

The board has staff's recommendation that the board approve the state designation of the Idaho State Centennial Trail and the Centennial Trail west and east. In order to identify those routes outside of wilderness for the public, they have been termed Centennial Trail east and west. This terminology was suggested by Mr. Trueblood of the Lasting Legacy Commission as an acceptable way to identify them for trail users.

Director Ferrell concluded by saying she recommends that the board adopt the Idaho State Centennial Trail and Centennial Trail west and the small portion that is labeled east. The maps outlining the routes are before the board, along with a map that shows the 34 proposed wilderness areas that make up a combination of the Kastner bill, the Andrus-McClure bill, and other proposed wildernesses in the state. The map also shows the actual wildernesses. The proposed routes do travel through some of these proposed wilderness areas. It is important to note that the proposed route does not change any existing trail use that is currently authorized under existing land management plans. It does not introduce new uses; it does not change existing

uses. Changes in land use are established through public input and the NEPA process, and designated either by the Forest Service or the BLM.

Director Ferrell said she is pleased that Mr. Ed Bloedel from the Sawtooth Forest is here today because he has been in on the entire process from its inception. If there is an expert on the trail, Mr. Bloedel probably comes as close to representing that as anybody. Director Ferrell added that she came into the situation late in the process and missed a lot of the early deliberations.

There being no questions of Director Ferrell, Chairman Shewmaker called on Mr. Bieker to address the board.

Mr. Bieker thanked the board for allowing him to come and talk on the centennial trail. Mr. Bieker noted that he is president of the Idaho Trails Council. He emphasized that he is not here talking for the council now, but is here on his own. The board has the letter from the Trails Council already. Mr. Bieker said he's here to urge the board to approve the Idaho Centennial Trail.

Mr. Bieker related a story about a friend of his who was wheelchair bound. This gentleman, whom he's known for about 40 years has had multiple sclerosis (MS) for the last 24 years. It is a terrible disease that affects different people differently. For the last 12 years this gentleman was confined to the wheelchair, and the last 5 years he gradually lost control of all but use of one arm and one hand, but with a very keen mind. He was able to operate a motorized wheelchair, and he got good at it. He traveled all over the city in his motorized wheelchair. He was an avid outdoorsman while he was able to be that way. When Mr. Bieker visited him in a nursing home in Clarkston, he always wanted to know how the Centennial Trail was coming along. He said he wanted to be able to take his wheelchair and go ride on the Centennial Trail. He also said he wanted to ride on some of the wilderness trails. Well, federal law says, this you can't do. He told Mr. Bieker that was discrimination, and he's absolutely right. It is. Mr. Bieker said he wanted his friend to come and speak to the board today, but he can't. He died three weeks ago. He'll never be able to take that wheelchair ride on the Centennial Trail, but for the sake of all the other wheelchair-bound people, Mr. Bieker urged the board to approve this trail with the least amount of restriction possible. Allow these people to get out and see some of Idaho's country as it is now. At the last meeting of the Four-County Natural Resources Committee meeting in Coeur d'Alene, there was one dissenting vote out of all the votes that were cast for the Centennial Trail. The one gentleman said he wanted it to be a walking and hiking trail only. Mr. Bieker urged the board to remember the people in the wheelchairs. Nobody has talked to them yet. Thank you.

Chairman Shewmaker called on Forrest Pry to address the board.

Mr. Pry said he's wearing two hats today. The first hat is for myself--horseman, backpacker, hiker. Mr. Chairman and members of the board, there isn't enough public knowledge about the proposed

multipurpose trail. You must get more information out to the public. You must have a well-detailed map along with this information. I have yet to see such a map, only vague dotted lines. I urge you, do not cast this centennial trail in stone until more public knowledge is available. I, as well as many others, have opposed building multipurpose roads through existing wilderness as well as proposed wilderness areas. Motorized vehicles do not mix with day hikers, backpackers, bicyclists, and horsemen. Not wanting to be lopsided in my opinion, I went to horsemen's clubs, private riders, and talked to hikers and outfitters. They all oppose the concept of multipurpose usage of high country except by nonmotorized use.

A case in point, Canfield Mountain in the Coeur d'Alene National Forest had a very good trail over this mountain built by horsemen, used by day hikers and backpackers, also. Along came motorbikes, which not only became a nuisance to the people on foot and on horseback, but they did incredible damage to the trail as well as to the mountainside. Now we have the water running down the eroded trail with such washouts that neither hikers nor horsemen can use them. Gentlemen, this is a very small area compared to the proposed trail. Just think of the damage here, multiplied because of the location and size of the trail. A case in point, Jerry Johnson Hot Springs off of highway 12 with easy access to the public, has been taken over by nudist groups who don't care about ecology, about the environment, nor do they care where they take a crap. They are defiling this public area, therefore denying the use to others who simply want to enjoy the beauty and soothing waters of the spring. There's another example that usually happens when motorized vehicles are allowed to get too close to special areas. Unfortunately people take unfair advantage. Let us keep our precious backcountry for the ones who truly appreciate beauty, serenity, closeness to nature. There are too many roads cutting into pristine areas already. It's imperative to preserve some of our most valuable heritage for the people who appreciate it. If we continue to open up more areas to motorized vehicles, we surely will destroy, within one generation, what mother nature has created in a millennium. We have to be stewards of the land and to ensure that following generations will have an opportunity to see what the backcountry looks like. Members of the board, for all the mentioned reasons and many others that would be too tedious for you to read, I cannot accept the idea of the Centennial Trail becoming a motorized trail. Can you in good conscience approve a move that will cause irreparable losses to our precious heritage. Thank you for this opportunity, and I am Forrest Pry.

Mr. Pry said the second half of his presentation results from his belonging to the Kootenai Environmental Alliance (KEA) in Coeur d'Alene. I agreed to convey to you a letter from them, and I hope that you'll bear with me a little bit longer. At the KEA meeting March 17, 1990, members voted to call your attention again to a letter of February, 1990, endorsing the idea of a divided trail. They again wish to be on record as favoring a separate trail, when necessary, for motorized vehicles outside the wilderness. We are still concerned about the effect of the centennial trail designation involving wilderness areas and areas proposed for wilderness by the Coalition

for Public Lands. The map for the trail which we have seen appears to route the motorized trail through the Gospel Hump Wilderness, and also appears to route motorized recreation through proposed wilderness areas including the Selmo-Priest, Long-Canyon, Selkirk, Scotchman Peak, Mallard-Larkins, Moose Mountain, Hawk Mountain, Lewis and Clark, South Fork, Salmon River, Hansom Lakes, Smokey Mountain, and Lime Creek. They would not want the designations of a centennial trail to jeopardize present or future wilderness designation in these areas. Submitted by Carol Stacey, Vice-President, KEA.

Mr. Pry asked for extra copies of the director's report and a good map.

Mr. Thomas said that he is from north Idaho and they don't know too much about it up north. But it isn't because the department hasn't provided the information. The fault lies in the news media that receives the information refuses to print it. They get news items of importance to the people of the state of Idaho out of the Boise Office and you never see them in the paper, but they get them. So it isn't the fault of this department.

Mr. Pry said he appreciates that information, because that was the one thing that he ran into when talking to so many people. They said we do not have any information, and that is what the body of my letter says.

Mr. Thomas said he attended a meeting of the Backcountry Horsemen in Coeur d'Alene a couple of weeks ago and noticed on their table that they had the maps with the latest proposal that the board is discussing today. Along with this map, there's a key showing the trail from north to south that keys into every section on a detailed forest map showing the detailed route mile-by-mile. The Backcountry Horsemen have this map showing the proposed trail that the board is discussing today.

Mr. Pry said he would still like to have a copy of that map, because there are other people besides these groups that are very keenly interested in the trail.

Mr. Thomas said at the Centennial Trail public meeting in Boise, state president Arlan Smith of the Backcountry Horsemen, addressed the board. Mr. Thomas said his main concern was a single trail that was supposed to accommodate multi-use. Mr. Thomas said he asked Mr. Smith if the horses are becoming accustomed to the motorcycles, and he seemed to think yes. Then the motorcycle people testified, and they are on a program of educating their people to stop their motorcycles and turn them off, go and talk to the horse people and find out the best way that the horse people recommend to pass on the trail. So, in the spirit of having a Centennial Trail from north to south, these two groups of people of adverse uses on the trail are trying to work together to make this come about.

Mr. Pry said I concur with what you have said, but the mixing of the species really don't mix. Like the gentleman before me testified about the man that had MS, my heart goes out to him and I think there's parts of that trail where you could take these wheelchairs. There's a lot to look at, and I hope my oar is not in the water too late to ride the rapids. Thank you very much.

Chairman Shewmaker introduced Morton Brigham.

Mr. Brigham said he wanted to address the board as an individual. For a long time I've been interested in conservation problems throughout the state. I was one of the instigators of the Gospel Hump wilderness in the first place and served on the negotiating committee where we negotiated that with the timber people and the people from Grangeville. We reached one of the few successful negotiations that was ever carried out with respect to the conflict over wilderness and nonwilderness use. I also participated back in the 60's and even prior to that in coordination of the Selway-Bitterroot wilderness so I've had quite a few years experience at this. Now the environmental laws were passed by Congress a few years ago for a purpose. The reason they were passed in the beginning was that we had too many diverse groups with different plans to do different things with different parts of the country, and their efforts weren't coordinated. For example, one agency working to perpetuate certain conditions whereas another agency may be working to destroy it. The Environmental Policy Act was passed to put a stop to that so there could be a more coordinated approach. Now, at the same time people continually seem to try to by-pass this environmental process. We have laws that are pretty definite in that respect. It applies to a lot of things besides wilderness and where there are major uses to be initiated that may affect certain parts of the country, sooner or later you're going to have to go through the environmental process whether you like it or not.

One point that comes to mind is, I'm familiar with this Gospel Hump wilderness because of my background in it, and also I've been on the ground. This western motorized trail crosses the Salmon River Canyon down there by the mouth of Wind River and goes across the river on the Wind River bridge, then it heads up somewhere or another, and I haven't been able to find that out, to the north. One route would be by the old Bullion mine which route would be off the wilderness. Another route goes up Wind River about three miles to the old McMeaghan ranch and then would have to go to the west on a trail that climbs up a bluff there. This country is extremely steep; people have fallen off those bluffs down there when they were afoot. I remember a mountain climber fell off to his death a few years ago, right there at the mouth of Wind River, just up the trail a little ways. I can't see for the life of me how you could ever, at any reasonable expense, ever produce a trail that's supposed to be suitable for motorized trails in that part of the country. The soils are erosive and in April, for example, you could cross the Wind River bridge and go part way up the hill. Who's going to stop a motorcycle from using it then? They won't be able to get clear through on top because there's too much snow, but then they're riding up the trail and once they get up there they'll be using them for hill climbs, hill climb practice and all sorts of purposes.

We know around Lewiston here for example that all you have to do is allow motorized use across a corner of a field for example and then they racetrack on the whole field. People get out there with motorized vehicles and go around and around and around in a circle like a crazy bedbug. They tear the whole field up if you let them into one corner. So there has to be somebody enforcing it, and a lot of regulations. Even if they had a surfaced trail in that part of the country that went up the hill through the problem areas where the soil

is erosive, they won't stay on the trail and they won't stay on the surface after they get up there. They'll just use that as access to get up there and cut the whole country up. It will take a lot of enforcement, so I can't see how you could go into that kind of process without a full environmental disclosure of the whole details before you start to get any funds for the thing. I don't think there's enough first-hand information available on any such a project of that size that you have the information even to draw up an environmental statement yet. That's a major project.

Another thing is, I think it's a frivolous use of money. We have people all over the state who don't have enough to eat, little children that don't have money to go to the doctor, women that are pregnant who don't have any money for suitable doctor's attention, we have people that are hungry, people without houses, hundreds of bridges all over the state that need to be replaced. I would say if we're going to spend money on a north/south route, let's spend it on highway 95 where we need it so we can use it with a truck. The way it is now, it's a dangerous process to even ride across areas like Lawyer's Canyon.

I can't see that frivolous use of money at a time when we have all these other issues staring us in the face. Actually the world as a whole. The entire planet is subject to threats that pale by the imagination. For example, the greenhouse effect. What effect would it have for example if say 500 to 1000 nuclear bombs would be blown over some of our cities. We have the ozone hole that allows harmful radiation to come to the planet here that causes a lot more skin cancer. We have vast pollution areas, areas like we have up around the mines around Coeur d'Alene. We have huge areas of mining waste that's never been cleaned up all over the country. Why can't we use what funds we have for some purpose like that rather than some place for some guy to ride up and down the mountain in a hurry on his motorcycle. Some of the promoters seem to think there's no place for them to go if you don't get this centennial trail. Actually there's been thousands and thousands of miles of trails and roads available ever since I can remember, and that's been too many years, where you can go out and camp and stay there a week and never see anybody. They don't have to have a new trail in order to find a place to get out in the boondocks. I think if you try to proceed the way you're trying to with this western motorized trail, if you try to proceed the way you're headed, you're just headed for a lawsuit. I don't think you're going to go anywhere. There's enough people interested they won't stand by and do nothing while such a thing is built. Thank you.

Director Ferrell pointed out that this is not a newly constructed trail. It's existing trails with existing uses, and that's caused some of the confusion. It's a symbolic designation that links existing trails and existing uses. One of the charges that Lasting Legacy gave was to use existing trails; use what is on the ground today.

Mr. Brigham said that may be their policy, I don't know about that, but when somebody starts up that trail that goes up the Lower Wind River and then starts to head off up the ridge to the west, he had better have a darned sharp shod horse, and it had better be in the middle of the summer.

Director Ferrell said that she has ridden parts of the trail in the north part of the state on horseback. It was open to multiple use, but the only thing that could get through there was a hiker or horse. It was very difficult riding.

Mr. Brigham interjected that any way you go across that Salmon River canyon, you're going to have to have a new trail. There's no way to do it on existing trails without a lot of damage.

Director Ferrell said the agency is not supporting the creation of new trails.

Mr. Brigham interjected then you're going to stop right at the bridge. There's a dead end of your trail right there, because you're not going anywhere after you get across the bridge unless it's rebuilt.

Chairman Shewmaker called on Mr. Bloedel to comment on the proposed Idaho State Centennial Trail route.

Mr. Bloedel said he didn't come here to testify for the Forest Service because the Forest Service has already testified in favor of these routes that the board has before them. The position of the Forest Service is still the same.

As was pointed out earlier in the Forest Service testimony, the route designation is still largely symbolic, which Director Ferrell just mentioned. When it crosses the national forest lands, these trails are already in place; the types of use are already there as designated by the national forest travel plans. One of the misunderstandings that seems to keep arising here is not understanding that all these trails are in place and are being used. Both of the routes have sections that are open to motorized use and sections that are not open to motorized use outside of wilderness. Forget wilderness for a moment. There are a lot of sections that are closed to motorized trail use by national forest plans on both of these routes because of resource damage or conflict between users, or other reasons that the Forest Service uses in the analysis of the national forest process. All the trails are in place. There may be some small sections up in the Panhandle near the Canadian border not in place, but otherwise the trails are already in place or the route is along roads. In a lot of cases it's along roads because there wasn't enough single trail routes to try to fit together. It was planned through that selection committee that the route could go through parts of wilderness. Both of the routes, the western and the route in the central section of the state go through wilderness. The Lasting Legacy Committee and others felt the western route, or the preferred route, did not go through enough wilderness, it just touched the edges. For example the Gospel Hump that Mr. Brigham brought up goes in and out of the Gospel Hump and where it goes into wilderness, it and probably a lot of the section that is outside the wilderness right in that area, is closed to motorized vehicle use and that's the way it would remain. If the state designates this as a centennial route, it would remain that way. Or, it could be adjusted--not in the wilderness--but outside of wilderness by forest travel plans. So remember that if you establish a trail, that the use can be adjusted through these forest travel plans, or if Congress should establish wilderness, and that's happened in the past. There's a lot of times Congress has come in and said we want this to be wilderness where trails were used by

motorized vehicles and in a lot of cases, even jeeps. All over the country there are examples of that, and that's Congress' prerogative. That's the people of the United States' prerogative, through Congress, to establish wilderness if they wish. The Forests then manage it as wilderness.

There was no trail actually designated as an alternate motorized route. A lot of that has come out because of the way it came out in the media, or the way certain people are making that statement to make that the issue. There was no plan to say this is the alternate motorized route. The western route goes in and out of wilderness. When the committee went through this process, they were looking at different alternatives, knowing that parts of that route would be closed to motorized use, There would be other roads and trails off of the centennial trail that motorized use could occur on and then come back on the centennial trail. The motorized users that were on the committee at least are fully aware of that.

Again, the Forest Service testified earlier. The Forest Service is cooperating with the designation through the state process. The NEPA process has been mentioned several times in testimony in other places; the Forest Service is following that. Part of that is the public involvement that is going on now in a great fashion because a lot of people are getting involved.

But if the board designates a trail, then it's still up to the Forest Service as land managers to manage that and say what is going to be the use, working with the public. We'll manage those under the NEPA process. We will follow the national environmental process in implementing or managing this trail.

Again, the board already has the Forest Service' written testimony in support of the route that has been outlined by Director Ferrell which is delineated on the maps before you today. The Forest Service believes that the centennial route will have little affect (and the amount of use is a matter of opinion) and doesn't feel the designation will change the use a great deal one way or the other.

Both routes go through proposed wildernesses--both routes--not just the western route, but both routes.

Mrs. Robertson asked Mr. Bloedel, if the board designates that trail route, would that swing the balance towards making those travel plans favor motorized vehicles? Mr. Bloedel said he didn't think so, because you're designating a trail that is open to both motorized and nonmotorized use based on the forest travel planning process. However, I said earlier, that can be adjusted.

Mrs. Robertson asked about areas that are more or less defacto nonmotorized trails because they are so steep, such as Mr. Brigham suggested. For instance, in areas that are already okay in the Forest Service plan for multiple use but they just can't be used because they are too steep, does the Forest Service have plans to redo those trails to upgrade them so that motorized vehicles can use them which would actually make that area more available to motorized use? Mr. Bloedel said he couldn't think of any motorized plans for any specific forests, but yes, if there are places where that can be done. When the Forest Service plans to rebuild a trail so that it is suitable for whatever use, it goes through the NEPA the same as any other project. If, within the travel planning process, they make that decision that this would be suitable for motorized use, if there was some change in the trail, there could be some plans to go ahead and improve some trails along

those lines. They don't have any specific plans for the Idaho State Centennial Trail like that. They will look at each section of the centennial trail, if the board designates it, on a case-by-case basis, based on the forest plan direction, what the public has told us through the forest planning process and federal plan direction tied to that, and whether or not that should be changed or adjusted.

Mr. Bloedel said there may be some trail projects that are upgraded. These trails are already there and in existence, and plans have been made to do things on these trails. So, there may be some projects now along this particular route where the trail is going to be changed and upgraded. The Forests are working on their trail program and management program regardless of this designation process.

Mrs. Robertson said some people have pointed out specific projects where they felt that that has been done, and she was trying to clarify that. It gets back to the fear that they have that those improvements will indeed prejudice travel plans and jeopardize proposed wilderness areas in terms of those ever being considered for wilderness through the NEPA process. Mr. Bloedel said that's an opinion. People can say that's the way it will go. He feels it can go either way. They are upgrading some trails in the Smokeys, but are not upgrading those trails with the purpose of improving them for motorized use. Those trails that are being upgraded are unsafe for horse travel, causing erosion, and other problems. In the Smokey Mountains, we have certain trails that are being upgraded. This is on the Sawtooth, which is one of the controversial areas that the conservation groups have proposed for wilderness that the forest plan doesn't propose for wilderness. The conservation people then can say that we're upgrading that just for motorized use. Well, that's their opinion, but we are rebuilding some of those trails because of resource damage and other safety conflicts, and problems for horses.

Mrs. Robertson said in the Red Mountain wilderness area that the Forest Service proposed for wilderness, wasn't approximately half of that struck from consideration because of the ORV trails in that area? Mr. Bloedel said he didn't know the Red Mountain area, so can't answer that. It was hard to get someone here that would have details on each of those areas. He said he could only answer for the specifics on the Smokey areas.

Mr. Later asked if it is correct that a person could not follow that designated trail with a motorbike without leaving it at certain places and then coming back on? Mr. Bloedel said that's correct. Mr. Later added, unless designations were changed or unless trails were rebuilt or something. Mr. Bloedel said they would have to be relocated, too, because the western route goes through wilderness. We have no authority to allow motorized in the wilderness, and have no intention of that. Mr. Later said couldn't that same thing be said of the eastern route? That if a person headed out on a motorbike, could he follow part of it and then have to get out onto. . . . Mr. Bloedel said the same thing could be said for an eastern route. Mr. Later said then, what is the purpose of designating a western route? Mr. Bloedel said the western route was the chosen preferred alternative of those joint committees that worked through this using all the criteria. Some of the criteria was to provide a diversity of recreation opportunities, to protect high quality natural cultural recreation. It was an attempt to tie in those other things. It was the highest scoring selected route in the process. Mr. Later said then the name that the media or somebody has put on that western route by calling it a motorized route is a misnomer. Mr. Bloedel said that's true. It is a misnomer.

Chairman Shewmaker thanked Mr. Bloedel for his comments.

Chairman Shewmaker said in his view this was a compromise, the best thing that the board can do, realizing that it's not going to be fully accepted by any group, but it was the best that could be done in meeting the objectives that were set. He commended all those parties involved for coming up with what they did. It was not an easy job. Staff's recommended action is to approve the centennial trail as presented.

Mr. Thomas said about five days ago he received a very thick package of information on the centennial trail that Director Ferrell sent to the board to review. He said he has been spending most of his waking hours wrestling with this trail problem. The Forest Service, primarily, is in charge of all of these lands. In the written statements and testimony, it is clear that on this particular route they are only putting a name to it--nothing more. The route more or less follows existing roads and existing trails which have been used for motorized, backpacking, and so forth. This does not digress from that. It's merely putting a name to a route. A lot of people put in a lot of time on the project. He said he was particularly impressed with a story in the Grangeville newspaper. Two hundred people went up on the Lochsa, a part of the proposed centennial trail, and put in a weekend building trails and bridges for the successful designation of this particular north-south trail. That's impressive. By adopting this recommendation, the board is satisfying the things that the Lasting Legacy Committee wants and providing future generations a lasting legacy that they will appreciate down the road.

**Mr. Thomas said, I therefore move that the board adopt the recommendation as submitted by the staff and our director. The recommendation is as follows: That the Idaho Parks and Recreation Board approve state designation of the Idaho State Centennial trail and centennial trail west and east as shown on the attached map. This action taken in accordance with Idaho Code 67-4223. I move for the adoption of the recommendation. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion on the motion.

Mrs. Robertson urged against adoption of this proposal, partially because she thought one of the foremost natural resource sponsored controversies right now in Idaho is wilderness. It has been for a long time, and it will be into the future. Mr. Bloedel has pointed out that in the past that when wilderness areas were designated, that motorized trails were discontinued. But she thought that if some of the proposed wildernesses were to be considered for wilderness designation now, it would be very difficult to say that the Idaho State Centennial Trail, motorized portions, would have to be discontinued because of the label the board is putting on it. She felt that because of that, in a sense the board is inserting themselves as a state agency and as a state process in something that should be a congressional prerogative. The board could quite possibly jeopardize the ability of these areas to be designated wilderness at some time. She said she is not against a western alternate but is against that alternate going through areas that are currently proposed wilderness.

Chairman Shewmaker said he certainly didn't think it would be the intent of the motion that the board do anything that would be construed as causing an area in the future not to be included in wilderness. Any action such as future wilderness

designation can only be handled by the administrative agency with the authority such as the Forest Service or BLM and by congressional action.

Chairman Shewmaker called for any more discussion.

Mr. Thomas called for the question.

**Chairman Shewmaker said all those in favor of the motion signify by saying aye. Messrs. Shewmaker, Thomson, Neal, and Thomas voted aye. Mrs. Robertson and Mr. Later voted nay. Motion carried.**

## **EMERGENCY PROMULGATION OF PUBLIC INFORMATION RULES**

Ms. Just presented the following written report:

The 1990 legislature passed, and the governor signed, a comprehensive public records bill, House Bill 860. The legislation takes effect on July 1, 1990. The existing rules pertaining to access to public records of the department were promulgated in the spring of 1988, and do not comport with some portions of the new legislation.

Staff is proposing amendments to the existing rules to bring them into compliance with the legislation. A copy of the rules in legislative format is attached to aid you in discerning the changes which are proposed. The attached form is not a part of the rules, but is provided for your reference, as the rules do make reference to the form. Because there is inadequate time to promulgate these rules using normal notice and comment procedures, staff is requesting that the board approve the amended rules as emergency rules to become effective July 1, 1990, and further direct staff to begin the formal promulgation process.

Staff recommends that the board approve the proposed amendments to IDAPA 26.10.4 as emergency rules to become effective July 1, 1990, and direct staff to begin concurrent promulgation of the rules through the ordinary notice and comment process.

