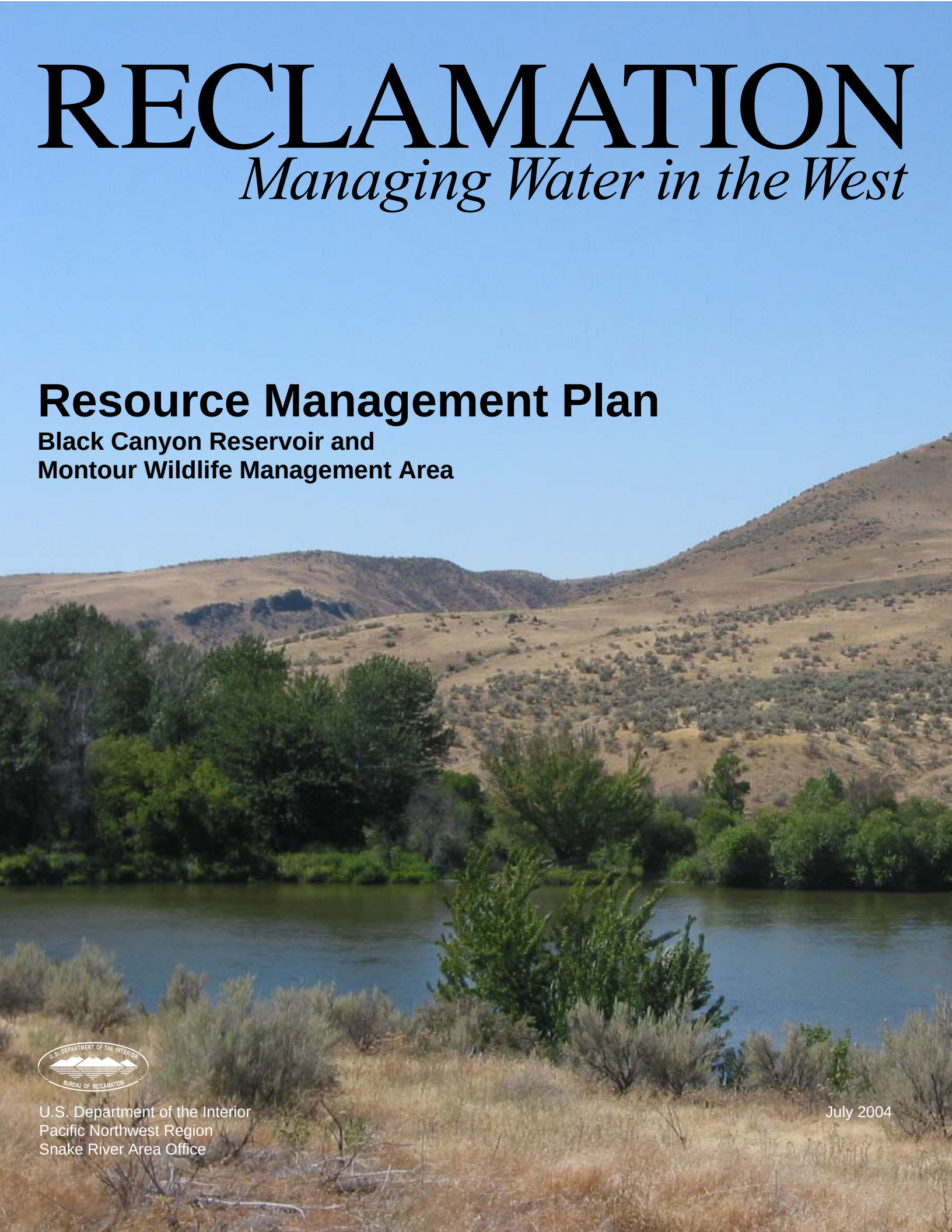
# RECLAMATION

*Managing Water in the West*

# Resource Management Plan

## Black Canyon Reservoir and Montour Wildlife Management Area



U.S. Department of the Interior
Pacific Northwest Region
Snake River Area Office

July 2004

**Black Canyon Reservoir and**
**Montour Wildlife Management Area**

# Resource Management Plan

**U.S. Department of the Interior**
**Bureau of Reclamation**

***Approved:***

Area Manager
Snake River Area Office
Boise, Idaho

6/22/2004
Date

Regional Director
Pacific Northwest Region
Boise, Idaho

June 28, 2004
Date

This Resource Management Plan was prepared by EDAW, CH2M Hill, and JPA under contract for the Department of the Interior, Bureau of Reclamation, Pacific Northwest Region.

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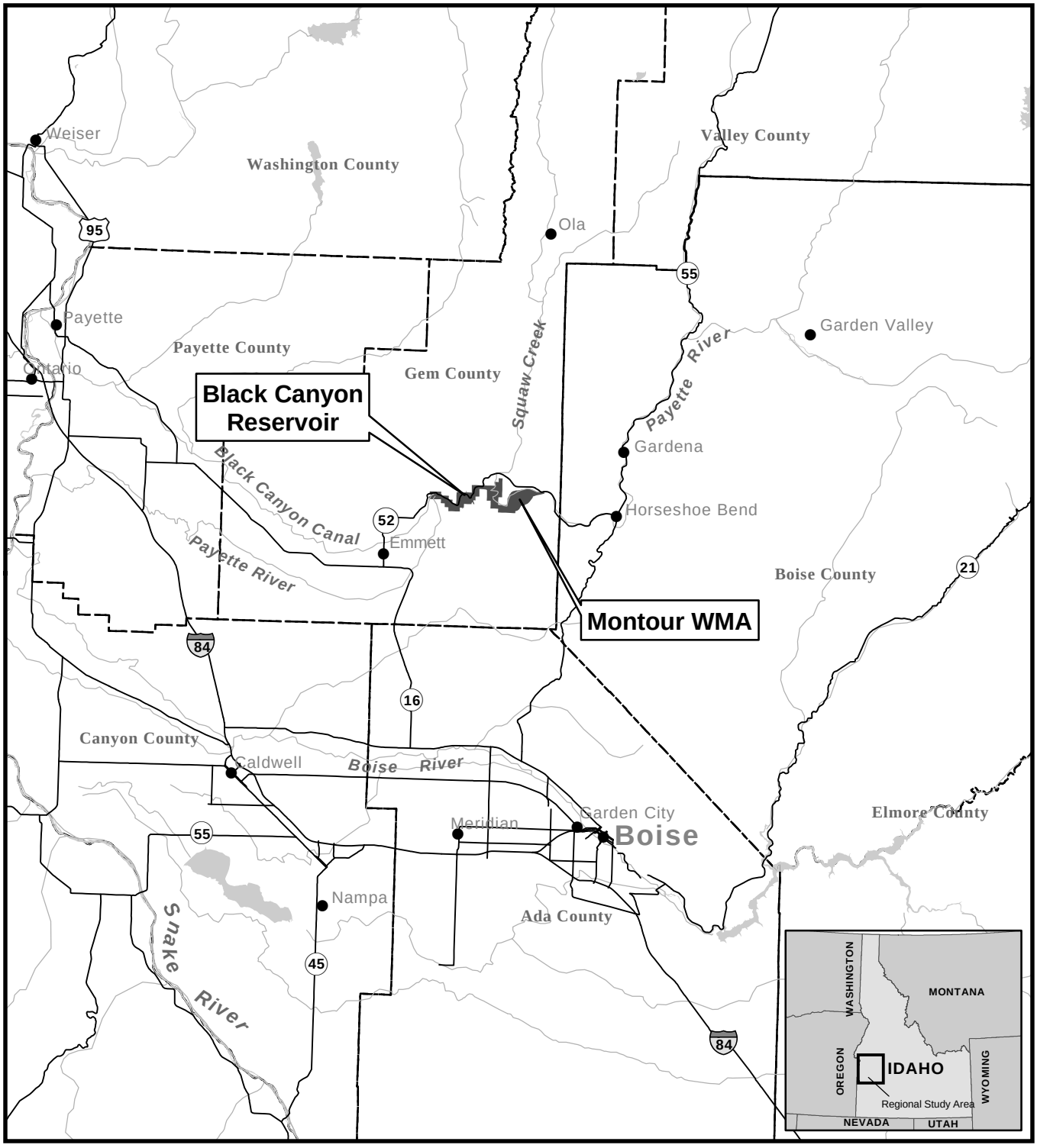


## Regional Location Map

- Black Canyon Study Area
- Cities & Towns
- Highways
- Rivers & Streams
- Open Water
- County Boundaries

N

0 5 10

Miles

1:600,000

Source: USBR, BLM, EDAW 2004

# Black Canyon Reservoir & Montour Wildlife Management Area Resource Management Plan



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# ACRONYMS AND ABBREVIATIONS

| | |
|---|---|
| amsl | above mean sea level |
| ADT | Average Daily Trip Count |
| AHWG | Ad Hoc Work Group |
| AUM | Animal Unit Month |
| B.P. | Before present |
| BLM | Bureau of Land Management |
| BMP | Best Management Practice |
| BPA | Bonneville Power Administration |
| CDC | Conservation Data Center |
| CFR | Code of Federal Regulations |
| CHSU | Critical Habitat Subunit |
| CWMA | Upper Payette Coordinated Weed Management Area |
| EA | Environmental Assessment |
| EO | Executive Order |
| EPA | Environmental Protection Agency |
| ESA | Endangered Species Act |
| FAIR | Federation for American Immigration Reform |
| FERC | Federal Energy Regulatory Commission |
| FONSI | Finding of No Significant Impact |
| FWS | U.S. Fish and Wildlife Service |
| GIS | Geographic Information System |
| I-84 | Interstate 84 |
| ICS | Incident Command System |
| IDAPA | Idaho Administrative Procedures Act |
| IDEQ | Idaho Department of Environmental Quality |
| IDFG | Idaho Department of Fish and Game |
| IDL | Idaho Department of Lands |
| IDPR | Idaho Department of Parks and Recreation |
| IDWR | Idaho Department of Water Resources |

## ACRONYMS AND ABBREVIATIONS (cont.)

| | |
|---|---|
| IPM Plan | Integrated Pest Management Plan |
| ITAs | Indian Trust Assets |
| ITD | Idaho Transportation Department |
| kW | kilowatt |
| MBT Conventions | Four Migratory Bird Treaties to which the United States is a signatory |
| MOU | Memorandum of Understanding |
| NAGPRA | Native American Graves Protection and Repatriation Act |
| National Register | National Register of Historic Places |
| NEPA | National Environmental Policy Act |
| NHPA | National Historic Preservation Act |
| NPDES | National Pollutant Discharge Elimination System |
| NRCS | Natural Resource Conservation Service |
| ORV | off-road vehicle |
| PN | Pacific Northwest |
| PWC | personal watercraft |
| Reclamation | U.S. Bureau of Reclamation |
| RMP | Resource Management Plan |
| ROW | right-of-way |
| RV | Recreational vehicle |
| SHPO | State Historic Preservation Office |
| SRAO | Reclamation's Snake River Area Office |
| TCP | Traditional cultural property |
| TMDL | Total Maximum Daily Load |
| USACE | U.S. Army Corps of Engineers |
| USC | United States Code |
| USFS | U.S. Forest Service |
| WMA | Wildlife Management Area |

Chapter 1

# Introduction

Chapter 1

# Introduction

## 1.1 RMP Program and Policy

The Pacific Northwest Region of the Bureau of Reclamation (Reclamation) is conducting a multi-year program to prepare a Resource Management Plan (RMP) for each of its major facilities. This program is guided by Federal legislation and policies to ensure that Federal lands are managed to serve a wide range of public purposes. RMP preparation is specifically authorized in Title 28 of Public Law 102-575. It is also an outcome of *Assessment '87*, a Reclamation study that examined the future direction of its programs. This study established a broad framework for moving forward into the 21st century, with increased emphasis on the improved management of projects and the protection of the environment. Each RMP is intended to provide the management framework needed to balance the development, use, and protection of Reclamation lands and their associated natural, cultural, and recreational resources. It is Reclamation's blueprint for future resource management decisions to guide Reclamation, managing partners, and agency cooperators, as well as inform the public about the resource management policies and actions to be implemented over the life of the RMP.

Reclamation's resource management policy is to provide a broad level of stewardship to ensure and encourage resource protection, conservation, and multiple use, as appropriate. Management practices and principles established in this RMP, in accordance with existing Federal laws, regulations, and policies, provide for the protection of fish, wildlife, and other natural resources; cultural resources; public health and safety; and applicable uses of Reclamation lands and water areas, public access, and outdoor recreation.

## 1.2 Purpose and Scope of the Plan

The Black Canyon Reservoir and Montour Wildlife Management Area (WMA) RMP is a 15-year plan to provide management direction for lands and waters under Reclamation jurisdiction in the vicinity of Black Canyon Reservoir and the Montour WMA. In this document, the entire area is collectively referred to as the "RMP study area." The study area includes Reclamation lands surrounding the reservoir, as well as the Montour WMA, which includes Reclamation lands jointly managed by Reclamation and the Idaho Department of Fish and Game (IDFG).

In 1984, Reclamation prepared a management plan for the Montour WMA; Reclamation has used this plan in creating the RMP. The purpose of this RMP is to address current and anticipated future issues to permit the orderly and coordinated development and management of lands and facilities and the water surface under Reclamation jurisdiction in the RMP study area. The plan will be used as the basis for directing activities on Reclamation lands and the reservoir in a way that maximizes overall public and resource benefits,

and that provides guidance for managing the area during the next 15 years.

Through implementation of the RMP, Reclamation aims to balance competing and conflicting demands for differing uses and to maximize compatibility with surrounding land uses, while affording an appropriate level of resource protection and enhancement.

Over the course of implementing the RMP, it will be reviewed, reevaluated, and revised (if necessary) in cooperation with all involved agencies and Tribes to reflect changing conditions and management objectives. If a proposed modification to the RMP would significantly affect area resources or public use, opportunities for public involvement will be provided. The RMP will be updated at the end of its 15-year life.

In addition to this introductory chapter, the RMP contains the five main chapters, summarized below.

Chapter 2 summarizes the relevant natural, visual, cultural, and socioeconomic resources around the reservoir. The resource inventory describes existing conditions and lays the framework for identifying suitable resources for a variety of land and water uses, as well as sensitive resources that require special protection, enhancement, or restoration.

Chapter 3 summarizes existing land use and management. The range of existing land uses is described and existing land use agreements identified. These include: Project facilities and general operations (i.e., Black Canyon Dam and Reservoir); agreements, easements and permits; encroachments; public facilities, utilities and services; recreational uses; and access and transportation.

Chapter 4 provides a detailed description of the RMP planning process, including the public involvement program and input received through newsbrief response forms, meetings/workshops, and agency consultation. This chapter also describes Reclamation's efforts regarding its responsibilities to the affected Tribes. All of this information helped identify the range of issues and concerns, establish goals and objectives, identify the range of alternative plans for study, and modify the Preferred Alternative, which became the RMP.

Chapter 5 is the core of the RMP and provides a detailed description of the Goals, Objectives, and Management Actions associated with the plan. The Goals, Objectives, and Management Actions are organized according to the six themes that follow: (1) natural resources; (2) cultural resources; (3) Indian sacred sites; (4) Indian Trust Assets; (5) recreation and access; and (6) land use, management, and implementation.

Chapter 6 presents the implementation program associated with the Management Actions set forth in Chapter 5. This includes a description of program phasing, related actions, priorities, and responsible entities, as well as the process involved with amending and updating the plan.

## 1.3 Location and Description of the RMP Study Area

Black Canyon Reservoir is located in Gem County, Idaho, approximately 6 miles from the town of Emmett and about 30 miles northwest of the city of Boise (see Figure 1.3-1). Black Canyon Dam impounds the Payette River, and the reservoir is an important recreation resource in the region, both for local residents as well as those from the Boise metropolitan area (see Photo 1-1). The Montour WMA is managed cooperatively with IDFG primarily for wildlife habitat and recreation use (mainly hunting).

As shown in Figure 1.3-1, the RMP study area consists of Reclamation-owned lands sur-

Photo 1-1. Aerial view of Black Canyon Dam, powerplant, and operation facilities, with the reservoir above and Payette River below the dam.

rounding Black Canyon Reservoir. Reclamation's jurisdiction includes the reservoir (1,100 surface acres) and adjacent lands (1,700 acres), as well as the Montour WMA (1,100 acres). Reclamation lands generally consist of a strip of land around the reservoir with about 12 miles of shoreline. Lands in the vicinity are predominately in agricultural use, and surrounding land ownership includes both Federally managed land (Reclamation and the U.S. Bureau of Land Management [BLM]) as well as private lands, primarily rangeland and rural residences. The Montour WMA is jointly managed by Reclamation and IDFG.

There are four developed day use recreation sites on Reclamation lands at the reservoir and just downstream of the dam: Black Canyon, Wild Rose, Triangle and Cobblestone parks. One 19-site campground is located at the Montour WMA. Primary road access to the RMP study area is provided by State Highway 52.

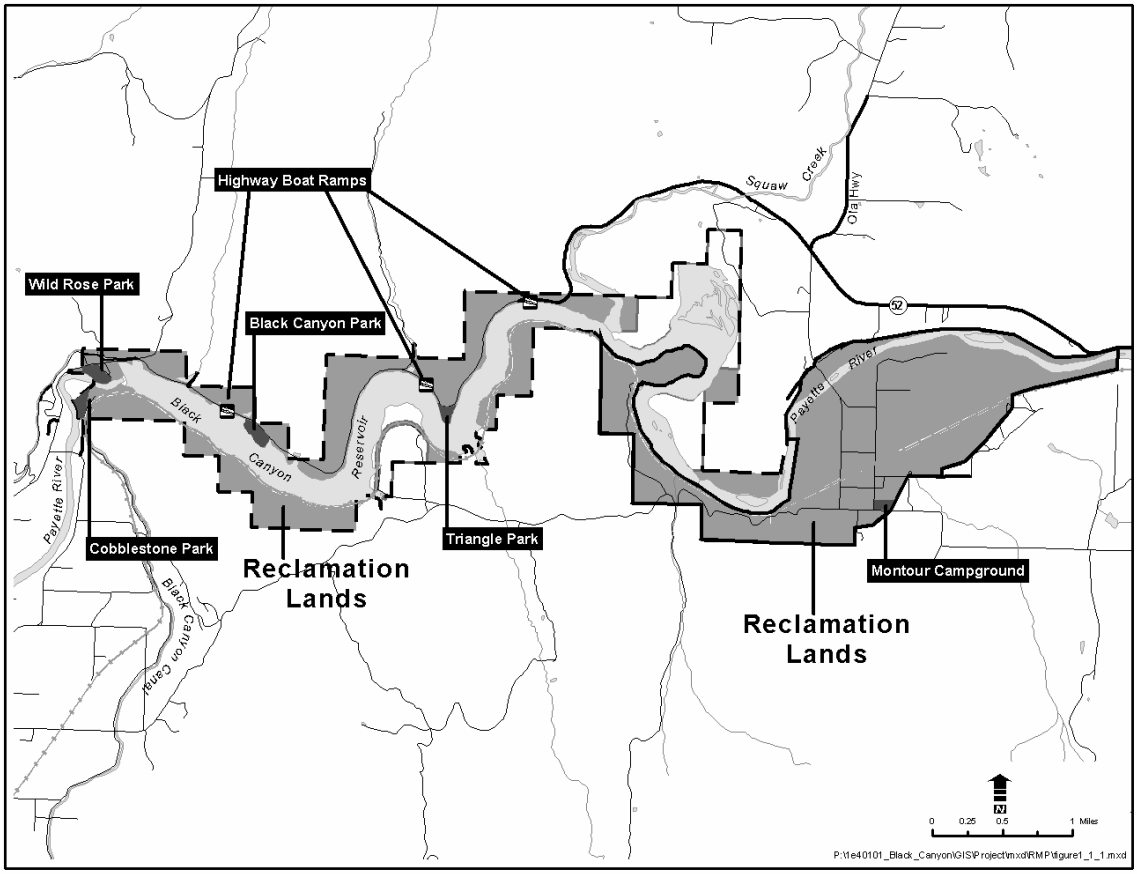


**Figure 1.3-1. The RMP study area.**

As the region continues to grow, Reclamation expects that more people will use the area. This increasing recreation use, as well as the potential conflicts among recreation, aesthetic, and natural resources, is an important reason for preparing a management plan for the area's resources.

## 1.4 Project Summary

Black Canyon Dam, which impounds Black Canyon Reservoir in the Payette River drainage, was constructed in 1924 for authorized uses of irrigation and power. Black Canyon Diversion Dam was constructed between 1922 and 1924 as part of the Payette Division of the Boise Project. The project authorization includes irrigation and power, and was primarily constructed as a diversion facility for the Black Canyon Main Canal. A powerplant was added in 1925 that consists of two generator units (see Photo 1-2). The plant supplies power to meet irrigation loads in the Boise, Owyhee, and Minidoka projects as part of Reclamation's Southern Idaho Power System. Surplus power is delivered to the Bonneville Power Administration (BPA) for marketing and distribution to regional industries and municipalities.

After completion of the Black Canyon Dam, sediment carried by the Payette River began filling the upper end of Black Canyon Reservoir. In time, this sediment deposition caused water to back up into the Montour area. As the water backup into Montour grew worse, several solutions were considered. In 1976, Reclamation purchased lands within the 100-year floodplain under the Montour Flood Project. Realizing its value for wildlife and public use, Montour Valley was designated by Reclamation as the Montour WMA. In 1983, IDFG and Reclamation entered into a cooperative agreement to manage the WMA.

The dam and reservoir operate under the supervision of Reclamation's Snake River Area Office (SRAO) Area Manager. The power plant is operated by Reclamation as a run-of-the-river plant (that is, no human-induced water fluctuations), although operational releases are coordinated to maximize power generation. The RMP does not address reservoir operations, since they are based on contractual and other obligations, such as flood control.

Photo 1-2. Black Canyon Dam and adjacent powerplant.

## 1.5 Overview of Public Involvement, Agency, and Tribal Coordination

Reclamation conducted an extensive public involvement program as part of the RMP planning process to ensure representation and participation by all those interested in the future of Black Canyon Reservoir and Montour WMA. To achieve full representation, the program was designed to reach a user population that was dispersed over a broad geographical area, representing diverse points of view, and enthusiastic in participating in the RMP planning process.

The public involvement program consisted of four primary elements: (1) four newsbriefs mailed to agencies, Tribes, elected officials, organizations, media, and individuals; (2) two public meetings/workshops; (3) four meetings

with a group formed as part of the RMP planning process to represent key stakeholders (including agencies, Tribes, and interest groups in the area); and (4) a public web site providing access to newsbriefs, draft materials, and meeting announcements. These elements, as well as additional agency and Tribal consultation efforts, are discussed in further detail in Chapter 4.

Chapter 2

# Existing Conditions

Chapter 2

# Existing Conditions

## 2.1 Natural Resources

### 2.1.1 Climate and Air Quality

Cold winters and hot, dry summers characterize the semiarid climate in the RMP study area. The average high temperature of 91°F occurs in July and dips to an average low temperature of 19°F in January. The average precipitation is approximately 13 inches per year. Average monthly precipitation ranges from a high of 1.8 inches in November to a low of 0.2 inches in July. More than 75 percent of the precipitation falls between October and May. Irrigation is required in the Montour area because of the low precipitation rate during the growing season. The frost-free growing season averages 127 days. Table 2.1-1 summarizes the mean annual and seasonal precipitation records from 1948 to 2000.

Air quality is monitored by the Idaho Department of Environmental Quality (IDEQ) and the results are stored in a U.S. Environmental Protection Agency (EPA) database. Areas with persistent air quality problems are noted in the database as nonattainment areas. No nonattainment areas are recorded by EPA in Gem County. Blowing dust is a concern in the RMP study area throughout the year during windy conditions, and especially during dry years.

### 2.1.2 Topography and Geology

The topography of the Montour area is generally flat, with elevations ranging from a low point of 2,499 feet above mean sea level (amsl) to a high point of 2,550 feet amsl (see Photo 2-1). Most slopes within the valley are less than 5 percent. In Black Canyon, the gradient continues to be shallow, ranging from 2,520 feet amsl at the downstream edge of Montour Valley to 2,440 feet amsl at the base of the dam. The topographic feature of Regan Butte, located at the downstream end of the Montour Valley where Black Canyon and the reservoir begin, reaches a height of 3,340 feet amsl. Steeper slopes formed of dark-colored lava flows rise on the north and south sides of the Payette River through Black Canyon.

**Table 2.1-1. Precipitation summary (inches).**

| | Mean Precipitation | Mean Snowfall |
|---|---|---|
| Annual | 13.5 | 9.5 |
| Winter (Dec – Feb) | 5.0 | 8.3 |
| Spring (Mar – May) | 3.8 | 0.3 |
| Summer (Jun – Aug) | 1.5 | 0 |
| Fall (Sep – Nov) | 3.2 | 0.9 |

NOTE: Precipitation data are from Station 102942 near Emmett, ID. Seasons are climatological, not calendar seasons.

Photo 2-1. View of the reservoir, Triangle Park, and surrounding hills looking west as seen from the south side of the reservoir.

Slope and hydrography in the RMP study area are illustrated in Figure 2.1-1.

The Payette River flows generally westward in an arc along the northern side of Montour Valley, an intermontane basin. The flat floor of Montour Valley is underlain with recent age river-deposited alluvium to depths of several hundred feet. In most places on the valley floor, silty and sandy soils from about 5 to 10 feet deep cover the sand and gravelly alluvial materials (see Photo 2-2).

Closely bordering the northern and southern sides of the valley are low terraces composed of older alluvial deposits of silt, sand, and gravel. The gray to brown colored hills and ridges to the east and in some scattered places to the south and southwest of the valley are composed of granite from the Idaho batholith, which was formed during the late Cretaceous period approximately 65 to 85 million years ago. High mountain peaks and ridges to the northeast and southwest of the valley rise more than 1,500 feet above the valley floor. These high ridges and peaks consist of basalt flows that overlay the granitic rocks. The basalt flows dip gently westward and are part of the Columbia River basalt flows, which erupted across most of eastern Washington and Oregon and parts of western Idaho between 14 and 17 million years ago.

At the downstream end of Montour Valley, the river enters Black Canyon, a deep, narrow gorge composed of dark basalt flows. These basalt flows are the Black Canyon member of the Weiser lobe of the Columbia River Basalt flows. Black Canyon is apparently made up of a single large volcanic flow, up to 330 feet thick.

The rocks throughout the RMP study area have been folded and faulted parallel to a northwesterly line by the Paddock Valley Fault System. This belt of activity is approximately 30 to 50 miles wide, and the Black Canyon fault zone is a southeasterly extension of this system. The faulting occurred at about the same time as the Columbia River Basalts were emplaced, and some faults occurred after the volcanic activity. The faults in the Black Canyon zone are not active.

### 2.1.3 Soils

The predominant soil series in the RMP study area are Bakeoven and Lickskillet extremely rocky soils, Gem stony clay loam, and Haw loam in the steep slope uplands, with Black Canyon silty clay loam and Moulton fine sandy loam on the flatter slopes adjacent to the River (NRCS 1965). Soils in the RMP

Photo 2-2. Panorama of Montour WMA with Regan Butte seen on the far left side of the photo.

Insert Figure 2.1-1. Slope and Hydrogaphy.

11x17

Back of Figure 2.1-1.

study area have formed under either shrub-steppe and grassland vegetation types or under hydrophytic vegetation types. Hydrophytic vegetation dominated soil types are found mostly along the Payette River. Underlying parent materials consist of alluvial deposits or of residuum derived from basalt. Residuum is unconsolidated, weathered, or partly weathered mineral material that has accumulated in place through disintegration of bedrock (basalt in this instance). Alluvial deposits are gradual additions to land along a river through deposition of sedimentary material, sand, or gravel.

Sediment is accumulating in the upper third of Black Canyon Reservoir from upstream sources along the Payette River (see Photo 2-3). Erosion and mass wasting following extensive fires in the drainage have contributed to sediment in the reservoir.

Photo 2-3. Confluence of Squaw Creek and the reservoir with rising sediment loads seen in the reservoir.

Soil depth varies across the RMP study area, but most soils are shallow above bedrock or sand/gravel horizons. Depth to loose or stratified sand and gravel ranges from 36 to 55 inches, mostly in those soils arising from alluvium along the river. For those shallow soils underlain by basaltic bedrock, the depth of soil ranges from as shallow as 4 inches to as deep as 36 inches. A few soil series have a hardpan at 35 to 50 inches composed of weakly cemented lime and silica. Soils in the RMP study area vary from deep, fine sandy loams (low landscape positions) to extremely rocky, shallow soils (steeper upland positions). Subsurface materials range from loose sand and gravel to clay loam. Sand is the predominant subsurface material.

Scattered areas of high water table and salinity-affected soils can be found along the Payette River. Most soil shows negligible erosion; however, a few soil series have a slight to moderate risk of water erosion, although this problem is not widespread. Shrink-swell potential is low for the majority of soils in the RMP study area but moderate in some soils.

Erosion is most prevalent along the Black Canyon Reservoir shoreline from boat wake generated-wave action. The only location with an ongoing erosion problem is the shoreline at Black Canyon Park. Reclamation has attempted to protect the shoreline from additional erosion using rock riprap (see Photo 2-4). However, erosion continues on the north and south ends of the riprap area. If the erosion continues, trees growing above the eroding area may fall into the reservoir because of bank failure in the future.

### 2.1.4 Hydrology, Water Resources, Water Quality, and Contaminants

#### 2.1.4.1 Hydrology and Water Resources

The study area is located on the Payette River, a major tributary to the Snake River in southwestern Idaho. Upstream of Black Canyon Reservoir, the Payette River meanders through a moderately wide valley bottom. This stretch of river supports numerous islands, some of which are the result of sediment deposition in the slackwater of Black Canyon Reservoir (Jankovsky-Jones 2001). Through the Montour WMA, old dikes, berms, and bars mostly inhibit water from entering the floodplains (Jankovsky-Jones 2001). Occasionally, low-lying old hay fields, wetlands, backwater

Photo 2-4. Riprap along the south side of Black Canyon Park.

sloughs and ditches, and wetland forest behind the dikes, berms, and bars are flooded during peak runoff events (Jankovsky-Jones 2001).

Black Canyon Reservoir is formed by an irrigation diversion dam near Emmett, Idaho. Black Canyon Reservoir also provides head for power generation. The reservoir has 1,100 surface acres and is about 6 miles long. The original capacity was 44,700 acre-feet. Sediment deposition has reduced the storage capacity of Black Canyon Reservoir and contributes to a generally high water table in the Montour Valley. At full pool, the reservoir storage capacity was 29,620 acre-feet in 1997 (Reclamation 1997).

The water table depth was calculated from measurements taken at 8 groundwater wells throughout the Montour WMA. Analysis of collected data revealed an average water table depth that currently varies from 11.7 feet at the northeast corner of the site to 3.2 feet at the western edge. Since the May 1984 Montour Wildlife/Recreation Management Plan was completed, the average depth to groundwater has decreased. Water table depths and associated observation wells are listed in Table 2.1-2 and shown in Figure 2.1-2.

### 2.1.4.2 Water Quality/Contaminants

The Montour WMA, which is located above Black Canyon Reservoir, is a complex of wetlands and ponds adjacent to the Payette River that cover 1.7 square miles (1,105 acres). The primary intent of the riparian areas and wetlands in the Montour WMA is to provide for food, cover, nesting, and resting habitat values for game and non-game species. The wet lands are not intended to improve water quality, although the benefits are inevitable. No wetland monitoring program to identify water quality improvements is in place. The Montour WMA will continue to be managed in compliance with its established intent, with management priorities focused on wildlife and habitat values as they relate to both game and non-game species.

Waterbodies are designated in Idaho to protect water quality for existing or designated uses. The Idaho *Water Quality Standards and Wastewater Treatment Requirements* (IDAPA 58.01.02) identifies Black Canyon Reservoir and the Payette River (from the confluence of the North Fork and South Fork Payette Rivers to Black Canyon Reservoir) as special resource waters and protects them for the following beneficial use classifications: cold water biota, salmonid spawning, primary contact recreation, and domestic water supply.

Black Canyon Reservoir is water quality limited for nutrients, oil or gas, and sediments, and is therefore on Idaho's 303(d) list (IDEQ 1998). Reclamation analyzed water quality samples on the north side of the spillway on Black Canyon Reservoir and below Squaw Creek in June 1997 and June 2000.

The Idaho Department of Environmental Quality (IDEQ) is in the preliminary stages of developing load assessments for sections of the Payette River above Black Canyon Reservoir. The establishment of Total Maximum Daily Loads (TMDLs) for this section of the Payette River is scheduled for December 2004. In addition to the reservoir, from the Black Canyon Dam to the Snake River, the Payette River is 303(d) listed for nutrients, bacteria, and temperature. This is primarily

**Table 2.1-2. Observation wells and water depth (feet).**

| Observation Well | May 1984 Plan | Reclamation Monitoring Data (1998-2002) |
|---|---|---|
| BAC1 (water is pumped to campground) | 4.2 | 10.0 |
| BAB1 | 1.2 | 4.8 |
| CCC1 | 0.5 | 3.2 |
| DCB1 | no data | 5.3 |
| DAA2 | 1.7 | 4.9 |
| BDB1 | 5.1 | 11.7 |
| ADB1 | 0.9 | 5.2 |
| BCC1 | no data | 5.2 |

Source: Reclamation 1984 and Reclamation monitoring data.

because of irrigation return flows below the dam. TMDLs for sediment and bacteria on the Lower Payette River were approved by EPA in 2000 (IDEQ 2001).

Existing impacts to water quality include increased sedimentation of the reservoir and suspended sediments from shoreline erosion; oil and gasoline spills and bypassed unburned fuel from motorized boating and personal watercraft (PWC); suspended sediments, nutrients, and pesticides from agricultural wastewater; and suspended sediment runoff from lands located higher in the watershed.

## 2.1.5 Vegetation

Vegetation and plant communities within the RMP study area have been modified from the original native composition by farming, construction of irrigation projects, recreation, livestock grazing, and other human uses, as well as the shallow groundwater resulting from the reservoir. Native plant communities occurring in the area include the following:

- Riparian and wetland habitat along the Payette River and its tributaries.
- Small areas of upland vegetation that have not been converted into agriculture.
- Natural and created wetland areas that are maintained or supported by irrigation and drainage systems and shallow groundwater levels.

Vegetation species in the RMP study area are listed in Table 2.1-3, and vegetation associations are mapped in Figure 2.1-2. Details about these species and their role and occurrence in the RMP study area are provided in Section 2.1.5.1, *Cover Type*. Potential vegetation management issues for sensitive species are provided in Section 2.1.5.2, *Vegetation Management and Invasive Species*.

### 2.1.5.1 Cover Types

The water level of Black Canyon Reservoir is typically maintained within 0.1 feet of full pool (2,497.5 feet) during the irrigation season to ensure full diversion capability. The irrigation season coincides with the growing season for riparian vegetation, and the constant full pool has resulted in a fairly consistent band of riparian vegetation along much of the reservoir shoreline. Many species that occur for the Payette River also occur along the reservoir.