**The rules in legislative bill format are attached hereto and hereby made a part of this record. The form for requesting public records is attached hereto and hereby made a part of this record.**

Ms. Just added that the legislature resolved a long-term dispute that has gone on between the media and various state agencies about what kind of records were available to the public. In the past, the law read that anything that was in a department's files was open to the public unless there was a specific statutory exemption that closed a public record. The problem was that a multiplicity of agencies had a multiplicity of statutes that were scattered from one end of the Idaho Code to the other. Even with all of those exemptions, some state agencies were having problems conducting business because certain items that they dealt with weren't public records and were causing them problems and they were trying to get more exemptions. The media felt that everybody was trying to conduct state business behind closed doors and they finally came up with a comprehensive bill to deal with public records. It sunsets all of the existing provisions and institutes a system whereby all records are public except for 36

specified exemptions that are all going to appear in one place in the Idaho Code. It also sets up some provisions for timeliness of responding to public records requests, and specifies when and how much can be charged for providing this information. Some of those procedural things that were in that legislative action were not consistent with the public records provisions that the Idaho Department of Parks and Recreation had in its rules that it implemented in 1988. So the proposed rule changes don't go into the substance of the legislative enactment, but they are designed to deal with and make the department's procedures consistent with the procedural requirements of the new bill, the majority of which goes into effect July 1. The sunseting of the existing exemptions doesn't go into effect until 1993, but the working part of the public records bill does become effective in July. Therefore, staff is asking the board to allow promulgation of the rule changes as emergency rules to become effective on July 1. At the same time, staff will take those through the full public hearing process. There was no way to do that and have them finalized and in effect on July 1 to comply with the statutes.

The department's existing rules call for one public records officer in the entire state and that worked fine because most of the records people asked for were in the central office. But the new law only allows three days to respond to a public records request and there are public records kept in each of our parks that are not available in the central office. It would be unworkable for those public information requests to go from a park to Boise and back and be able to do that under the time limit. We propose to have someone designated in the central office, the two region offices and every park office who will be in charge of the public records requests. The proposed rules include compliance within three days.

The new bill allows for photocopying charges but not for staff time in preparing, compiling and photocopying. The old rules allowed the department to charge \$10 per hour if it took a lot of staff time to compile a response to the request. The proposed rules specify 10 cents a copy for photocopying. The new bill allows charges for producing automated records off the computer, and limits the charge to actual costs to provide the information. The proposed rules specify the form of the computerized data. The individual requesting the public records will get the information the way the department has it, and it will be up to them to convert it to something usable to them.

Ms. Just said she will provide all staff and the board a copy of a manual that will explain what items are not for public consumption and what are and how to respond in order to comply with the statute. The statute included fines of \$1000 for public officials who in bad faith don't comply with the terms of the statute. That's going to be applicable to each public records person whether in the park, region office, or if the request is made to a board member. Director Ferrell pointed out that that \$1000 fine is a personal fiscal liability. It is not something that would be picked up by the state.

**Mr. Neal moved that the board approve the proposed amendments to the administrative rules. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## AMENDMENTS TO FEES AND CHARGES IN STATE PARKS

Mr. Dokken presented the following written report for board consideration. The Idaho Department of Parks and Recreation is recommending an increase in fees, to be effective January 1, 1991, as follows:

	<u>Present</u>	<u>Proposed</u>
Campsite Fees		
Primitive - vault toilets no water	\$ 4.00	\$ 5.00
Basic     - vault toilets central water	6.00	7.00
Developed - flush toilets central water	7.00	8.00
Electrical hookups at site	2.00	3.00
Group Use Fees (per person)	1.00	1.25
Farragut State Park Minimum charges per night		
Thimbleberry	50.00	70.00
Waldron Loop 1	70.00	100.00
Waldron Loop 2	120.00	150.00
Buttonhook Area A	40.00	50.00
Buttonhook Area B	60.00	80.00
Annual State Park Passport (motorized vehicle entrance fee)	20.00	25.00
Discount rate if purchased prior to February 1	10.00	15.00

The present fees have been in effect since January, 1988. In making the recommendation to increase fees, several factors were considered: inflation since 1988, input from individual park managers, rates charged by private operators, rates charged in neighboring states, and increased operational fiscal needs.

The electrical hookup fee increase is a result of a study conducted at Hells Gate State Park. A meter was installed on one campsite, which showed a range of between \$2.25 to \$3.50 per site per day. While certainly not a scientifically exact study, it confirmed that an increase in fees for electrical hookups is needed.

There is a need to increase revenue to finance additional operating expenses to cover inflationary costs and a need to increase fees to hire additional seasonal personnel to provide services demanded by increased visitation. There is a need to increase fees to keep pace with other state park agencies in the West, and to remain generally competitive with private campgrounds in order not to negatively impact their business.

Setting of fees and charges is certainly not an exact science. Efforts to establish a rate that will not cause undue competition with private enterprise have met with mixed success. Rates charged by private enterprise

vary greatly. Consequently, the proposed fees, while considering private enterprise, are based on a variety of considerations.

The use of fees and charges within the state park system serves several purposes.

It provides a means for the user to pay a larger share of the cost of services--services are priced at a level that is fair to both users and nonusers. If a particular service provides benefits only to one user, such as reservations, an attempt is made to make that service pay for itself. Other services, such as protection of the resources located in a state park, are provided for the public good and the cost of providing these services should be borne by everyone. Campgrounds are provided for the public good, but should not be totally financed by the taxpayer or user. By providing these types of facilities, benefits accrue to surrounding communities, to the total state's economy, as well as to the user.

Fees and charges provide an alternate source of revenue for the Department. The pressure continues to increase services while the availability of tax dollars to provide those services decreases. This has necessitated a stronger emphasis on revenue enhancement.

Fees and charges are used as a management tool. They can be used to limit or encourage use in certain areas and at different times of the year; they can be used to determine demand; and the charging of fees can encourage private enterprise to enter the market if a profit can be made.

Staff has taken into account all of the above considerations in recommending an increase in fees. The financial benefits may not be seen the first year. In past years, when rates have been raised, the net effect has been a reduction of visitors the first year with a slight increase in revenue. In ensuing years, there has been a gradual increase in visitation.

Staff recommends the Board approve, in concept, the proposed fees for 1991. Further, that the Board direct staff to start the promulgation process so that the final fees and charges can be approved by the Board in their fall meeting.

Mr. Thomson asked if the group use fees pertain to Harriman? Mr. Dokken said Harriman and Dworshak have separate fee structures. The fees proposed here pertain to the other group use areas in state parks.

Mr. Thomas asked how many months and what time of the year did the experiment on electrical hookups cover? Mr. Dokken said the meter was read daily during August, September, and October. It's not a scientific study, but it reaffirmed staff's feelings that sufficient revenue wasn't being received to pay the electrical costs. Director Ferrell said it will have been three years since fees increases have been considered for our general camping.

Mr. Dokken added that whenever the department increases fees, there is a corresponding decrease in visitation, but a leveling of the fees. Staff does not anticipate much additional revenue next fiscal year as a result of this increase in fees. Calendar year 1992 is the time when the benefits of the fee increases will start to come in.

Mr. Later moved that the board approve the fees in concept as presented, and that staff be directed to begin the rule promulgation process. Mr. Neal seconded the motion.

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

All votes cast were in favor of the motion. Motion carried.

**OFF-ROAD MOTOR VEHICLE (ORMV) PROJECTS**

Mr. Chuck Wells presented the following written report:

The list of projects shown have been reviewed and recommended by the Off-Road Motor Vehicle Fund Advisory Committee during their May 3 meeting in Boise. This list was reduced from a larger list of proposed projects.

Staff recommends approval of all of the listed projects to be funded as far as available funds will allow.

ORMV FUND

Approved ORMV Fund Budget for FY '91 (Trustee & Benefit and Capital Outlay)	\$733,500.00
Previously Approved Project Commitments :	\$90,228.00
Boise District BLM-Owyhee Front	\$37,000
Ketchum Ranger District-S.N.F.	\$31,428
Twin Falls Ranger District-S.N.F.	
Third Fork Trail System	\$21,800
Replacement of three (3) Groomers	255,000.00
Proposed FY 90 ORMV Projects	323,817.00
Projects under \$10,000 & Miscellaneous expenses	64,455.00

ORMV FUND Proposed Projects for FY 91

	<u>PRIORITY &amp; SCORE</u>	<u>APPLICANT/PROJECT</u>	<u>RUNNING AMOUNT</u>	<u>TOTAL</u>
1	95.59	BLM - Egin Lake Access	\$33,850	\$33,850
2	85.68	Boise BLM - Boise Front OHV Trails	\$13,500	\$47,350
3	82.64	Nez Perce National Forest - Bullion Creek Trail (withdrawn)	\$50,000	\$97,350
4	82.59	Lowman RD/BNF - Rocky Wagon ATV Trail System (3 years at \$20,750 per year)	\$20,750	\$118,100
5	82.55	Payette Co RD - Clay Peak OHV Park	\$15,250	\$133,350

6	79.09	Ada Co Sheriff - Sheriff Patrol/Boise Front	\$20,000	\$153,350
7	77.45	Lowman RD/BNF - Deadwood Trail Projects (5 years at \$32,309 per year)	\$32,309	\$185,659
8	75.64	Boise RD/BNF - Corbus, Hot Creek & Grouse Creek (3 years at \$32,703 per year)	\$32,703	\$183,362
9	74.86	Wallace RD/IPNF - Graham Creek Trail	\$12,000	\$230,362
10	69.56	Pocatello RD/CNF - Belle Marsh Trail Projects (2 yrs: 1st yr. - \$36,454, 2nd yr. - \$13,254)	\$36,454	\$266,817
11	61.99	Montpelier RD/CNF - Horseshoe Basin Warming Hut	\$25,000	\$291,817
12	55.85	Valley Co Sheriff - Purchase, Snowmobile	\$10,000	\$301,817
13	52.90	Mtn. Home RD/BNF - Trinity Warming Hut	\$12,000	\$313,817
14	43.42	Salmon Ridge Runners Snmbl Club - Purchase, Groomer Trailer	\$10,000	\$323,817

**The entire package of individual projects that are recommended to the board for approval today are attached hereto and hereby made a part of this record.**

Mr. Wells remarked that the new ORMV Advisory Committee scored and recommended the projects. The committee was established as a result of legislation that was enacted two years ago. The committee has three representatives from north Idaho, three from southwest Idaho and three from southeastern Idaho, and there is a snowmobile member, a trailbike/ATV member, and a nonmotorized member from each of those areas. The committee met in May and provided excellent input and evaluated the projects very carefully. Some of the projects are on-going projects phased over several years. As a result, approximately \$90,000 is obligated before other projects can be considered. Also, several years ago a process of approving and replacing groomers was set up. Staff tries to select three or four groomers a year for replacement. In addition, there are some miscellaneous projects under \$10,000 that have been approved by the Director; Staff will deal with those throughout the year.

Mr. Wells pointed out that **Project #3 on the list, Bullion Creek Trail on the Nez Perce National Forest**, should not be considered for approval at this time. Staff received a letter last week from the Nez Perce National Forest asking that the project be pulled. They want to back off on that project temporarily and get some other things done in there. It will change the totals.

Mr. Wells pointed out that the Boise Front had four project applications for ORMV funds:

- One was under \$10,000 from the public information/education committee from the Boise Front Coalition which was approved by Director Ferrell.
- Another project on the Boise Front was for \$13,500 for BLM to renovate trails, waterbars, etc.
- The other Boise Front project request was for Ada County Sheriff's patrol for \$20,000.
- The fourth project for the Boise Front was sponsored by the Boise Front coalition for \$39,200, which is not on this list. The committee voted seven against and two in favor of the project. It puts the department in a dilemma, because staff has been working with the Boise Front Coalition for several years to solve the problems on the Boise Front. Staff feels this is a good project in some ways, but would prefer not to alter the recommendations of this committee. This is the first time they have met.

Mr. Wells said he met with the Boise Front Coalition and they asked staff to present the fourth project to the board. That project involves working with the Ada County Soil Conservation Service on private land for fencing. Some of the committee members objected to the private land situation, but ORMV funds can be spent on private land. The three representatives from north Idaho pointed out the other three projects already approved for funding on the Boise Front.

Director Ferrell said that if the board approves this 4th project on the Boise Front, it basically is the final phase of the rehabilitation project that the Boise Front Coalition, other agencies, and this department have been working on for several years and it would take care of some of the last major problems that exist. The Boise Front project, under auspices of the Coalition, has received a great deal of notoriety. It will be receiving the "Take Pride in America Award" for the work that's been done on the Front. Director Ferrell added that she and Mr. Wells both feel that the board should commit these additional funds to finish up the project. It's been a monumental task, but the Boise Front Coalition has done miraculous work in a matter of 2-1/2 years. During the last board meeting this agency gave a community service award to the Boise Front Coalition for being able to work together as a cohesive group to solve those problems. None of staff wants to "go around" the recommendations of the committee, but this is one project that needs to go forward to finish the project. The fact that Bullion Creek has been pulled out also provides more than enough money to take care of that \$39,200 project on the Boise Front.

Mrs. Robertson said she is familiar with this problem, and certainly understands staff's hesitation to short-circuit this new committee, and she has some reservations about that. On the other hand, staff may, through longevity, work through some of the attitudes that northern Idaho feels like southern Idaho is getting all the money when they realize and have a history of projects you're working on and realize that some of the major problems are in the southern area that staff is addressing. Staff needs to look at it from that perspective. Mrs. Robertson encouraged the board to endorse this Boise Front project. It is worthwhile, a project that the board has a history of working towards.

Mr. Later said there would be some justification in the board approving this project in that this committee is new, and the Boise Front project is one that the board had made a significant commitment to as a staged project quite some time ago before this committee existed. The board should not walk away from any project leaving it almost completed whether that project is in southwest, east, or north Idaho.

Mr. Thomas said he was opposed to changing the committee's recommendation when it was first mentioned, but this discussion has given him a different perspective of the full program. He has changed his mind on that under the circumstances. Being a new committee, they may not see the overall operation of parks and recreation--the amount of money Kootenai County gets in boating funds as opposed to other counties, etc.

Mr. Wells said he would like to see a separate motion so staff can justify it as a continuation of a project that the board has an on-going commitment that shouldn't be stopped at this time. Future projects can be left to the committee.

**Mr. Thomas moved that the board approve the Boise Front project in the amount of \$39,200 to complete the final phase of the on-going rehabilitation project. Mrs. Robertson seconded the motion.**

Chairman Shewmaker called for further discussion of the above motion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

Mrs. Robertson asked why the Bullion Creek Trail project was pulled from the recommendations on this list? Mr. Wells read excerpts from the letter from Michael J. Cook, Forest Engineer, as follows:

There appears to be a discrepancy in the legal description between the legislated wilderness boundary and the intent of the boundary itself. This effects the physical location of the trail, as well as access to the trail from the highway by O.R.V. Due to additional public comment, the proposal needs further analysis to meet the requirements of the National Environmental Policy Act (NEPA). The present Categorical Exclusion will be expanded to an Environmental Analysis after clarification of this boundary. This process will take approximately 120 days without any further delays.

Mrs. Robertson said she had some concern when she saw that application, so she called Wayne Wright to find out if it was true that they were going to have to follow the NEPA process and do an environmental analysis on that. She was concerned because it looked suddenly like that had become part of the centennial trail. She had not heard about it until she received the information packet for this board meeting. Mr. Wright told her that originally when they made the application that they had encroached upon two environmental analyses that they had already done in the field for other projects and that they felt those would cover this project. They had filed a categorical exclusion, but it had not been signed off on in this file. When certain groups became aware that this might indeed be in the wilderness area, Mr. Wright reviewed the file and realized that had not been signed, so they were then forced to take these steps. Mrs. Robertson said she asked Mr. Wright, how many times does this happen with ORMV applications? Are there other occurrences where this is put in the file and never signed off on? He would not say that this had happened before, but suggested that this board might want to require, in the applications for ORMV projects on Forest Service and BLM land, an indication on the application that these had been signed off and by whom. Mrs. Robertson said she would like to make a motion to that effect.

Mr. Wells said this is the first and only project the Nez Perce National Forest has submitted for ORMV funds. When it came out for public review, they started getting comments and this was brought to their attention. They aren't sure if the trail goes into wilderness. Their intent was to relocate the trail so it would be outside of the wilderness.

Mrs. Robertson reiterated that she would like to make a motion, but wanted to hear a rebuttal from Mr. Wells as to what kind of situation that might put staff in if the board requires that a signoff be included in the project application that comes to the board for approval.

Director Ferrell asked exactly what statement would be in the application? Mrs. Robertson said something like ". . . on any applicable Forest Service or BLM signoff, that they have complied with NEPA before these projects come before the board."

Mr. Wells asked Lew Munson, who has been with the Forest Service and knows their processes, to explain the process. Mr. Munson said on most of these projects, they request the funds from the ORMV grant. If the funds are approved, they go into the complete NEPA process. If they aren't approved, then they don't go through that process. On some of them, the process has been done prior to the application being

sent in. It is a lengthy, time-consuming process to go through the NEPA process and then not get the project funded.

Mrs. Robertson said it looks like it could go all the way through the board action and then find out that they have to withdraw it. It then leaves money that is needed on other projects, but it also seems like it offers more opportunity to short-circuit the new committee that you just put in place to review these projects. Mrs. Robertson said she doesn't feel that the board has all of the information to consider a project, and perhaps the committee doesn't either.

Mr. Munson said all of the projects have gone through the process of getting the input from the people. The Forest Service has done the scoping to get the feel of what the public is saying. The actual document itself hasn't been written. If there is opposition, they go and talk to the people.

**Mrs. Robertson moved that Mr. Wells and his group include in the applicable Forest Service or BLM application, a signoff that they have complied with the NEPA process before these projects come before this board.**

In response to a question from Chairman Shewmaker, Mrs. Robertson explained that "if it's applicable" it should be done before it comes before this board. In some cases, she didn't think it would be applicable.

**Mr. Later seconded the motion.**

Mrs. Ferrell asked if it is intended to be the complete NEPA process including the issuing of the findings or the process of taking public testimony. Mrs. Robertson said in some cases that won't be necessary because they will only be doing an environmental analysis. All they will be doing is indicating to us that a categorical exclusion has been made. Director Ferrell said then you want to know the status of the environmental analysis by the Forest Service on the project, and it should show on the application?

Mr. Later said the benefits to the board would be that it will help us in cases like this in that we wouldn't have money in suspense, and would know that it is a viable project that can move forward.

Mrs. Robertson said that her concern is that if this hadn't been challenged, the board might have passed on this project without an environmental assessment. She has further concern that more challenges are going to be made, and has been told which ones they are. It would be better for them to have done all of that paperwork before it gets to the board, since it isn't denying them any of these projects.

Mr. Later asked Mr. Wells if they would have to change time frames for these projects in order to get all the paperwork done? Mr. Wells said it would probably back that up to the first of the year. Staff's review process takes 90 days for the department to review the project and get it back to the agencies.

Mrs. Robertson said that's a project-by-project call. The board can't tell which projects will take more time, and which will go right through. The projects that they recognize need more work will have to have more time on them.

Mr. Neal asked, if this is adopted, will people give up and not make applications for the grants? Mr. Wells said he's not sure what effect it will have. Mr. Munson

said the Forests know they have to complete a NEPA process before they can put the money on the ground. They hate to take all the time to go through the complete NEPA process, because a lot of projects never get through the approval process. Their concern is why should they put all the man hours into the NEPA process if it doesn't get approved. This would make sure it's a good viable project, and there would be more assurance that it would go through.

Mr. Neal said then in your opinion, it wouldn't discourage them from applying? Mr. Munson said he didn't think it would because most of the projects are viable, and didn't believe it would affect that.

Mr. Thomas asked Mrs. Robertson if it is her intention that this work has to be done before an application comes in? Mrs. Robertson indicated yes, if it is applicable. Mr. Thomas responded that "if it's applicable" is an escape clause. Mrs. Robertson said, No, it's not. They will decide whether or not it's applicable. Some of the projects won't require an environmental assessment. Some of them will, and those that do, it will be done before it comes before the board.

**Vote: All votes cast were in favor of the motion. Motion carried.**

Chairman Shewmaker said that the board has had the information on each of the ORMV projects for the past few weeks and requested that board members ask questions on projects rather than review all of the projects individually.

Mrs. Robertson said on **Project 2, Boise Front OHV Trails**, Stacy Gebhard, Fish and Game, has some concerns about the width of the trail and problems with erosion. She asked if Mr. Gebhard's concerns have been addressed in the final form? Mr. Munson said the tread width is a certain width and the clearing width is a certain width. The 8-foot width is a clearing width to prevent limbs or something from hooking a packsaddle, the handle bars on a bike, or a backpack. That question has been answered to the satisfaction of Fish and Game.

Mrs. Robertson on **Project 10, Belle Marsh Trail**, Fish and Game officials have concerns about cumulative effects of increasing numbers of trails in the area. Mr. Wells said the Mormon-Goodenough Canyon connector was completed last year. The trails actually come down out of the forest and a rider must go on the one constructed last year, 10 miles of gravel and some paved road, to get to the other trail to get back up into the mountains again. And above the private land they were putting the trails across to make connectors and staff had some concerns about certain types of use during certain times of the year. The Forest Service has agreed to close those trails during that time of the year that Fish and Game was concerned about. It was in the winter range area and they will have a closure during that time. They do have a closure on the trail Mormon-Goodenough trail that was done last year. The new trail will be closed at that time, also. The deer come down above those fields and stay in those areas, and that was Fish and Game's major concern in seeing the trails in there.

Mrs. Robertson asked if there are concerns raised by Fish and Game, are those concerns addressed in the final? Mr. Wells said they are. Staff meets with Fish and Game right away to find out, mitigate, and take care of the problems.

Mrs. Robertson said relative to **Project 1, Egin Lake Access**, she received a clipping from the newspaper on Idaho's rare tiger beetle. The question asked was how projects like this impact the tiger beetle? Mr. Wells said this project is

actually outside of the sand dunes. Currently, people drive in through a farmer's field in an area where they can't get into the dunes and end up parking in the farmer's field. The sponsors want to put this parking lot outside of the actual dunes area; they feel they can have better control of the ORV's from a trail system out of this parking lot than they do where they're presently using them. The latest information he has is, they're finding where there's only one stage where there's any affect at all on the tiger beetle, and that's when the tiger beetle is in the larvae stage. Mr. Wells discussed it with BLM officials and they don't consider the tiger beetle and ORV use to be a major problem over there. They have found the tiger beetle in other locations, too. They thought at one time that it was the only place that they had them.

Mrs. Robertson said she received a university report on that and is aware of the other areas that they have identified, and is also aware of the timing of the use of the ORV's and that larvae stage. She asked if this department is in any way trying to mitigate the timing so we're not using those dunes or at least putting ORMV funds in so that it hinders that time? Mr. Wells said that BLM, by having the parking lot, could direct the trails away from the areas where the problems were to get the people back on the major dunes. They have signs up now that limit the ingress and egress from the dunes. If they get the parking lot in, they will have a better chance of doing that.

**Mr. Thomson moved that the board approve the recommended projects numbered one through fourteen as presented by Mr. Wells but deleting #3, the Bullion Creek project. Mr. Later seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

#### **FY 1990 WATERWAYS IMPROVEMENT FUND GRANTS**

Mr. Jeff Hoedt presented the following written report:

Staff has an available budget of \$695,500.00 for FY 1991 grants.

Nineteen counties, six cities, eleven management districts of federal agencies (USFS, BLM, BOR), three state parks, and three boating organizations submitted sixty-seven applications for FY 1991 Waterways Improvement Fund grants; the requests totalled \$1,569,028.87. Sixteen of the submitted applications did not meet the program requirements and were found to be ineligible for funding consideration leaving fifty-one eligible.

The Waterways Improvement Fund Evaluation Committee members individually reviewed and rated each application in accordance with the newly established point factor rating system. The individual scores were combined to create a final score for each application. The following list represents the application scores in descending order from the highest score.

**The staff recommends that the Board approve all the grants as presented in the attached list commencing at the highest score and following the descending order until all available funds are dedicated. The staff is also recommending that the Board approve the transfer of those dedicated monies to the next**

eligible project(s) should any of the applicants of the higher rated project(s) withdraw their applications.

The staff recommends that in the instance where the balance of available funds is only adequate to partially fund the next eligible application (such as IDPR-Heyburn S.P. 91-05(52a) that that applicant be given the option of accepting the reduced funding level or withdrawing their project. If the applicant elects to withdraw the project, the next eligible project will be offered the funds and/or the same option if applicable.

The staff recommends that the grants be approved and available at the percentage of total costs as applied for up to the maximum amount requested and approved.

The staff recommends that the compliance conditions on the Kootenai County 91-28(e) - Spokane Point land acquisition be approved.

The staff recommends that the Board approve the reduced funding for the City of Harrison 91-28 (68) dock project; and the USCG-Aux. 91.00(b) advertising project.

The City of Post Falls collects a \$1.00 park entrance fee per vehicle and a \$2.00 entrance fee for vehicles with trailers. Because FY 90 WIF grant monies provided the boat ramp, the staff recommends that the same fee for vehicles, with or without trailers, be charged if grant funds are also used to provide the parking areas.

The reports for the Waterways Improvement Fund Grant Applications for FY 1991 (July 1, 1990 - June 30, 1991) are attached hereto and hereby made a part of this record.