The dominant riparian species growing along the reservoir shoreline is the exotic false indigo. This species is quite aggressive and in many areas has completely displaced native willows and other native species along the reservoir shoreline. Riparian habitat along the Payette River and its tributaries and islands is dominated by black cottonwood and the nonnative black locust and silver maple (see

**Table 2.1-3. Occurrence of vegetation species in the RMP study area.**

| Cover Type and Location | Common Name | Scientific Name | Native | Non-Native | Noxious Weed |
|---|---|---|---|---|---|
| ***Riparian Vegetation—Payette River, Tributaries, and Black Canyon Reservoir Shoreline*** | | | | | |
| | black cottonwood | *Populus trichocarpa* | X | | |
| | black locust | *Robinia pseudoacacia* | | X | |
| | false indigo | *Amorpha fruiticosa* | | X | |
| | Douglas hawthorn | *Crataegus douglasii* | X | | |
| | netleaf hackberry | *Celtis reticulata* | X | | |
| | peachleaf willow | *Salix amygdaloides* | X | | |
| | sandbar willow | *Salix exigua* | X | | |
| | silver maple | *Acer saccharinum* | | X | |
| | red-osier dogwood | *Cornus stolonifera* | X | | |
| | rose | *Rosa* sp. | X | | |
| ***Upland Vegetation*** | | | | | |
| Campgrounds | | | | | |
| | blackberry | *Rubus leucodermis* | | X | |
| | black locust | *Robinia pseudoacacia* | | X | |
| | catalpa | *Capalpa speciosa* | | X | |
| | silver maple | *Acer saccharinum* | | X | |
| | lawn species | Various | | X | |
| | shade trees | Various | | X | |
| Montour WMA | | | | | |
| | balsamroot | *Balsamorhiza sagitatta* | X | | |
| | big sagebrush | *Artemisia tridentata* | X | | |
| | bitterbrush | *Purshia tridentata* | X | | |
| | bluebunch wheatgrass | *Agropyron spicatum/Pseudoregneria spicata* | X | | |
| | common camas | *Camassia quamash* | X | | |
| | downy brome | *Bromus tectorum* | | X | |
| | rabbitbrush | *Chrysothamnus* spp. | X | | |
| | rush skeletonweed | *Chondrilla juncea* | | | X |
| | squirreltail | *Sitanion hystrix* | X | | |
| ***Wetland Species—Montour WMA*** | | | | | |
| Ponds and natural and constructed wetlands | | | | | |
| | blackberry | *Rubus leucodermis* | | X | |
| | black cottonwood | *Populus trichocarpa* | X | | |
| | blue mustard | *Chorispora tenella* | | X | |
| | bristly foxtail | *Setaria verticillata* | | X | |
| | bulrushes | *Scirpus* spp. | X | | |
| | Canada thistle | *Circium arvense* | | | X |
| | cattail | *Typha latifolia* | X | | |
| | chicory | *Chichorium intybus* | | X | |
| | cloaked bulrush | *Scirpus pallidus* | X | | |
| | dogfennel | *Anthemis cotula* | | X | |

**Table 2.1-3. Occurrence of vegetation species in the RMP study area.**

| Cover Type and Location | Common Name | Scientific Name | Native | Non-Native | Noxious Weed |
|---|---|---|---|---|---|
| | blue elderberry | *Sambucus cerulea* | X | | |
| | false indigo | *Amorpha fruiticosa* | | X | |
| | golden currant | *Ribes aureum* | X | | |
| | hound's tongue | *Cynolgossum officinale* | | | X |
| | orchard grass | *Dactylis glomerata* | | X | |
| | peachleaf willow | *Salix amygdaloides* | X | | |
| | poison hemlock | *Conium maculatum* | | | X |
| | purple loosestrife | *Lythrum salicaria* | | | X |
| | reed canarygrass | *Phalaris arundinacea* | | X | |
| | rush skeletonweed | *Chondrilla juncea* | | | X |
| | rushes (many species) | *Juncus* spp. | X | | |
| | Russian olive | *Elaeagnus angustifolia* | | X | |
| | sandbar willow | *Salix exigua* | X | | |
| | sedges (many species) | *Carex* spp. | X | | |
| | smooth brome | *Bromus inermis* | | X | |
| | smooth scouringrush | *Equisetum laevigatum* | X | | |
| | sowthistle | *Sonchus arvensis* | | X | |
| | spotted knapweed | *Centaurea maculosa* | | | X |
| | teasel | *Dipsacus fullonum* | | X | |
| Irrigation and drainage systems | | | | | |
| | watercress | *Rorippa nasturtium aquaticum* | X | | |
| | speedwell | *Veronica americana* | X | | |
| | duck weed | *Lemna* spp. | X | | |

Source: Compilation of available data by CH2M HILL, 2003.

Photo 2-5). False indigo also occurs as an understory species at many locations with black-locust. Some areas still have healthy stands of native species. Netleaf hackberry, peachleaf willow and sandbar willow, Douglas hawthorn, red-osier dogwood, and rose are the common native shrubs along the river. Vegetation in recreation areas is composed of non-native lawn species and shade trees (see Photo 2-6). Tree species, such as silver maple, black locust, and catalpa, are typical. These trees are often very large and offer some structural habitat for bird species within the campgrounds. Non-native blackberries are the dominant shrub along the margins of several campgrounds. Vegetation on the Montour

Photo 2-5. Dense areas of riparian vegetation can be seen adjacent to the Payette River as it meanders through the WMA. Upland shrub-steppe vegetation appears in the foreground and on Regan Butte in the distance.

Photo 2-6. Maintained grass and shade trees at Wild Rose Park.

WMA is highly variable depending on past and present land uses, depth to groundwater, and the development of wetlands for waterfowl and other wildlife. The WMA is located on the floodplain of the Payette River and has always been subject to flooding during years of high spring runoff. The Montour WMA was settled and farmed prior to construction of Black Canyon Dam. Construction of the dam resulted in a gradual rise in elevation of yearly and major floods and exacerbated the flooding problem and raised the ground water level under the area.

Some areas of the Montour WMA are farmed. Reclamation enters into cooperative agreements with local farmers whereby they agree to leave a portion of their crop either unharvested or standing to provide food and/or cover for wildlife, especially pheasants and quail. The rest of the area is managed to provide breeding habitat and permanent winter cover for a variety of wildlife species. The shallow groundwater supports wetland species in many areas (see Photo 2-7). These include native species, such as black cottonwood, sandbar willow, peachleaf willow, smooth scouring rush, and cloaked bulrush, but large areas have been invaded by reed canarygrass (see Photo 2-8). IDFG, in cooperation with Reclamation, has constructed approximately 47.7 acres of ponds. These wetlands and other wet areas, such as ditches, have cattails, bulrushes and sedges. Noxious weeds, especially purple loosestrife are a problem in these areas because of the presence of surface water.

Montour WMA has some areas where native species (such as elderberry, golden currant, black cottonwood, Douglas hawthorn, dogwood, and willows) are thriving, but much of this area is dominated by exotics. Some of these non-native species (such as apple trees, black locust, Russian olive, orchard grass, and smooth brome) were probably originally planted and have spread. Others (such as Canada thistle, spotted knapweed, hound's tongue, poison hemlock, rush skeletonweed, teasel, blue mustard, chicory, purple loosestrife, and sowthistle) are invaders that are able to spread rapidly. Other invaders that have already become established are reed canarygrass, false indigo, bristly foxtail, downy brome, and dogfennel.

Several species of plants are found mainly along the irrigation and drainage systems, including watercress, speedwell, and duck weed.

Upland native vegetation is dominated by big sagebrush, bitterbrush, and rabbitbrush. Upland understory species include bluebunch wheatgrass, squirreltail, and balsamroot. In many areas, especially along roadways, upland areas have been invaded by downy brome and rush skeletonweed.

Photo 2-7. Cattails and other wetland species in one of the WMA ponds.

Insert Figure 2.1-2. Vegetation Associations.

Back of Figure 2.1-2.

### 2.1.5.2 Vegetation Management and Invasive Weeds

Vegetation management issues of concern include the spread of invasive and noxious weeds, the maintenance and enhancement of plant species diversity and quality wildlife habitats, and the protection of sensitive plant species of concern. The most crucial vegetation management issue is weed suppression. Noxious and other invasive weeds can reduce species diversity both in the plant communities where they invade and in the wildlife species using those communities. Weed treatment issues are particularly challenging on the WMA because of the abundance of water in the area. Herbicide use near water, or in areas where the water table is high and groundwater could be contaminated, is severely restricted and prohibited for some herbicides. However, herbicides have been the primary method of weed control. Other options, such as mechanical or biological controls, must be used to enhance water-approved herbicides.

Noxious weeds that have been found at Montour and Black Canyon are shown in Table 2.1-4. The highest priority for weed control is to prevent the establishment of new species. Small infestations of weeds such as leafy spurge, spotted knapweed, and whitetop have been successfully controlled or eradicated. Canada thistle and poison hemlock, which thrive in the moist soil conditions at Montour, are the most widespread species. Long-term efforts to control these species are beginning to show moderate success, although complete eradication will be a major long-term effort if even feasible.

Recently, Eurasian watermilfoil has been found in the three constructed ponds at Montour and is spreading rapidly. This highly invasive aquatic weed has the potential to completely dominate open water areas if left unchecked, and there is much concern of it spreading to the downstream watershed. Chemical control of this weed began in the summer of 2003 and will continue in 2004.

Photo 2-8. Constructed wetland on previously farmed land in the WMA surrounded mainly by reed canarygrass.

**Table 2.1-4. Noxious weeds found within the RMP study area.**

| Common Name | Scientific Name |
|---|---|
| Canada thistle | *Cirsium arvense* |
| poison hemlock | *Conium maculatum* |
| purple loosestrife | *Lythrum salicaria* |
| spotted knapweed | *Centaurea maculosa* |
| rush skeletonweed | *Chondrilla juncea* |
| leafy spurge | *Euphorbia esula* |
| hoary cress (whitetop) | *Cardaria draba* |
| Scotch thistle | *Onopordum acanthium* |
| perennial pepperweed | *Lepidium latifolium* |
| puncturevine | *Tribulus terrestris* |
| Eurasian watermilfoil | *Myriophyllum spicatum* |
| purple loosestrife | *Lythrum salicaria* |

Source: Gem County Weed Control
Judy Ferguson, CH2M HILL, observation in field.

Reclamation has funded Gem County Weed Control through financial assistance agreements to control noxious weeds at Montour and Black Canyon Reservoir for several years. Annual funding has ranged from approximately $3,000 to $10,000 and has increased in recent years. The RMP study area is also within the Upper Payette Cooperative Weed Management Area (CWMA). This organization consists of three county weed control agencies, several State and Federal agencies, and private landowners who are working cooperatively to control noxious weeds throughout the upper Payette River watershed (see Photo 2-9). These participating agencies and individuals have provided financial and in-kind assistance for weed control at Montour through donated labor and equipment.

### 2.1.5.3 Species and Habitats of Concern

#### Rare Species

Idaho lists five plant species of concern that potentially occur in Gem County (see Table 2.1-5). These are discussed in the following text along with habitat requirements. Federally designated species are addressed in Section 2.1.8.

#### Aase's Onion

Aase's onion is endemic to southwestern Idaho, where it is restricted to the lower foothills between Boise and Emmett, plus two disjunct populations near Weiser (Mancuso 1995). Aase's onion is restricted to a narrow set of habitat conditions consisting of open, relatively barren, xeric, sandy slopes that range from gentle to very steep. Aspects are usually southerly. This onion is primarily associated with sparsely vegetated bitterbrush or bitterbrush/sagebrush communities.


Photo 2-9. Educational sign on weeds located at one of the highway boat ramps.

**Table 2.1-5. Gem County species of concern.**

| Common Name | Scientific Name | Global Rank | State Rank |
|---|---|---|---|
| Aase's onion | *Allium aaseae* | G3 | S3 |
| Tolmie's onion | *Allium tolmiei* var. *persimile* | G4 | S3 |
| Cusick's camas | *Camassia cusickii* | G4 | S2 |
| Shining flatsedge | *Cyperus rivulairs* | G5 | S2 |
| Slickspot peppergrass | *Lepidium papilliferum* | G2 | S2 |

G = Global rank indicator; denotes rank based on range-wide status
S = State rank indicator; denotes rank based on status within Idaho.
1 = Critically imperiled because of extreme rarity or because some factor of its biology makes it especially vulnerable to extinction (typically 5 or fewer occurrences)
2 = Imperiled because of rarity or because other factors demonstrably make it very vulnerable to extinction (typically 6 to 20 occurrences)
3 = Rare or uncommon but not imperiled (typically 21 to100 occurrences)
4 = Not rare and apparently secure, but with cause for long-term concern (usually more than 100 occurrences)
5 = Demonstrably widespread, abundant, and secure
Source: Idaho CDC, http://www2.state.id.us/fishgame/info/cdc/cdc.htm
Q = Indicates uncertainty about taxonomic status
U = Unrankable

Two main factors contribute to the serious conservation concern for this onion. One factor is that it has a very limited distribution and restricted habitat. The other is that it is located adjacent to a major population center. Both of these cause concern and subject this species to numerous threats (Moseley and Caicco 1989). Potential habitat for this onion within the RMP study area would be in bitterbrush or sagebrush-bitterbrush upland habitat with sandy soils.

### Tolmie's Onion

Tolmie's Onion is found on dry, open ground. It usually occurs on rocky, gravelly, or clay soils. It arises from oval bulbs, which are often clustered. Tolmie's onion is found from southeastern Washington and western Idaho to northeastern California. This variety of Tolmie's onion is a narrow endemic which is found mainly in Adams County, Idaho, in the southern Seven Devils Mountains. There are a few disjunct populations in Gem and Washington counties on U.S. Forest Service (USFS) land (Moseley and Mancuso 1990). Potential habitat for Tolmie's onion would be in upland habitat.

### Cusick's Camas

This lily occurs on steep, moist slopes and terraces that are spring fed or have slow moving water. It is larger and more robust than common camas and generally has lighter blue flowers. Its distribution includes the Snake River canyon area and tributaries in Adams, Gem, and Washington counties. It also occurs in Baker County, Oregon, and close to the southern rim of Hell's Canyon near McGraw Lookout. This camas is most likely to occur in moist to wet meadow habitat on steep slopes or terraces and in lowland sites along water (Atwood and DeBolt 2001).

### Shining Flatsedge

This annual member of the sedge family is a rare obligate wetland plant in the Northwest. It occurs most often in wetlands across the eastern United States. When it does occur, it is often in wet areas at lower elevations. Jankovsky-Jones (2001) identified this flatsedge on the Montour WMA.

### Slickspot Peppergrass

Habitat for slickspot peppergrass consists of openings in sagebrush stands that are protected from wind, but not from sun. The surrounding sagebrush-shrub communities are

generally on well-drained soil, but the microsites (openings) in which slickspot peppergrass occur are much higher in clay than the surrounding sites. This species is restricted to "slickspots" with a clay layer that is able to hold water. These small-scale habitat microsites range in size from less than 1 square meter to approximately 10 square meters (Mancuso and Moseley 1998).

The main distribution range of slickspot peppergrass is the western Snake River Plain and adjacent northern foothills in Payette, Gem, Canyon, Ada, and Elmore counties in Idaho. It occurs in semiarid, sagebrush-steppe ecosystems in this region of southern Idaho on the volcanic plains of both the Snake River Plain and Owyhee Plateau and in adjacent foothills. All occurrences of slickspot peppergrass are on or adjacent to volcanic plateaus underlain by basalt or rhyolite (Moseley 1994).

Reclamation-administered land surrounding Black Canyon Reservoir and Montour WMA contains a relatively narrow fringe of sagebrush-steppe habitat, and most of these areas are on relatively steep slopes that are generally poorly suited for slickspot peppergrass. While no specific surveys have been conducted, it is unlikely that slickspot peppergrass occurs within the RMP study area.

#### Designated Critical Habitat

No designated critical habitats for rare and sensitive plant species occur within the RMP study area. One such species, shining flatsedge, is known to occur on the Montour WMA (Jankovsky-Jones 2001). Cusick's camas populations occur on steep moist slopes in this area of Gem County. Such areas are unlikely to occur within the RMP study area. No other rare plant species are known to occur within the study area, and none were noted during limited-scope field visits. However, most of the plant species of concern are known to inhabit similar settings to native upland, riparian, and wet meadow habitats within the RMP study area.

#### Rare Plant Communities

The Idaho Conservation Data Center (CDC) conducted a study in 2001 to identify rare wetland plant associations with the western Snake River and its major tributaries, including the Payette River (Jankovsky-Jones 2001). Plant associations represent repeating assemblages of plant species that occur in response to complex environmental factors. Table 2.1-6 presents the rare plant community occurrences identified at the Montour WMA.

### 2.1.6 Wildlife Resources

Portions of this existing conditions discussion are taken from the 1984 Montour Wildlife/Recreation Area Management Plan (Reclamation 1984), when that information still represented current conditions. This information was supplemented by site visits and personal observations by biologists and discussions with Reclamation and IDFG biologists.

The Payette River Wildlife Management Plan (IDFG undated) provides a list of wildlife species known to occur on the Payette River WMA during one or more seasons of the year. Given its proximity to Black Canyon Reservoir and the Montour area, and the similarity of habitats present at the two areas, these same species would be expected to occur in the RMP study area. The list includes 198 species of birds, 60 mammals, 16 reptiles, and 7 amphibians.

Specific elements of the RMP related to habitat development and management at Montour will serve as the WMA management plan for Reclamation and IDFG. Specific goals are expected to be similar to those of the Payette River Wildlife Management Plan that covers lands and islands along the Payette River

**Table 2.1-6. Montour Wildlife Management Area rare plant communities.**

| Community Type and Scientific Name | Common Name and Description | Global Rank* | State Rank* |
|---|---|---|---|
| *Salix exigua/barren* | coyote willow/barren | G5 | S4 |
| *Distichlis stricta* | interior saltgrass (at least 25% cover of this species) | G5 | S4 |
| *Carex lanuginosa* | woolly sedge (this is the dominant species with > 25% cover) | G3 | S2 |
| *Carex nebrascensis* | Nebraska sedge (this is the dominant species with > 25% cover) | G4 | S3 |
| *Carex praegracilis* | clustered field sedge (this species alone or with other graminoids > 25% cover) | G2, G3, Q | S2 |
| *Eleocharis palustris* | creeping spikerush (this is the dominant species with > 25% cover) | G5 | S3 |
| *Juncus balticus* | baltic rush (this is the dominant species with > 25% cover) | G5 | S5 |
| *Typha latifolia* | common cattail (this species alone or with T. angustifolia with > 50% cover) | G5 | S4 |
| *Scirpus validus* | softstem bulrush (this is the dominant species with > 25% cover) | G4 | S2 |
| *Populus trichocarpa/rosa woodsii* | black cottonwood/wood's rose (> 25% cover of rose) | G4 | S3 |
| *Salix lasiandra/mesic forb* | whiplash willow/mesic forb (mesic forbs include *Euthamia occidentalis, Urtica dioica, Verbena hastata, Lycopus asper, Smilacina stellata,* and others) | G? | S2 |
| *Eleocharis rostellata* | wandering spikerush (this is the dominant species with > 25% cover) | G2 | S2 |
| *Juncus effusus* | common rush (this is the dominant species with > 25% cover) | GU | SU |

Source: Jankovsky-Jones 2001
*See Table 2.1-5 for explanation of global and state rank

below Emmett, Idaho. The overall mission statement reads as follows: "The mission of the Payette River WMA is to provide sustained and enhanced wildlife populations and habitat, especially for waterfowl and upland game birds, and to provide the public with a variety of wildlife-oriented outdoor recreational opportunities."

Wildlife use forested and scrub-shrub riparian communities disproportionately more than any other habitat (Thomas 1979). Thomas reported that 285 of 378 terrestrial species known to occur in the Blue Mountains of northeastern Oregon are either directly dependent on riparian zones or use them more than other habitats. Riparian habitats within the Black Canyon/Montour RMP area are also extremely valuable for wildlife, including neo-tropical migrant birds, raptors, upland game birds, waterfowl, furbearers, mule and whitetail deer, small mammals, and amphibians.

Wildlife present in the RMP study area include 13 mammalian predators and fur bearers including river otters in the Payette River. The Payette River WMA management plan indicates that 10 species of bats occur in that area. All would be expected to occur in the RMP study area. Several of these are considered to be sensitive species by the BLM, and are noted later in this section. The Payette River WMA management plan lists 17 species of eagles and hawks and 8 species of owls in the

area (see Photo 2-10). Thirty-five species of waterfowl, wading birds, shorebirds, and other water-related species have been reported, along with 8 woodpecker species. More than 100 species of migratory songbirds are listed as being present in the Payette River WMA area (IDFG undated). Of particular concern is the presence of introduced bullfrogs (*Rana catesbeiana*) because of their ability to eliminate native amphibians, which are suffering population declines on a global scale (Kiesecker et al. 2001). IDFG has indicated that bullfrogs are present in the wetlands at Montour.

Photo 2-10. Hawk perched on a power pole in Montour WMA.

Executive Order 13186 defines the responsibilities of Federal agencies to protect migratory birds under the four Migratory Bird Treaties (MBT Conventions) to which the United States is a signatory. Most birds in North America are considered migratory under one or more of the MBT Conventions. The Executive Order mandates that all Federal agencies cooperate with the U.S. Fish and Wildlife Service (FWS) to increase awareness and protection of the nation's migratory bird resources. Each agency is supposed to have developed a Memorandum of Understanding (MOU) with FWS stating how it intends to cooperate. Reclamation is in the process of finalizing an MOU with FWS, which includes provisions for analyzing Reclamation's effect on migratory birds.

Natural and man-made wetlands in the Montour WMA provide important habitat for many species of wildlife, including shorebirds, waterfowl, songbirds, and furbearers such as weasels and mink. The wetlands on the west end of the valley are of particular importance to waterfowl. Approximately 170 acres of open ponds and natural wetlands extend in a north-south direction between the Payette River on the west and the agricultural lands on the east. Human use in the immediate vicinity of wetlands has historically been restricted from February 1 to July 1 to protect breeding wildlife and duck broods.

The highest number of waterfowl typically use the agricultural croplands of Montour during spring migration. Numbers vary from year to year, but 4,000 to 5,000 ducks and geese in the Montour area at this time are not uncommon. Canada geese nest and graze on portions of the higher sites surrounding this wetland and along the Payette River (see Photos 2-11 and 2-12). The Montour area and the nearby Payette River are major producers of Canada geese (pers. comm., Tim Shelton, June 4, 2002). Huntable populations of ring-necked pheasants and California quail occur in the Montour area (see Photo 2-13). Recently,

Photo 2-11. Canada geese and other waterfowl in the WMA wetlands/ponds.

1,300 to 1,400 pen-raised pheasants have been released annually from the end of October through the end of the year to meet the ever-increasing demand from hunters. Few of these pen-raised pheasants survive the winter. Food plots that are planted to support pheasants also provide food for deer and several species of small mammals and birds.

Past cattle grazing reduced much of the woody and herbaceous vegetation needed for food and residual cover by wildlife at Montour. However, most of the grazing was discontinued in 2000, allowing more residual herbaceous cover and permanent woody cover to remain, which improves nesting habitat for all non-game species as well as for upland game birds and waterfowl. The grazing that does remain is limited to 35 cow/calf pairs that are on the site from May until mid-September.

The sagebrush-grass community that borders the south side of the valley adds to the vegetation diversity of the area. Many species of wildlife, including mule deer and a variety of birds and mammals, inhabit this area. Mule deer winter on the southern portion of Squaw Butte and most stay north of Black Canyon Reservoir. A small number of migrants from big game units 32 and 32A move across the Black Canyon Reservoir toward lands to the south each winter. A few deer fall though the ice and drown in the reservoir each year, but this has not been a serious problem (pers. comm., Tim Shelton, June 4, 2002). Several mule deer are killed by vehicles each winter as they attempt to cross Highway 52, which follows the north side of the reservoir. A small resident herd of about 25 whitetail deer are also in the area. A few mountain lions would be expected in the area during the winter when deer are concentrated. The sagebrush-grass community also provides escape cover for pheasants during the fall and winter months. Habitat quality on most of the uplands has been substantially reduced by livestock grazing.

Photo 2-12. Goose on a nest box in the WMA.

Photo 2-13. Ring-necked pheasant.

The presence of noxious and invasive weeds has degraded wildlife habitat values in heavily infested portions of wetland and riparian areas as well as on uplands. The potential for additional severe degradation of habitat value is substantial. Noxious and invasive weeds that occur in the RMP area are discussed in Section 2.1.5, *Vegetation*.

### 2.1.6.1 Sensitive Species

There are several wildlife species considered sensitive (but not Federally listed) that potentially occur in the RMP study area, as addressed below.

#### Yellow Billed Cuckoo

The Yellow-billed cuckoo (*Coccyzus americanus occidentalis*) is a neotropical migrant species that breeds in North America and winters primarily south of the U.S.-Mexico border.

A petition to list this species for protection under the Endangered Species Act (ESA) was filed in 1998. The petitioners stated that habitat loss, overgrazing, tamarisk invasion of riparian areas, river management, logging, and pesticides have caused declines in the numbers of yellow-billed cuckoos. The yellow-billed cuckoo was given status as a Candidate species for protection under the ESA. The Idaho CDC lists the status of the yellow-billed cuckoo in Idaho as S1 or critically imperiled. It is also a BLM sensitive species.

Cuckoos favor areas with a dense understory of willow (*Salix* spp.) combined with mature cottonwoods (*Populus* spp.), generally within 100 meters of slow or standing water. They feed on insects, mostly caterpillars, but also beetles, fall webworms, cicadas, and fruit (especially berries). Potentially suitable cuckoo habitat exists on the Montour WMA and on islands in the Payette River. The predominance of false indigo in the riparian zone along the shoreline of much of Black Canyon Reservoir probably precludes yellow-billed cuckoo use of these areas. No surveys have been conducted to determine its status in the area.

## Northern Goshawk

Northern goshawks (*Accipiter gentilis*) are listed as sensitive species by the USFS and BLM. Hayward and Escano (1989) studied and described northern goshawk nesting habitat in western Montana and northern Idaho.

No goshawks are known to nest in the RMP area. However, they do use forested areas along the reservoir and especially along the Payette River and at Montour during migration and winter. Forested stands provide high quality foraging and roosting habitat, and the low levels of human activity during the winter would be attractive to goshawks.

## Ferruginous Hawk

The ferruginous hawk (*Buteo regalis*) population is declining throughout its range, and this species is listed as sensitive by both the USFS and BLM. Ferruginous hawks are especially sensitive to human disturbance early in the nesting period, when disturbance often results in nest abandonment. They are found in open habitats, such as grassland, shrub-steppe, sagebrush, deserts, saltbush-greasewood shrublands, and outer edges of pinyon-pine and other forests. Ferruginous hawks are not known to nest in the vicinity of the RMP area but might forage in the Montour area during spring or fall migration or if any pairs nest nearby.

## Long-Billed Curlew

Long-billed curlew (*Numenius americanus*) were heard at Montour by biologists during spring 2002. It is possible that this species is breeding in the Montour WMA, because they are known to breed on nearby BLM lands. Wet meadows present within the Montour WMA provide high quality foraging habitat for curlews, although curlews also forage in other habitats. This species is listed as sensitive by both the USFS and BLM and has an S3 ranking by the Idaho CDC.

## Spotted Frog

The spotted frog (*Rana luteiventris*) population south of the Snake River is considered to be part of the Great Basin population. This subpopulation of the Columbia spotted frog is a candidate for listing under the Endangered Species Act (Reclamation 1998). Columbia spotted frogs that may occur at Montour WMA are not part of the candidate Great Basin Population. However, all populations of spotted frogs are believed to be declining because of the loss and degradation of habitat, water diversion, livestock grazing, spring development for livestock, and competition with and predation by exotic species such as large-

mouth bass and bullfrogs (Reclamation 1998), both of which are present in Montour wetlands. General declines in Western amphibian populations have also been attributed to pathogen outbreaks linked to climate-induced changes in ultraviolet light exposure (Kiesecker et al. 2001).

The Payette River Wildlife Management Plan lists the spotted frog as one of the amphibians that occurs downstream of Black Canyon Dam. However, no field surveys have been conducted to verify this occurrence, nor have surveys been conducted on the Montour WMA. The Idaho CDC does not list the spotted frog as occurring in Gem County. Its status in the RMP area is uncertain.

### Bat Species

As noted earlier, six species of bats that likely occur in the RMP study area are considered to be sensitive by the BLM. These species, and their State rank by the Idaho CDC, are shown in Table 2.1-7.

## 2.1.7 Aquatic Biology

The RMP study area fishery consists primarily of resources present in Black Canyon Reservoir. The RMP study area also includes resources in the Payette River immediately upstream and downstream of the reservoir and in the lower reach of Squaw Creek, a tributary entering Black Canyon Reservoir from the north.

### 2.1.7.1 Black Canyon Reservoir

Black Canyon Reservoir is a transition zone from a cold water fishery upstream to a warm water fishery downstream. IDFG (2001) reported that Black Canyon Reservoir supports a "warm water" type fishery, but provides only marginal fish habitat because sand from upstream land disturbances has covered most habitat. IDFG manages the reservoir according to their general management program. This program is applied to water bodies (lakes, reservoirs, rivers, and streams) that are not suited for "wild trout" or "put-and-take trout" management, and has no special regulations. IDFG's management direction for Black Canyon Reservoir from 2001 through 2006 is to monitor fish population species composition and size structure (IDFG 2001).

Game fish species present in Black Canyon Reservoir include largemouth bass (*Micropterus salmoides*), smallmouth bass (*Micropterus dolomieu*), black crappie (*Pomoxis nigromaculatus*), bluegill (*Lepomis macro-*

**Table 2.1-7. Species of bats considered sensitive by the BLM that likely occur in the RMP study area.**

| Common Name | Scientific Name | State Rank | Sensitive Species |
|---|---|---|---|
| Long-eared myotis | (*Myotis evotis)* | S3 | BLM |
| Yuma myotis | (*Myotis yumanensis)* | S3 | BLM |
| Small-footed myotis | *(Myotis ciliolabrum)* | S2 | BLM |
| Western pipistrelle | (*Pipistrellus hesperus)* | S1 | BLM |
| Townsend's big-eared bat | (*Corynorhinus townsendii)* | S2 | BLM, USFS |
| Fringed Myotis | (*Myotis thysanodes)* | S3 | BLM |

S = State rank indicator; denotes rank based on status within Idaho.
1 = Critically imperiled because of extreme rarity or because some factor of its biology makes it especially vulnerable to extinction (typically 5 or fewer occurrences)
2 = Imperiled because of rarity or because other factors demonstrably make it very vulnerable to extinction (typically 6 to 20 occurrences)
3 = Rare or uncommon but not imperiled (typically 21 to100 occurrences)
Source: Idaho Conservation Data Center, http://www2.state.id.us/fishgame/info/cdc/cdc.htm

*chirus*), channel catfish (*Ictalurus punctatus*), and bullhead (*Ameiurus* spp.) (IDFG 2001). None of these species are native to Idaho. Research by Zaroban et al. (1999) on the attributes of 132 freshwater fish species occurring in the Pacific Northwest indicates that the game species present in Black Canyon Reservoir have a warm water temperature preference and are water pollution "tolerant." Zaroban et al. (1999) defined pollution "tolerant" species as "fishes that tend to increase in abundance with human disturbances, particularly in relation to increased siltation, turbidity, and water temperature, and lowered concentrations of dissolved oxygen."

The fishery in Black Canyon Reservoir today generally appears similar to that described by IDFG (1986) approximately 15 years ago. In their fisheries management plan for the years 1986 to 1990, IDFG (1986) stated that Black Canyon Reservoir supports a warm water fishery of bass, crappie, and channel catfish. IDFG (1986) also noted that the reservoir provided only marginal habitat for warm water game species, the same as in the most recent assessment (IDFG 2001).

Sediment deposition in Black Canyon Reservoir since the completion of Black Canyon Dam in 1924 has probably had long-term limiting effects on fisheries habitat. Today, sediment fills approximately 35 percent of the reservoir, having reduced reservoir total active storage capacity from approximately 44,800 acre-feet originally to 29,300 acre-feet at present (Reclamation 2003). Most sediment deposition occurs at the upper end of the reservoir, has effectively filled the original river bed in the area, impedes the normal flow of water into the reservoir, and has resulted in a significant extension of the 100-year floodplain at the confluence of the Payette River and Black Canyon Reservoir (Reclamation 1984). IDFG (2001, 1986) continues to report that Black Canyon Reservoir provides only marginal habitat for warm water game species because of sediment deposition.

#### 2.1.7.2 Montour WMA and Adjacent Payette River

The Montour WMA Guide (IDFG and Reclamation undated) states that long-range plans include developing a warm water fishery for bluegill and largemouth bass in ponds within the WMA. Smallmouth bass are also present in several man-made ponds on the western side of the Montour WMA. The Guide also states that rainbow trout and mountain whitefish can be caught in the Payette River adjacent to Montour.

Results of electrofishing by IDFG during 1975 in Black Canyon Reservoir and the Payette River in the Montour Valley indicated that non-game species are more abundant than game species in these two water bodies (Reid 1975, in Reclamation 1984). A total of eight game species and nine non-game species were collected in the area sampled. Non-game fish comprised approximately 93 percent of the catch (462 fish) during spring, 80 percent of the catch (389 fish) during summer, and 61 percent of the catch (89 fish) during fall. Suckers (*Catostomus* spp.) made up 75 percent or more of the non-game fish collected each season, while carp (*Cyprinus carpio*) comprised no more than 6 percent of the non-game fish collected each season. The most abundant game species collected were brown bullhead (*Ameiurus nebulosus*) during spring, smallmouth bass and bluegill during summer, and black crappie and pumpkinseed (*Lepomis gibbosus*) during fall (Reid 1975, in Reclamation 1984). Game species collected during 1975 are generally similar to game species present today, except for smallmouth bass which are listed in IDFG's current fisheries management plan for the Payette River downstream but not upstream of Black Canyon Dam (IDFG 2001).

#### 2.1.7.3 Squaw Creek

This tributary enters Black Canyon Reservoir from the north and contains rainbow trout and,

in its upper reaches, bull trout. IDFG (2001) manages Squaw Creek to maintain native resident stocks of wild rainbow trout (redband trout) and to conserve bull trout. IDFG's management directives for Squaw Creek include inventorying the status and distribution of redband trout, and monitoring the bull trout population present in the upper Squaw Creek drainage (IDFG 2001). Section 2.1.8, *Threatened and Endangered Species*, provides additional information on bull trout in Squaw Creek.

### 2.1.8 Threatened, Endangered, and Sensitive (TES) Species

There are several TES species of flora and fauna potentially occurring within the RMP study area. For this review, TES species are defined as those species with a Federal designation of threatened or endangered, as well as those species that the Idaho Conservation Data Center (CDC) lists as plant species of concern for Gem County. Species presence data from State and Federal sources, such as the FWS, Reclamation, and IDFG, have been reviewed. In total, four TES species (1 plant, 1 fish, 1 bird, and 1 mammal species) are known to potentially occur within the RMP study area. Federal protection is afforded to those species listed or proposed as Threatened or Endangered by the FWS under the Endangered Species Act (ESA) of 1973 (16 U.S.C. 1531-1544, 87 Stat. 884). ESA-related correspondence is included in Appendix A.

#### 2.1.8.1 Plants

The Ute ladies'-tresses orchid (*Spiranthes diluvialis*) is the only Federally protected plant species that may occur in or near the Black Canyon Reservoir and Montour area. It typically occupies floodplains and wet meadows with little overhanging shrub or tree canopy. Wetland and riparian habitats such as springs, wet meadows, and point bars within river meanders are potential habitat. Ute ladies'-tresses orchids have been found in southeast Idaho and eastern Washington and may occur in suitable habitats between these locations. The most suitable potential tress habitat would occur in riparian communities along the unimpounded reach of the Payette River and possibly on the floodplain at Montour. Some of the wetlands within the Montour WMA would probably not be considered as potential habitat because these areas only developed after groundwater levels rose following construction of Black Canyon Dam. Wetlands that were present before construction of the reservoir and the subsequent rise in groundwater levels might provide suitable habitat for tresses. No searches for this species have been conducted on Reclamation lands.

#### 2.1.8.2 Wildlife

**Bald Eagle**

The bald eagle (*Haliaeetus leucocephalus*) is listed as threatened in Idaho. Populations have expanded dramatically in Idaho and in most of the rest of the lower 48 states in the last 10 years after the use of the pesticide DDT was banned in the United States. Reclamation (1998) and the Idaho CDC indicate that an historic bald eagle nest site located in the Montour WMA has not been used for several years at least. Winter counts along the Payette River from Emmett to Payette have ranged from four to ten in recent years. Reclamation staff report observing as many as 7 bald eagles in the large trees at Black Canyon Park on some winter days. Undoubtedly, some birds also use the Payette River above Black Canyon Reservoir during the winter. The reservoir probably receives only limited winter use because of the poor fishery, general lack of good perch trees except at a few locations, and icing conditions as winter progresses. Eagles that do winter along the river would feed on fish, occasionally waterfowl, and deer killed along Highway 52.

## Gray Wolf

The gray wolf (*Canis lupus*) is classified as an experimental non-essential population throughout most of Idaho, including the Black Canyon and Montour area (59 *Federal Register* 60260, November 22, 1994). Wolves typically occupy higher elevation areas during the summer and follow big game animals to lower elevation winter ranges during the winter. Mule deer winter on the southern portion of Squaw Butte and most stay north of Black Canyon Reservoir. A small number of migrants from big game units 32 and 32A move across the Black Canyon Reservoir toward lands to the south each winter. Wolves could be attracted to the RMP study area during severe winters if deer become especially concentrated.