Mr. Hoedt added that staff calculated there would be \$788,000 available for FY '91 to be awarded in the form of grants. From those funds, staff has recommended to the director that \$50,000 be held to help supplement the boat safety grants which is again not completely funded this year, and to further hold \$42,000 or approximately 6% of the funds available for cost overrun projections that may come up during the year. This left \$695,500 to obligate for FY '91 Waterways Improvement Fund Grants.

The rules applicable to this fund have been changed, as has the system used to recommend projects to the board for grant approval. Staff has developed a five-member committee to review the grant applications and to point factor the projects. That committee is internal and involves all of the bureaus within the department. The applications staff considers eligible are presented to the the point-factoring committee.

The points assigned to the applications that were considered eligible and how they rated on a priority basis are shown on the documents presented to the board, along with a series of recommendations. Since the application procedure has changed, staff does not try to change the requested amounts recommended for approval. When sponsors submit an application to the department, it needs to be complete and specific. Applicants are encouraged to meet with staff prior to the committee meeting. Staff has provided manuals to each of the applicants, and the process has been explained at six state workshops so they could learn the new system. We

encourage them to apply early so that if they have problems with the application, staff can meet with them to help them develop a good package.

Mr. Hoedt pointed out that the U.S. Forest Service is currently considering withdrawing three applications because they have a wording problem with IDPR's agreement. Staff is negotiating with them now to see if that wording, which deals with the hold harmless clause in IDPR's agreement form, can be changed. Should the Forest Service withdraw their application for any reason, staff is asking the board for permission to go down the list in ranking order so as to provide funding for the next highest rating project.

**Mr. Thomas moved that the board approve the series of recommendations as presented regarding the Waterways Improvement Fund grants. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

### **COST OVERRUN FOR THE PRIEST LAKE FY '90 WATERWAYS IMPROVEMENT FUND GRANT**

Mr. Hoedt presented the addition to the agenda as follows:

In May of 1989, the Board approved an \$18,000 Waterways Improvement Fund Grant for dock construction at Priest Lake State Park. A \$1,000 grant for piling construction at the same site was also approved.

One month ago (May 1, 1990), the bids were open for the construction of this project. The contractor with the lowest bid had to withdraw from the project because of a lack of a materials supply source. The bid was then awarded to the second lowest bidder, where it was discovered that the cost of the dock construction would be higher than the grant awarded. The difference is \$2,160.00.

For the FY 90 grant funds, we have already experienced \$13,000+ in cost underruns on other projects. Therefore, the cash and the spending authority are currently available to fund the above cost overrun.

The staff recommends that the Board approve the Priest Lake State Park Waterways Improvement Fund Grant Project cost overrun for the amount of \$2,160.00.

Mr. Hoedt explained that funds are available for this cost overrun because of a cost underrun for another project; IDPR has the spending authority. With board approval, staff would add \$2,160 to the current grant.

**Mr. Thomas moved that the board approve the recommendation to increase the Priest Lake State Park project, Waterways Improvement Fund grant by \$2,160. Mrs. Robertson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

All votes cast were in favor of the motion. Motion carried.

## 1990 and 1991 RECREATION VEHICLE GRANT REQUESTS

Mr. Poulsen presented the following written report:

The Department received forty-three (43) requests for RV grant funds during the last application period. At their most recent meeting, the RV Committee rated thirty-two (32) requests. Eleven (11) of the requests were not rated for various reasons. Upon the recommendation of the Fiscal Officer, the Committee chose to allocate approximately \$154,000.00 of remaining FY 90 funds and \$430,000.00 of FY 91 funds at the present time. The results of the priority rating process are attached. The following projects have been recommended by the RV Advisory Committee. This list does not include two (2) projects that were recommended by the Committee and previously approved by the Director.

IDPR Information Center Operation This project would fund the operation of the Cherry Creek, Huetter, and Snake River View Visitor Information Centers. Included in the request are personnel, capital, and operating costs for FY 91.

Idaho Falls BLM The BLM has requested funds to drill a new well at the Kelley's Island Campground near Heise.

Targhee National Forest The USFS has requested funds to renovate the Warm River and Riverside Campgrounds on the Ashton District of the Targhee National Forest.

City of Twin Falls The City has requested funds to construct a restroom and sewer lines at the Chamber of Commerce operated information center near the Perrine Bridge.

City of Hailey The City has requested funds to construct a visitor information center at Gateway Park, which was previously constructed with RV funds.

Boise National Forest The Emmett District has requested funds to renovate restrooms, roadways, and camp spurs at Sagehen Reservoir.

Targhee National Forest The Dubois District's request is to continue improvements at Stoddard Creek Campground north of Dubois. Previous improvements have been made with RV grant funds.

City of Wallace This request is to construct a tourist information center at exit 61 of I-90 near Wallace.

Salmon BLM This request is to replace the water system at Morgan Bar Recreation Site near Salmon.

Payette National Forest This request is to construct an RV dump station near the Cold Springs Campground, which is near Lost Valley Reservoir on the New Meadows District.

City of Preston This project is a cooperative project with the Land and Water Conservation Fund. Funds are being requested to construct an RV rest area and restrooms on US 91 in Preston.

Benewah County The County has requested funds to acquire the historic Hughes House, which will be used as a tourist information center.

IDPR Winchester The Department has requested additional funds to renovate the campground at Winchester Lake State Park. This is an addition to an existing RV grant.

The RV Committee recommends that the Board approve the following projects. The Committee also recommends that the Board approve the priority list, so that staff can award the funds to the next projects in line, should any approved project not materialize.

<u>SPONSOR</u>	<u>AMOUNT</u>	<u>FISCAL YEAR</u>
Idaho Falls BLM	10,000.00	90
Payette National Forest	11,000.00	90
IDPR-Winchester	<u>131,600.00</u>	90
TOTAL	<u>152,600.00</u>	
IDPR-Info. Centers	72,000.00	91
Targhee National Forest-Ashton	41,906.00	91
Twin Falls	55,211.00	91
Hailey	62,449.00	91
Boise National Forest	17,800.00	91
Targhee National Forest-Dubois	26,900.00	91
Wallace	81,850.00	91
Preston	29,362.50	91
Benewah County	<u>24,312.50</u>	91
TOTAL	<u>411,791.00</u>	
GRAND TOTAL	564,391.00	

<u>PROJECT</u>	<u>AMOUNT</u>	<u>SCORE</u>
IDPR - <i>Huetter-Cherry C. SRV Info Center</i>	72,000.00	505
BLM ID FALLS - <i>Kelly's Island CG Renovation</i>	10,000.00	476
USFS - <i>Warm River/Riverside CG Renovation</i>	41,906.00	459
Cd'A BLM- <i>Killarney Lake Restroom</i>	3,500.00	458
TWIN FALLS - <i>C of C Info Cntr Restrm/Sewer</i>	55,211.00	453
HAILEY - <i>Gateway Park Info Cntr</i>	62,449.00	452
USFS - <i>Sagehen Asphalt/Restroom</i>	17,800.00	450
USFS - <i>Stoddard Creek CG Renovation</i>	26,900.00	450
WALLACE - <i>Exit #61 - I-90 Info Cntr</i>	81,850.00	438
BLM SALMON - <i>Morgan BAR Water System</i>	10,000.00	429
USFS - <i>Cold Springs CG Dump Station</i>	11,000.00	426
PRESTON - <i>Preston Tourist Park</i>	29,362.50	426
BENEWAH COUNTY - <i>St. Maries Info Cntr</i>	24,312.50	425
IDPR - <i>Winchester Lake CG Renovation</i>	131,600.00	425
BLM BURLEY - <i>Grey's Landing Restroom</i>	7,000.00	425
	<u>584,891.00</u>	

ST ANTHONY - <i>Keefer Park Info Cntr</i>	9,500.00	423
IDPR - <i>Bruneau Dunes Dump Station</i>	9,800.00	421
STITES - <i>Rest Area Restroom</i>	7,930.00	418
SHOSHONE BLM - <i>Timmerman Hill In for Cntr</i>	5,250.00	417
KOOTENAI COUNTY - <i>County Med Cntr RV Sites</i>	21,125.00	409
IDPR - <i>Bear Lake Picnic Shelter</i>	28,000.00	408
USFS - <i>Fish Creek Meadows</i>	10,000.00	403
IDPR - <i>Round Lake State Park Water System</i>	30,000.00	400
Cd'A BLM - <i>Huckleberry D.S. Hydrants</i>	25,000.00	399
BINGHAM CNTY - <i>Sportsman's Park Water Sys</i>	7,500.00	399
TWIN FALLS CNTY - <i>Fairgrounds Restroom</i>	35,505.00	398
USFS - <i>Big Springs Restrooms</i>	19,500.00	395
BINGHAM CNTY - <i>Sportsman's Park Restroom</i>	9,000.00	377
MARSING - <i>Marsing Park Development</i>	48,894.00	359
USFS - <i>Williams Lake Spurs/Dump Station</i>	36,900.00	357
USFS - <i>Bonneville CG Renovation</i>	15,256.00	328
KOOTENAI COUNTY - <i>Fairgrounds Dump Repairs</i>	4,200.00	289
KOOTENAI COUNTY - <i>Sun-Up Bay Restroom</i>	10,000.00	Not Rated
USFS - <i>Lochsa Ranger District Info Cntr</i>	25,000.00	" "
ELK RIVER - <i>Elk Creek Reservoir</i>	6,000.00	" "
USFS - <i>Kirkham CG Renovation</i>	52,500.00	" "
USFS - <i>Lake Cleveland Redevelop</i>	62,000.00	" "
FRANKLIN CNTY - <i>Franklin Info Cntr</i>	34,789.20	" "
BINGHAM CNTY - <i>Sportsman's Park Picnic Shltr</i>	9,000.00	" "
BINGHAM CNTY - <i>Moreland Park Restroom</i>	9,000.00	" "
USFS - <i>Blowout CG Renovation</i>	17,100.00	" "
USFS - <i>Calamity CG Renovation</i>	17,500.00	" "
USFS - <i>Big Elk CG Renovation</i>	12,500.00	" "

Mr. Poulsen introduced Eldred Thomas representing the advisory committee from district II. Mr. Poulsen said the the RV program will see significant increases this year. In the first two years of its existence, it was approximately \$700,000 per year and this year it will be \$900,000.

There is going to be a dedication of the Cherry Creek rest area at Malad. That's tentatively set for June 26. A dedication of the Huetter rest area at Post Falls will also be held in June, but that date is not firm. It's exciting to know that there are new facilities around the state to provide information to the visiting publics.

Mr. Poulsen pointed out the lists of projects, priority order, and recommendations.

**Mr. Neal moved that the board approve the recommended grants as presented. Mr. Thomas seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## **RV ADVISORY COMMITTEE MEMBER**

Chairman Shewmaker said that Mr. Eldred Thomas' term on the RV Advisory Committee expires June 30, 1990, and asked him to explain how he feels the committee is operating and how he would like to see it continue. Chairman Shewmaker pointed out that the board can't make any recommendations at this time for nominations, since there may be a new parks board member from district II.

Mr. Eldred Thomas said he is very interested in the RV committee program. In 1983, in Lewiston, he made an appearance before the board asking for help in getting legislation enacted by the legislature in 1984. In November, 1984, he attended a board meeting in Moscow on behalf of the Good Sam organization. Mr. Thomas said he felt having an RV committee was one of the best strokes of business that has happened to the state of Idaho. They represent 65,000 people in the state of Idaho that own an RV and pay an RV sticker fee for the to the privilege of owning a recreational vehicle or motorhome. He noted that in 1984 they worked with the parks department and asked them to manage and supervise the money if it did become available so as to eliminate a layer of bureaucracy that would be tapping the funds that would be paid into that dedicated RV account. The RV committee is a group of dedicated people, not selfishly motivated by what goes on in one region. The feeling of representing 65,000 people in the state of Idaho is paramount in the RV committee members' minds. There is no bickering in the committee; we have a good relationship with the staff. He said he has enjoyed his relationship with board member Tom Neal over the years. Mr. Thomas said he submitted his application to be reappointed to the RV Advisory Committee should the board and the new member see fit to act on that.

Mr. Thomas said he is assistant state director for the Good Sam Association. The Governor has issued a proclamation declaring June 25 through June 29 as Good Sam week in the state of Idaho.

The RV Committee has made recommendations through the staff, including the ones this board just approved, of approximately \$2.212 million that have been allocated to projects in the state of Idaho for the benefit of the RV owner. There has been that much money plus matching money from people that have gotten these grants. This is through the RV sticker fee that the RV owners are paying.

The bill is based on \$8.50 on the first \$1,000 value of the RV plus \$5 for each \$1000 of value based on the Blue Book. When this first came about, some felt it was unfair to charge a person an extra fee just because it had sleeping and eating capabilities in the RV. A license is still required for the RV, the same as for a truck or trailer. Mr. Thomas said as he meets with Forest Service and other officials throughout the state, he reminds them where the money comes from and that it must be invested for the benefit of the RV owners. Last year, \$1,471,000 was collected in the state of Idaho from RV owners. Of that, \$795,000 is put into the RV account. After House Bill 492 was enacted, about 55% of the RV sticker fee is being invested into projects for the benefit of RV owners.

Mr. Thomas said he felt that they are partly responsible for some of the tourism coming into Idaho. Mr. Thomas read from a list that he received from

the Idaho Travel Council. Tourism generates over \$1 billion income for Idaho; it generates \$39 million in state tax receipts; it generates \$4 million in local tax receipts. Tourism generates 25,000 jobs in the state of Idaho and accounts for \$178 million of payroll in the state, with about 12% of Idaho's income coming from tourism. He is proud to think that this RV committee has had a part in fulfilling this and seeing things go ahead.

Mr. Thomas said he appreciates working with the committee these last few years and if the board sees fit to reappoint him, would work at it again.

## **STAFF REPORTS**

### **Review of JFAC actions on the Idaho Department of Parks and Recreation Budget**

Mr. Jeff Youtz handed out several documents relative to the department's budget in comparison to other state agency budgets and the JFAC worksheets. Mr. Youtz pointed out that after Health and Welfare and Education receives their budget, there is only 13.4% of the total general account available. That portion will probably shrink in future years, because Health and Welfare will probably be a huge issue in the next few years. However, the parks department has competed very well for the dollars. The department's appropriation in FY '90 was \$3.3 million; the FY '91 request was \$7.6 million; the Governor recommended \$4.3 million, and the FY '91 legislature appropriated \$6.5 million. The percent of increase is 96.5%, which seems to indicate that parks and recreation is thought of as a priority in terms of general tax dollars. A large part of that increase, however, is due to the one-time funding that the department received from the surplus. The state of Idaho had a \$123 million surplus which was an enviable position to be in, but it also created some headaches in terms of trying to budget that. The legislature did a statesman-like job of it.

Mr. Youtz explained that JFAC is now using computer screens at their desks when they discuss and set agency budgets. The hand-outs he gave the board showed the FY '91 budget maintenance and program enhancements for each of the bureaus. It also has a column called "adjusted request" which is what the parks board responses. Mr. Youtz said he doesn't change the park board's request when the budget is presented to the legislature. The Governor's recommendation is shown next to the board's recommendation.

There is an opportunity for any JFAC member to make a motion relative to agency budgets. Three motions can be made: An amended motion, a substitute motion, and an amended substitute motion and then JFAC votes on those in reverse order.

In the administration request, only one motion was made and passed. In park operations, the substitute motion passed. The governor's recommendation was followed by JFAC except for Dworshak. The department requested \$181,200 to staff Dworshak. JFAC agreed with that, but they also wanted to fit in City of Rocks. The person who made the motion did not want to lose the motion by adding it on. So they approved \$149,800 in general funds for Dworshak rather than the full \$181,200 and moved \$31,000 down to cover the city of Rocks. They basically lump-summed Dworshak state park. Included in that original \$181,000 at Dworshak was \$65,000 for capital outlay. You will have to make some judgment calls on how you're going to staff Dworshak and take care of

minimum capital needs and also provide some money for city of Rocks. I think you'll be able to do that. The important thing is to get staffing established. The Governor did not recommend the request for City of Rocks. JFAC recognized the importance of that site and wanted to establish staffing for that. The rest of the requests were not recommended by the Governor. JFAC did make a motion for staffing the centennial state park, but it did not pass.

In park development, the centennial state park was not recommended by the Governor and was surprised in the amount of park development he had recommended. I saw an opportunity there for the legislature to address some issues that I felt that were not addressed in the governor's budget and they came through very well. Facility upgrades is indicative, the motion was made by Rep. Neibaur and Rep. Infanger to provide \$1.5 million for facility upgrades. The governor had recommended \$30,000. The other indication in terms of how the parks board is perceived is there weren't a lot of strings attached to it. That shows a lot of confidence in the board. About the only string attached to the \$1.5 million was that it be spent on existing park system rather than acquisition of new property. That was a real fine effort by JFAC. In addition is the Centennial Park. The Governor did not recommend any, JFAC recommended \$750,000 which was about half the full cost of developing that park. They wanted to get a park effort underway this year and that came out of the surplus as well. These two items account for a great deal of the percentage increase. In terms of staffing of the centennial park, part of the discussion was the timing of the park--whether the department could actually get a park developed and on line this year, FY '91, and the other part was to encourage the park board to solicit private donations and corporate support for that park as well. You have already made those efforts, and it's one item Rep. Gurnsey wants to discuss in the June committee meeting, how those donations are coming in.

Recreation Resources also did well; JFAC basically followed the Governor's recommendation. One item of note is the nonmotorized trails position that has been requested for many years which was funded this year. A lot of the pass-through money in recreation resources bureau reflects spending authority.

Lava Hot Springs received a one-time appropriation from the general fund surplus. The original motion passed. Lava Hot Springs requested \$1 million to perform some major upgrades; the Governor recommended \$150,000. JFAC approved \$430,000 which will essentially take care of the hot water conversion plus gunnite the olympic-size pool.

Mr. Youtz said he will be working with an interim committee this summer to look at some real problems with the highway infrastructure. Because IDPR shares in some of those funding sources, the department may get some pretty substantial benefits from those. It may be anything from a 3-5 percent gas tax increase in order to react to some of the highway funding issues that were brought up in the local needs assessment study. The state is some \$4.5 billion behind. Mr. Youtz said it may be a package approach to highway funding--registrations, fuel taxes, etc. IDPR's Waterways, ORV, and capital outlay account share in some of those formulas. The department may want to be alert to preserving the formulas that are currently in place.

Director Ferrell thanked Mr. Youtz for the role he has played in representing our agency fairly and objectively, but very positively in his work with the JFAC committee. Our successes would not be nearly as significant had it not been for Mr. Youtz' support before the committee. He has been a tremendous asset to our agency.

Mr. Thomas said the board put in a line item for \$100,000 for improvement on that Priest Lake road, which didn't get funded. Director Ferrell said staff requested \$100,000 in the budget, but it was taken out before the budget left the Governor's office. Mr. Thomas said that is a complex case and asked if the department should build roads on state lands? Mr. Youtz said the JFAC has good knowledge of the situation and the board's efforts. JFAC appropriated \$1.5 million for some campground expansion, but isn't sure how far that's going to address the road needs. Director Ferrell said the road work in the Priest Lake area will only be for realignment of the road outside the developed area of the park. Mr. Thomas said the county commissioners don't want to spend any more than the taxes they take in from that area for road maintenance, etc. Mr. Thomas said the state has a gas tax for the purpose of building and maintaining roads and highways in the state of Idaho and felt the state transportation department ought to build and maintain the roads within state parks. Mr. Youtz said that is a legitimate point, but felt that was recognized when the legislature set up the formula in your park capital account--that's \$700,000 that comes from fuel taxes. IDPR is receiving a benefit from the fuel tax in terms of the capital improvement fund that doesn't have to be spent just on park roads. There is an awareness that there is a shared responsibility, and they tried to address that by funding the capital improvement fund from the gas tax. The state will take a real hard look at how highways are funded, so it's a good time to bring up that issue.

Chairman Shewmaker said he appreciates the fine work that of Mr. Youtz and the work of the JFAC. They have served this department well and we will expend the money as intended.

#### **Mary Minerva McCroskey Memorial State Park General Development Planning Process**

Mr. Dave Okerlund presented the following written report:

Work continues on the general development plan (GDP) for Mary Minerva McCroskey State Park. Staff has completed chapter one which includes the background and history of the park. We have also finalized an ownership map which accurately identifies the park's boundaries. Aerial photos have also been obtained. At this time we are finalizing Chapter 2, which consists of the resource analysis and evaluation. We have site meetings set up with the resource specialists in May which will enable us to complete this phase.

On May 19 and 20 we will be meeting with the local advisory committee at the park. We will share the results of that meeting with the Board at the June meeting. As reported at the last meeting, the members of that advisory committee are as follows:

Rick Cummins - Coeur d'Alene	James Eagan - Star
Terry Doupe' - DeSmet	Loring Jones - Moscow
Charles Wellner - Moscow	George Mills, Jr. - Tensed
Ralph Papenfuhs - St. Maries	Bob & Jeri McCroskey - Spokane
Nanci Johansen - Moscow	Harold Osborne - Moscow

Our schedule is to have the draft plan completed by the next board meeting. The schedule follows:

- \*May 18 & 19, 1990 - Final on-site inventory and analysis.  
(Emphasis on natural areas, Hwy 95 access and trails.)
- \*May 20, 1990 - Advisory Committee Picnic at Park, tour park, review mission statement goals, GDP concept graphic.
- \*June 1, 1990 - Progress report on GDP status to Park Board (Lewiston).
- May 20 - June 14 - Prepare Draft GDP
- June 14, 1990 - Send draft GDP to Advisory Committee for review prior to 6/22 meeting.
- June 22, 1990 - Advisory Committee meeting, review draft GDP - make necessary revisions.
- June 25, 1990 - Send draft GDP to agencies for comment; provide draft GDP at key locations for public review prior to public meeting.
- July 13, 1990 - Public meeting on draft GDP (Moscow). Wrap-up Advisory Committee meeting upon conclusion of public meeting.
- July 20, 1990 - Draft GDP, including public testimony from 7/13 meeting, sent out in Park Board Packets.
- August 3-4, 1990 - Draft GDP presented to Park Board for approval.

Mr. Okerlund added that early on in the GDP process it became obvious that citizen participation would be a major factor in the preparation of this plan. As a result of that, he put together a 13-member advisory committee to assist in the preparation of the plan, which is representative of the cross section of the interests that are present in that area. The members include country commissioners of both Latah and Benewah counties, natural resource professionals, local residents, park users, and McCroskey family members. There have been four advisory committee workshops, to date. Two weeks ago a meeting and tour of the park was held on-site. The committee members were each assigned individual tasks to assist in the preparation of the plan. Those results are coming in, so preparation of the draft GDP can go forward. On June 14, Mr. Okerlund plans to send the draft GDP to the committee members for review prior to their final meeting on June 22. They will make changes and necessary revisions and on June 25 that final draft will be sent to public

agencies for comment and the draft will be put in key locations in Moscow and St. Maries for public review prior to a public hearing in Moscow on July 13. After that testimony the committee will meet and see if changes are necessary as a result of the testimony. He will use the week following that to include that into the draft plan and the board will be sent the draft plan and testimony on July 20 in preparation for the August 2, 3 meeting in Challis.

**Mr. Okerlund handed out the mission statement which is attached hereto and hereby made a part of this record.**

Mr. Neal asked about the safe vehicle access from highway 95. Mr. Okerlund said he has looked at every optional vehicle access off highway 95 beginning at the Mineral Mountain rest stop and proceeding north to the existing access at the top of the ridge. They have identified a gently sloping path across private land that would go from a road that extends southward from Forest Service property down the ridge finger on the southeastern exposure and comes out just south of the Mineral Mountain rest stop. It appears at this time that that is the preferred alternative for the new route. It is by far the superior entry road from the eastern end which will match the western entrance which is quite nice. He has not looked at what it might take to go that route.

Chairman Shewmaker thanked Mr. Okerlund for his comments.

#### **Idaho State Centennial Trail**

Chairman Shewmaker noted that several people recently arrived and would like to discuss the Centennial Trail. He said that has already occurred on the board's agenda and the board approved the staff's recommendation to designate the trail. Chairman Shewmaker said they are welcome to comment, but it's already been approved.

Mr. Gene Bruce stated that he represents the Panhandle Backcountry Horsemen in regard to the centennial trail as well as the Idaho Backcountry Horsemen and Backcountry Horsemen of America. He said they have supported this trail from the start and continue to and am glad to see it's passed. Their only reservations for this trail would be safety, and in the area of multi-use areas where motorcycles and different types of users would pass. They would like to have either pull-out areas or optional trails where two different groups could pass with safety in bad areas. They would like to see some posters or some sort of educational program at the trail heads in regard to encouraging low-impact camping along the trail because of the added use of camping in the areas.

Chairman Shewmaker thanked him for his comments.

#### **Acquisition and Development Schedule**

**Mr. Mews provided a written listing of projects that is attached hereto and hereby made a part of this record.**

Mr. Mews reported that he and Director Ferrell inspected Henrys Lake campground last week, and the 20 units that were installed were full of RV's in anticipation of the fishing season that didn't start until the next day.

He and Director Ferrell also went to Bear Lake, and the contractor had just been finalled out the day before. There were a few punch-list items, but generally that park will reopen no later than June 15. The project at Winchester and the utility building is started, but the rains came and the contractor has missed two to three weeks of work because of that. The campground is closed right now, but hopes to have it open next season.