### 2.1.8.3 Fish

## Bull Trout

Columbia River Basin bull trout (*Salvelinus confluentus*) were listed by the FWS as threatened in 1998 (64 *Federal Register* 111, June 10, 1998). In 1999, FWS determined threatened status for all populations of bull trout within the coterminous (lower 48) U.S. (64 *Federal Register* 210, November 1,1999). The FWS proposed the designation of critical habitat and announced the availability of a draft recovery plan for Columbia River Basin bull trout in 2002 (67 *Federal Register* 230, November 29, 2002; FWS 2002a). Proposed critical habitat in the vicinity of the study area includes portions of the Squaw Creek watershed from the confluence of Squaw Creek with the Payette River (Black Canyon Reservoir) upstream. Squaw Creek enters Black Canyon Reservoir from the north.

Black Canyon Reservoir and the Montour WMA are located within the proposed boundary of the Payette River Recovery Subunit for bull trout. However, they have not been proposed as critical habitat or identified as bull trout core areas. The bull trout critical habitat subunit (CHSU, the core unit) within the Payette River Recovery Subunit that is nearest the RMP study area is the Squaw Creek watershed (FWS 2002a). Within the Squaw Creek CHSU, proposed critical habitat includes 120 miles of streams (28 percent of the total) that provide foraging, migratory, and overwintering habitat and allow for genetic exchange among bull trout local populations. Black Canyon Reservoir, the Payette River downstream of Black Canyon Reservoir, and the Payette River between Black Canyon Reservoir and the confluence of the North and South Forks of the Payette have not been proposed as bull trout critical habitat or identified as bull trout core areas (FWS 2002a).

Ideal habitat for bull trout includes clean, cold waters with large woody debris, undercut banks, boulders, and deep pools (Quigley and Arbelbide 1997). FWS (2002b) stated that bull trout require stable stream channels, clean spawning gravels, complex and diverse cover, and unblocked migration routes, and are seldom found in waters warmer than approximately 59 to 64°F. Threats to bull trout include land management practices such as logging, grazing, and road construction, where such practices have degraded habitat through increased sedimentation of spawning gravels, high stream temperatures, and poor water quality (FWS 2002b). Additional threats to bull trout include dams and other barriers (such as impassable culverts) that block adult migrations and access to spawning habitat, and introduced non-native fishes (such as brook trout) that can hybridize with, compete with, and prey on bull trout (FWS 2002b).

The FWS (1998) stated that recent limited surveys indicate bull trout are uncommon in Black Canyon Reservoir. This is not unexpected given the cold, clean, and generally complex habitat requirements of this species as opposed to the warm water, sedimentation, and marginal fish habitat associated with Black Canyon Reservoir (see discussion in

Section 2.1.7, *Aquatic Biology*). The FWS (2002a) noted that "although no major dams prevent bull trout inhabiting the upper portions of the Squaw Creek watershed from entering Black Canyon reservoir, irrigation diversions form barriers to immigrating adults and divert emigrating juveniles into areas with lethal conditions." A map prepared by the IDFG and presented in Reclamation's 1998 Biological Assessment addressing operation and maintenance of their facilities in the Snake River Basin (Reclamation 1998) indicates that bull trout are not present in either the Payette River below the confluence of the North and South Forks (including the Black Canyon and Montour reaches) or in lower Squaw Creek near the reservoir. In conclusion, it would appear that bull trout may occasionally occur in the RMP area but are not resident there because of the marginal habitat quality.

## 2.2 Visual Resources

Black Canyon Reservoir and Montour WMA lie west of the Rocky Mountains among the foothills of rural Gem County located in southwest Idaho. The landscape surrounding the reservoir is characterized by rolling hills covered with sagebrush and basalt outcroppings (see Photo 2-14). In contrast to these dry, brown hills is the reservoir itself and the seemingly lush riparian vegetation that grows along portions of the reservoir's shoreline. Located in a valley upstream from the reservoir, the Montour WMA is characterized by relatively flat agricultural fields (both fallow and actively farmed or grazed) and several wetlands containing dense riparian vegetation (see Photo 2-15). In both locations, the presence of water is what sets this area apart from the dry surroundings.

Photo 2-14. View of the reservoir, Black Canyon Park, and the surrounding landscape.

In general, the visual appearance at the reservoir is quite different compared to that at the Montour WMA. The most prominent visual feature at Black Canyon Reservoir is the reservoir itself in contrast to the immediately adjacent hills that surround it. Human presence is evident within the surrounding landscape as land uses are primarily rangeland, agricultural, and limited rural residential. At the reservoir, human presence is particularly evident at the four recreation areas and several boat launches along the reservoir. Human presence is also significant on the reservoir itself as people participate in water-based recreational activities, particularly during the summer. In addition, roads and some rural industry (Highway 52 being a logging truck route) characterize human presence at and near the park. However, there is generally a low level of human presence overall and it does not generally detract from the rustic level of scenic resources available at the reservoir.

Photo 2-15. View of Montour WMA and the surrounding landscape.

The most prominent visual features at Montour WMA are the Payette River, adjacent wetlands, and more distant surrounding hills. The visual environment in Montour WMA is composed primarily of natural-appearing rural landscapes and riparian woodland. Once a flourishing farming community (early 1900s), the town of Montour no longer remains, although a few structures and gravel roads still exist. These lands have been heavily influenced by agricultural and grazing practices for the last 100 years. Human presence is thus evident within the landscape, as some of the area is still used for agricultural purposes. Cultivated crops in the area include alfalfa, barley, corn, oats, and wheat; grazing also occurs on Reclamation lands, administered by a lease program. The mix of agricultural lands and wetlands also provides excellent habitat for gamebirds and other wildlife that attract hunters, hikers, and campers. As is the case with Black Canyon Reservoir, roads, recreation facilities, limited residential development, and rural industry associated with forestry characterize human presence at and near the park. However, there is a low level of human presence overall and it does not generally detract from the rustic level of scenic resources available at Montour WMA.

The highest quality views of the reservoir exist from spring to early summer when the surrounding hills are green with newly emerging growth and the level of activity at recreation areas and on the reservoir is still minimal. Reservoir drawdown, an annual occurrence at many reservoirs in the region that often results in unsightly exposed banks and mudflats, does not occur at Black Canyon Reservoir. The reservoir has minimal fluctuations in level in order to keep the Black Canyon Canal, which the dam diverts water to, full of irrigation water for the Payette Division of the Boise Project.

The most common views of the reservoir are from Black Canyon and Triangle Parks (see Photo 2-16). Cobblestone Park and particularly Wild Rose Park provide views of the face of Black Canyon dam and dam facility structures as these parks are located downstream of the dam and reservoir. Highway 52, on the north side of the reservoir, provides views of the reservoir between the dam and approximately Squaw Creek, where the highway turns north away from the reservoir. Due to the lack of large vegetation, views from the highway are often unobstructed. Additionally, there are several unofficial pull-off locations along the shoulder of Highway 52 as well as three designated boat launch pull-off areas that provide locations to view the reservoir from other than the highway. There are no public roads or recreation areas on the south side of the reservoir that provide views of the reservoir or existing recreation areas on the north side of the reservoir.

Photo 2-16. View of the reservoir and beyond from Triangle Park.

Sweeping panoramic views, such as those available at the reservoir, are limited at the Montour WMA because of its location in a flat valley. Views from Montour WMA are limited to the more distant hills surrounding the recreation area. Views within Montour WMA are often limited by dense riparian vegetation. The most easily accessible view of the Payette River is from the bridge that crosses it along the Old Montour Road. There are additional views of the river and adjacent wetlands from informal trails, created by hik-

ers, hunters, and anglers, that exist adjacent to them.

Wild Rose, Black Canyon, and Triangle parks can be seen from Highway 52 although vegetation at these sights and topographic differences between them and the road often obscure the view. Cobblestone Park and Montour WMA are not located along Highway 52. Highway 52 is not classified as a scenic byway by the State of Idaho; however, it joins with Highway 55, a scenic byway between Boise and McCall, just east of the Montour WMA.

## 2.3 Noise

Noise can be defined as the intensity, duration, and character of sounds from any and all sources. In general, the rural character of Black Canyon Reservoir and the surrounding area is characterized by low ambient noise levels. Noise sources present are primarily from motorized recreational activities on the reservoir, visitors at the various recreation areas, and vehicular noise on State Highway 52. The noise levels associated with these sources are likely to vary significantly depending on location, season, and time of day.

There are very few sensitive noise receptors, such as private residences, directly adjacent to the park boundary or in proximity to the park. Of the noise sources within the RMP study area, motorized recreational activities on the reservoir during the summer months are likely the most prevalent. Noise from personal watercraft (PWC) and motorized boats is reflected off the water and, depending on wind and weather conditions, can be heard at locations far from their source. In the upper reaches of the reservoir, nearby landowners/residents have expressed concern about the noise of increasing PWC use during peak season. However, because sedimentation of the upper reservoir has caused it to become shallow and difficult to navigate safely, boat and PWC use is usually more concentrated on the west end of the reservoir. Also, there is no documented record of these complaints, and no known noise studies for the area have been identified. Other than PWC use, none of the other noise sources within the RMP study area are known to be significantly disruptive to visitors or wildlife. While weekends and holidays during summer months are expectedly noisier than other times, they generally remain within a reasonable level and during reasonable daytime hours.

## 2.4 Cultural Resources

Evidence of human occupation in southwestern Idaho dates to as early as 10,000 years before the present (B.P.). Artifact comparisons with other areas in the region suggest a sequence of prehistoric use of the Montour Valley area from at least 6,000 B.P. to approximately 700 years ago. Over time, there was a gradual shift from the hunting of large fauna toward increased utilization of a diversity of plant and animal resources, reflected in greater variability of tool technologies and site types (Gibson and Kaberline 2002).

The RMP study area is located near the boundaries of the Great Basin and Columbia Plateau culture areas. The ethnographic record suggests that two groups, the Northern Paiute and the Northern Shoshone, both speakers of the Numic language, shared resources and range in the vicinity of the RMP study area along the Payette River. These groups also shared similar material cultures, sociopolitical organization, and religious practices. Both the Northern Paiute and the Northern Shoshone followed subsistence-settlement patterns based on small bands of hunters and gatherers living in small transitory camps and exploiting a broad array of resources. Larger groups who wintered in valleys would disperse during the summer to exploit a multitude of resources (Morgan 1999).

In addition to being blessed with a moderate climate and an abundance of large and small game animals, the Montour Valley would have appealed to prehistoric groups in other ways. One attraction would have been easy access to fresh water mussels and salmon. Prior to Euro-American settlement, Montour served as an important Indian fishery, with the Montour Valley participating in a major regional Indian trading fair/cultural exchange each summer during salmon season. Another attractive feature of the valley would have been proximity to Timber Buttes. Timber Buttes, a known obsidian quarry approximately 10 miles north of the Montour Valley, served as an important lithic source for stone tool manufacture for prehistoric inhabitants of the region for thousands of years (Morgan 1999).

Historically, Euro-American fur trapping and trading were well in place in the Payette River Valley (including the Montour Valley) by the second decade of the 1800s. By the 1830s, fur resources in the region were depleted and considered "trapped out." Gold was discovered in the Boise Basin in 1862, with the Payette River serving as a main travel route to the goldfields, taking goldseekers south of Regan Butte, directly west of Montour. In the early 1860s a stage stop was established in the western end of Montour Valley, with four stagecoaches a week traveling up the Payette River through Montour. This stage station became a post office in 1870 and eventually took on stock raising and other functions, becoming known as the Mitchell, Marsh, and Ireton ranch. Prior to 1900, about 50 people lived in and around the valley, relying mostly on logging, mining, ranching, and farming as a way of life. Rail service reached Montour in 1910 (Idaho Northern Railroad), extending through Black Canyon from Emmett to Horseshoe Bend and McCall. In 1911, the town of Montour was platted, and the entire town was built between 1912 and 1915. The town effectively ceased to grow after about the mid-1920s, with ensuing years bringing depression and bankruptcy to the small community (Briggs No Date; Gibson and Kaberline 2002; Morgan 1999).

The rural, small town character of Montour remained virtually unchanged between the late 1920s and the early 1980s. In 1924, Reclamation constructed Black Canyon Dam to divert irrigation water to crops and orchards in the Emmett Valley, and for power generation. Increased streamflow and sediment buildup within the Black Canyon Reservoir resulted in higher annual water table and annual flooding in the Montour Valley. Subsequent loss of crops and property damage resulted in years of litigation by the local population. In the 1970s, Reclamation acquired the land within the 100-year floodplain to ensure continued project operations of Black Canyon Dam. Following documentation of the Montour Historical District, the Marsh-Ireton Ranch and other businesses, farms, and buildings were purchased and razed. Many long-time Montour residents moved away from the Valley (Morgan 1999).

A total of 52 cultural resource sites (including isolates) have been documented within the boundaries of the RMP study area. The inventory includes 40 archeological sites, 12 historic structures or features, and one potential historic district, which includes several standing structures and the foundation remains of approximately 30 other structures. Most of these sites have been previously recorded on site records filed at the Idaho State Historic Preservation Office (SHPO) (Gibson and Kaberline 2002; Morgan 1999).

Most of the archeological sites are deposits of prehistoric artifacts or flakes, usually obsidian, basalt, or cryptocrystalline silicate (chert, jasper, or chalcedony) produced in tool manufacture. Sites display a range of features and materials, including hearths, diagnostic side and corner notched projectile points, ground stone objects (grinding stones and pestles), cobble choppers, animal bone, and fire-altered rock. Several sites were recognized as dense depos-

its of mussel shells, reflecting prehistoric exploitation of fresh water mussels. One stratified site (10-GM-61) contains the rare remains of a semisubterranean house pit within its deposits. Prehistoric sites appear to be residential camps, where tools were manufactured, and where exploitation of fresh water mussels and procurement of other food sources was a major focus.

Historic documentation in the RMP study area attests to a wide variety of historic site types. These include resources related to transportation (roads, bridges, the railroad); irrigation (dams, canals, and associated structures); and residential/farming/ranching activities (townsite, refuse scatters, buildings, equipment, foundations).

A survey to identify properties of traditional cultural importance to Indian tribes (and sacred sites) has not been undertaken for the RMP study area because of the sensitivity of disclosing the location of such places. The Montour Valley contains streams, valleys, draws, and other natural features that could have served as traditional resource procurement areas for aboriginal peoples in their search for food, medicine, clothing, and other necessities, and might qualify as "traditional cultural properties." Also, portions of the Valley may have historically served as ritual or ceremonial places, or as locations associated with traditional beliefs and practices; as such, they could constitute places of traditional cultural importance to the Shoshone-Paiute, Shoshone-Bannock, and possibly other tribes, and thus might qualify as "traditional cultural properties."

Although the RMP study area has been explored for cultural resources since the mid-1970s, a good portion of the RMP study area has not been intensively surveyed on the ground. Of the cultural resource sites known for the RMP study area, the following are considered eligible for the National Register of Historic Places (although more than half of the known archeological sites have not been evaluated for eligibility to the National Register):

- 10-GM-61 (stratified prehistoric camp site with pithouse)
- 45-1989 (Montour Historic District)
- 45-18109 (Black Canyon Dam)
- 45-1416 (Marsh-Ireton Ranch)
- BS-1819 (prehistoric lithic scatter)
- BS-1824 (prehistoric lithic scatter)

These sites (as well as other sites that remain to be identified and evaluated for the National Register) have the potential to address research questions or to offer vital information relating to prehistoric and historic use of the RMP study area. For example, questions of chronology, prehistoric settlement patterns, natural resource use, and prehistoric affiliations/trade could be answered by future archeological investigations in the Montour Valley. Because it has a combination of floodplain and bench sites, some of which have great antiquity, the Montour Valley is potentially an extremely important context for study of variability and change in prehistoric settlement and subsistence patterns.

## 2.5 Sacred Sites

Sacred sites are defined in Executive Order (EO) 13007 as "any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or an Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion..." Under Executive Order 13007, Federal land managing agencies must accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners, and avoid adversely affecting the physical integrity of such sacred sites.

There are various natural features and locations on the RMP study area landscape that would have held spiritual or religious significance to aboriginal tribes. These features and locations might require special attention by Reclamation in future administration of the area. The properties might include altars, vision quest sites, burial sites, and river and rock geographic features, among others. Regan Butte, a prominent geographic feature overlooking the Montour Valley, has a unique characteristic: a large hole in the vertical basalt columns near the peak affords a view through the rock from great distances. This anomaly is especially striking when the sun angle is low and appears to pierce the basalt columns. This feature may have been the location of many sacred or ceremonial activities. Modern lore, in fact, points to the butte as an ancient burial location. Local residents recall collecting trade beads and other artifacts many years ago from the top of Regan Butte. Recent offerings of porcupine quills and other objects attest to the continuing spiritual nature and use of this prominent feature (Morgan 1999).

## 2.6 Indian Trust Assets

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

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

The Shoshone-Bannock Tribes, a Federally recognized Tribe, located at the Fort Hall Indian Reservation in southeastern Idaho have trust assets both on-reservation and off-reservation. The Fort Bridger Treaty was signed and agreed to by the Bannock and Shoshone headman on July 3, 1868. The treaty states in Article 4 that members of the Shoshone-Bannock Tribe "…shall have the right to hunt on the unoccupied lands of the United States…."

The Tribes believe that their right extends to the right to fish. The Fort Bridger Treaty for the Shoshone-Bannock has been interpreted in the case of State of Idaho v. Tinno, an off-reservation fishing case in Idaho. The Idaho Supreme Court determined that the Shoshone word for "hunt" also included to "fish." Under Tinno, the Court affirmed that the Tribal Members' right to take fish off-reservation pursuant to the Fort Bridger Treaty (Shoshone-Bannock Tribes 1994).

The Nez Perce Tribe is a Federally recognized Tribe of the Nez Perce Reservation in northern Idaho. The United States and the Tribes entered into three treaties (Treaty of 1855, Treaty of 1863, and Treaty of 1868) and one agreement (Agreement of 1893). The rights of the Nez Perce Tribe include the right to hunt, gather, and graze livestock on open and unclaimed lands, and the right to fish in all usual and accustomed places (Nez Perce Tribe 1995).

The Northwestern Band of the Shoshone Indians, a Federally recognized Tribe without a reservation, possess treaty-protected hunting and fishing rights that may be exercised on unoccupied lands within the area acquired by the United States pursuant to the 1868 Treaty of Fort Bridger. No opinion is expressed as to which areas maybe regarded as "unoccupied lands."

Other Federally recognized Tribes that do not have off-reservation ITAs may have cultural

and religious interests in the areas being considered in the RMP. These interests may be protected under historic preservation laws and the Native American Graves Protection and Repatriation Act (NAGPRA). See Sections 2.4 and 2.5 (*Cultural Resources* and *Sacred Sites*) for a discussion of other Tribal interests.

## 2.7 Socioeconomics

Current population trends, employment, and income for Gem County and nearby Ada, Canyon, and Payette counties are discussed below. Ada County, which contains the city of Boise and neighboring suburban communities, has a large population and thus a significant impact on use of Black Canyon Reservoir, particularly for recreation purposes.

### 2.7.1 Demographic Profile

The closest city to Black Canyon Reservoir is Emmett (population 5,490), the county seat of Gem County (U.S. Census Bureau 2000). Nearly one third of Gem County's population resides in Emmett, making it the county's largest city. During the 1990s, Gem County's population grew 28.2 percent, reaching 15,181 in 2000. In 2000, 63.8 percent of the Gem County population was classified as rural, a slight increase since 1980.

Idaho's population growth rate from 1990 to 2000 was an increase of 28.5 percent, while the United States' total population growth rate was 13.1 percent. Most of the population in southwest Idaho is located south of Gem County along the Interstate 84 (I-84) corridor in cities such as Boise, Nampa, and the surrounding suburbs. Ada and Canyon counties have several large cities such as Boise (population 185,787), Nampa (population 51,867), Meridian (population 34,919), and Caldwell (population 25,967). The population of nearby Ada County grew 46.2 percent, reaching 300,904 in 2000.

Table 2.7-1 shows the age distribution of residents in Gem County, surrounding counties, and the State of Idaho for 2000. For the most part, the population distribution and categorical shifts in Gem County resemble those of the state and the country. However, the population of the county and state is growing at a quicker pace than that of the United States overall, and there is a greater percentage of people over 65 years old in Gem County than elsewhere.

According to the U.S. Census Bureau, the population of the State of Idaho between 1990 and 2000 grew from 1,006,749 to 1,293,953, an increase of 287,204 people (28.5 percent). Between 2001 and 2002, the population of Idaho was estimated to have grown 1.6 per-

**Table 2.7-1. Gem County and State of Idaho age distribution.**

| County | 2000 Population | Change Since 1990 (%) | People Under 5 Years of Age (%) | People Under 18 Years of Age (%) | People Over 65 Years of Age (%) |
|---|---|---|---|---|---|
| Gem | 15,181 | 28.2 | 7.0 | 28.0 | 15.6 |
| Ada | 300,904 | 46.2 | 7.7 | 27.3 | 9.1 |
| Canyon | 131,441 | 45.9 | 9.1 | 30.9 | 11.0 |
| Payette | 20,578 | 25.2 | 7.6 | 30.6 | 13.2 |
| Idaho | 1,293,953 | 28.5 | 7.5 | 28.5 | 11.3 |
| United States | 281,400,000 | 13.1 | 6.8 | 25.7 | 12.4 |

Source: U.S. Census 2000

cent compared to a 1.1 percent national average, making Idaho the ninth fastest-growing state in the country during that period. Projected population growth at the state level is done by the U.S. Census Bureau. The population growth projection for Idaho from 2000 through 2025 is listed in the Table 2.7-2.

Until 1992, the U.S. Department of Commerce, Bureau of Economic Analysis, made estimates of future population at the county level for each state. Each state is now responsible for determining their projections, and there is great diversity in methods and results from state to state. Several states, including Idaho, do not have population projections available on the web, although the USFS has developed tables for the web and public use. Table 2.7-3 provides county population projections based on USFS analysis of population data.

These projections indicate significant population growth in the state. Other entities, such as The Federation for American Immigration Reform (FAIR), have projected a state population as high as 2,422,000 in 2025, an increase of 87 percent above the state's population in 2000.

The county population growth projection data indicate that there will be significant growth in Ada County, likely associated with the growth of the Boise metropolitan area. More rural counties, such as Canyon and Gem, will also experience population growth according to the projections, although less than neighboring Ada County. In the case of Gem County, growth is projected to be less than that of the state as a whole, although still 27 percent.

## 2.7.2 Economic Setting

Emmett is located in the “Valley of Plenty,” made possible by the development of an irrigation canal system that has diverted water from the Payette River and Black Canyon Reservoir since the late 1800s when the valley

**Table 2.7-2. U.S. Census Bureau state population projection.**

| State | 2000 Population | 2025 Population | Population Change (2000-2025) | Percent Change (2000-2025) |
|---|---|---|---|---|
| Idaho | 1,293,953 | 1,739,000 | 445,047 | 34% |

Source: U.S. Census Bureau

**Table 2.7-3. County and state population projections.**

| County/State | 2000 Population | 2015 Population | Population Change (2000-2015) | Percent Change (2000-2015) |
|---|---|---|---|---|
| Ada | 292,609 | 405,968 | 113,359 | 39% |
| Canyon | 128,580 | 173,547 | 44,967 | 35% |
| Gem | 15,326 | 17,824 | 2,498 | 16% |
| Idaho | 1,273,855 | 1,609,314 | 335,459 | 26% |

Source: USFS website (http://www.fs.fed.us/r1/planning/econ/easy/info-un/pop-growth.html) with data provided from the Idaho Department of Commerce.

began to be settled. In the early 1900s, the irrigation canal system continued to be expanded; by the 1920s, the valley was producing an abundance of orchard fruit, specifically cherries and apples. After an economic decline brought on by the Great Depression and years of exceptional drought in the 1930s and 1940s, the economy rebounded in the 1950s. Since then, the economy has been based on agriculture, timber, and mining, each benefiting from technological advances and providing for a growing post-World War II population.

More recently, however, the area's economy has begun to diversify by shifting from resource-based manufacturing to government, services, and wholesale and retail trade. Gem County experienced a gain in population since 1990 but did not receive an equal gain in economic benefit during this time. This is due to an increasing number of Gem County residents who choose to commute out of the county to work and shop (primarily in Ada County, where Boise and its suburbs are located). Both the number of persons in the workforce and opportunities for employment increased from 1990 to 2000. The Civilian Labor Force of Gem County increased 19 percent during that period, while Nonfarm Payroll Jobs in the county increased 29.7 percent. Between 1990 and 2000, the largest increases in the number of jobs in Gem County were in services and wholesale and retail trade. The largest growth rate (200.8 percent) in the county was in mining and construction during this same period (Idaho Department of Labor 2002).

Agriculture and timber resource products are the two basic local industries, and the timber industry formerly provided the bulk of family-wage jobs. However, the timber industry declined because of a lack of a steady supply of logs. As a result, the county's largest employer, Boise Cascade, closed its Emmett mill. The mill later burned in an accidental fire. The amount of land devoted to fruit cultivation has decreased in the Emmett Valley because acreage formerly used for crops is now being utilized for housing and commercial development (Idaho Department of Labor 2002). Between 1987 and 1997, the number of farms actually increased from 539 to 552, but the average acreage of those farms decreased from 414 to 331 acres (Idaho Department of Commerce 2000).

In 2000, the median age of persons in Gem County was 37.5 years, up from 36.0 years in 1990 and 31.4 years in 1980. There were 5,539 households in Gem County with an average of 2.7 persons per household in 2000. The 1997 median household income of Gem County was $30,132, which was below the statewide median household income of $33,612. The percentage of county residents below the poverty level (15.4 percent) was higher than the percent of state residents (13.0 percent) below the poverty level (U.S. Census 2000). In 1990, 70 percent of Gem County residents over 25 years of age were high school graduates, and 9 percent had at least a bachelor's degree. By comparison, 80 percent of all Idaho residents over 25 years of age were high school graduates, and 18 percent had at least a bachelor's degree. In 1990, 95 percent of Gem County's population was white and 5 percent was Hispanic (Gem County 1995).

In contrast to Gem County, there were 113,408 households in nearby Ada County with an average of 2.6 persons per household. The 1997 median household income of Ada County was $43,321, significantly higher than the statewide median household income of $33,612. The percentage of county residents below the poverty level (8.9 percent) was significantly lower than the percent of state residents (13.0 percent) below the poverty level (U.S. Census 2000).

Chapter 3

# Existing Land Use and Management

Chapter 3

# Existing Land Use and Management

## 3.1 Land Use and Management

### 3.1.1 Project Facilities and General Operations

Reclamation owns Black Canyon Reservoir, located in Gem County Idaho, and a significant portion of the land immediately adjacent to the reservoir. Black Canyon Dam is an irrigation diversion dam that impounds the Payette River and provides head for power generation with a capacity of 10,200 kilowatts (kW). Reclamation supervises dam and reservoir operations and is responsible for water supply diversion to contract users. There are four recreation areas along the reservoir, which are maintained and operated by Reclamation for public use. In addition, the Montour WMA is owned by Reclamation but managed under a cooperative agreement with IDFG for recreation and wildlife habitat. Reclamation does not currently have a managing partner for the four recreation areas along the reservoir, which are described in more detail in Section 3.3.

Reclamation's Black Canyon Reservoir property, including lands and waters, is approximately 3,900 acres. There are approximately 2,800 acres of Reclamation land adjacent to the reservoir and approximately 12 miles of shoreline. The reservoir has 1,100 surface acres and contains approximately 44,800 acre-feet of water. The reservoir is approximately 6 miles long, extending up into the Montour WMA.

Black Canyon Dam is a concrete gravity structure with a gated overflow spillway and has a structural height of 183 feet (see Photo 3-1). The dam diverts water through the Black Canyon Canal, located south of the dam, and supplies irrigation water as a component of the Payette Division of the Boise Project. To keep the canal full during the irrigation season, there are minimal reservoir level fluctuations. A second irrigation canal, the Emmett Irrigation District Canal, is located on the north side of the dam and is supplied water by two direct-connected turbine-driven pumps located in the powerhouse. Project specifications are summarized in Table 3.1-1.

In addition to providing water diversion for irrigation, the dam has a powerplant with two generators that are capable of generating a combined 10,200 kW. The powerplant is operated as a run-of-river plant, although operational releases are coordinated to maximize power generation. Because of this, the dam and reservoir do not have flood control capability. In 1997, the southern Idaho automation program was implemented that allows remote control of the southern Idaho powerplants (including Black Canyon, Anderson Ranch, Minidoka, and Palisades) from the Black Canyon control building. This has resulted in decreased operational expenses and increased operational efficiency for all plants.

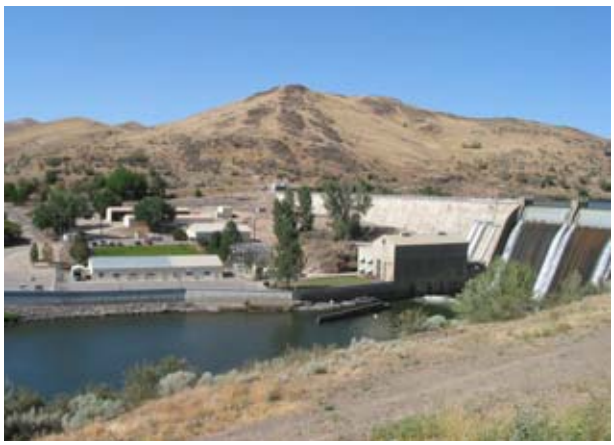

Photo 3-1. Black Canyon Dam, powerhouse, and operations facility.

The Black Canyon Powerplant shares a portion of the prorated remote operations costs. The plant supplies power to irrigation loads in the Boise, Owyhee, and Minidoka Projects as part of Reclamation's Southern Idaho Power System. Surplus power is delivered to the Bonneville Power Administration (BPA) for marketing and distribution to regional industries and municipalities (http://www.usbr.gov/power/data/sites/blackcan/blackcan.htm).

Operations and maintenance of the five recreation areas at Black Canyon Reservoir costs approximately $75,000 to $100,000 annually, including both labor and materials. In 2001, an additional $150,000 was spent rebuilding the docks at most of the recreation areas and at the three boat ramps along Highway 52. It is estimated that revenues currently generated by the five recreation areas associated with the reservoir are approximately equal to the costs of operations and maintenance.

## 3.1.2 History & Overview

### 3.1.2.1 Land Status and Management

Agricultural activity in the Boise and Payette Valleys started in the early 1880s when settlers began filing on arid lands under private irrigation enterprises. By 1900, about 148,000 acres in the area had been placed under irrigation. Under provision of the Reclamation Act of June 17, 1902, the U.S. Secretary of the Interior authorized construction of the original Boise Project on March 27, 1905, and the construction of Black Canyon Dam on June 26, 1922. Black Canyon Dam was constructed for 2 years and became operational in 1924. The Boise Project currently furnishes irrigation water in southwestern Idaho and eastern Oregon to 225,000 acres of project lands and 165,000 acres of land under special and Warren Act contracts. There are 114,000 acres of irrigated land in the Payette Division that receive water from the Payette River and Black Canyon Reservoir, as well as surplus drainage from the Arrowrock Division. Storage reservoirs in the Payette Division include Deadwood Reservoir on Deadwood River and Cascade Reservoir on the North Fork of the Payette.

**Table 3.1-1. Project specifications.**

| | |
|---|---|
| **Normal Maximum Water Surface** | |
| Elevation | 2497.5 feet |
| Storage | 44,800 acre-feet |
| Surface Area | 1,100 acres |
| Shoreline | 12 miles |
| **Black Canon Dam** | |
| Structural Height | 183 feet |
| Crest Elevation | 2,500 feet |
| Crest Length | 1,040 feet |
| Spillway Capacity at Elevation 2497.5 feet | 39,060 cubic feet per second |
| Outlet Works Capacity at Elevation 2497.5 feet | 1,203 cubic feet per second |
| Powerplant Capacity | 10,200 kW |

Source: data provided by Reclamation

#### 3.1.2.2 Withdrawn and Acquired Lands

Ownership of Reclamation's study area lands has been obtained over the years through different means. Land previously owned by the BLM adjacent to the reservoir shoreline has been "withdrawn." Specifically, withdrawn lands are those that have been removed from the public land rolls by Reclamation to be used for specified Reclamation projects. Additionally, some privately owned land adjacent to the reservoir has been "acquired" by Reclamation through purchase, donation, or exchange.

### 3.1.3 General Land Use Patterns

#### 3.1.3.1 Ownership

Land ownership directly adjacent to Black Canyon Reservoir consists of a combination of public and private interests. Land status and management are mapped in Figure 3.1-1. The BLM and State of Idaho are the two public landowners in the vicinity of the reservoir. BLM owns land adjacent to the study area boundary on both the north and south sides of the reservoir. The largest contiguous BLM parcel is centrally located on the north side of the reservoir and comprises 1,186 acres. The second-largest BLM parcel, at 524 acres, is located on the south side of the reservoir, southwest of Montour WMA. Although there is no State of Idaho land immediately adjacent to the study area boundary, there is a 581-acre parcel and several smaller parcels within 1 mile of the study area boundary. The remainder of the land in the vicinity of the reservoir, both on the north and south sides of the reservoir, is privately owned. Privately owned parcels in this area are typically large in size and are used primarily for grazing and agricultural purposes.

A 3,232-acre planned unit development is being proposed on the south side of the reservoir. The phased development plan includes two 18-hole golf courses, a multipurpose equestrian center, home sites, public marina and boat docks, clubhouse and facilities, trails, condominiums, and commercial development consisting of a post office, fire station, ambulance, and small retail shops.

Idaho Northern and Pacific Railroad, a subsidiary of Rio Grande Pacific Corporation, owns a 100-foot wide right-of-way containing train tracks on the south side of the reservoir. It bisects Reclamation lands, as well as privately owned lands. The railroad has been on the south side of the river since the late 1800s and was used for transporting timber and mineral resources out of the mountains as one of the former Union Pacific branch lines. The railroad is no longer used for this purpose. However, the Thunder Mountain Line, a company that currently provides scenic train rides between Horseshoe Bend and Cascade, started service in 2002 on a segment between Horseshoe Bend and Emmett with a stop at the Black Canyon Dam.

#### 3.1.3.2 Land Classification

Most of the land north and south of Black Canyon Reservoir has been classified as "rangeland" using 1993 LANDSAT (satellite imagery) data for landcover. The remainder of land, concentrated in Emmett Valley to the west of the study area, Montour Valley to the east, and Sweet Valley to the northeast, is classified as "irrigated agriculture." There is a small amount of land adjacent to rivers and other waterbodies, such as the reservoir, that has been classified as "forested" or "non-forested wetland." The town of Emmett, approximately 4 miles southwest of the dam, is the only area in the vicinity of the study area classified as "dense urban." These geographic information system (GIS) data were obtained from Reclamation, which received the data from Idaho Department of Water Resources (IDWR).

#### 3.1.3.3 Zoning

Black Canyon Reservoir and Reclamation lands within the study area boundary are lo-

cated within an area designated by the Emmett and Gem County Comprehensive Plan (Gem County 1995) Chapter 4 - Zoning Uses as either A1 Prime Agriculture or A3 Rural Agriculture. The transition from one zone use to another occurs at a line (Boise Meridian) running precisely north to south in the vicinity of Triangle Park. To the west of the Boise Meridian line, Reclamation and surrounding private lands are designated as A1 Prime Agriculture. The intent of the A1 Prime Agricultural zone is to keep lands free from urban development to protect them for agricultural or grazing purposes. There is a 40-acre minimum lot size. To the east of the Boise Meridian line, Reclamation and surrounding private lands are designated as A3 Rural Agriculture. There is a 5-acre minimum lot size specified in this zone designation.

Southeast of the Black Canyon Dam, in the Emmett Valley, a majority of the land is designated as A2 Rural Transitional Agriculture. The intent of this land use zone is to provide for more intensive urban development in unincorporated portions of Gem County while providing regulations to protect agricultural pursuits and guidelines for conversion to suburban development. There is a 5-acre minimum lot size in this zone use designation. None of the study area is located within land zoned as A2 Rural Transitional Agriculture.