Staff has made an offer to buy five acres on the preferred location for the centennial park history awareness center at the junction of highways 93 and 75 south of Challis. RFP's are out for design of the visitors center.

## **DIRECTOR'S REPORT**

Park Land Trust Potential Donation: Director Ferrell reported that she has been contacted by an estate planner who represents an individual who is considering donating 160 acres of timber land to the department's park land trust fund. Director Ferrell explained that in 1989, a bill was passed that allows the department to set up a park land trust fund to accept donations of property that don't have recreational value. The intent is to sell those properties or to exchange them for other lands. This would be a slightly different situation although our deputy attorney general says it is within the legal intent of the law. This particular situation was not anticipated at the time staff worked on the legislation, but it can fit into that. This individual would like the property to be held in public ownership for wildlife purposes; they do not want it to be turned into subdivisions, etc. It is very close to the shores of Coeur d'Alene lake with a series of lots in front of it. The donor wants it managed for timber with the proceeds of any harvest to go into the public land trust account. There were 450,000 board feet of timber taken off in 1988. They expect every 5 years there would be another timber harvest, using selective cutting, not clear-cutting, so the wildlife values could be retained. They are adamant that the property be managed as a forest plantation. Director Ferrell wanted to know if this is something the board would like her to pursue, before she spends a lot of their time or visits with them to consider the property. It would be an income source for the park land trust fund.

Mr. Later said the board can't afford to not explore any kind of undeveloped properties that have that close proximity to that lake. Director Ferrell added that the lakefront lots belong to family members. The consensus of the board was that the director should continue to negotiate and explore the proposed donation.

Audit: For the past three months, the department has been going through a legislative audit. The actual report from the legislative auditors will be available in four to six weeks. There are some areas where they are recommending staff change procedures to be more responsive. There are no known areas at this time where there is any question about the funds or how the funds are managed, but there will be strong recommended changes in how some of the funds are handled and the timeliness of deposits.

Harriman State Park: Staff is in the final stages of completing the three-way exchange of lands among this department, the Forest Service, and State Land Department, to acquire the 300 acres of endowment land property that lies directly across from the park and the small three-corned piece that lies within the park itself on the west side of the road. That should be completed

within the next month or two. There are two or three other private properties that extend from the south end of the property (Last Chance up to the commercial properties, motels and restaurants) that are very important as they provide the visual buffer to the park. They are narrow strips between the highway and the Henrys Fork River. The Forest Service has indicated interest in talking further about land exchanges up on the Sheridan ranch, possibly a three-way trade that would put those private properties into the park. Director Ferrell asked if the board wants staff to continue to work in that direction? Mr. Thomson thought it was a great idea, as did Mr. Later. Director Ferrell said IDPR may have to involve The Nature Conservancy to help acquire that property. It's a once-in-a-lifetime opportunity to protect that park. It was the consensus of the board that staff should explore that opportunity.

Malad Gorge Hydro project: Staff is continuing to review the Malad Gorge Hydro proposal. It is extremely complex. Staff is trying to acquire the technical knowledge so as to evaluate the proposal objectively and accurately as to whether or not it has feasibility in terms of the park. Staff intends to bring the project back to the board at the August meeting in Challis for a recommendation and decision. Staff is faced with commenting on the FERC transfer of license by about the 17th of June which will create a problem for staff because there won't be a board meeting by then. Director Ferrell said the board might have to hold a telephone conference board meeting, but staff would provide the board with a full complement of materials and a staff recommendation should that be necessary.

Eagle Island State Park: The board is aware that some neighbors of Eagle Island State Park and other interested parties believe that perhaps grazing of park properties at Eagle Island is not in keeping with the best interests in that area. It's a riparian area with very high water tables. Director Ferrell and staff met with that group who were well-represented--Audubon Society, wildlife biologists from Fish and Game, and many others. IDPR will fence off the riparian areas and the Fish and Game Department can make fencing available for that purpose. IDPR will have to take care of the labor. Another area discussed was a unique alternative to grazing. The department must maximize revenues at that park; that was one of the directions that the agency received at the time this very controversial old prison farm became a state park--that it become as close to self-sufficient in terms of revenue as possible. That's one of the reasons the grazing and hay cutting takes place. The idea of a golf course on those lands at Eagle Island that are not currently used for recreation was an idea that was considered at the time the general development plan was developed. It was not directly referenced in the general development plan, but certainly referenced in the public meetings and discussions. Although the group that met in no way represents the entire public opinion, they do represent concerned conservationist. They felt that a golf course designed to maximize wildlife habitat and to provide viewing of wildlife would be a viable alternative to the current grazing program. There is a demand for more and more golf courses in the area. U.S. Fish and Wildlife people are very interested in this concept, and have offered to act as technical advisers to develop what could be a model in the nation of a golf course that was designed to maximize habitat and wildlife viewing. Having a concept, taking it to the public, and dealing with private concerns involves several years of work. The current grazing lease runs for two more years which would allow two years to consider a proposal like this. There is a golf course developer that is very interested in it. It would have to go out to

public bid with all interested parties having an opportunity to comment or bid on it. Because this is a two-year commitment of planning and staff time, Director Ferrell wanted to know if this is of interest to the board before any staff resources are committed to it.

Mr. Later said it's an excellent project to pursue. If staff is going to explore having an independent contractor develop it who would have capital invested in it, staff should see if it would be feasible to attach a reversionary clause, 25-30 years, so the department doesn't get tied into a situation where management may be marginal. That could be a built-in no cost reversionary clause or a partial cost. Director Ferrell said staff will consider all of these areas.

Mr. Thomas asked if the golf course would reduce or disturb the wildlife areas? Director Ferrell said the feeling of the wildlife experts in this meeting was that golf courses often provide fine wildlife habitat. This would be designed and planted specifically to attract wildlife and lots of wetlands for waterfowl and would contain vegetation that is conducive to wildlife. Grazing negates some wildlife but enhances geese who need the grazing lands. Designing golf courses this way makes it a difficult course, as there is a lot of rough and water hazards. One of the challenges would be to have a golf course that's easy enough that a lot of people could use it, and still provide all of this wildlife enhancement and waterfowl habitat.

St. Anthony Sand Dunes/LWCF Conversions: This refers to the problem of the conversions on the Flying Hawk project that has been a problem with the city of Boise, for the BLM and for our agency, for about eight years since the World Center for Birds of Prey was built out there. The city and BLM have to replace about 600 acres of BLM land that was purchased with LWCF money for a variety of uses. This is something that staff has put on the back burner trying to get other conversions taken care of. That 600-acre conversion must be resolved in the near future.

One proposal has been that the St. Anthony Sand Dunes be used as replacement property. You heard a project by the BLM for ORV funds to build a parking lot to take the loading and unloading of ORV's off the private lands. BLM has looked at the sand dunes for wilderness status and that's been rejected. BLM may be interested in developing that area for more ORV use. It comes up continually as a replacement property for the Flying Hawk. Mrs. Robertson mentioned the tiger beetle that is found at the St. Anthony Sand Dunes as well as other places. Director Ferrell asked if this is something the board wishes staff to look at, or if it's something staff shouldn't spend any more time on. It is currently heavily used by ORV's.

Mrs. Robertson said the tiger beetle is not yet listed, but it certainly is a species of concern at this point and could be listed at any time it became threatened, and the studies are on-going. She felt the board should be careful not to get into a position where we might be asking taxpayers to rehabilitate an area for a listed species. There are some serious considerations with that beetle. Director Ferrell responded that staff would not proceed as long as there were any legitimate questions about the beetle. The subject of the beetle came up after the project was raised, during the last week or two. Mr. Later said apparently there are some new things out since the original BLM studies on that beetle. At least on the original studies, the identified critical habitat of that beetle was in a section that

could be easily restricted for ORV use. There may be new things since that original study that he's not aware of. The St. Anthony Sand Dunes are an excellent place for that kind of activity because it is self-healing and a lot of wind there to do that. He felt the question is, can it really be regulated? Unless they have identified some areas other than in that initial wilderness study by BLM, he felt it wouldn't be that tough to regulate that to protect it. Director Ferrell asked if the board would prefer staff obtain more definitive information and wait for some decision regarding the beetle before proceeding further? Mrs. Robertson said yes, only because she doesn't want the board to get caught up in a beetle controversy. Director Ferrell said she didn't want that either. BLM isn't going to proceed while they have this question unresolved either. If it is designated threatened or endangered, then there will be areas closed. The area is currently being used extensively. Use can be better controlled through planned development as opposed to random use. Mrs. Robertson suggested that the board hold off until more is known about the status of the tiger beetle, on where those areas are, not knowing where the listing process is right now. She said she would hate to invest money and time and then find out this board is part of the problem or get caught in the middle where taxpayers will be asked for more funding from another agency to rehabilitate, to exclude or whatever. She felt the board should be cautious about moving forward at this time.

### **BOARD MEMBERS REPORTS**

Mr. Later said he stopped at Bannack State Park in Montana on his way to the board meeting. It's an old ghost town. He happened to meet the president of the Montana State Parks Foundation and also the grandson of the first person to build the electric dredge in that area. They're very interested in what this board is doing with the Idaho centennial state park. They would be interested in an informal visit with our board. They expressed a very keen interest in meeting with the parks board in the Custer area.

### **EXECUTIVE SESSION**

An executive session was not held.

### **ADJOURNMENT:**

**Mr. Neal moved that the board meeting adjourn. Mr. Thomson seconded the motion. All votes cast were in favor of the motion. Motion carried.**

The meeting adjourned at 12:30 p.m. local time on June 1, 1990, at Lewiston, Idaho.

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Glenn Shewmaker, Chairman  
Idaho Parks and Recreation Board

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Yvonne S. Ferrell, Director  
and Ex-Officio Member of the Board

8771r

IDAHO DEPT OF PARKS & RECREATION  
REVENUE COMPARISON BY ACCOUNT  
FISCAL YEAR THROUGH MARCH

ACCOUNT	#	FY1989	FY1990	%CHG
GENERAL ACCOUNT	1101	0.00	0.00	0.0%
SALES TAX	1107	0.00	0.00	0.0%
ENTERPRISE ACCOUNT	1115	109,388.79	142,097.90 (2)	29.9%
STATE VESSEL ACCOUNT	1236	503,446.79	451,420.02	-10.3%
CROSS COUNTRY SKI	1246	26,850.86	11,894.99	-55.7%
CAPITAL IMPROVEMENT	1247	739,553.86	635,777.63	-14.0%
PARK & RECREATION	1249	894,924.08	986,120.94	10.2%
WATERWAYS	1250	614,129.15	619,019.69	0.8%
PARK DONATION	1252	66,178.85	(34,507.08) (1)	N/A
OFF-ROAD VEHICLE	1260	614,137.02	620,977.87	1.1%
STATE SNOWMOBILE	1261	181,714.61	130,550.02	-28.2%
MOTOR BIKE	1262	17,897.25	26,867.33	50.1%
SALES TAX	1265	0.00	0.00	0.0%
P & R REVOLVING	1290	6,611.17	(2,288.54) (2)	N/A
REC VEHICLE	1291	368,645.60	532,234.50	44.4%
P & R FEDERAL	1355	91,349.62	202,834.96	122.0%
U S C G BOATING SAFETY	1370	193,662.00	272,784.20	40.9%
FEDERAL PASSTHROUGH	1390	185,744.17	130,782.25	-29.6%
FEDERAL SURCHARGE	1391	98,340.59	77,035.67	-21.7%
P & R SUSPENSE	3936	22,589.18	(89,748.45)	N/A
HARRIMAN	9321	114,086.88	134,042.64	17.5%
PARK LAND TRUST	9359	0.00	181,329.96 (1)	N/A
		4,849,250.47	5,029,226.50	3.7%

NOTES:

- (1) McCroskey funds were transferred from the donation account (1252) to the Park Land Trust Account (9359).
- (2) The balance of marina funds were transferred to the enterprise account (1115) from the P & R Revolving account (1290).

MEMORANDUM OF UNDERSTANDING

between

Idaho Department of Parks & Recreation

and

Idaho Trails Council

and

USDA Forest Service Region 1's Idaho Panhandle, Clearwater and Nezperce Forests

and

USDA Forest Service Region 4's Boise, Challis, Sawtooth and Payette Forests

and

Idaho Bureau of Land Management

THIS MEMORANDUM OF UNDERSTANDING made and entered into by and between the Idaho Department of Parks and Recreation, State of Idaho, hereinafter referred to as the Department; Idaho Trails Council, hereinafter referred to as Council; USDA Forest Service Region 1's Idaho Panhandle, Clearwater and Nezperce Forests and USDA Forest Service Region 4's Boise, Challis, Sawtooth and Payette Forests, hereinafter referred to as the Forest Service; and Idaho Bureau of Land Management, hereinafter referred to as BLM; for the purpose of providing the public a long distance trail from Idaho's northern border to its southern boundary. The trail marks the 100th birthday of the State of Idaho and will be called the Idaho State Centennial Trail.

NOW THEREFORE, in consideration of the above premises, the parties hereto agree as follows:

A. The Council shall:

1. Serve in a leadership role in promoting and coordinating volunteer efforts and incentives with BLM, Forest Service and State agencies for trail maintenance, rehabilitation, and signing.
2. Solicit funds to help purchase signs and volunteer incentives.
3. Consult with the BLM and Forest Service to develop uniform trail signing and placement standards.
4. Assist in distribution of signs to the BLM, Forest Service and State agencies as the need arises.
5. Assist the Department in negotiating land use agreements with private landowners.

B. The Department shall:

1. Provide overall coordination of the trail.
2. Make decisions on trail redesignation only after public comment and recommendation from the BLM, Forest Service, and other land managing agencies.
3. Encourage the development of a comprehensive guide book for the trail, written and published by a private organization or individual.
4. Prepare a black and white interim brochure that includes a basic map. Develop a color brochure/map when the budget allows.
5. Analyze together with trail managing agencies, the need for a management plan for the trail.
6. Develop a draft land use agreement for areas where the trail crosses state/private land. Work with the Council to acquire state/private landowner permission.

- C. The Forest Service and BLM, on lands which they respectively administer, shall:
1. Sign, maintain, and rehabilitate the trail consistent with available budgets and with the direction in Land and Resource plans.
  2. Coordinate with the Council to obtain and supervise the services of volunteers to assist in signing and maintaining the trail.
  3. Work with the Council to develop uniform trail signing and placement standards.
  4. Assist in installing trail signs provided by the Council.
  5. Place temporary trail signs at all trailheads and at each road crossing as soon as possible.
  6. Provide for general public information relative to the trail.
  7. Respond to requests from trail users by distributing to them copies of maps provided by the Department.
  8. Solicit input from trail users and, if necessary, recommend trail redesignation to the Department.

It is mutually agreed that:

1. Any proposed signing and/or trail improvement project must be approved by the agency administering the land prior to initiation.
2. Nothing herein shall be construed as binding the Department, Forest Service, and BLM for expenditures of monies not appropriated.
3. No contributions herein provided shall entitle the parties to any share or interest in the said facilities other than the right to use the same under the regulations of the Department, Forest Service, and BLM.
4. The parties will meet annually to discuss this agreement. The agreement may be revised as necessary by mutual consent of all parties by the issuance of a written amendment, signed and dated by all parties.

5. The rights and obligations of any party to this agreement may be renegotiated or terminated upon the giving of thirty (30) days written notice to the parties. Unless terminated by written notice, this agreement will remain in force indefinitely.

IN WITNESS THEREOF, the parties hereto have executed this agreement as of the last date written below.

Idaho Department of Parks & Recreation

By *James D. Russell*  
Title *Director*  
Date *July 2, 1992*

Challis Forest

By *Charles C. Wilder*  
Title *FOREST SUPERVISOR*  
Date *May 2, 1991*

Idaho Trails Council

By *Ray M. Williams*  
Title *President Idaho Trails Council*  
Date *6 August 1991*

Payette Forest

By *Veto LeSalle*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Bureau of Land Management

By *Peter J. Van Zender*  
Title *Idaho Associate State Director*  
Date *July 26, 1991*

Clearwater Forest

By *Wini Green*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Idaho Panhandle Forests

By *William E. Mord*  
Title *Forest Supervisor*  
Date *May 2, 1991*

Boise Forest

By *Roberta A. Moltzen*  
Title *Acting Forest Supervisor*  
Date *May 2, 1991*

Nezperce Forest

By *David E. Poma*  
Title *Acting Forest Supervisor*  
Date *May 24, 1991*

Sawtooth Forest

By *Coland M. Stilson*  
Title *Forest Supervisor*  
Date *May 21, 1991*

## IDAHO PARKS AND RECREATION BOARD MEETING

May 31, June 1, 1990

Lewiston, Idaho

The Idaho Parks and Recreation Board and staff and the Washington State Parks Commission and staff met in Lewiston at the Hells Gate State Park visitors center at 6:00 p.m. on May 31 for an exchange of ideas and information on the status of each of the state park systems.

Chairman Glenn Shewmaker called the regular quarterly board meeting to order at 8:00 a.m. on June 1 in a conference room at the Ramada Inn in Lewiston. Board Members present at the meeting were:

Glenn Shewmaker, Chairman, Kimberly  
Ren Thomson, Vice-Chairman, Malad  
Robert Thomas, Member, Coeur d'Alene  
Tom Neal, Member, Moscow  
Sheila Robertson, Member, Boise  
Monte Later, Member, St. Anthony

Also in attendance during all or a portion of the meeting were the following:

Yvonne S. Ferrell, Director  
Ruth V. Kassens, Administrative Assistant  
Rinda Just, Deputy Attorney General  
Merl Mews, Development Bureau Chief  
Jim Poulsen, Recreation Resources Bureau Chief  
Jeff Hoedt, Boating Supervisor  
Bill Dokken, Operations Bureau Chief  
Steve Anderson, Fiscal Officer  
Rick Cummins, North Region Supervisor  
Dave Okerlund, Park Planner  
Chuck Wells, Trails Supervisor  
Lew Munson, ORMV Coordinator  
Ron Vigil, Hells Gate State Park

Jeff Youtz, Legislative Fiscal Office, Boise  
Ed Bloedel, U. S. Forest Service, Twin Falls  
John Bieker, Moscow  
Morton R. Brigham, Lewiston  
Forrest S. Pry, KEA, Coeur d'Alene  
Michelle Bingle, KLEW-TV, Lewiston  
Bill Loftus, Lewiston Tribune  
Cindi Mader, Office of Congressman Larry Craig, Lewiston  
Kristy Stedman, Office of Senator Jim McClure, Lewiston  
Eldred Thomas, RV Advisory Committee Member, Lewiston  
Mary Wells, Boise  
Gene Bruce, Backcountry Horsemen (Panhandle)  
Charles Miller, Idaho Panhandle Backcountry Horsemen

**AGENDA:** Additions or Deletions to the Agenda  
**MINUTES:** Approval of Minutes of the January 17, 1990, Board Meeting and the April 27 and 28, 1990, Special Board Meeting

**INTRODUCTION OF GUESTS:**  
**NEW BUSINESS:** Financial Statement of the Idaho Department of Parks and Recreation

Idaho State Centennial Trail

Emergency Promulgation of Amendments to Public Information Rules

Amendments to Fees and Charges in State Parks

Approval of Off-Road Motor Vehicle (ORMV) Projects

Approval of Waterways Improvement Fund Projects

Approval of Recreation Vehicle (RV) Projects

**STAFF REPORTS:** Review of JFAC Action on the Idaho Department of Parks and Recreation Budget - Jeff Youtz

Mary Minerva McCroskey Memorial State Park General Development Plan (GDP) Status Report

Acquisition and Development Status Report

**DIRECTOR'S REPORT:**  
**BOARD MEMBER REPORTS:**  
**EXECUTIVE SESSION:** Under authority of *Idaho Code* § 67-2345, an executive session may be held for the purpose of discussing personnel, litigation, or private land acquisition matters.

**NEXT BOARD MEETING**  
**DATES, LOCATIONS:** Challis, August 2, 3, 1990.  
Boise, November 9, 1990.

**ADJOURNMENT:** 1:00 p.m., June 1, 1990

Chairman Shewmaker called for any additions or deletions to the printed agenda.

**Director Ferrell requested the addition of a cost overrun request by a project sponsor under the Boating program.**

Hearing no other additions or deletions, Chairman Shewmaker declared the agenda approved.

**MINUTES OF BOARD MEETINGS:**

Chairman Shewmaker called for action on the minutes of the January 17, 1990, and April 27 and 28, 1990, special board meeting.

**Mr. Thomson moved that the board approve the minutes of the January 17, 1990, and April 27 and 28, 1990, special board meeting. Mr. Later seconded the motion.**

Chairman Shewmaker called for discussion on the motion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

#### **INTRODUCTION OF GUESTS:**

Chairman Shewmaker introduced the guests that were in the audience at that time.

#### **FINANCIAL STATEMENT**

Mr. Anderson presented the following written financial status report for the IDPR through March 31, 1990:

Operating revenues were generally up through March this year with the exception of those derived from winter programs. Both the snowmobile (1261) and cross-country ski (1246) accounts were down substantially. Gas tax revenue was up slightly, indicated by gains in the Waterways (1250) and ORMV (1260) accounts. However, the Capital Improvement account (1247) was down due to a reduction of reimbursable projects from Public Works & the National Guard. The Harriman Account (9321) was up due to increased use and good earnings on invested funds.

Federal accounts were mixed with gains in the P&R Federal Account (1355) due to the Recreation Initiative, City of Rocks and billings on L&WCF projects. The Federal Pass-through Account (1390) and the Federal Surcharge Account (1391) were both down substantially due to a reduction in available grant funds and ongoing projects. The Boating Safety Account (1370) was showing a good increase over last year.

The expenditure rate was generally ahead of last year at this time. Administration had only \$50,700 remaining in operating expense compared to \$90,600 last year. Administration will have to conserve on travel, supplies and other general operating expenses for the remainder of the year in order to stay within budget.

Park Operations operating expense has approximately the same percentage of spending balance as they had last year at this time, however they have \$193,600 balance remaining compared to \$166,600 last year. Most individual parks appear to be in a good position to complete the year and Park Operations over all appears to be in good shape. A few parks will require additional operating funds to complete the fiscal year, however these can be transferred from the regions and park administration.

Development only had \$1,752.84 remaining in operating expense with a full traveling schedule for the spring. A transfer of allotment from another program will be required to allow them to complete their agenda for the year. The Recreation Programs had \$65,500 remaining operating expense balance compared to \$74,500 last year. The trails programs have overspent their allotted operating expense at this time and will require a transfer from the

trustee and benefit allotment to complete the year. The RV program is currently low in operating expense balance but a transfer from allotted seasonal salaries is planned to provide the needed spending authority.

With the indicated adjustments, I do not anticipate any major problems completing the current fiscal year within available budget.

**The financial statements presented to the board are attached hereto and hereby made a part of this record.**

Chairman Shewmaker asked what the source is for the P&R Federal Fund 1355. Mr. Anderson responded that account 1355 is the flow-through federal account. City of Rocks is run through that fund as well as the in-house L&WCF projects. Although LWCF projects have been down this year, there has been a revenue increase in that fund due to funds for the City of Rocks.

Mr. Neal noted the trails program appears to have been overspent and asked if that has to do with the Centennial Trail? Mr. Anderson said at this time, that's true. The Centennial Trail costs have been paid, but reimbursement has not yet been received on the management agreement. Staff has been working with the Forest Service as far as allocating the funds for the centennial trail. Director Ferrell said it's strictly a reimbursement program; there's no agency or state funds involved.

Director Ferrell pointed out that the development bureau, at the end of March, was very low in operating monies, and some money will need to be transferred to that program. That is the result of the accelerated capital development program this past year that has caused staff to be on the road and to use operating and travel expenses at a higher rate than normal.

Mr. Later asked if the marina expenses/income are held within that fund? Mr. Anderson said the revenues are going into the 1115 rotary fund which is used as an enterprise account. The funds are used to operate the marinas and to do any additional capital development that is necessary.

**Mr. Thomas moved that the board approve the financial statements as presented. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## **IDAHO STATE CENTENNIAL TRAIL**

**Written information presented to the board by staff is attached hereto and hereby made a part of this record.**

Chairman Shewmaker called for the Director to provide comments and staff's recommendation to the board on the proposed route for the centennial trail. Director Ferrell provided the following comments:

The authority of the parks board to designate state trails is vested in *Idaho Code* § 67-4223, so all work and designations to date or in the future are under that section of the *Idaho Code*.

The idea of the state centennial trail started in 1986 with two gentlemen, Syd Tate and Roger Williams, who traversed a north-south, border-to-border route. They went to the Lasting Legacy Committee with the idea that this would be a good centennial project to present to the people of the state of Idaho.

In late 1987, the Lasting Legacy Committee endorsed that concept and charged the Idaho Department of Parks and Recreation with facilitating that procedure.

The planning for the Idaho State Centennial Trail has been a cooperative project involving many trail groups. The Idaho Trails Council has been the pivotal organization over the entire planning process. The University of Idaho has also been involved, as has the United States Forest Service including all of the different forests that would be impacted by the trail, along with the Bureau of Land Management. The National Park Service, operating out of the Seattle office, has staff assigned to that project who have attended the different planning meetings. Part of the direction given to our agency was that the trail should be, to the extent possible, on public lands, trying to avoid private land whenever possible. This is the reason for the heavy involvement of the federal agencies as the Forest Service and BLM make up about 70% of the public land in this state. The charge also said do not create new trails. Link together existing trails so as to not create new impacts, and utilize the extensive trail system that currently exists in the state of Idaho.

Two committees were formed to assist the Idaho Department of Parks and Recreation with the planning process. One was a citizens advisory committee made up of all trail user interests represented by the Idaho Trails Council. The other was an agency steering committee that had representatives from all of the state and federal agencies that would be impacted.

The citizens advisory committee had an important role in determining the direction in that they were charged with recommending goals and objectives for the trail; recommending the trail routes; establishing assistance groups to help federal managers and land owners that might be impacted; to promote development and management of the trail through adoption programs or different trail organizations committing to take care of certain parts of the trail; and serving as a liaison between the parks department and trail users throughout the entire state as well as the federal land managers and the private land owners. They would be responsible for developing and recommending a trail marking system. The department held a contest for the trail marking program to designate a logo for the trail about a year and one-half ago and received approximately 300 different suggestions, many of them from school children throughout the state. There was a selection committee who selected the trail logo marker. It's important to note that the centennial trail logo marker is not the same centennial logo that is commonly associated with the centennial. The citizens advisory committee was also responsible for providing expert advice on trail establishment and use from the user standpoint. The people on the committee represented all trail users in the state of Idaho.

The agency steering committee also had a very important role in advising the agency in that they were responsible for developing goals and objectives of the trail, developing trail management and maintenance direction, preparing cooperative agreements and management plans with the citizen advisory committee and trail user groups, and developing trail routes and alternatives. Again, federal agencies were heavily represented as every U. S. Forest and BLM area that the trail conceivably could go through had a representative on that committee.

In May of 1988 a goal-setting workshop was conducted after the Idaho Department of Parks and Recreation and the Idaho Trails Council meeting in McCall. Participants at that goal-setting meeting included equestrians, mountain bikers, hikers, backpackers, trail bikers, skiers, and representatives from several Forest Service and Bureau of Land Management offices.

Generally, workshop participants envisioned a trail that focused on Idaho's diversity. They wanted to provide a trail where one could see the agricultural industry that is so important to this state, to view the mining that goes on in some of the back country, and to see and touch upon as many of the historical, recreational, and scenic sites and areas as possible.

They developed a set of goals, which has previously been presented to the board.

In December of 1988, the Idaho Department of Parks and Recreation sent out 400 scoping documents around the state to solicit input and comments on several alternatives that the different committees had recognized as being possible routes for the trail. Although 400 documents went out, only about 30 were returned. A preferred alternative by both the citizens advisory committee and the technical advisory committee was developed.

The committee used a process called "Choosing By Advantages" (CBA) which is a process to evaluate all the alternatives available and then weigh the values against the goals and objectives to come up with a route that appears to meet the majority of the goals and objectives.

In April of 1989 a cross section of the joint committees met in Boise to do a trial run on one of the segments that were chosen under the CBA process to see whether the CBA process was really working, and if it would produce the kind of trail that they envisioned for the citizens of Idaho.

The full joint committees met in Sun Valley in May of 1989 to complete that process. A reconsideration stage was entered into in which the Idaho Department of Parks and Recreation went back out to the public with the recommended alternative, and asked them for comments. It was at this point that it became very clear that some of the citizens were not comfortable with the fact that the preferred trail did not go

through the Frank Church River of No Return Wilderness and the Bitterroot-Selway Wilderness. They felt that was a very important pristine part of our state, although all of the other goals were met in the other alternative, that the wilderness experience was very central to the entire earlier concept of that trail. At that point it became apparent that the readings between the Lasting Legacy Committee, who charged this agency and the different advisory committees that were working on this, had not been made clear.

The citizens committees and the technical committees went back to work again after the Lasting Legacy request to reexamine and consider a wilderness route. They came up with the wilderness route that has been outlined on the maps that the board has been provided over the past several months. The Lasting Legacy Committee, at their meeting in January, adopted segment one from British Columbia down to Hoodoo Pass which was the same route that was selected by the advisory committee; they officially selected the route through the two wilderness areas; and the third segment, south of wilderness down to the Nevada line. They did not officially address a western route although they felt that if the parks board adopted one, it would be an acceptable solution to them. They were very clear that they wanted the route through wilderness and the segment one and three that are on the south and north end of wilderness to be called the Idaho State Centennial Trail, which is the name they had embraced from the beginning. The board has been provided a letter from Mr. Trueblood of the Lasting Legacy Committee with a copy of the actual motion that supports the recommendation being presented to the parks board.

This has been a very difficult project caused by trying to meet the needs of all of the citizens of the state, to protect the resource, and still have handled the information and the needs fairly and objectively. There doesn't appear to be an absolute compromise available in terms of what is the best possible decision.

The board has staff's recommendation that the board approve the state designation of the Idaho State Centennial Trail and the Centennial Trail west and east. In order to identify those routes outside of wilderness for the public, they have been termed Centennial Trail east and west. This terminology was suggested by Mr. Trueblood of the Lasting Legacy Commission as an acceptable way to identify them for trail users.

Director Ferrell concluded by saying she recommends that the board adopt the Idaho State Centennial Trail and Centennial Trail west and the small portion that is labeled east. The maps outlining the routes are before the board, along with a map that shows the 34 proposed wilderness areas that make up a combination of the Kastner bill, the Andrus-McClure bill, and other proposed wildernesses in the state. The map also shows the actual wildernesses. The proposed routes do travel through some of these proposed wilderness areas. It is important to note that the proposed route does not change any existing trail use that is currently authorized under existing land management plans. It does not introduce new uses; it does not change existing

uses. Changes in land use are established through public input and the NEPA process, and designated either by the Forest Service or the BLM.

Director Ferrell said she is pleased that Mr. Ed Bloedel from the Sawtooth Forest is here today because he has been in on the entire process from its inception. If there is an expert on the trail, Mr. Bloedel probably comes as close to representing that as anybody. Director Ferrell added that she came into the situation late in the process and missed a lot of the early deliberations.

There being no questions of Director Ferrell, Chairman Shewmaker called on Mr. Bieker to address the board.

Mr. Bieker thanked the board for allowing him to come and talk on the centennial trail. Mr. Bieker noted that he is president of the Idaho Trails Council. He emphasized that he is not here talking for the council now, but is here on his own. The board has the letter from the Trails Council already. Mr. Bieker said he's here to urge the board to approve the Idaho Centennial Trail.

Mr. Bieker related a story about a friend of his who was wheelchair bound. This gentleman, whom he's known for about 40 years has had multiple sclerosis (MS) for the last 24 years. It is a terrible disease that affects different people differently. For the last 12 years this gentleman was confined to the wheelchair, and the last 5 years he gradually lost control of all but use of one arm and one hand, but with a very keen mind. He was able to operate a motorized wheelchair, and he got good at it. He traveled all over the city in his motorized wheelchair. He was an avid outdoorsman while he was able to be that way. When Mr. Bieker visited him in a nursing home in Clarkston, he always wanted to know how the Centennial Trail was coming along. He said he wanted to be able to take his wheelchair and go ride on the Centennial Trail. He also said he wanted to ride on some of the wilderness trails. Well, federal law says, this you can't do. He told Mr. Bieker that was discrimination, and he's absolutely right. It is. Mr. Bieker said he wanted his friend to come and speak to the board today, but he can't. He died three weeks ago. He'll never be able to take that wheelchair ride on the Centennial Trail, but for the sake of all the other wheelchair-bound people, Mr. Bieker urged the board to approve this trail with the least amount of restriction possible. Allow these people to get out and see some of Idaho's country as it is now. At the last meeting of the Four-County Natural Resources Committee meeting in Coeur d'Alene, there was one dissenting vote out of all the votes that were cast for the Centennial Trail. The one gentleman said he wanted it to be a walking and hiking trail only. Mr. Bieker urged the board to remember the people in the wheelchairs. Nobody has talked to them yet. Thank you.

Chairman Shewmaker called on Forrest Pry to address the board.

Mr. Pry said he's wearing two hats today. The first hat is for myself--horseman, backpacker, hiker. Mr. Chairman and members of the board, there isn't enough public knowledge about the proposed

multipurpose trail. You must get more information out to the public. You must have a well-detailed map along with this information. I have yet to see such a map, only vague dotted lines. I urge you, do not cast this centennial trail in stone until more public knowledge is available. I, as well as many others, have opposed building multipurpose roads through existing wilderness as well as proposed wilderness areas. Motorized vehicles do not mix with day hikers, backpackers, bicyclists, and horsemen. Not wanting to be lopsided in my opinion, I went to horsemen's clubs, private riders, and talked to hikers and outfitters. They all oppose the concept of multipurpose usage of high country except by nonmotorized use.

A case in point, Canfield Mountain in the Coeur d'Alene National Forest had a very good trail over this mountain built by horsemen, used by day hikers and backpackers, also. Along came motorbikes, which not only became a nuisance to the people on foot and on horseback, but they did incredible damage to the trail as well as to the mountainside. Now we have the water running down the eroded trail with such washouts that neither hikers nor horsemen can use them. Gentlemen, this is a very small area compared to the proposed trail. Just think of the damage here, multiplied because of the location and size of the trail. A case in point, Jerry Johnson Hot Springs off of highway 12 with easy access to the public, has been taken over by nudist groups who don't care about ecology, about the environment, nor do they care where they take a crap. They are defiling this public area, therefore denying the use to others who simply want to enjoy the beauty and soothing waters of the spring. There's another example that usually happens when motorized vehicles are allowed to get too close to special areas. Unfortunately people take unfair advantage. Let us keep our precious backcountry for the ones who truly appreciate beauty, serenity, closeness to nature. There are too many roads cutting into pristine areas already. It's imperative to preserve some of our most valuable heritage for the people who appreciate it. If we continue to open up more areas to motorized vehicles, we surely will destroy, within one generation, what mother nature has created in a millennium. We have to be stewards of the land and to ensure that following generations will have an opportunity to see what the backcountry looks like. Members of the board, for all the mentioned reasons and many others that would be too tedious for you to read, I cannot accept the idea of the Centennial Trail becoming a motorized trail. Can you in good conscience approve a move that will cause irreparable losses to our precious heritage. Thank you for this opportunity, and I am Forrest Pry.

Mr. Pry said the second half of his presentation results from his belonging to the Kootenai Environmental Alliance (KEA) in Coeur d'Alene. I agreed to convey to you a letter from them, and I hope that you'll bear with me a little bit longer. At the KEA meeting March 17, 1990, members voted to call your attention again to a letter of February, 1990, endorsing the idea of a divided trail. They again wish to be on record as favoring a separate trail, when necessary, for motorized vehicles outside the wilderness. We are still concerned about the effect of the centennial trail designation involving wilderness areas and areas proposed for wilderness by the Coalition

for Public Lands. The map for the trail which we have seen appears to route the motorized trail through the Gospel Hump Wilderness, and also appears to route motorized recreation through proposed wilderness areas including the Selmo-Priest, Long-Canyon, Selkirk, Scotchman Peak, Mallard-Larkins, Moose Mountain, Hawk Mountain, Lewis and Clark, South Fork, Salmon River, Hansom Lakes, Smokey Mountain, and Lime Creek. They would not want the designations of a centennial trail to jeopardize present or future wilderness designation in these areas. Submitted by Carol Stacey, Vice-President, KEA.

Mr. Pry asked for extra copies of the director's report and a good map.

Mr. Thomas said that he is from north Idaho and they don't know too much about it up north. But it isn't because the department hasn't provided the information. The fault lies in the news media that receives the information refuses to print it. They get news items of importance to the people of the state of Idaho out of the Boise Office and you never see them in the paper, but they get them. So it isn't the fault of this department.

Mr. Pry said he appreciates that information, because that was the one thing that he ran into when talking to so many people. They said we do not have any information, and that is what the body of my letter says.

Mr. Thomas said he attended a meeting of the Backcountry Horsemen in Coeur d'Alene a couple of weeks ago and noticed on their table that they had the maps with the latest proposal that the board is discussing today. Along with this map, there's a key showing the trail from north to south that keys into every section on a detailed forest map showing the detailed route mile-by-mile. The Backcountry Horsemen have this map showing the proposed trail that the board is discussing today.

Mr. Pry said he would still like to have a copy of that map, because there are other people besides these groups that are very keenly interested in the trail.

Mr. Thomas said at the Centennial Trail public meeting in Boise, state president Arlan Smith of the Backcountry Horsemen, addressed the board. Mr. Thomas said his main concern was a single trail that was supposed to accommodate multi-use. Mr. Thomas said he asked Mr. Smith if the horses are becoming accustomed to the motorcycles, and he seemed to think yes. Then the motorcycle people testified, and they are on a program of educating their people to stop their motorcycles and turn them off, go and talk to the horse people and find out the best way that the horse people recommend to pass on the trail. So, in the spirit of having a Centennial Trail from north to south, these two groups of people of adverse uses on the trail are trying to work together to make this come about.

Mr. Pry said I concur with what you have said, but the mixing of the species really don't mix. Like the gentleman before me testified about the man that had MS, my heart goes out to him and I think there's parts of that trail where you could take these wheelchairs. There's a lot to look at, and I hope my oar is not in the water too late to ride the rapids. Thank you very much.

Chairman Shewmaker introduced Morton Brigham.

Mr. Brigham said he wanted to address the board as an individual. For a long time I've been interested in conservation problems throughout the state. I was one of the instigators of the Gospel Hump wilderness in the first place and served on the negotiating committee where we negotiated that with the timber people and the people from Grangeville. We reached one of the few successful negotiations that was ever carried out with respect to the conflict over wilderness and nonwilderness use. I also participated back in the 60's and even prior to that in coordination of the Selway-Bitterroot wilderness so I've had quite a few years experience at this. Now the environmental laws were passed by Congress a few years ago for a purpose. The reason they were passed in the beginning was that we had too many diverse groups with different plans to do different things with different parts of the country, and their efforts weren't coordinated. For example, one agency working to perpetuate certain conditions whereas another agency may be working to destroy it. The Environmental Policy Act was passed to put a stop to that so there could be a more coordinated approach. Now, at the same time people continually seem to try to by-pass this environmental process. We have laws that are pretty definite in that respect. It applies to a lot of things besides wilderness and where there are major uses to be initiated that may affect certain parts of the country, sooner or later you're going to have to go through the environmental process whether you like it or not.

One point that comes to mind is, I'm familiar with this Gospel Hump wilderness because of my background in it, and also I've been on the ground. This western motorized trail crosses the Salmon River Canyon down there by the mouth of Wind River and goes across the river on the Wind River bridge, then it heads up somewhere or another, and I haven't been able to find that out, to the north. One route would be by the old Bullion mine which route would be off the wilderness. Another route goes up Wind River about three miles to the old McMeaghan ranch and then would have to go to the west on a trail that climbs up a bluff there. This country is extremely steep; people have fallen off those bluffs down there when they were afoot. I remember a mountain climber fell off to his death a few years ago, right there at the mouth of Wind River, just up the trail a little ways. I can't see for the life of me how you could ever, at any reasonable expense, ever produce a trail that's supposed to be suitable for motorized trails in that part of the country. The soils are erosive and in April, for example, you could cross the Wind River bridge and go part way up the hill. Who's going to stop a motorcycle from using it then? They won't be able to get clear through on top because there's too much snow, but then they're riding up the trail and once they get up there they'll be using them for hill climbs, hill climb practice and all sorts of purposes.

We know around Lewiston here for example that all you have to do is allow motorized use across a corner of a field for example and then they racetrack on the whole field. People get out there with motorized vehicles and go around and around and around in a circle like a crazy bedbug. They tear the whole field up if you let them into one corner. So there has to be somebody enforcing it, and a lot of regulations. Even if they had a surfaced trail in that part of the country that went up the hill through the problem areas where the soil

is erosive, they won't stay on the trail and they won't stay on the surface after they get up there. They'll just use that as access to get up there and cut the whole country up. It will take a lot of enforcement, so I can't see how you could go into that kind of process without a full environmental disclosure of the whole details before you start to get any funds for the thing. I don't think there's enough first-hand information available on any such a project of that size that you have the information even to draw up an environmental statement yet. That's a major project.

Another thing is, I think it's a frivolous use of money. We have people all over the state who don't have enough to eat, little children that don't have money to go to the doctor, women that are pregnant who don't have any money for suitable doctor's attention, we have people that are hungry, people without houses, hundreds of bridges all over the state that need to be replaced. I would say if we're going to spend money on a north/south route, let's spend it on highway 95 where we need it so we can use it with a truck. The way it is now, it's a dangerous process to even ride across areas like Lawyer's Canyon.

I can't see that frivolous use of money at a time when we have all these other issues staring us in the face. Actually the world as a whole. The entire planet is subject to threats that pale by the imagination. For example, the greenhouse effect. What effect would it have for example if say 500 to 1000 nuclear bombs would be blown over some of our cities. We have the ozone hole that allows harmful radiation to come to the planet here that causes a lot more skin cancer. We have vast pollution areas, areas like we have up around the mines around Coeur d'Alene. We have huge areas of mining waste that's never been cleaned up all over the country. Why can't we use what funds we have for some purpose like that rather than some place for some guy to ride up and down the mountain in a hurry on his motorcycle. Some of the promoters seem to think there's no place for them to go if you don't get this centennial trail. Actually there's been thousands and thousands of miles of trails and roads available ever since I can remember, and that's been too many years, where you can go out and camp and stay there a week and never see anybody. They don't have to have a new trail in order to find a place to get out in the boondocks. I think if you try to proceed the way you're trying to with this western motorized trail, if you try to proceed the way you're headed, you're just headed for a lawsuit. I don't think you're going to go anywhere. There's enough people interested they won't stand by and do nothing while such a thing is built. Thank you.

Director Ferrell pointed out that this is not a newly constructed trail. It's existing trails with existing uses, and that's caused some of the confusion. It's a symbolic designation that links existing trails and existing uses. One of the charges that Lasting Legacy gave was to use existing trails; use what is on the ground today.

Mr. Brigham said that may be their policy, I don't know about that, but when somebody starts up that trail that goes up the Lower Wind River and then starts to head off up the ridge to the west, he had better have a darned sharp shod horse, and it had better be in the middle of the summer.

Director Ferrell said that she has ridden parts of the trail in the north part of the state on horseback. It was open to multiple use, but the only thing that could get through there was a hiker or horse. It was very difficult riding.

Mr. Brigham interjected that any way you go across that Salmon River canyon, you're going to have to have a new trail. There's no way to do it on existing trails without a lot of damage.

Director Ferrell said the agency is not supporting the creation of new trails.

Mr. Brigham interjected then you're going to stop right at the bridge. There's a dead end of your trail right there, because you're not going anywhere after you get across the bridge unless it's rebuilt.

Chairman Shewmaker called on Mr. Bloedel to comment on the proposed Idaho State Centennial Trail route.

Mr. Bloedel said he didn't come here to testify for the Forest Service because the Forest Service has already testified in favor of these routes that the board has before them. The position of the Forest Service is still the same.

As was pointed out earlier in the Forest Service testimony, the route designation is still largely symbolic, which Director Ferrell just mentioned. When it crosses the national forest lands, these trails are already in place; the types of use are already there as designated by the national forest travel plans. One of the misunderstandings that seems to keep arising here is not understanding that all these trails are in place and are being used. Both of the routes have sections that are open to motorized use and sections that are not open to motorized use outside of wilderness. Forget wilderness for a moment. There are a lot of sections that are closed to motorized trail use by national forest plans on both of these routes because of resource damage or conflict between users, or other reasons that the Forest Service uses in the analysis of the national forest process. All the trails are in place. There may be some small sections up in the Panhandle near the Canadian border not in place, but otherwise the trails are already in place or the route is along roads. In a lot of cases it's along roads because there wasn't enough single trail routes to try to fit together. It was planned through that selection committee that the route could go through parts of wilderness. Both of the routes, the western and the route in the central section of the state go through wilderness. The Lasting Legacy Committee and others felt the western route, or the preferred route, did not go through enough wilderness, it just touched the edges. For example the Gospel Hump that Mr. Brigham brought up goes in and out of the section that is outside the wilderness right in that area, is closed to motorized vehicle use and that's the way it would remain. If the state designates this as a centennial route, it would remain that way. Or, it could be adjusted--not in the wilderness--but outside of wilderness by forest travel plans. So remember that if you establish a trail, that the use can be adjusted through these forest travel plans, or if Congress should establish wilderness, and that's happened in the past. There's a lot of times Congress has come in and said we want this to be wilderness where trails were used by

motorized vehicles and in a lot of cases, even jeeps. All over the country there are examples of that, and that's Congress' prerogative. That's the people of the United States' prerogative, through Congress, to establish wilderness if they wish. The Forests then manage it as wilderness.

There was no trail actually designated as an alternate motorized route. A lot of that has come out because of the way it came out in the media, or the way certain people are making that statement to make that the issue. There was no plan to say this is the alternate motorized route. The western route goes in and out of wilderness. When the committee went through this process, they were looking at different alternatives, knowing that parts of that route would be closed to motorized use, There would be other roads and trails off of the centennial trail that motorized use could occur on and then come back on the centennial trail. The motorized users that were on the committee at least are fully aware of that.

Again, the Forest Service testified earlier. The Forest Service is cooperating with the designation through the state process. The NEPA process has been mentioned several times in testimony in other places; the Forest Service is following that. Part of that is the public involvement that is going on now in a great fashion because a lot of people are getting involved.

But if the board designates a trail, then it's still up to the Forest Service as land managers to manage that and say what is going to be the use, working with the public. We'll manage those under the NEPA process. We will follow the national environmental process in implementing or managing this trail.

Again, the board already has the Forest Service' written testimony in support of the route that has been outlined by Director Ferrell which is delineated on the maps before you today. The Forest Service believes that the centennial route will have little affect (and the amount of use is a matter of opinion) and doesn't feel the designation will change the use a great deal one way or the other.

Both routes go through proposed wildernesses--both routes--not just the western route, but both routes.

Mrs. Robertson asked Mr. Bloedel, if the board designates that trail route, would that swing the balance towards making those travel plans favor motorized vehicles? Mr. Bloedel said he didn't think so, because you're designating a trail that is open to both motorized and nonmotorized use based on the forest travel planning process. However, I said earlier, that can be adjusted.

Mrs. Robertson asked about areas that are more or less defacto nonmotorized trails because they are so steep, such as Mr. Brigham suggested. For instance, in areas that are already okay in the Forest Service plan for multiple use but they just can't be used because they are too steep, does the Forest Service have plans to redo those trails to upgrade them so that motorized vehicles can use them which would actually make that area more available to motorized use? Mr. Bloedel said he couldn't think of any motorized plans for any specific forests, but yes, if there are places where that can be done. When the Forest Service plans to rebuild a trail so that it is suitable for whatever use, it goes through the NEPA the same as any other project. If, within the travel planning process, they make that decision that this would be suitable for motorized use, if there was some change in the trail, there could be some plans to go ahead and improve some trails along

those lines. They don't have any specific plans for the Idaho State Centennial Trail like that. They will look at each section of the centennial trail, if the board designates it, on a case-by-case basis, based on the forest plan direction, what the public has told us through the forest planning process and federal plan direction tied to that, and whether or not that should be changed or adjusted.

Mr. Bloedel said there may be some trail projects that are upgraded. These trails are already there and in existence, and plans have been made to do things on these trails. So, there may be some projects now along this particular route where the trail is going to be changed and upgraded. The Forests are working on their trail program and management program regardless of this designation process.

Mrs. Robertson said some people have pointed out specific projects where they felt that that has been done, and she was trying to clarify that. It gets back to the fear that they have that those improvements will indeed prejudice travel plans and jeopardize proposed wilderness areas in terms of those ever being considered for wilderness through the NEPA process. Mr. Bloedel said that's an opinion. People can say that's the way it will go. He feels it can go either way. They are upgrading some trails in the Smokeys, but are not upgrading those trails with the purpose of improving them for motorized use. Those trails that are being upgraded are unsafe for horse travel, causing erosion, and other problems. In the Smokey Mountains, we have certain trails that are being upgraded. This is on the Sawtooth, which is one of the controversial areas that the conservation groups have proposed for wilderness that the forest plan doesn't propose for wilderness. The conservation people then can say that we're upgrading that just for motorized use. Well, that's their opinion, but we are rebuilding some of those trails because of resource damage and other safety conflicts, and problems for horses.

Mrs. Robertson said in the Red Mountain wilderness area that the Forest Service proposed for wilderness, wasn't approximately half of that struck from consideration because of the ORV trails in that area? Mr. Bloedel said he didn't know the Red Mountain area, so can't answer that. It was hard to get someone here that would have details on each of those areas. He said he could only answer for the specifics on the Smokey areas.

Mr. Later asked if it is correct that a person could not follow that designated trail with a motorbike without leaving it at certain places and then coming back on? Mr. Bloedel said that's correct. Mr. Later added, unless designations were changed or unless trails were rebuilt or something. Mr. Bloedel said they would have to be relocated, too, because the western route goes through wilderness. We have no authority to allow motorized in the wilderness, and have no intention of that. Mr. Later said couldn't that same thing be said of the eastern route? That if a person headed out on a motorbike, could he follow part of it and then have to get out onto. . . . Mr. Bloedel said the same thing could be said for an eastern route. Mr. Later said then, what is the purpose of designating a western route? Mr. Bloedel said the western route was the chosen preferred alternative of those joint committees that worked through this using all the criteria. Some of the criteria was to provide a diversity of recreation opportunities, to protect high quality natural cultural recreation. It was an attempt to tie in those other things. It was the highest scoring selected route in the process. Mr. Later said then the name that the media or somebody has put on that western route by calling it a motorized route is a misnomer. Mr. Bloedel said that's true. It is a misnomer.