The Emmett and Gem County Comprehensive Plan (Gem County 1995) designates the Payette River as a "working river" and recognizes agricultural, energy production, and recreation uses associated with the river. The Payette River has also been categorized as a "Hazardous Area" by the plan, as well as the Black Canyon Dam and Reservoir. Hazardous Areas pose safety threats and are either natural or manmade. High voltage electrical transmission facilities are considered a "Major Hazardous Area," which is considered unsuitable for urban density type development and concentrated human presence without safeguards. Gem County may limit development in these areas (Gem County 1995).

In 1984, a management plan was developed for the Montour WMA (Reclamation 1984). The purpose of this plan was to evaluate current land, water, environmental, cultural, and recreational resource opportunities for this area. Due to sedimentation of the upper reservoir, the Montour Valley consistently flooded during spring rains and snowmelts. In 1976, the frequent flooding problem resulted in Reclamation acquiring all properties within the 100-year floodplain under the Montour Flood Project. In 1983, Reclamation entered into a cooperative agreement for management of the 1,100-acre WMA to protect and enhance wildlife habitats and to provide a variety of recreational experiences.

### 3.1.4 Easements, Leases, Other Agreements, Contracts, and Permits

#### 3.1.4.1 Easements

In addition to managing U.S. lands, Reclamation uses or encumbers other privately owned properties along the reservoir through the mechanism of acquired flowage, access, or other easements (see Figure 3.1-1).

**Flowage Easements**

Five flowage easements totaling approximately 505 acres were obtained from four private landowners for land adjacent to the reservoir. The lands involved in flowage easements are still privately owned, although Reclamation has acquired rights over these lands whereby Reclamation is allowed to flood them as needed. Two flowage easements were obtained from the same private landowner and are located on the south shore of the reservoir across from Triangle Park. Only a narrow strip

**Insert Figure 3.1-1.**

**Back of Figure 3.1-1.**

of the Idaho Northern & Pacific Railroad right-of-way (ROW) separates these two flowage easements totaling 169 acres. A third small flowage easement (approximately 1 acre) is located south of these where two intermittent streams flow into the reservoir. The fourth and fifth flowage easements, each from a different private landowner, are located on the north side of the reservoir southeast of Squaw Creek. They are approximately 235 and 100 acres in size, respectively.

**Access Easements**

Reclamation has one access easement with a private landowner for a gauging station. The 1.8-acre easement is on the north side of the Payette River immediately west of Wild Rose Park and downstream of the dam. Land involved in the access easement is privately owned, although Reclamation has acquired rights over this land whereby Reclamation is allowed to use it for specific purposes.

**Other Easements**

Reclamation has an 1890 ROW easement that extends for approximately 2 miles and includes approximately 24 acres along the east side of the Black Canyon Canal. According to United States Code (USC) Title 43, Chapter 22, Section 945, "in all patents for lands taken up after August 30, 1890, under any of the land laws of the United States or on entries or claims validated by this Act, west of the one hundredth meridian, it shall be expressed that there is reserved from the lands in said patent described a right of way thereon for ditches or canals constructed by the authority of the United States" (Cornell Law School website). Reclamation exercised that reserved right on this segment of the Black Canyon Canal.

There are no known power line easements on Reclamation lands at Black Canyon Reservoir. However, large overhead power lines cross the reservoir east of Black Canyon Park that are owned by Idaho Power. No easement documentation related to these power lines exists. It is likely that the Federal Energy Regulatory Commission (FERC), the independent regulatory agency within the U.S. Department of Energy, used their jurisdictional authority to place them there because it is Federally owned land.

### 3.1.4.2 Leases

**Agricultural and/or Grazing Leases**

Reclamation also leases U.S. lands around the Black Canyon Reservoir for agricultural and grazing purposes. There are currently four grazing leases, two agricultural leases, and two agricultural/grazing leases (both uses may occur) totaling approximately 928 acres. These leases were established between 1999 and 2002 with the term of each lease ending the end of the calendar year the lease was established. However, the lessee has the option to extend the lease each year, but only for 4 more years after the original year of the lease. For example, leases signed in 2002 are valid through December 31, 2002; however, the lessee has the option to extend the lease each year, for a length of 1 year, through 2006.

Lands leased for grazing purposes only are located throughout the RMP study area. Land in the Little lease (Contract No. 2-07-11-L1769) is centrally located on the north side of the reservoir and is approximately 75 acres. Land in the McDonough lease (Contract No. 2-07-11-L1465) is located on the north side of the Payette River and Montour WMA at the east end of the RMP study area and is approximately 21 acres. Land in the Stanley lease (Contract No. 1-07-11-L1652) is located on the north side and western half of the reservoir in two separate parcels, one near Black Canyon Dam, the other between Black Canyon Park and Triangle Park, totaling approximately 283 acres. Land in the MacGregor lease (Contract No. 0-07-11-L1657) is located on several parcels along the south side and western half of the reservoir totaling approximately 227 acres. A fifth lease (McConnel, Contract No. 1-07-11-L1684), which was re-

newed in 2002, was for lands (approximately 308 acres) on the south side of the reservoir west of the Montour WMA. In total, Reclamation leases more than 600 acres of its land at Black Canyon Reservoir for grazing purposes. Grazing leases specify the cow-calf pairs of animal unit months (AUMs) allowed on each parcel leased (ranging from 10 AUM to 42 AUM) and the dates that grazing is permitted (typically April 1 through June 15 and September 1 through October 30). The land is not to be plowed or used for agricultural purposes without approval, access is permitted by U.S. employees or contractors associated with the operation of the Black Canyon Dam and Reservoir, and hunting and fishing by the public cannot be restricted by the lessee. Cattle and sheep have historically been trailed through the Montour WMA and Black Canyon Project lands.

Lands leased for agricultural purposes only are located in the Montour WMA. This is the Gatfield Farms lease (Contract No. 0-07-11-L1656), which is two parcels of approximately 68 acres. In total, Reclamation leases more than 84 acres of its land at Montour WMA for agricultural purposes only. The land is not to be used for grazing purposes without approval, access is permitted by U.S. employees or contractors associated with the operation of the Black Canyon Dam and Reservoir, and hunting and fishing by the public cannot be restricted by the lessee. Specifications in the Gatfield Farms lease, which is an agriculture/wildlife lease, detail the crop to be planted, the size of field for each crop to be planted, and a schedule for annual rotation of the crops. For example, while some fields can be planted at the discretion of the lessee (36 total acres), others fields are required to be planted with ear corn and annually rotated to provide food and cover for wildlife (32 total acres).

Lands leased for grazing/agricultural purposes (both may occur) are located in the Montour area. The first lease is the Hadley lease (Contract No. 0-07-11-L1529), which is several parcels totaling approximately 230 acres. The second lease is the Keller lease (Contract No. 2-07-11-L1529), which is approximately 14 acres. In total, Reclamation leases more than 244 acres of its land at Black Canyon Reservoir for agricultural/grazing purposes. Specifications in these leases also detail the crop to be planted, the size of field for each crop to be planted, a schedule for annual rotation of the crops, the number of animals allowed to graze on each parcel, and the time of year they are permitted to graze. The Hadley lease allows 185 acres to be used for grazing (May 1 to September 30 only with no more than 175 AUMs permitted during this period) and 45 acres to be used for agriculture (22 acres as annually rotated corn for wildlife and 23 acres to be planted at the discretion of the lessee). No grazing is to occur in the agriculture parcel at any time. The Keller lease allows the lessee to plant alfalfa and/or small grains. If alfalfa is planted, the first cutting must occur after pheasant season nesting is completed, and 8 inches must be left standing for winter cover. If small grains are planted, 20 percent of the crop must be left standing for wildlife feed and cover.

#### 3.1.4.3 Other Agreements, Contracts, and Permits

**Fish and Wildlife**

A Memorandum of Understanding (MOU) between Reclamation and IDFG was established in 1983 to provide for cooperation between the agencies in implementing the Montour WMA Management Plan (Reclamation 1983) and managing the Montour WMA. In general, Reclamation, with overall management responsibility, is responsible for completing upland and waterfowl habitat developments as specified in the plan while consulting with IDFG on all matters pertaining to fish and wildlife. IDFG is responsible for providing Reclamation with information and technical assistance during implementation of the fish and wildlife activities provided for in the plan, for enforcing all State of Idaho

fish and game laws, and for enforcing wildlife-related closures at Montour WMA. IDFG may also initiate and implement enhancement activities outlined in the plan with the approval of Reclamation.

In coordination with the IDFG, Reclamation has provided the letter of authorization, and the Department has issued the permit allowing dog trials to occur at the Montour WMA. These dog trials have taken place after the nesting season and have been consistent with WMA management goals and objectives.

## Concessions

In the mid-1990s, a private concessionaire managed and maintained the five recreation areas for 1 year, but the contract was not renewed for a second year because the concessionaire could not make it financially viable. When management of the recreation areas was put out to bid the next year, a grounds maintenance contractor was contracted to maintain the parks and collect fees. This contract was not renewed at the end of the year. Since then, Reclamation has managed and maintained the recreation areas itself, as described in Section 3.3, *Recreation*. It is estimated that the revenue generated from user fees at Black Canyon Reservoir is generally not enough to maintain and operate the facilities and generate a profit. There are currently no contracts between Reclamation and any private concessionaire to provide recreation goods or services at any recreation area.

## Noxious Weeds

A cooperative agreement exists between Reclamation and Gem County Weed Control to manage noxious weed species at Black Canyon Reservoir. Canada thistle and poison hemlock are the most significant noxious weed species found at Black Canyon Reservoir and Montour WMA. Other noxious weeds include yellowstar thistle, Russian knapweed, spotted knapweed, Scotch thistle, purple loosestrife, Eurasian watermilfoil, and perennial pepperweed (see Section 2.1.5, *Vegetation*). Reclamation pays Gem County Weed Control $7,500 annually for noxious weed management. The Montour/Black Canyon Noxious Weed Control Plan (2002) prioritizes strategies based on the species of concern, the size of the population, and the likelihood of success in controlling the species. The strategies specify the location of the infestation, the herbicide to be used for treatment of each species, the application rate, the time of year to treat, and alternative herbicides for water-sensitive areas. Reclamation may require Gem County Weed Control to use, or refrain from using, certain herbicides in treatment of noxious weeds.

## Recreation Facilities Maintenance

A Cooperative Agreement was established March 29, 1990 between Reclamation and the Gem County Waterways Commission (Contract No. 0-07-11-l0713) to improve the maintenance and management of public recreation facilities, such as docks and boat launches, on the reservoir. According to the agreement, Reclamation has jurisdiction over and responsibility for managing recreation facilities at the reservoir, while the Waterways Commission has the capability to obtain grant funding for facilities as well as the expertise to maintain these facilities (Reclamation 1990). For example, in 1992 Reclamation requested 45 individual docks from the Waterways Commission to be delivered in the spring of 1993. Ownership of facilities, which have been funded through the Waterways Commission and given to Reclamation, is unclear but will be determined and documented. The roadside boat ramps are frequently referred to as "County Ramps," and signs at these sites bear the logos of both agencies. Reclamation rebuilt docks adjacent to these ramps in 2001. Reclamation is responsible for maintaining these ramps, and Gem County is responsible for law enforcement, as well as assistance in placing docks at these and other locations around the reservoir.

**Other**

Western Idaho Powwow Association held a recreation permit issued by Reclamation in July 1995 that was terminated in April 2002. The recreation permit allowed them to host a 3-day powwow at Montour WMA each July. However, after several notices, the permit was terminated because of non-compliance with the terms and conditions of the contract.

The United States purchased the Palmer House when acquiring the townsite of Montour. Reclamation has an agreement with the current resident (as of January 2004) of the Palmer House wherein they are allowed to use the house as a residence. Once the house is vacated by that individual, this agreement will not be extended to any other party, and all personal belongings will be removed from the premises.

## 3.2 Public Facilities, Utilities, and Services

Most public facilities at Black Canyon Reservoir, such as day use areas, are owned by Reclamation. These facilities are discussed in greater detail in Section 3.3, Recreation. Utility infrastructure varies around the reservoir, ranging from limited facilities to more developed facilities that provide electricity and water, and have wastewater disposal. Police, fire, and emergency services are provided to the area by the Gem County Sheriff, Gem Fire Protection District 1, and Sweet Fire Protection District 2, as discussed below.

### 3.2.1 Electrical

Idaho Power provides electrical service in the area. Electrical power is available at most Reclamation recreation sites on the reservoir, supplying light for restroom facilities and power for well pumps as well as maintenance and recreation needs. Electrical power supplies lights located both inside and outside of the Wild Rose Park restroom and outside the Black Canyon Park restroom. Electrical power supplies only security lights at Cobblestone Park, Triangle Park, and Montour Campground and is not available for public use at these areas. Public outlets are available for use at both the large and small gazebo at Wild Rose Park and the two gazebos at Black Canyon Park. Power at Montour Campground is only available to the campground host. Power is supplied by underground lines, not overhead poles, between the recreation areas along the reservoir, as well as throughout the Montour WMA. No roadway lighting exists within any of Reclamation's parks. No natural gas is available within the park.

### 3.2.2 Potable Water

Potable water is supplied to the dam and recreation areas at Black Canyon Reservoir by a series of separate wells. The water currently supplied by each of the wells does not receive chlorination treatment; however, the quality of the water is tested every 3 months (or as directed). Also, it is likely that Idaho State law will change requiring the water supply from these wells to be treated by chlorination in the near future. Water for public use is available at Cobblestone Park via a functioning and active well on site. A well near the dam supplies non-chlorinated water to dam facilities and Wild Rose Park. Non-chlorinated water for public use is also available at Black Canyon Park and Montour WMA, each supplied by its own well. No potable water is available at Triangle Park. Reclamation owns, operates, and manages the well pumps at each of these locations.

### 3.2.3 Wastewater

Wastewater is currently being collected and treated by either conventional on-site systems such as septic or by disposal units such as vault toilets. Toilets at the dam, Wild Rose Park, Black Canyon Park, and the recreation vehicle (RV) dump station at Montour WMA utilize septic systems. There are additional

toilets at Black Canyon Park, as well as toilets at Cobblestone Park, Triangle Park, and Montour WMA Campground that are vault toilets. There are no portable toilets used at any of the recreation areas at the reservoir.

There are flush toilets at the Black Canyon Dam facility and four flush toilets at the restroom at the adjacent Wild Rose Park. The wastewater from both the dam and park restrooms is pumped to a drain field south of the restrooms in the park. There has been no evidence of distress or overloading of this drain field. There is one restroom with a single vault toilet at Cobblestone Park. There is a flush toilet at the maintenance building at Black Canyon Park that is not available for public use. The wastewater from this toilet is gravity-fed to a septic field near the building, and no problems with the drain field have been reported. There is also a restroom with vault toilets for public use at Black Canyon Park. There are three separate restrooms at Triangle Park, each with a single vault toilet. One of the toilets is currently closed due to a crack in the vault. At Montour WMA Campground, there is a restroom with vault toilets.

Reclamation contracts with a local company out of Emmett to pump the vault toilets at all of the recreation areas at Black Canyon Reservoir. They are typically pumped twice a year – once during the summer season when they become full, and at the end of the summer season, usually in October, before seasonal closure.

Wastewater collected at the RV dump station at the Montour WMA Campground is pumped to a drain field across the road from the recreation area. No problems associated with this drain field have been reported. All restroom facilities are closed for the winter, with the exception of those at Wild Rose Park. These are left open as a rest stop for those traveling Highway 52 in the off season.

### 3.2.4 Solid Waste

Solid waste collection occurs at trashcans and dumpsters at recreation areas of the reservoir. Reclamation employees check trashcans located at all five recreation areas daily and, depending on use levels, empty them at least once a week into dumpsters. Reclamation contracts with a local company to collect solid waste from the dumpsters once a week. An average of 15-20 cubic yards of solid waste is collected on a weekly basis during the summer season. Solid waste is taken directly to Clay Peak Landfill in Payette County.

### 3.2.5 Fire Protection, Emergency Services, and Law Enforcement

When 911 is called for fire, medical, or law enforcement emergencies, Gem County dispatch, in Emmett, determines which entities should respond to the call and contacts the appropriate services by phone and/or radio. An ambulance in Emmett is dispatched to respond to emergency calls involving vehicle accidents, serious trauma, reports of chest pain, or drowning and water-related accidents. Gem Fire Protection District 1 (Fire District 1) and Sweet Fire Protection District 2 (District 2) are dispatched for fire response needs only, and the Gem County Sheriff is contacted for law enforcement needs and most other emergency response needs at Black Canyon Reservoir.

#### 3.2.5.1 Fire Protection

Fire suppression at the reservoir has been provided by Gem County Fire District 1 and Gem County Fire District 2 and has typically been in response to boat, vehicle, trash, or grass fires. District 1 headquarters are based in Emmett and the district is located west of the reservoir in the Emmett Valley, its eastern boundary near the top of the dam. District 1 personnel include a volunteer chief and 22 volunteer firefighters. Equipment includes 9 trucks, including grass trucks, pumpers, and tankers with a total capacity of approximately

9,000 gallons. Response time to the dam, which is 7 miles from District 1 headquarters in Emmett, is approximately 10-15 minutes (pers. comm., Bill Lee, July 2002).

District 2 headquarters are based in Sweet, and the district is located northeast of the reservoir in the Sweet Valley, its southwestern boundary near Triangle Park. District 2 personnel include a volunteer chief and 17 volunteer firefighters. Ten additional volunteer firefighters are available through mutual aid agreements. District 2 maintains mutual aid agreements with BLM, State of Idaho, Gem County District 1, and Horseshoe Bend Fire District. Equipment includes several trucks, including 2 heavy brush rigs, 2 light brush rigs, a tender with 3,300 gallon capacity, and a pumper. The district received a new truck (750-gallon pumper) in 2002 that is foam-compatible (20-gallon tank) and can pump 1,000 gallons of water per minute (pers. comm., Bill Lee 2004). Response time to Triangle Park (the western extent of their jurisdiction), which is 7 miles from the District 2 headquarters in Sweet, is approximately 17-20 minutes. Response time to Montour WMA, which is 4 miles from Sweet, is approximately 12-15 minutes. For the last several years, District 2 has responded to 4-5 calls at Black Canyon Reservoir and Montour WMA each year. Response is primarily for wildfires with an occasional vehicle fire (pers. comm., Jim Buffington, September 2002).