Chairman Shewmaker thanked Mr. Bloedel for his comments.

Chairman Shewmaker said in his view this was a compromise, the best thing that the board can do, realizing that it's not going to be fully accepted by any group, but it was the best that could be done in meeting the objectives that were set. He commended all those parties involved for coming up with what they did. It was not an easy job. Staff's recommended action is to approve the centennial trail as presented.

Mr. Thomas said about five days ago he received a very thick package of information on the centennial trail that Director Ferrell sent to the board to review. He said he has been spending most of his waking hours wrestling with this trail problem. The Forest Service, primarily, is in charge of all of these lands. In the written statements and testimony, it is clear that on this particular route they are only putting a name to it--nothing more. The route more or less follows existing roads and existing trails which have been used for motorized, backpacking, and so forth. This does not digress from that. It's merely putting a name to a route. A lot of people put in a lot of time on the project. He said he was particularly impressed with a story in the Grangeville newspaper. Two hundred people went up on the Lochsa, a part of the proposed centennial trail, and put in a weekend building trails and bridges for the successful designation of this particular north-south trail. That's impressive. By adopting this recommendation, the board is satisfying the things that the Lasting Legacy Committee wants and providing future generations a lasting legacy that they will appreciate down the road.

**Mr. Thomas said, I therefore move that the board adopt the recommendation as submitted by the staff and our director. The recommendation is as follows: That the Idaho Parks and Recreation Board approve state designation of the Idaho State Centennial trail and centennial trail west and east as shown on the attached map. This action taken in accordance with Idaho Code 67-4223. I move for the adoption of the recommendation. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion on the motion.

Mrs. Robertson urged against adoption of this proposal, partially because she thought one of the foremost natural resource sponsored controversies right now in Idaho is wilderness. It has been for a long time, and it will be into the future. Mr. Bloedel has pointed out that in the past that when wilderness areas were designated, that motorized trails were discontinued. But she thought that if some of the proposed wildernesses were to be considered for wilderness designation now, it would be very difficult to say that the Idaho State Centennial Trail, motorized portions, would have to be discontinued because of the label the board is putting on it. She felt that because of that, in a sense the board is inserting themselves as a state agency and as a state process in something that should be a congressional prerogative. The board could quite possibly jeopardize the ability of these areas to be designated wilderness at some time. She said she is not against a western alternate but is against that alternate going through areas that are currently proposed wilderness.

Chairman Shewmaker said he certainly didn't think it would be the intent of the motion that the board do anything that would be construed as causing an area in the future not to be included in wilderness. Any action such as future wilderness

designation can only be handled by the administrative agency with the authority such as the Forest Service or BLM and by congressional action.

Chairman Shewmaker called for any more discussion.

Mr. Thomas called for the question.

**Chairman Shewmaker said all those in favor of the motion signify by saying aye. Messrs. Shewmaker, Thomson, Neal, and Thomas voted aye. Mrs. Robertson and Mr. Later voted nay. Motion carried.**

## **EMERGENCY PROMULGATION OF PUBLIC INFORMATION RULES**

Ms. Just presented the following written report:

The 1990 legislature passed, and the governor signed, a comprehensive public records bill, House Bill 860. The legislation takes effect on July 1, 1990. The existing rules pertaining to access to public records of the department were promulgated in the spring of 1988, and do not comport with some portions of the new legislation.

Staff is proposing amendments to the existing rules to bring them into compliance with the legislation. A copy of the rules in legislative format is attached to aid you in discerning the changes which are proposed. The attached form is not a part of the rules, but is provided for your reference, as the rules do make reference to the form. Because there is inadequate time to promulgate these rules using normal notice and comment procedures, staff is requesting that the board approve the amended rules as emergency rules to become effective July 1, 1990, and further direct staff to begin the formal promulgation process.

Staff recommends that the board approve the proposed amendments to IDAPA 26.10.4 as emergency rules to become effective July 1, 1990, and direct staff to begin concurrent promulgation of the rules through the ordinary notice and comment process.

**The rules in legislative bill format are attached hereto and hereby made a part of this record. The form for requesting public records is attached hereto and hereby made a part of this record.**

Ms. Just added that the legislature resolved a long-term dispute that has gone on between the media and various state agencies about what kind of records were available to the public. In the past, the law read that anything that was in a department's files was open to the public unless there was a specific statutory exemption that closed a public record. The problem was that a multiplicity of agencies had a multiplicity of statutes that were scattered from one end of the Idaho Code to the other. Even with all of those exemptions, some state agencies were having problems conducting business because certain items that they dealt with weren't public records and were causing them problems and they were trying to get more exemptions. The media felt that everybody was trying to conduct state business behind closed doors and they finally came up with a comprehensive bill to deal with public records. It sunsets all of the existing provisions and institutes a system whereby all records are public except for 36

specified exemptions that are all going to appear in one place in the Idaho Code. It also sets up some provisions for timeliness of responding to public records requests, and specifies when and how much can be charged for providing this information. Some of those procedural things that were in that legislative action were not consistent with the public records provisions that the Idaho Department of Parks and Recreation had in its rules that it implemented in 1988. So the proposed rule changes don't go into the substance of the legislative enactment, but they are designed to deal with and make the department's procedures consistent with the procedural requirements of the new bill, the majority of which goes into effect July 1. The sunseting of the existing exemptions doesn't go into effect until 1993, but the working part of the public records bill does become effective in July. Therefore, staff is asking the board to allow promulgation of the rule changes as emergency rules to become effective on July 1. At the same time, staff will take those through the full public hearing process. There was no way to do that and have them finalized and in effect on July 1 to comply with the statutes.

The department's existing rules call for one public records officer in the entire state and that worked fine because most of the records people asked for were in the central office. But the new law only allows three days to respond to a public records request and there are public records kept in each of our parks that are not available in the central office. It would be unworkable for those public information requests to go from a park to Boise and back and be able to do that under the time limit. We propose to have someone designated in the central office, the two region offices and every park office who will be in charge of the public records requests. The proposed rules include compliance within three days.

The new bill allows for photocopying charges but not for staff time in preparing, compiling and photocopying. The old rules allowed the department to charge \$10 per hour if it took a lot of staff time to compile a response to the request. The proposed rules specify 10 cents a copy for photocopying. The new bill allows charges for producing automated records off the computer, and limits the charge to actual costs to provide the information. The proposed rules specify the form of the computerized data. The individual requesting the public records will get the information the way the department has it, and it will be up to them to convert it to something usable to them.

Ms. Just said she will provide all staff and the board a copy of a manual that will explain what items are not for public consumption and what are and how to respond in order to comply with the statute. The statute included fines of \$1000 for public officials who in bad faith don't comply with the terms of the statute. That's going to be applicable to each public records person whether in the park, region office, or if the request is made to a board member. Director Ferrell pointed out that that \$1000 fine is a personal fiscal liability. It is not something that would be picked up by the state.

**Mr. Neal moved that the board approve the proposed amendments to the administrative rules. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## AMENDMENTS TO FEES AND CHARGES IN STATE PARKS

Mr. Dokken presented the following written report for board consideration. The Idaho Department of Parks and Recreation is recommending an increase in fees, to be effective January 1, 1991, as follows:

	<u>Present</u>	<u>Proposed</u>
Campsite Fees		
Primitive - vault toilets no water	\$ 4.00	\$ 5.00
Basic     - vault toilets central water	6.00	7.00
Developed - flush toilets central water	7.00	8.00
Electrical hookups at site	2.00	3.00
Group Use Fees (per person)	1.00	1.25
Farragut State Park Minimum charges per night		
Thimbleberry	50.00	70.00
Waldron Loop 1	70.00	100.00
Waldron Loop 2	120.00	150.00
Buttonhook Area A	40.00	50.00
Buttonhook Area B	60.00	80.00
Annual State Park Passport (motorized vehicle entrance fee)	20.00	25.00
Discount rate if purchased prior to February 1	10.00	15.00

The present fees have been in effect since January, 1988. In making the recommendation to increase fees, several factors were considered: inflation since 1988, input from individual park managers, rates charged by private operators, rates charged in neighboring states, and increased operational fiscal needs.

The electrical hookup fee increase is a result of a study conducted at Hells Gate State Park. A meter was installed on one campsite, which showed a range of between \$2.25 to \$3.50 per site per day. While certainly not a scientifically exact study, it confirmed that an increase in fees for electrical hookups is needed.

There is a need to increase revenue to finance additional operating expenses to cover inflationary costs and a need to increase fees to hire additional seasonal personnel to provide services demanded by increased visitation. There is a need to increase fees to keep pace with other state park agencies in the West, and to remain generally competitive with private campgrounds in order not to negatively impact their business.

Setting of fees and charges is certainly not an exact science. Efforts to establish a rate that will not cause undue competition with private enterprise have met with mixed success. Rates charged by private enterprise

vary greatly. Consequently, the proposed fees, while considering private enterprise, are based on a variety of considerations.

The use of fees and charges within the state park system serves several purposes.

It provides a means for the user to pay a larger share of the cost of services--services are priced at a level that is fair to both users and nonusers. If a particular service provides benefits only to one user, such as reservations, an attempt is made to make that service pay for itself. Other services, such as protection of the resources located in a state park, are provided for the public good and the cost of providing these services should be borne by everyone. Campgrounds are provided for the public good, but should not be totally financed by the taxpayer or user. By providing these types of facilities, benefits accrue to surrounding communities, to the total state's economy, as well as to the user.

Fees and charges provide an alternate source of revenue for the Department. The pressure continues to increase services while the availability of tax dollars to provide those services decreases. This has necessitated a stronger emphasis on revenue enhancement.

Fees and charges are used as a management tool. They can be used to limit or encourage use in certain areas and at different times of the year; they can be used to determine demand; and the charging of fees can encourage private enterprise to enter the market if a profit can be made.

Staff has taken into account all of the above considerations in recommending an increase in fees. The financial benefits may not be seen the first year. In past years, when rates have been raised, the net effect has been a reduction of visitors the first year with a slight increase in revenue. In ensuing years, there has been a gradual increase in visitation.

Staff recommends the Board approve, in concept, the proposed fees for 1991. Further, that the Board direct staff to start the promulgation process so that the final fees and charges can be approved by the Board in their fall meeting.

Mr. Thomson asked if the group use fees pertain to Harriman? Mr. Dokken said Harriman and Dworshak have separate fee structures. The fees proposed here pertain to the other group use areas in state parks.

Mr. Thomas asked how many months and what time of the year did the experiment on electrical hookups cover? Mr. Dokken said the meter was read daily during August, September, and October. It's not a scientific study, but it reaffirmed staff's feelings that sufficient revenue wasn't being received to pay the electrical costs. Director Ferrell said it will have been three years since fees increases have been considered for our general camping.

Mr. Dokken added that whenever the department increases fees, there is a corresponding decrease in visitation, but a leveling of the fees. Staff does not anticipate much additional revenue next fiscal year as a result of this increase in fees. Calendar year 1992 is the time when the benefits of the fee increases will start to come in.

Mr. Later moved that the board approve the fees in concept as presented, and that staff be directed to begin the rule promulgation process. Mr. Neal seconded the motion.

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

All votes cast were in favor of the motion. Motion carried.

**OFF-ROAD MOTOR VEHICLE (ORMV) PROJECTS**

Mr. Chuck Wells presented the following written report:

The list of projects shown have been reviewed and recommended by the Off-Road Motor Vehicle Fund Advisory Committee during their May 3 meeting in Boise. This list was reduced from a larger list of proposed projects.

Staff recommends approval of all of the listed projects to be funded as far as available funds will allow.

ORMV FUND

Approved ORMV Fund Budget for FY '91 (Trustee & Benefit and Capital Outlay)	\$733,500.00
Previously Approved Project Commitments :	\$90,228.00
Boise District BLM-Owyhee Front	\$37,000
Ketchum Ranger District-S.N.F.	\$31,428
Twin Falls Ranger District-S.N.F.	
Third Fork Trail System	\$21,800
Replacement of three (3) Groomers	255,000.00
Proposed FY 90 ORMV Projects	323,817.00
Projects under \$10,000 & Miscellaneous expenses	64,455.00

ORMV FUND Proposed Projects for FY 91

<u>PRIORITY &amp; SCORE</u>	<u>APPLICANT/PROJECT</u>	<u>RUNNING AMOUNT</u>	<u>TOTAL</u>
1 95.59	BLM - Egin Lake Access	\$33,850	\$33,850
2 85.68	Boise BLM - Boise Front OHV Trails	\$13,500	\$47,350
3 82.64	Nez Perce National Forest - Bullion Creek Trail (withdrawn)	\$50,000	\$97,350
4 82.59	Lowman RD/BNF - Rocky Wagon ATV Trail System (3 years at \$20,750 per year)	\$20,750	\$118,100
5 82.55	Payette Co RD - Clay Peak OHV Park	\$15,250	\$133,350

6	79.09	Ada Co Sheriff - Sheriff Patrol/Boise Front	\$20,000	\$153,350
7	77.45	Lowman RD/BNF - Deadwood Trail Projects (5 years at \$32,309 per year)	\$32,309	\$185,659
8	75.64	Boise RD/BNF - Corbus, Hot Creek & Grouse Creek (3 years at \$32,703 per year)	\$32,703	\$183,362
9	74.86	Wallace RD/IPNF - Graham Creek Trail	\$12,000	\$230,362
10	69.56	Pocatello RD/CNF - Belle Marsh Trail Projects (2 yrs: 1st yr. - \$36,454, 2nd yr. - \$13,254)	\$36,454	\$266,817
11	61.99	Montpelier RD/CNF - Horseshoe Basin Warming Hut	\$25,000	\$291,817
12	55.85	Valley Co Sheriff - Purchase, Snowmobile	\$10,000	\$301,817
13	52.90	Mtn. Home RD/BNF - Trinity Warming Hut	\$12,000	\$313,817
14	43.42	Salmon Ridge Runners Snmbl Club - Purchase, Groomer Trailer	\$10,000	\$323,817

**The entire package of individual projects that are recommended to the board for approval today are attached hereto and hereby made a part of this record.**

Mr. Wells remarked that the new ORMV Advisory Committee scored and recommended the projects. The committee was established as a result of legislation that was enacted two years ago. The committee has three representatives from north Idaho, three from southwest Idaho and three from southeastern Idaho, and there is a snowmobile member, a trailbike/ATV member, and a nonmotorized member from each of those areas. The committee met in May and provided excellent input and evaluated the projects very carefully. Some of the projects are on-going projects phased over several years. As a result, approximately \$90,000 is obligated before other projects can be considered. Also, several years ago a process of approving and replacing groomers was set up. Staff tries to select three or four groomers a year for replacement. In addition, there are some miscellaneous projects under \$10,000 that have been approved by the Director; Staff will deal with those throughout the year.

Mr. Wells pointed out that Project #3 on the list, Bullion Creek Trail on the Nez Perce National Forest, should not be considered for approval at this time. Staff received a letter last week from the Nez Perce National Forest asking that the project be pulled. They want to back off on that project temporarily and get some other things done in there. It will change the totals.

Mr. Wells pointed out that the Boise Front had four project applications for ORMV funds:

- One was under \$10,000 from the public information/education committee from the Boise Front Coalition which was approved by Director Ferrell.
- Another project on the Boise Front was for \$13,500 for BLM to renovate trails, waterbars, etc.
- The other Boise Front project request was for Ada County Sheriff's patrol for \$20,000.
- The fourth project for the Boise Front was sponsored by the Boise Front coalition for \$39,200, which is not on this list. The committee voted seven against and two in favor of the project. It puts the department in a dilemma, because staff has been working with the Boise Front Coalition for several years to solve the problems on the Boise Front. Staff feels this is a good project in some ways, but would prefer not to alter the recommendations of this committee. This is the first time they have met.

Mr. Wells said he met with the Boise Front Coalition and they asked staff to present the fourth project to the board. That project involves working with the Ada County Soil Conservation Service on private land for fencing. Some of the committee members objected to the private land situation, but ORMV funds can be spent on private land. The three representatives from north Idaho pointed out the other three projects already approved for funding on the Boise Front.

Director Ferrell said that if the board approves this 4th project on the Boise Front, it basically is the final phase of the rehabilitation project that the Boise Front Coalition, other agencies, and this department have been working on for several years and it would take care of some of the last major problems that exist. The Boise Front project, under auspices of the Coalition, has received a great deal of notoriety. It will be receiving the "Take Pride in America Award" for the work that's been done on the Front. Director Ferrell added that she and Mr. Wells both feel that the board should commit these additional funds to finish up the project. It's been a monumental task, but the Boise Front Coalition has done miraculous work in a matter of 2-1/2 years. During the last board meeting this agency gave a community service award to the Boise Front Coalition for being able to work together as a cohesive group to solve those problems. None of staff wants to "go around" the recommendations of the committee, but this is one project that needs to go forward to finish the project. The fact that Bullion Creek has been pulled out also provides more than enough money to take care of that \$39,200 project on the Boise Front.

Mrs. Robertson said she is familiar with this problem, and certainly understands staff's hesitation to short-circuit this new committee, and she has some reservations about that. On the other hand, staff may, through longevity, work through some of the attitudes that northern Idaho feels like southern Idaho is getting all the money when they realize and have a history of projects you're working on and realize that some of the major problems are in the southern area that staff is addressing. Staff needs to look at it from that perspective. Mrs. Robertson encouraged the board to endorse this Boise Front project. It is worthwhile, a project that the board has a history of working towards.

Mr. Later said there would be some justification in the board approving this project in that this committee is new, and the Boise Front project is one that the board had made a significant commitment to as a staged project quite some time ago before this committee existed. The board should not walk away from any project leaving it almost completed whether that project is in southwest, east, or north Idaho.

Mr. Thomas said he was opposed to changing the committee's recommendation when it was first mentioned, but this discussion has given him a different perspective of the full program. He has changed his mind on that under the circumstances. Being a new committee, they may not see the overall operation of parks and recreation--the amount of money Kootenai County gets in boating funds as opposed to other counties, etc.

Mr. Wells said he would like to see a separate motion so staff can justify it as a continuation of a project that the board has an on-going commitment that shouldn't be stopped at this time. Future projects can be left to the committee.

**Mr. Thomas moved that the board approve the Boise Front project in the amount of \$39,200 to complete the final phase of the on-going rehabilitation project. Mrs. Robertson seconded the motion.**

Chairman Shewmaker called for further discussion of the above motion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

Mrs. Robertson asked why the Bullion Creek Trail project was pulled from the recommendations on this list? Mr. Wells read excerpts from the letter from Michael J. Cook, Forest Engineer, as follows:

There appears to be a discrepancy in the legal description between the legislated wilderness boundary and the intent of the boundary itself. This effects the physical location of the trail, as well as access to the trail from the highway by O.R.V. Due to additional public comment, the proposal needs further analysis to meet the requirements of the National Environmental Policy Act (NEPA). The present Categorical Exclusion will be expanded to an Environmental Analysis after clarification of this boundary. This process will take approximately 120 days without any further delays.

Mrs. Robertson said she had some concern when she saw that application, so she called Wayne Wright to find out if it was true that they were going to have to follow the NEPA process and do an environmental analysis on that. She was concerned because it looked suddenly like that had become part of the centennial trail. She had not heard about it until she received the information packet for this board meeting. Mr. Wright told her that originally when they made the application that they had encroached upon two environmental analyses that they had already done in the field for other projects and that they felt those would cover this project. They had filed a categorical exclusion, but it had not been signed off on in this file. When certain groups became aware that this might indeed be in the wilderness area, Mr. Wright reviewed the file and realized that had not been signed, so they were then forced to take these steps. Mrs. Robertson said she asked Mr. Wright, how many times does this happen with ORMV applications? Are there other occurrences where this is put in the file and never signed off on? He would not say that this had happened before, but suggested that this board might want to require, in the applications for ORMV projects on Forest Service and BLM land, an indication on the application that these had been signed off and by whom. Mrs. Robertson said she would like to make a motion to that effect.

Mr. Wells said this is the first and only project the Nez Perce National Forest has submitted for ORMV funds. When it came out for public review, they started getting comments and this was brought to their attention. They aren't sure if the trail goes into wilderness. Their intent was to relocate the trail so it would be outside of the wilderness.

Mrs. Robertson reiterated that she would like to make a motion, but wanted to hear a rebuttal from Mr. Wells as to what kind of situation that might put staff in if the board requires that a signoff be included in the project application that comes to the board for approval.

Director Ferrell asked exactly what statement would be in the application? Mrs. Robertson said something like ". . . on any applicable Forest Service or BLM signoff, that they have complied with NEPA before these projects come before the board."

Mr. Wells asked Lew Munson, who has been with the Forest Service and knows their processes, to explain the process. Mr. Munson said on most of these projects, they request the funds from the ORMV grant. If the funds are approved, they go into the complete NEPA process. If they aren't approved, then they don't go through that process. On some of them, the process has been done prior to the application being

sent in. It is a lengthy, time-consuming process to go through the NEPA process and then not get the project funded.

Mrs. Robertson said it looks like it could go all the way through the board action and then find out that they have to withdraw it. It then leaves money that is needed on other projects, but it also seems like it offers more opportunity to short-circuit the new committee that you just put in place to review these projects. Mrs. Robertson said she doesn't feel that the board has all of the information to consider a project, and perhaps the committee doesn't either.

Mr. Munson said all of the projects have gone through the process of getting the input from the people. The Forest Service has done the scoping to get the feel of what the public is saying. The actual document itself hasn't been written. If there is opposition, they go and talk to the people.

**Mrs. Robertson moved that Mr. Wells and his group include in the applicable Forest Service or BLM application, a signoff that they have complied with the NEPA process before these projects come before this board.**

In response to a question from Chairman Shewmaker, Mrs. Robertson explained that "if it's applicable" it should be done before it comes before this board. In some cases, she didn't think it would be applicable.

**Mr. Later seconded the motion.**

Mrs. Ferrell asked if it is intended to be the complete NEPA process including the issuing of the findings or the process of taking public testimony. Mrs. Robertson said in some cases that won't be necessary because they will only be doing an environmental analysis. All they will be doing is indicating to us that a categorical exclusion has been made. Director Ferrell said then you want to know the status of the environmental analysis by the Forest Service on the project, and it should show on the application?

Mr. Later said the benefits to the board would be that it will help us in cases like this in that we wouldn't have money in suspense, and would know that it is a viable project that can move forward.

Mrs. Robertson said that her concern is that if this hadn't been challenged, the board might have passed on this project without an environmental assessment. She has further concern that more challenges are going to be made, and has been told which ones they are. It would be better for them to have done all of that paperwork before it gets to the board, since it isn't denying them any of these projects.

Mr. Later asked Mr. Wells if they would have to change time frames for these projects in order to get all the paperwork done? Mr. Wells said it would probably back that up to the first of the year. Staff's review process takes 90 days for the department to review the project and get it back to the agencies.

Mrs. Robertson said that's a project-by-project call. The board can't tell which projects will take more time, and which will go right through. The projects that they recognize need more work will have to have more time on them.

Mr. Neal asked, if this is adopted, will people give up and not make applications for the grants? Mr. Wells said he's not sure what effect it will have. Mr. Munson

said the Forests know they have to complete a NEPA process before they can put the money on the ground. They hate to take all the time to go through the complete NEPA process, because a lot of projects never get through the approval process. Their concern is why should they put all the man hours into the NEPA process if it doesn't get approved. This would make sure it's a good viable project, and there would be more assurance that it would go through.

Mr. Neal said then in your opinion, it wouldn't discourage them from applying? Mr. Munson said he didn't think it would because most of the projects are viable, and didn't believe it would affect that.

Mr. Thomas asked Mrs. Robertson if it is her intention that this work has to be done before an application comes in? Mrs. Robertson indicated yes, if it is applicable. Mr. Thomas responded that "if it's applicable" is an escape clause. Mrs. Robertson said, No, it's not. They will decide whether or not it's applicable. Some of the projects won't require an environmental assessment. Some of them will, and those that do, it will be done before it comes before the board.

**Vote: All votes cast were in favor of the motion. Motion carried.**

Chairman Shewmaker said that the board has had the information on each of the ORMV projects for the past few weeks and requested that board members ask questions on projects rather than review all of the projects individually.

Mrs. Robertson said on **Project 2, Boise Front OHV Trails**, Stacy Gebhard, Fish and Game, has some concerns about the width of the trail and problems with erosion. She asked if Mr. Gebhard's concerns have been addressed in the final form? Mr. Munson said the tread width is a certain width and the clearing width is a certain width. The 8-foot width is a clearing width to prevent limbs or something from hooking a packsaddle, the handle bars on a bike, or a backpack. That question has been answered to the satisfaction of Fish and Game.

Mrs. Robertson on **Project 10, Belle Marsh Trail**, Fish and Game officials have concerns about cumulative effects of increasing numbers of trails in the area. Mr. Wells said the Mormon-Goodenough Canyon connector was completed last year. The trails actually come down out of the forest and a rider must go on the one constructed last year, 10 miles of gravel and some paved road, to get to the other trail to get back up into the mountains again. And above the private land they were putting the trails across to make connectors and staff had some concerns about certain types of use during certain times of the year. The Forest Service has agreed to close those trails during that time of the year that Fish and Game was concerned about. It was in the winter range area and they will have a closure during that time. They do have a closure on the trail Mormon-Goodenough trail that was done last year. The new trail will be closed at that time, also. The deer come down above those fields and stay in those areas, and that was Fish and Game's major concern in seeing the trails in there.

Mrs. Robertson asked if there are concerns raised by Fish and Game, are those concerns addressed in the final? Mr. Wells said they are. Staff meets with Fish and Game right away to find out, mitigate, and take care of the problems.

Mrs. Robertson said relative to **Project 1, Egin Lake Access**, she received a clipping from the newspaper on Idaho's rare tiger beetle. The question asked was how projects like this impact the tiger beetle? Mr. Wells said this project is

actually outside of the sand dunes. Currently, people drive in through a farmer's field in an area where they can't get into the dunes and end up parking in the farmer's field. The sponsors want to put this parking lot outside of the actual dunes area; they feel they can have better control of the ORV's from a trail system out of this parking lot than they do where they're presently using them. The latest information he has is, they're finding where there's only one stage where there's any affect at all on the tiger beetle, and that's when the tiger beetle is in the larvae stage. Mr. Wells discussed it with BLM officials and they don't consider the tiger beetle and ORV use to be a major problem over there. They have found the tiger beetle in other locations, too. They thought at one time that it was the only place that they had them.

Mrs. Robertson said she received a university report on that and is aware of the other areas that they have identified, and is also aware of the timing of the use of the ORV's and that larvae stage. She asked if this department is in any way trying to mitigate the timing so we're not using those dunes or at least putting ORMV funds in so that it hinders that time? Mr. Wells said that BLM, by having the parking lot, could direct the trails away from the areas where the problems were to get the people back on the major dunes. They have signs up now that limit the ingress and egress from the dunes. If they get the parking lot in, they will have a better chance of doing that.

**Mr. Thomson moved that the board approve the recommended projects numbered one through fourteen as presented by Mr. Wells but deleting #3, the Bullion Creek project. Mr. Later seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

#### **FY 1990 WATERWAYS IMPROVEMENT FUND GRANTS**

Mr. Jeff Hoedt presented the following written report:

Staff has an available budget of \$695,500.00 for FY 1991 grants.

Nineteen counties, six cities, eleven management districts of federal agencies (USFS, BLM, BOR), three state parks, and three boating organizations submitted sixty-seven applications for FY 1991 Waterways Improvement Fund grants; the requests totalled \$1,569,028.87. Sixteen of the submitted applications did not meet the program requirements and were found to be ineligible for funding consideration leaving fifty-one eligible.

The Waterways Improvement Fund Evaluation Committee members individually reviewed and rated each application in accordance with the newly established point factor rating system. The individual scores were combined to create a final score for each application. The following list represents the application scores in descending order from the highest score.

**The staff recommends that the Board approve all the grants as presented in the attached list commencing at the highest score and following the descending order until all available funds are dedicated. The staff is also recommending that the Board approve the transfer of those dedicated monies to the next**

eligible project(s) should any of the applicants of the higher rated project(s) withdraw their applications.

The staff recommends that in the instance where the balance of available funds is only adequate to partially fund the next eligible application (such as IDPR-Heyburn S.P. 91-05(52a) that that applicant be given the option of accepting the reduced funding level or withdrawing their project. If the applicant elects to withdraw the project, the next eligible project will be offered the funds and/or the same option if applicable.

The staff recommends that the grants be approved and available at the percentage of total costs as applied for up to the maximum amount requested and approved.

The staff recommends that the compliance conditions on the Kootenai County 91-28(e) - Spokane Point land acquisition be approved.

The staff recommends that the Board approve the reduced funding for the City of Harrison 91-28 (68) dock project; and the USCG-Aux. 91.00(b) advertising project.

The City of Post Falls collects a \$1.00 park entrance fee per vehicle and a \$2.00 entrance fee for vehicles with trailers. Because FY 90 WIF grant monies provided the boat ramp, the staff recommends that the same fee for vehicles, with or without trailers, be charged if grant funds are also used to provide the parking areas.

The reports for the Waterways Improvement Fund Grant Applications for FY 1991 (July 1, 1990 - June 30, 1991) are attached hereto and hereby made a part of this record.

Mr. Hoedt added that staff calculated there would be \$788,000 available for FY '91 to be awarded in the form of grants. From those funds, staff has recommended to the director that \$50,000 be held to help supplement the boat safety grants which is again not completely funded this year, and to further hold \$42,000 or approximately 6% of the funds available for cost overrun projections that may come up during the year. This left \$695,500 to obligate for FY '91 Waterways Improvement Fund Grants.

The rules applicable to this fund have been changed, as has the system used to recommend projects to the board for grant approval. Staff has developed a five-member committee to review the grant applications and to point factor the projects. That committee is internal and involves all of the bureaus within the department. The applications staff considers eligible are presented to the point-factoring committee.

The points assigned to the applications that were considered eligible and how they rated on a priority basis are shown on the documents presented to the board, along with a series of recommendations. Since the application procedure has changed, staff does not try to change the requested amounts recommended for approval. When sponsors submit an application to the department, it needs to be complete and specific. Applicants are encouraged to meet with staff prior to the committee meeting. Staff has provided manuals to each of the applicants, and the process has been explained at six state workshops so they could learn the new system. We

encourage them to apply early so that if they have problems with the application, staff can meet with them to help them develop a good package.

Mr. Hoedt pointed out that the U.S. Forest Service is currently considering withdrawing three applications because they have a wording problem with IDPR's agreement. Staff is negotiating with them now to see if that wording, which deals with the hold harmless clause in IDPR's agreement form, can be changed. Should the Forest Service withdraw their application for any reason, staff is asking the board for permission to go down the list in ranking order so as to provide funding for the next highest rating project.

**Mr. Thomas moved that the board approve the series of recommendations as presented regarding the Waterways Improvement Fund grants. Mr. Thomson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

### **COST OVERRUN FOR THE PRIEST LAKE FY '90 WATERWAYS IMPROVEMENT FUND GRANT**

Mr. Hoedt presented the addition to the agenda as follows:

In May of 1989, the Board approved an \$18,000 Waterways Improvement Fund Grant for dock construction at Priest Lake State Park. A \$1,000 grant for piling construction at the same site was also approved.

One month ago (May 1, 1990), the bids were open for the construction of this project. The contractor with the lowest bid had to withdraw from the project because of a lack of a materials supply source. The bid was then awarded to the second lowest bidder, where it was discovered that the cost of the dock construction would be higher than the grant awarded. The difference is \$2,160.00.

For the FY 90 grant funds, we have already experienced \$13,000+ in cost underruns on other projects. Therefore, the cash and the spending authority are currently available to fund the above cost overrun.

The staff recommends that the Board approve the Priest Lake State Park Waterways Improvement Fund Grant Project cost overrun for the amount of \$2,160.00.

Mr. Hoedt explained that funds are available for this cost overrun because of a cost underrun for another project; IDPR has the spending authority. With board approval, staff would add \$2,160 to the current grant.

**Mr. Thomas moved that the board approve the recommendation to increase the Priest Lake State Park project, Waterways Improvement Fund grant by \$2,160. Mrs. Robertson seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

All votes cast were in favor of the motion. Motion carried.

## 1990 and 1991 RECREATION VEHICLE GRANT REQUESTS

Mr. Poulsen presented the following written report:

The Department received forty-three (43) requests for RV grant funds during the last application period. At their most recent meeting, the RV Committee rated thirty-two (32) requests. Eleven (11) of the requests were not rated for various reasons. Upon the recommendation of the Fiscal Officer, the Committee chose to allocate approximately \$154,000.00 of remaining FY 90 funds and \$430,000.00 of FY 91 funds at the present time. The results of the priority rating process are attached. The following projects have been recommended by the RV Advisory Committee. This list does not include two (2) projects that were recommended by the Committee and previously approved by the Director.

IDPR Information Center Operation This project would fund the operation of the Cherry Creek, Huetter, and Snake River View Visitor Information Centers. Included in the request are personnel, capital, and operating costs for FY 91.

Idaho Falls BLM The BLM has requested funds to drill a new well at the Kelley's Island Campground near Heise.

Targhee National Forest The USFS has requested funds to renovate the Warm River and Riverside Campgrounds on the Ashton District of the Targhee National Forest.

City of Twin Falls The City has requested funds to construct a restroom and sewer lines at the Chamber of Commerce operated information center near the Perrine Bridge.

City of Hailey The City has requested funds to construct a visitor information center at Gateway Park, which was previously constructed with RV funds.

Boise National Forest The Emmett District has requested funds to renovate restrooms, roadways, and camp spurs at Sagehen Reservoir.

Targhee National Forest The Dubois District's request is to continue improvements at Stoddard Creek Campground north of Dubois. Previous improvements have been made with RV grant funds.

City of Wallace This request is to construct a tourist information center at exit 61 of I-90 near Wallace.

Salmon BLM This request is to replace the water system at Morgan Bar Recreation Site near Salmon.

Payette National Forest This request is to construct an RV dump station near the Cold Springs Campground, which is near Lost Valley Reservoir on the New Meadows District.

City of Preston This project is a cooperative project with the Land and Water Conservation Fund. Funds are being requested to construct an RV rest area and restrooms on US 91 in Preston.

Benewah County The County has requested funds to acquire the historic Hughes House, which will be used as a tourist information center.

IDPR Winchester The Department has requested additional funds to renovate the campground at Winchester Lake State Park. This is an addition to an existing RV grant.

The RV Committee recommends that the Board approve the following projects. The Committee also recommends that the Board approve the priority list, so that staff can award the funds to the next projects in line, should any approved project not materialize.

<u>SPONSOR</u>	<u>AMOUNT</u>	<u>FISCAL YEAR</u>
Idaho Falls BLM	10,000.00	90
Payette National Forest	11,000.00	90
IDPR-Winchester	<u>131,600.00</u>	90
TOTAL	<u>152,600.00</u>	
IDPR-Info. Centers	72,000.00	91
Targhee National Forest-Ashton	41,906.00	91
Twin Falls	55,211.00	91
Hailey	62,449.00	91
Boise National Forest	17,800.00	91
Targhee National Forest-Dubois	26,900.00	91
Wallace	81,850.00	91
Preston	29,362.50	91
Benewah County	<u>24,312.50</u>	91
TOTAL	<u>411,791.00</u>	
GRAND TOTAL	564,391.00	

<u>PROJECT</u>	<u>AMOUNT</u>	<u>SCORE</u>
IDPR - Huetter-Cherry C. SRV Info Center	72,000.00	505
BLM ID FALLS - Kelly's Island CG Renovation	10,000.00	476
USFS - Warm River/Riverside CG Renovation	41,906.00	459
Cd'A BLM- Killarney Lake Restroom	3,500.00	458
TWIN FALLS - C of C Info Cntr Restrm/Sewer	55,211.00	453
HAILEY - Gateway Park Info Cntr	62,449.00	452
USFS - Sagehen Asphalt/Restroom	17,800.00	450
USFS - Stoddard Creek CG Renovation	26,900.00	450
WALLACE - Exit #61 - I-90 Info Cntr	81,850.00	438
BLM SALMON - Morgan BAR Water System	10,000.00	429
USFS - Cold Springs CG Dump Station	11,000.00	426
PRESTON - Preston Tourist Park	29,362.50	426
BENEWAH COUNTY - St. Maries Info Cntr	24,312.50	425
IDPR - Winchester Lake CG Renovation	131,600.00	425
BLM BURLEY - Grey's Landing Restroom	7,000.00	425
	<u>584,891.00</u>	

ST ANTHONY - <i>Keefer Park Info Cntr</i>	9,500.00	423
IDPR - <i>Bruneau Dunes Dump Station</i>	9,800.00	421
STITES - <i>Rest Area Restroom</i>	7,930.00	418
SHOSHONE BLM - <i>Timmerman Hill In for Cntr</i>	5,250.00	417
KOOTENAI COUNTY - <i>County Med Cntr RV Sites</i>	21,125.00	409
IDPR - <i>Bear Lake Picnic Shelter</i>	28,000.00	408
USFS - <i>Fish Creek Meadows</i>	10,000.00	403
IDPR - <i>Round Lake State Park Water System</i>	30,000.00	400
Cd'A BLM - <i>Huckleberry D.S. Hydrants</i>	25,000.00	399
BINGHAM CNTY - <i>Sportsman's Park Water Sys</i>	7,500.00	399
TWIN FALLS CNTY - <i>Fairgrounds Restroom</i>	35,505.00	398
USFS - <i>Big Springs Restrooms</i>	19,500.00	395
BINGHAM CNTY - <i>Sportsman's Park Restroom</i>	9,000.00	377
MARSING - <i>Marsing Park Development</i>	48,894.00	359
USFS - <i>Williams Lake Spurs/Dump Station</i>	36,900.00	357
USFS - <i>Bonneville CG Renovation</i>	15,256.00	328
KOOTENAI COUNTY - <i>Fairgrounds Dump Repairs</i>	4,200.00	289
KOOTENAI COUNTY - <i>Sun-Up Bay Restroom</i>	10,000.00	Not Rated
USFS - <i>Lochsa Ranger District Info Cntr</i>	25,000.00	" "
ELK RIVER - <i>Elk Creek Reservoir</i>	6,000.00	" "
USFS - <i>Kirkham CG Renovation</i>	52,500.00	" "
USFS - <i>Lake Cleveland Redevelop</i>	62,000.00	" "
FRANKLIN CNTY - <i>Franklin Info Cntr</i>	34,789.20	" "
BINGHAM CNTY - <i>Sportsman's Park Picnic Shltr</i>	9,000.00	" "
BINGHAM CNTY - <i>Moreland Park Restroom</i>	9,000.00	" "
USFS - <i>Blowout CG Renovation</i>	17,100.00	" "
USFS - <i>Calamity CG Renovation</i>	17,500.00	" "
USFS - <i>Big Elk CG Renovation</i>	12,500.00	" "

Mr. Poulsen introduced Eldred Thomas representing the advisory committee from district II. Mr. Poulsen said the the RV program will see significant increases this year. In the first two years of its existence, it was approximately \$700,000 per year and this year it will be \$900,000.

There is going to be a dedication of the Cherry Creek rest area at Malad. That's tentatively set for June 26. A dedication of the Huetter rest area at Post Falls will also be held in June, but that date is not firm. It's exciting to know that there are new facilities around the state to provide information to the visiting publics.

Mr. Poulsen pointed out the lists of projects, priority order, and recommendations.

**Mr. Neal moved that the board approve the recommended grants as presented. Mr. Thomas seconded the motion.**

Chairman Shewmaker called for further discussion. Hearing none, he called for a vote on the motion.

**All votes cast were in favor of the motion. Motion carried.**

## **RV ADVISORY COMMITTEE MEMBER**

Chairman Shewmaker said that Mr. Eldred Thomas' term on the RV Advisory Committee expires June 30, 1990, and asked him to explain how he feels the committee is operating and how he would like to see it continue. Chairman Shewmaker pointed out that the board can't make any recommendations at this time for nominations, since there may be a new parks board member from district II.

Mr. Eldred Thomas said he is very interested in the RV committee program. In 1983, in Lewiston, he made an appearance before the board asking for help in getting legislation enacted by the legislature in 1984. In November, 1984, he attended a board meeting in Moscow on behalf of the Good Sam organization. Mr. Thomas said he felt having an RV committee was one of the best strokes of business that has happened to the state of Idaho. They represent 65,000 people in the state of Idaho that own an RV and pay an RV sticker fee for the to the privilege of owning a recreational vehicle or motorhome. He noted that in 1984 they worked with the parks department and asked them to manage and supervise the money if it did become available so as to eliminate a layer of bureaucracy that would be tapping the funds that would be paid into that dedicated RV account. The RV committee is a group of dedicated people, not selfishly motivated by what goes on in one region. The feeling of representing 65,000 people in the state of Idaho is paramount in the RV committee members' minds. There is no bickering in the committee; we have a good relationship with the staff. He said he has enjoyed his relationship with board member Tom Neal over the years. Mr. Thomas said he submitted his application to be reappointed to the RV Advisory Committee should the board and the new member see fit to act on that.

Mr. Thomas said he is assistant state director for the Good Sam Association. The Governor has issued a proclamation declaring June 25 through June 29 as Good Sam week in the state of Idaho.

The RV Committee has made recommendations through the staff, including the ones this board just approved, of approximately \$2.212 million that have been allocated to projects in the state of Idaho for the benefit of the RV owner. There has been that much money plus matching money from people that have gotten these grants. This is through the RV sticker fee that the RV owners are paying.

The bill is based on \$8.50 on the first \$1,000 value of the RV plus \$5 for each \$1000 of value based on the Blue Book. When this first came about, some felt it was unfair to charge a person an extra fee just because it had sleeping and eating capabilities in the RV. A license is still required for the RV, the same as for a truck or trailer. Mr. Thomas said as he meets with Forest Service and other officials throughout the state, he reminds them where the money comes from and that it must be invested for the benefit of the RV owners. Last year, \$1,471,000 was collected in the state of Idaho from RV owners. Of that, \$795,000 is put into the RV account. After House Bill 492 was enacted, about 55% of the RV sticker fee is being invested into projects for the benefit of RV owners.

Mr. Thomas said he felt that they are partly responsible for some of the tourism coming into Idaho. Mr. Thomas read from a list that he received from

the Idaho Travel Council. Tourism generates over \$1 billion income for Idaho; it generates \$39 million in state tax receipts; it generates \$4 million in local tax receipts. Tourism generates 25,000 jobs in the state of Idaho and accounts for \$178 million of payroll in the state, with about 12% of Idaho's income coming from tourism. He is proud to think that this RV committee has had a part in fulfilling this and seeing things go ahead.

Mr. Thomas said he appreciates working with the committee these last few years and if the board sees fit to reappoint him, would work at it again.

## **STAFF REPORTS**

### **Review of JFAC actions on the Idaho Department of Parks and Recreation Budget**

Mr. Jeff Youtz handed out several documents relative to the department's budget in comparison to other state agency budgets and the JFAC worksheets. Mr. Youtz pointed out that after Health and Welfare and Education receives their budget, there is only 13.4% of the total general account available. That portion will probably shrink in future years, because Health and Welfare will probably be a huge issue in the next few years. However, the parks department has competed very well for the dollars. The department's appropriation in FY '90 was \$3.3 million; the FY '91 request was \$7.6 million; the Governor recommended \$4.3 million, and the FY '91 legislature appropriated \$6.5 million. The percent of increase is 96.5%, which seems to indicate that parks and recreation is thought of as a priority in terms of general tax dollars. A large part of that increase, however, is due to the one-time funding that the department received from the surplus. The state of Idaho had a \$123 million surplus which was an enviable position to be in, but it also created some headaches in terms of trying to budget that. The legislature did a statesman-like job of it.

Mr. Youtz explained that JFAC is now using computer screens at their desks when they discuss and set agency budgets. The hand-outs he gave the board showed the FY '91 budget maintenance and program enhancements for each of the bureaus. It also has a column called "adjusted request" which is what the parks board responses. Mr. Youtz said he doesn't change the park board's request when the budget is presented to the legislature. The Governor's recommendation is shown next to the board's recommendation.

There is an opportunity for any JFAC member to make a motion relative to agency budgets. Three motions can be made: An amended motion, a substitute motion, and an amended substitute motion and then JFAC votes on those in reverse order.

In the administration request, only one motion was made and passed. In park operations, the substitute motion passed. The governor's recommendation was followed by JFAC except for Dworshak. The department requested \$181,200 to staff Dworshak. JFAC agreed with that, but they also wanted to fit in City of Rocks. The person who made the motion did not want to lose the motion by adding it on. So they approved \$149,800 in general funds for Dworshak rather than the full \$181,200 and moved \$31,000 down to cover the city of Rocks. They basically lump-summed Dworshak state park. Included in that original \$181,000 at Dworshak was \$65,000 for capital outlay. You will have to make some judgment calls on how you're going to staff Dworshak and take care of

minimum capital needs and also provide some money for city of Rocks. I think you'll be able to do that. The important thing is to get staffing established. The Governor did not recommend the request for City of Rocks. JFAC recognized the importance of that site and wanted to establish staffing for that. The rest of the requests were not recommended by the Governor. JFAC did make a motion for staffing the centennial state park, but it did not pass.

In park development, the centennial state park was not recommended by the Governor and was surprised in the amount of park development he had recommended. I saw an opportunity there for the legislature to address some issues that I felt that were not addressed in the governor's budget and they came through very well. Facility upgrades is indicative, the motion was made by Rep. Neibaur and Rep. Infanger to provide \$1.5 million for facility upgrades. The governor had recommended \$30,000. The other indication in terms of how the parks board is perceived is there weren't a lot of strings attached to it. That shows a lot of confidence in the board. About the only string attached to the \$1.5 million was that it be spent on existing park system rather than acquisition of new property. That was a real fine effort by JFAC. In addition is the Centennial Park. The Governor did not recommend any, JFAC recommended \$750,000 which was about half the full cost of developing that park. They wanted to get a park effort underway this year and that came out of the surplus as well. These two items account for a great deal of the percentage increase. In terms of staffing of the centennial park, part of the discussion was the timing of the park--whether the department could actually get a park developed and on line this year, FY '91, and the other part was to encourage the park board to solicit private donations and corporate support for that park as well. You have already made those efforts, and it's one item Rep. Gurnsey wants to discuss in the June committee meeting, how those donations are coming in.

Recreation Resources also did well; JFAC basically followed the Governor's recommendation. One item of note is the nonmotorized trails position that has been requested for many years which was funded this year. A lot of the pass-through money in recreation resources bureau reflects spending authority.

Lava Hot Springs received a one-time appropriation from the general fund surplus. The original motion passed. Lava Hot Springs requested \$1 million to perform some major upgrades; the Governor recommended \$150,000. JFAC approved \$430,000 which will essentially take care of the hot water conversion plus gunnite the olympic-size pool.

Mr. Youtz said he will be working with an interim committee this summer to look at some real problems with the highway infrastructure. Because IDPR shares in some of those funding sources, the department may get some pretty substantial benefits from those. It may be anything from a 3-5 percent gas tax increase in order to react to some of the highway funding issues that were brought up in the local needs assessment study. The state is some \$4.5 billion behind. Mr. Youtz said it may be a package approach to highway funding--registrations, fuel taxes, etc. IDPR's Waterways, ORV, and capital outlay account share in some of those formulas. The department may want to be alert to preserving the formulas that are currently in place.

Director Ferrell thanked Mr. Youtz for the role he has played in representing our agency fairly and objectively, but very positively in his work with the JFAC committee. Our successes would not be nearly as significant had it not been for Mr. Youtz' support before the committee. He has been a tremendous asset to our agency.

Mr. Thomas said the board put in a line item for \$100,000 for improvement on that Priest Lake road, which didn't get funded. Director Ferrell said staff requested \$100,000 in the budget, but it was taken out before the budget left the Governor's office. Mr. Thomas said that is a complex case and asked if the department should build roads on state lands? Mr. Youtz said the JFAC has good knowledge of the situation and the board's efforts. JFAC appropriated \$1.5 million for some campground expansion, but isn't sure how far that's going to address the road needs. Director Ferrell said the road work in the Priest Lake area will only be for realignment of the road outside the developed area of the park. Mr. Thomas said the county commissioners don't want to spend any more than the taxes they take in from that area for road maintenance, etc. Mr. Thomas said the state has a gas tax for the purpose of building and maintaining roads and highways in the state of Idaho and felt the state transportation department ought to build and maintain the roads within state parks. Mr. Youtz said that is a legitimate point, but felt that was recognized when the legislature set up the formula in your park capital account--that's \$700,000 that comes from fuel taxes. IDPR is receiving a benefit from the fuel tax in terms of the capital improvement fund that doesn't have to be spent just on park roads. There is an awareness that there is a shared responsibility, and they tried to address that by funding the capital improvement fund from the gas tax. The state will take a real hard look at how highways are funded, so it's a good time to bring up that issue.

Chairman Shewmaker said he appreciates the fine work that of Mr. Youtz and the work of the JFAC. They have served this department well and we will expend the money as intended.

#### **Mary Minerva McCroskey Memorial State Park General Development Planning Process**

Mr. Dave Okerlund presented the following written report:

Work continues on the general development plan (GDP) for Mary Minerva McCroskey State Park. Staff has completed chapter one which includes the background and history of the park. We have also finalized an ownership map which accurately identifies the park's boundaries. Aerial photos have also been obtained. At this time we are finalizing Chapter 2, which consists of the resource analysis and evaluation. We have site meetings set up with the resource specialists in May which will enable us to complete this phase.

On May 19 and 20 we will be meeting with the local advisory committee at the park. We will share the results of that meeting with the Board at the June meeting. As reported at the last meeting, the members of that advisory committee are as follows:

Rick Cummins - Coeur d'Alene	James Eagan - Star
Terry Doupe' - DeSmet	Loring Jones - Moscow
Charles Wellner - Moscow	George Mills, Jr. - Tensed
Ralph Papenfuhs - St. Maries	Bob & Jeri McCroskey - Spokane
Nanci Johansen - Moscow	Harold Osborne - Moscow

Our schedule is to have the draft plan completed by the next board meeting. The schedule follows:

- \*May 18 & 19, 1990 - Final on-site inventory and analysis.  
(Emphasis on natural areas, Hwy 95 access and trails.)
- \*May 20, 1990 - Advisory Committee Picnic at Park, tour park, review mission statement goals, GDP concept graphic.
- \*June 1, 1990 - Progress report on GDP status to Park Board (Lewiston).
- May 20 - June 14 - Prepare Draft GDP
- June 14, 1990 - Send draft GDP to Advisory Committee for review prior to 6/22 meeting.
- June 22, 1990 - Advisory Committee meeting, review draft GDP - make necessary revisions.
- June 25, 1990 - Send draft GDP to agencies for comment; provide draft GDP at key locations for public review prior to public meeting.
- July 13, 1990 - Public meeting on draft GDP (Moscow). Wrap-up Advisory Committee meeting upon conclusion of public meeting.
- July 20, 1990 - Draft GDP, including public testimony from 7/13 meeting, sent out in Park Board Packets.
- August 3-4, 1990 - Draft GDP presented to Park Board for approval.

Mr. Okerlund added that early on in the GDP process it became obvious that citizen participation would be a major factor in the preparation of this plan. As a result of that, he put together a 13-member advisory committee to assist in the preparation of the plan, which is representative of the cross section of the interests that are present in that area. The members include country commissioners of both Latah and Benewah counties, natural resource professionals, local residents, park users, and McCroskey family members. There have been four advisory committee workshops, to date. Two weeks ago a meeting and tour of the park was held on-site. The committee members were each assigned individual tasks to assist in the preparation of the plan. Those results are coming in, so preparation of the draft GDP can go forward. On June 14, Mr. Okerlund plans to send the draft GDP to the committee members for review prior to their final meeting on June 22. They will make changes and necessary revisions and on June 25 that final draft will be sent to public

agencies for comment and the draft will be put in key locations in Moscow and St. Maries for public review prior to a public hearing in Moscow on July 13. After that testimony the committee will meet and see if changes are necessary as a result of the testimony. He will use the week following that to include that into the draft plan and the board will be sent the draft plan and testimony on July 20 in preparation for the August 2, 3 meeting in Challis.

**Mr. Okerlund handed out the mission statement which is attached hereto and hereby made a part of this record.**

Mr. Neal asked about the safe vehicle access from highway 95. Mr. Okerlund said he has looked at every optional vehicle access off highway 95 beginning at the Mineral Mountain rest stop and proceeding north to the existing access at the top of the ridge. They have identified a gently sloping path across private land that would go from a road that extends southward from Forest Service property down the ridge finger on the southeastern exposure and comes out just south of the Mineral Mountain rest stop. It appears at this time that that is the preferred alternative for the new route. It is by far the superior entry road from the eastern end which will match the western entrance which is quite nice. He has not looked at what it might take to go that route.

Chairman Shewmaker thanked Mr. Okerlund for his comments.

### **Idaho State Centennial Trail**

Chairman Shewmaker noted that several people recently arrived and would like to discuss the Centennial Trail. He said that has already occurred on the board's agenda and the board approved the staff's recommendation to designate the trail. Chairman Shewmaker said they are welcome to comment, but it's already been approved.

Mr. Gene Bruce stated that he represents the Panhandle Backcountry Horsemen in regard to the centennial trail as well as the Idaho Backcountry Horsemen and Backcountry Horsemen of America. He said they have supported this trail from the start and continue to and am glad to see it's passed. Their only reservations for this trail would be safety, and in the area of multi-use areas where motorcycles and different types of users would pass. They would like to have either pull-out areas or optional trails where two different groups could pass with safety in bad areas. They would like to see some posters or some sort of educational program at the trail heads in regard to encouraging low-impact camping along the trail because of the added use of camping in the areas.

Chairman Shewmaker thanked him for his comments.

### **Acquisition and Development Schedule**

**Mr. Mews provided a written listing of projects that is attached hereto and hereby made a part of this record.**

Mr. Mews reported that he and Director Ferrell inspected Henrys Lake campground last week, and the 20 units that were installed were full of RV's in anticipation of the fishing season that didn't start until the next day.

He and Director Ferrell also went to Bear Lake, and the contractor had just been finalled out the day before. There were a few punch-list items, but generally that park will reopen no later than June 15. The project at Winchester and the utility building is started, but the rains came and the contractor has missed two to three weeks of work because of that. The campground is closed right now, but hopes to have it open next season.

Staff has made an offer to buy five acres on the preferred location for the centennial park history awareness center at the junction of highways 93 and 75 south of Challis. RFP's are out for design of the visitors center.

## **DIRECTOR'S REPORT**

Park Land Trust Potential Donation: Director Ferrell reported that she has been contacted by an estate planner who represents an individual who is considering donating 160 acres of timber land to the department's park land trust fund. Director Ferrell explained that in 1989, a bill was passed that allows the department to set up a park land trust fund to accept donations of property that don't have recreational value. The intent is to sell those properties or to exchange them for other lands. This would be a slightly different situation although our deputy attorney general says it is within the legal intent of the law. This particular situation was not anticipated at the time staff worked on the legislation, but it can fit into that. This individual would like the property to be held in public ownership for wildlife purposes; they do not want it to be turned into subdivisions, etc. It is very close to the shores of Coeur d'Alene lake with a series of lots in front of it. The donor wants it managed for timber with the proceeds of any harvest to go into the public land trust account. There were 450,000 board feet of timber taken off in 1988. They expect every 5 years there would be another timber harvest, using selective cutting, not clear-cutting, so the wildlife values could be retained. They are adamant that the property be managed as a forest plantation. Director Ferrell wanted to know if this is something the board would like her to pursue, before she spends a lot of their time or visits with them to consider the property. It would be an income source for the park land trust fund.

Mr. Later said the board can't afford to not explore any kind of undeveloped properties that have that close proximity to that lake. Director Ferrell added that the lakefront lots belong to family members. The consensus of the board was that the director should continue to negotiate and explore the proposed donation.

Audit: For the past three months, the department has been going through a legislative audit. The actual report from the legislative auditors will be available in four to six weeks. There are some areas where they are recommending staff change procedures to be more responsive. There are no known areas at this time where there is any question about the funds or how the funds are managed, but there will be strong recommended changes in how some of the funds are handled and the timeliness of deposits.

Harriman State Park: Staff is in the final stages of completing the three-way exchange of lands among this department, the Forest Service, and State Land Department, to acquire the 300 acres of endowment land property that lies directly across from the park and the small three-corned piece that lies within the park itself on the west side of the road. That should be completed

within the next month or two. There are two or three other private properties that extend from the south end of the property (Last Chance up to the commercial properties, motels and restaurants) that are very important as they provide the visual buffer to the park. They are narrow strips between the highway and the Henrys Fork River. The Forest Service has indicated interest in talking further about land exchanges up on the Sheridan ranch, possibly a three-way trade that would put those private properties into the park. Director Ferrell asked if the board wants staff to continue to work in that direction? Mr. Thomson thought it was a great idea, as did Mr. Later. Director Ferrell said IDPR may have to involve The Nature Conservancy to help acquire that property. It's a once-in-a-lifetime opportunity to protect that park. It was the consensus of the board that staff should explore that opportunity.

Malad Gorge Hydro project: Staff is continuing to review the Malad Gorge Hydro proposal. It is extremely complex. Staff is trying to acquire the technical knowledge so as to evaluate the proposal objectively and accurately as to whether or not it has feasibility in terms of the park. Staff intends to bring the project back to the board at the August meeting in Challis for a recommendation and decision. Staff is faced with commenting on the FERC transfer of license by about the 17th of June which will create a problem for staff because there won't be a board meeting by then. Director Ferrell said the board might have to hold a telephone conference board meeting, but staff would provide the board with a full complement of materials and a staff recommendation should that be necessary.

Eagle Island State Park: The board is aware that some neighbors of Eagle Island State Park and other interested parties believe that perhaps grazing of park properties at Eagle Island is not in keeping with the best interests in that area. It's a riparian area with very high water tables. Director Ferrell and staff met with that group who were well-represented--Audubon Society, wildlife biologists from Fish and Game, and many others. IDPR will fence off the riparian areas and the Fish and Game Department can make fencing available for that purpose. IDPR will have to take care of the labor. Another area discussed was a unique alternative to grazing. The department must maximize revenues at that park; that was one of the directions that the agency received at the time this very controversial old prison farm became a state park--that it become as close to self-sufficient in terms of revenue as possible. That's one of the reasons the grazing and hay cutting takes place. The idea of a golf course on those lands at Eagle Island that are not currently used for recreation was an idea that was considered at the time the general development plan was developed. It was not directly referenced in the general development plan, but certainly referenced in the public meetings and discussions. Although the group that met in no way represents the entire public opinion, they do represent concerned conservationist. They felt that a golf course designed to maximize wildlife habitat and to provide viewing of wildlife would be a viable alternative to the current grazing program. There is a demand for more and more golf courses in the area. U.S. Fish and Wildlife people are very interested in this concept, and have offered to act as technical advisers to develop what could be a model in the nation of a golf course that was designed to maximize habitat and wildlife viewing. Having a concept, taking it to the public, and dealing with private concerns involves several years of work. The current grazing lease runs for two more years which would allow two years to consider a proposal like this. There is a golf course developer that is very interested in it. It would have to go out to

public bid with all interested parties having an opportunity to comment or bid on it. Because this is a two-year commitment of planning and staff time, Director Ferrell wanted to know if this is of interest to the board before any staff resources are committed to it.

Mr. Later said it's an excellent project to pursue. If staff is going to explore having an independent contractor develop it who would have capital invested in it, staff should see if it would be feasible to attach a reversionary clause, 25-30 years, so the department doesn't get tied into a situation where management may be marginal. That could be a built-in no cost reversionary clause or a partial cost. Director Ferrell said staff will consider all of these areas.

Mr. Thomas asked if the golf course would reduce or disturb the wildlife areas? Director Ferrell said the feeling of the wildlife experts in this meeting was that golf courses often provide fine wildlife habitat. This would be designed and planted specifically to attract wildlife and lots of wetlands for waterfowl and would contain vegetation that is conducive to wildlife. Grazing negates some wildlife but enhances geese who need the grazing lands. Designing golf courses this way makes it a difficult course, as there is a lot of rough and water hazards. One of the challenges would be to have a golf course that's easy enough that a lot of people could use it, and still provide all of this wildlife enhancement and waterfowl habitat.

St. Anthony Sand Dunes/LWCF Conversions: This refers to the problem of the conversions on the Flying Hawk project that has been a problem with the city of Boise, for the BLM and for our agency, for about eight years since the World Center for Birds of Prey was built out there. The city and BLM have to replace about 600 acres of BLM land that was purchased with LWCF money for a variety of uses. This is something that staff has put on the back burner trying to get other conversions taken care of. That 600-acre conversion must be resolved in the near future.

One proposal has been that the St. Anthony Sand Dunes be used as replacement property. You heard a project by the BLM for ORV funds to build a parking lot to take the loading and unloading of ORV's off the private lands. BLM has looked at the sand dunes for wilderness status and that's been rejected. BLM may be interested in developing that area for more ORV use. It comes up continually as a replacement property for the Flying Hawk. Mrs. Robertson mentioned the tiger beetle that is found at the St. Anthony Sand Dunes as well as other places. Director Ferrell asked if this is something the board wishes staff to look at, or if it's something staff shouldn't spend any more time on. It is currently heavily used by ORV's.

Mrs. Robertson said the tiger beetle is not yet listed, but it certainly is a species of concern at this point and could be listed at any time it became threatened, and the studies are on-going. She felt the board should be careful not to get into a position where we might be asking taxpayers to rehabilitate an area for a listed species. There are some serious considerations with that beetle. Director Ferrell responded that staff would not proceed as long as there were any legitimate questions about the beetle. The subject of the beetle came up after the project was raised, during the last week or two. Mr. Later said apparently there are some new things out since the original BLM studies on that beetle. At least on the original studies, the identified critical habitat of that beetle was in a section that

could be easily restricted for ORV use. There may be new things since that original study that he's not aware of. The St. Anthony Sand Dunes are an excellent place for that kind of activity because it is self-healing and a lot of wind there to do that. He felt the question is, can it really be regulated? Unless they have identified some areas other than in that initial wilderness study by BLM, he felt it wouldn't be that tough to regulate that to protect it. Director Ferrell asked if the board would prefer staff obtain more definitive information and wait for some decision regarding the beetle before proceeding further? Mrs. Robertson said yes, only because she doesn't want the board to get caught up in a beetle controversy. Director Ferrell said she didn't want that either. BLM isn't going to proceed while they have this question unresolved either. If it is designated threatened or endangered, then there will be areas closed. The area is currently being used extensively. Use can be better controlled through planned development as opposed to random use. Mrs. Robertson suggested that the board hold off until more is known about the status of the tiger beetle, on where those areas are, not knowing where the listing process is right now. She said she would hate to invest money and time and then find out this board is part of the problem or get caught in the middle where taxpayers will be asked for more funding from another agency to rehabilitate, to exclude or whatever. She felt the board should be cautious about moving forward at this time.

#### **BOARD MEMBERS REPORTS**

Mr. Later said he stopped at Bannack State Park in Montana on his way to the board meeting. It's an old ghost town. He happened to meet the president of the Montana State Parks Foundation and also the grandson of the first person to build the electric dredge in that area. They're very interested in what this board is doing with the Idaho centennial state park. They would be interested in an informal visit with our board. They expressed a very keen interest in meeting with the parks board in the Custer area.

#### **EXECUTIVE SESSION**

An executive session was not held.

#### **ADJOURNMENT:**

**Mr. Neal moved that the board meeting adjourn. Mr. Thomson seconded the motion. All votes cast were in favor of the motion. Motion carried.**

The meeting adjourned at 12:30 p.m. local time on June 1, 1990, at Lewiston, Idaho.

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Glenn Shewmaker, Chairman  
Idaho Parks and Recreation Board

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Yvonne S. Ferrell, Director  
and Ex-Officio Member of the Board

8771r

IDAHO DEPT OF PARKS & RECREATION  
REVENUE COMPARISON BY ACCOUNT  
FISCAL YEAR THROUGH MARCH

ACCOUNT	#	FY1989	FY1990	%CHG
GENERAL ACCOUNT	1101	0.00	0.00	0.0%
SALES TAX	1107	0.00	0.00	0.0%
ENTERPRISE ACCOUNT	1115	109,388.79	142,097.90 (2)	29.9%
STATE VESSEL ACCOUNT	1236	503,446.79	451,420.02	-10.3%
CROSS COUNTRY SKI	1246	26,850.86	11,894.99	-55.7%
CAPITAL IMPROVEMENT	1247	739,553.86	635,777.63	-14.0%
PARK & RECREATION	1249	894,924.08	986,120.94	10.2%
WATERWAYS	1250	614,129.15	619,019.69	0.8%
PARK DONATION	1252	66,178.85	(34,507.08) (1)	N/A
OFF-ROAD VEHICLE	1260	614,137.02	620,977.87	1.1%
STATE SNOWMOBILE	1261	181,714.61	130,550.02	-28.2%
MOTOR BIKE	1262	17,897.25	26,867.33	50.1%
SALES TAX	1265	0.00	0.00	0.0%
P & R REVOLVING	1290	6,611.17	(2,288.54) (2)	N/A
REC VEHICLE	1291	368,645.60	532,234.50	44.4%
P & R FEDERAL	1355	91,349.62	202,834.96	122.0%
U S C G BOATING SAFETY	1370	193,662.00	272,784.20	40.9%
FEDERAL PASSTHROUGH	1390	185,744.17	130,782.25	-29.6%
FEDERAL SURCHARGE	1391	98,340.59	77,035.67	-21.7%
P & R SUSPENSE	3936	22,589.18	(89,748.45)	N/A
HARRIMAN	9321	114,086.88	134,042.64	17.5%
PARK LAND TRUST	9359	0.00	181,329.96 (1)	N/A
		4,849,250.47	5,029,226.50	3.7%

NOTES:

- (1) McCroskey funds were transferred from the donation account (1252) to the Park Land Trust Account (9359).
- (2) The balance of marina funds were transferred to the enterprise account (1115) from the P & R Revolving account (1290).

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# IDAHO CENTENNIAL TRAIL

Hailey Brookins

Non-Motorized Trails Program  
Coordinator





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# THE ROUTE

- Traverses the state
  - Crosses three wilderness areas
  - Passes several Wild and Scenic rivers
  - Highlights Idaho's history
-

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# HISTORY

- Conceptualized by Roger Williams and Syd Tate
- Route establishment process
- Official establishment in 1990
- Few successful thru-hikes



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# COOPERATIVE MANAGEMENT

- Bureau of Land Management
- Idaho Department of Lands
- Region One and Region Four of the Forest Service
- Private landowners



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# CURRENT TRAIL CONDITIONS



## Downed trees

Lookout Mountain Ridge  
Trail



## Heavy brush

Coxey Creek Trail



## Deep creeks

South Fork Payette River Trail



## Missing tread

Hunt Lake Trail

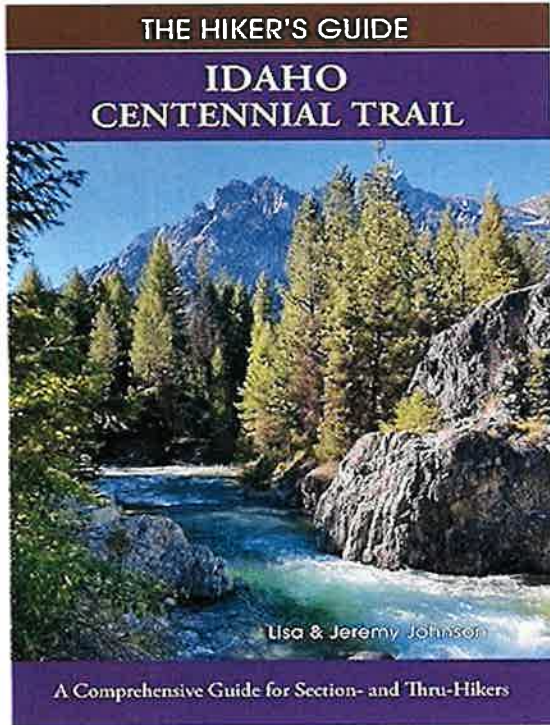
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## One of America's Wildest Thru-Hikes Is Disappearing

The Idaho Centennial Trail is a long trail experience that takes hikers through some of the most remote, beautiful terrain in the lower 48. But years of deferred maintenance mean that it's in danger of vanishing into the wilderness.

PUBLISHED JULY 7, 2023 • NATHAN PIPEMBERG





### Hiking the Idaho Centennial Trail

Presentation by thru-hikers Lisa & Jeremy Johnson, authors of the new Idaho Centennial Trail Guidebook.

**THURSDAY  
AUG. 3  
6:30 PM**

• **HYPERSPUD SPORTS**  
402 S. Main St., Moscow

## The LEWISTON TRIBUNE

Subscribe News Northwest Sports Opinion Obituaries E-edition Extras

FEATURED

### A wild, wonderful wilderness trek along Idaho Centennial

This Boise couple thru-hiked Idaho's wildest trail, covering 982 miles in 51 days

By Nicole Blanchard of the Idaho Statesman | July 9, 2023 | Updated 07/19/2023

# PUBLIC INTEREST

- Guidebook published in 2023
- Education events
- Facebook group
- Backpacker magazine article



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# MAINTENANCE FUNDING

- \$250,000 from IDPR in 2021
  - Partner organizations
  - Accomplishments
-



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## FUTURE OF THE TRAIL

- Benefiting Idaho's small towns
- Improving accessibility
- Continuing multiple-use
- Prioritizing future maintenance



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# QUESTIONS?

Hailey Brookins | [hailey.brookins@idpr.idaho.gov](mailto:hailey.brookins@idpr.idaho.gov) | (208) 514-2419

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# IDAHO CENTENNIAL TRAIL





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# THE ROUTE

- Traverses the entire state
  - Starts near Murphy Hot Springs and ends at Upper Priest Falls – nearly 1000 miles long
- Primary route crosses three wilderness areas
  - Sawtooth, Frank Church, Selway-Bitterroot
- Passes several Wild and Scenic rivers
  - Bruneau, Middle Fork of the Salmon, main fork of the Salmon, Lochsa, Selway, St. Joe
- Highlights Idaho's history
  - Users experience abandoned homesteads and mines, historic ranger stations, and three historic trails (Oregon Trail, Lewis and Clark Trail, Nee-Me-Poo Trail)

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# HISTORY

- Conceptualized by Roger Williams and Syd Tate in the 1980's – first hikers to complete their version of the ICT
- Lengthy route establishment process that started in 1987
  - Involved a citizens advisory committee, an agency steering committee, and opportunities for public comment
- Route was officially established in June of 1990 by IDPR's board as a celebration of Idaho's centennial
- Few thru-hikers have completed the trail



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# COOPERATIVE MANAGEMENT

- Strong partnerships between land managers
  - Bureau of Land Management
  - Idaho Department of Lands
  - Region One and Region Four of the Forest Service (own most of the land)
  - Private landowners
- MOU signed by all agencies by 1992 which still stands today



# THE ICT IS INACCESSIBLE TO MANY USERS DUE TO POOR TRAIL CONDITIONS



**Downed trees**

Lookout Mountain Ridge  
Trail



**Heavy brush**

Coxey Creek Trail



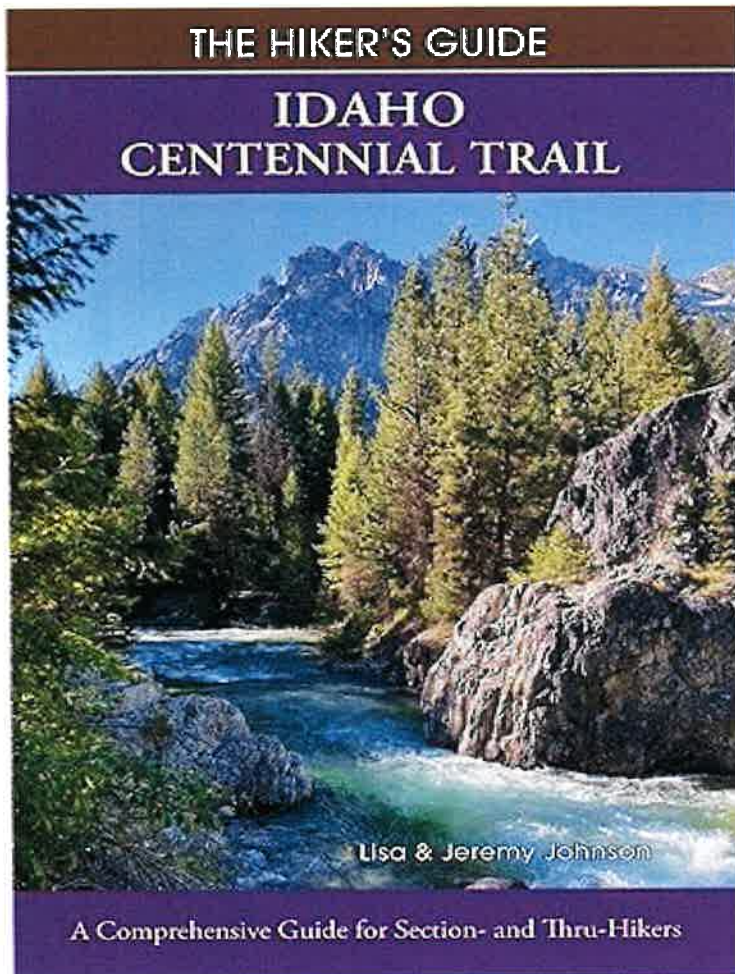
**Deep creeks**

South Fork Payette River Trail



**Mud**

H...



## PUBLIC INTEREST

- Despite poor trail conditions, public interest in the ICT is increasing
- Guidebook published in 2023 – the first comprehensive description of the trail in over 20 years
  - Spurred publications in local papers and education events hosted by REI and Selway-Bitterroot Frank Church Foundation
- Facebook group where potential hikers ask questions and past hikers share experiences
- Backpacker magazine article titled “One of America’s Wildest Thru-Hikes is Disappearing”
  - Focuses on the biggest threat to the ICT, a lack of routine maintenance



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# MAINTENANCE FUNDING

- IDPR lobbied for and received \$250,000 for ICT maintenance in 2021
- Spent \$160,000 so far through four partner organizations: Idaho Trails Association, Student Conservation Association, Idaho Conservation Corps, and Selway-Bitterroot Frank Church Foundation
- Completed over 150 miles of maintenance, cleared over 1,700 logs, and maintained 234 drains



## FUTURE OF THE TRAIL

- Increasing use benefits Idaho and its recreationists
- Benefiting Idaho's small towns by bringing customers and opportunities for business development
- Improving accessibility through trail maintenance, signage, and education
- Continuing multiple-use management for hikers, bikers, stock users, fish and wildlife enthusiasts, and OHV users
- In collaboration with partners, prioritizing future maintenance



# QUESTIONS?

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