Neither fire district has jurisdiction between the Black Canyon Dam and Triangle Park, although both Fire Districts 1 and 2 will respond to fires in this area, as well as any fires in proximity to the reservoir.

Both fire districts are volunteer operations with mutual aid agreements with the BLM. The agreements provide for mutual assistance between them to adequately respond to wildfire incidents. The nearest BLM personnel and equipment are located in Boise. The agreements provide for the nearest party to the agreement to respond upon request. In the case of a wildfire incident, the Incident Command System (ICS) is utilized to facilitate a cooperative effort among agencies and applicable jurisdictions to suppress the wildfire (BLM 1997). The Mutual Fire Protection and Disaster Agreement is to be supplemented annually by an operating plan between the parties.

Reclamation and BLM – Idaho have a Wildland Fire Suppression Agreement which authorizes BLM to provide wildland fire suppression activities on certain withdrawn and acquired lands under Reclamation's jurisdiction in the region. Whether Reclamation Project lands at Black Canyon Reservoir and Montour are included in this agreement is being clarified by Reclamation.

#### 3.2.5.2 Emergency Services

Emergency calls from the reservoir are responded to by ambulance service stationed at the County Courthouse in Emmett. Individuals requiring emergency medical facilities are transported to Walter Knox Memorial Hospital in Emmett. Serious trauma victims are triaged at this location and then airlifted to St. Luke's or St. Alphonsus Hospital in Boise by Lifeflight-type helicopter transport. There are several near-drownings each year, with the most recent drowning death occurring in 2001 (pers. comm., Mary Anne Hanson, May 2004). Between the spring of 2001 and the spring of 2002, there were nine responses to emergency calls (including law enforcement and/or medical service) at Triangle Park, eight at Black Canyon Park, four at Wild Rose Park, one at Cobblestone Park, and none at Montour WMA. Response was for a variety of emergency events including trauma, chest pain, possible near drowning, traffic accidents, and domestic disputes. Response time from the Emmett Courthouse, which is the base for law enforcement as well as ambulance service, is 5 to 6 minutes to Black Canyon Dam and additional minutes to each of the successive parks along Highway 52.

#### 3.2.5.3 Law Enforcement

Gem County Sheriff is the sole provider of law enforcement in the vicinity of the reservoir, at Black Canyon Reservoir recreation facilities, and on the reservoir. The Sheriff has a specific contract with Reclamation to provide law enforcement at recreation facilities between mid-May and mid-September. The contract provides for patrol of these recreation areas for 10 hours per week during the peak season. The contract for 2002 provides additional funds (approximately $1,000) for equipment-related expenses. A wide range of disturbances at the reservoir's recreation areas requires Sheriff response. These disturbances typically include vandalism, theft, battery, domestic violence, discharging firearms, and alcohol-related misconduct. In the vicinity of the reservoir, Sheriff response is typically related to vehicle accidents. The response time from the Sheriff's headquarters in Emmett ranges from 5 to 15 minutes, depending whether the location is the dam or Montour WMA, respectively. Park hosts are present at some of the recreation areas during peak season operating hours. Hosts are unable to cite visitors for park violations but communicate with the Sheriff to minimize potential disturbances or to facilitate the handling of those that do occur (pers. comm., Don Wunder, 2002).

The Sheriff also provides marine patrol service on the reservoir from mid-May through mid-September. The Idaho Department of Parks and Recreation (IDPR) funds half of this service through their boat license fees, while Gem County funds the other half. One Sheriff's officer provides weekday patrol, while a second provides weekend patrol for a total of 60 hours a week during the peak season. The Sheriff operates out of Black Canyon Dam Park. Equipment utilized by the Sheriff's marine patrol consists of one jet boat and two PWC. They are pulled out of the reservoir each day and brought back to Sheriff's headquarters in Emmett. Activities of the Sheriff's marine patrol include boat inspections, emergency response, righting capsized vessels, towing disabled vessels, removing hazards in the water, and enforcing laws.

Sedimentation of the upper reservoir has caused it to become shallow and difficult to navigate safely. Boat and PWC use is thus concentrated on the west end of the reservoir. Additionally, the reservoir is narrow and becomes quite crowded on weekends and holidays during the peak season. The actual level of boater conflict on the reservoir is characterized as low (pers. comm., Don Wunder, 2002), but the potential for future conflict continues to increase as the number of boats and PWC on the reservoir increase. Activities most popular on the reservoir include power boating, water-skiing, and PWC use. The most significant potential conflict exists between boats and the PWC that follow boats closely to jump their wake. There are no speed restrictions on the reservoir, but boat use must occur in a directional (clockwise) manner (pers. comm., Don Wunder, 2002).

## 3.3 Recreation

Black Canyon Reservoir is located in southwest Idaho, approximately 30 miles northwest of Boise near the town of Emmett in Gem County. Lands owned by Reclamation at Black Canyon Reservoir total approximately 3,900 acres, including approximately 1,100 reservoir surface acres and 12 miles of shoreline. Black Canyon Reservoir and Montour WMA are located in the Payette River valley and offer a wide variety of recreational activities.

There are several other recreation providers in the region that offer flat-water oriented recreational opportunities as well as hunting and wildlife viewing opportunities, including: IDPR, U.S. Army Corps of Engineers (USACE), USFS, and IDFG. Several of the reservoirs located within the Black Canyon vicinity are comparable to Black Canyon Reservoir. However, because Black Canyon Res-

ervoir is operated for irrigation supply, its water level remains high, even in late summer. Most of the other reservoirs experience lower water levels and limited boat access during this time. Two comparable IDFG WMAs are near Black Canyon: Fort Boise and Payette River. Both are managed for waterfowl and upland game birds and are similar in size to Montour WMA (1,300 and 1,200 acres, respectively). In addition to comparable reservoirs and WMAs, there are several other recreation opportunities in the Black Canyon vicinity. The Payette and Boise National Forests offer many year-round recreation opportunities, and IDFG maintains ten Sportsman Access areas in the Black Canyon vicinity.

### 3.3.1 Recreation Facilities

#### 3.3.1.1 Developed Recreation Facilities

**Overview**

Developed recreation facilities are provided by Reclamation in five locations around Black Canyon Reservoir: Black Canyon Park, Cobblestone Park, Montour WMA, Triangle Park, and Wild Rose Park. Public use at Black Canyon Reservoir is concentrated at these facilities; however, dispersed use occurs at numerous locations around the reservoir. As shown in Table 3.3-1, recreation facilities include picnic areas, a campground, courtesy docks, a swimming area, boat launches, restrooms, and various game courts (such as volleyball and horseshoes). No formal hiking or mountain biking trails are provided at Black Canyon Reservoir. Minor trails, particularly for angler shoreline access, exist within developed recreation facilities, but no continuous shoreline trail exists.

In general, the park season at each facility extends from the weekend before Memorial Day through the weekend following Labor Day. The campground at Montour WMA usually remains open a few weeks later than the other facilities to accommodate hunters and anglers. The restrooms at Wild Rose Park are open year-round to accommodate travelers on Highway 52. The hours of operation for each facility are dawn to dusk, with the exception of the restrooms at Wild Rose Park, which remain open 24 hours a day.

**Facilities**

**Black Canyon Park**

Black Canyon Park is a 12-acre site approximately 0.5 mile upstream of Black Canyon Dam. The park is situated at the edge of and overlooking the reservoir on a gentle slope with large grassy areas and numerous shade trees (see Photo 3-2). Entrance to the site is controlled by an automated gate where a $2 per vehicle day use fee is collected (2004 season). Currently, Black Canyon Park is the only day use facility at Black Canyon Reservoir with a day use fee. The gate can be opened with a code by visitors with season passes or reservations for one of the group picnic shelters.

A $1 million renovation at Black Canyon Park was completed in 1993. Improvements included a new boat ramp and docks, roads and parking areas, two restroom buildings, two group picnic shelters, new picnic tables, a renovated irrigation system, landscaping, and lawn areas (see Photo 3-3). The site currently provides individual picnic tables, two group picnic shelters, an unsupervised swimming beach, internal asphalt trails, volleyball court, horseshoe pits, five tie-up docks, and a boat launch. The picnic sites are located along the asphalt walkway that roughly parallels the shoreline. The boat launch has a concrete ramp with two lanes as well as two tie-up docks. The five additional tie-up docks are adjacent to the swimming area. The group picnic shelters are available for rent for $125/day (2004 season). Each shelter has electric power and can accommodate approxi-

**Table 3.3-1. Facility locations and access at Black Canyon Reservoir and Montour WMA.**

| | Cobblestone Park | Wild Rose Park | Black Canyon Park | Triangle Park | Montour Campground | Montour WMA | County Boat Ramp #1 | County Boat Ramp #2 | County Boat Ramp #3 |
|---|---|---|---|---|---|---|---|---|---|
| Acres | 8.4 | 11.3 | 12.0 | 6.5 | 6.0 | 1,100 | | | |
| Road Access (Paved/Gravel) | P | P | P | P | P | P | G | G | G |
| Interior Circulation(Paved/Gravel) | G | P | P | G | P | P/G | G | G | G |
| Car Parking Spaces (U=undefined) | 50(U) | 79 | 106 | 75(U) | 35 | 5 areas (U) | U | U | U |
| Boat Trailer/Car Parking | NA | NA | 37 | U | NA | NA | U | U | U |
| Boat Ramps (lanes) | NA | NA | 2 | 1 | NA | NA | 1 | 1 | 1 |
| Courtesy Docks | NA | NA | 11 | 4 | NA | NA | 1 | 1 | 1 |
| Picnic Sites – Single Units | 9 | 20 | 40 | 9 | 27[/1/] | NA | NA | NA | NA |
| Group Picnic Shelters | NA | 1 | 2 | NA | NA | NA | NA | NA | NA |
| Trails/Paths | yes | yes | yes | yes | yes | yes | no | no | no |
| Volleyball Areas | no | no | 2 | 1 | 1 | no | no | no | no |
| Horseshoe Pits | no | no | 1 | 1 | 1 | no | no | no | no |
| Information/Interpretation Signage | yes | yes | yes | yes | yes | no | yes | no | no |
| Separate (buoyed) Swimming Area | 0 | 0 | 1 | 0 | NA | NA | 0 | 0 | 0 |
| Campsites - Single Units | NA | NA | NA | NA | 17 | NA | NA | NA | NA |
| Flush Restrooms | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Vault Restrooms | 1 | 0 | 2 | 3 | 1 | 0 | 0 | 0 | 0 |
| Potable Water | yes | yes | yes | no | yes | yes | no | no | no |
| Electrical Hookups | NA | NA | NA | NA | no | NA | NA | NA | NA |
| Dump Stations | NA | NA | NA | NA | yes | NA | NA | NA | NA |
| Maintenance/Storage Facilities | yes | no | yes | no | no | no | no | no | no |

Source: Reclamation and EDAW, 2002, 2003.
[/1/] Picnic sites at Montour Campground include 17 sites associated with campsites and 10 other sites.

Photo 3-2. Panorama of Black Canyon Park.

Photo 3-3. One of the two group picnic shelters at Black Canyon Park.

mately 50 people. There are two restroom buildings at this site along with potable water. Each restroom building provides two toilets. There are 143 parking spaces, including eight accessible spaces, provided throughout the site in four separate areas.

An approximately 2,300 square foot maintenance and office building, constructed along with the park renovations in 1993, is located at the eastern edge of the park. The building is accessed via a gated maintenance road directly east of the park entrance. Currently, five employees work in the building. The building has six parking spaces, including one accessible space, and an enclosed maintenance yard.

Black Canyon Park is the only major location providing the combination of a park environment on the reservoir shore, swimming, and boating access to reservoir waters. As a result,

Photo 3-4. The Black Canyon Park beach/swimming area is one of the more popular locations (July 4th weekend, 2003).

Black Canyon Park receives the most intensive use and is most subject to crowding (see Photos 3-4 and 3-5). During peak periods, the parking lots fill by mid-day (see Photo 3-6) and either: (1) visitors begin parking along the highway and walking into the park (see Photo 3-7); or (2) boaters launch from, and end up parking at one of the ramps along Highway 52. These conditions raise highway safety concerns as well as illustrating capacity problems (see Photo 3-8).

Currently, the park is closed during the spring and fall; this limits use and may increase demand at other parks and facilities. Also, during the park's open season, some users have suggested that it is not open early enough in the morning or late enough in the evening to properly meet demand. Current hours at Black Canyon Park are 9 a.m. to 9 p.m.

### Cobblestone Park

Cobblestone Park is a 8.4-acre site downstream from Black Canyon Dam across the reservoir from Wild Rose Park. The park is accessed from a County Road with a manually operated gate. This site consists primarily of a large grassy area with shade trees, picnic tables, a gravel parking area, and an accessible single vault toilet and a storage shed (see Photo 3-9). Potable water is available at this site. During the summer season, a park host resides at the park providing oversight of the park and information to visitors. This site is primarily used as an angler access site for bank fishing.

Photo 3-5. Competition for picnic space was high at Black Canyon Park during the July 4th weekend, 2003.

Photo 3-6. Park staff having to close the gate and turn away vehicles during the 4th of July weekend at Black Canyon Park.

Photo 3-7. Cars lined up along Highway 52 adjacent to Black Canyon Park.

In 2001, renovations were completed that included a new grass area and installation of landscape irrigation. An accessible paved parking pad was installed at Cobblestone in 2002.

Adjacent to Cobblestone Park, a dirt road leads to a large, underutilized area along the Payette River. This area is State-owned and is used by anglers for bank fishing and could be the focus of additional facility and/or activity development (see Photo 3-10). However, this area is in the floodplain and is covered with water during rare and extreme spring flood events.

Another aspect of Cobblestone Park is its proximity to the Thunder Mountain Line railroad. The Thunder Mountain Line uses the railroad alignment/right-of-way that passes through the RMP study area, including the south shore area of the reservoir and the southern portion of Montour WMA. Cobblestone Park is currently a stopping and gathering point for the theme rides offered by the railroad.

### Wild Rose Park

Wild Rose Park is a 11.3-acre site just downstream of Black Canyon Dam. The park is on the site of the construction camp used while Black Canyon Dam was being built. The park is situated at the edge of and overlooking the river on a gentle slope with large grassy areas and numerous shade trees (see Photo 3-11). There is also a large undeveloped area adjacent to the river that is popular for bank fishing.

Wild Rose Park was originally called Dam Park North; however, it was renamed Wild Rose Park in the spring of 1994 after a significant renovation. These renovations included new roads and parking areas, a new irrigation system, new picnic sites, internal paths, a restroom and associated septic system, a decorative stone wall, a gazebo, group picnic shelter, landscaping, and lawn areas. In addition, a new well was drilled for the use by the Black Canyon Dam facility and Wild Rose Park.

Photo 3-8. Cars fill up one of the Highway County boat ramp parking areas.

Photo 3-9. Cobblestone Park offers shady picnic sites.

Photo 3-10. Idaho Department of Lands property adjacent to Cobblestone Park is used primarily by river anglers.

Wild Rose Park currently provides individual picnic tables, a gazebo, and a group picnic shelter (see Photo 3-12). It has also traditionally served as a rest stop along the highway with travelers utilizing the restrooms and the "pet potty area." The restrooms at Wild Rose Park are kept open year-round, primarily because of the park's role as a rest stop for highway travelers. The group picnic shelter and gazebo are each available for rent for $125 per day (2004 season). The shelter has electric power and can accommodate approximately 50 people. The gazebo is popular for weddings as it is located in a picturesque spot under mature shade trees overlooking the river. Wedding receptions, along with group picnics and family reunions, are often held in the group shelter. One restroom building at this site provides a total of four toilets. There are 79 parking spaces, including two accessible spaces.

### Triangle Park

Triangle Park is a 6.5-acre site approximately 1 mile upstream of Black Canyon Dam (see Photo 3-13). This site is more rustic than the other facilities in both feel and in the type of amenities provided. The site has unique stone features built by the Youth Conservation Corps. The site provides individual picnic tables, a gravel parking area, vault toilets, a covered overlook, and a boat launch (see Photo 3-14). Group camping is allowed at this site on a reservation basis only (pers. comm., Kathy Mondor, August 2002). The boat launch has a concrete ramp with one lane as well as two tie-up docks. There is no water or electricity at the park.

Generally, the park is underutilized, because (at least in part) it does not have paved parking, water, or electric power, and it is in an area of the reservoir that has been subject to high levels of sedimentation. Sediment build-up is a particular problem right off the boat ramp, limiting the type and number of boats that can use the ramp and causing problems with boats running aground.

Photo 3-11. Wild Rose Park and adjacent Payette River just downstream of Black Canyon Dam.

Photo 3-12. Group picnic shelter at Wild Rose Park.

Photo 3-13. View of Triangle Park, adjacent Black Canyon Reservoir, and surrounding landscape.

## Montour WMA

Historically, the Montour WMA was the location of the small valley town of Montour. After the completion of Black Canyon Dam in 1924, sediment began filling the upper end of Black Canyon Reservoir, triggering a series of flood events in the river's floodplain, including Montour. After several attempts to mitigate the floods, Reclamation purchased the land within the 100-year floodplain in 1976 and designated the area as Montour WMA. IDFG and Reclamation entered into a cooperative agreement in 1983 to manage the 1,100-acre area to protect and enhance wildlife habitats and to provide a variety of recreation experiences. Montour WMA is a designated wildlife viewing site in the official Idaho Wildlife Viewing Guide (IDFG undated).

The Montour WMA Management Plan (Montour WMA Plan) was completed in 1984 to provide a guide for the orderly, coordinated development and management of the land and water resources of the Montour WMA for optimum public benefit (Reclamation 1984). The Montour WMA Plan called for three types of land use within the Montour WMA: recreation, wildlife enhancement, and agricultural production and pasture. To date, these are the only land uses within the Montour WMA, although only a portion of the development directives outlined in the Montour WMA Plan have been implemented. One exception is the acquisition of a house remaining from the historic Montour town site, referred to as the Palmer House. The Montour WMA Plan laid out a phased conceptual plan for recreation development including a campground, picnic area, and bridle and interpretive trails.

Montour WMA consists of two somewhat distinct areas: a large complex of riparian vegetation, natural and constructed wetlands, and agricultural land managed for waterfowl and upland game bird habitat, and an area with a developed campground and many of the foundations from the historic Montour town site. The primary objectives of the Montour WMA were to provide habitat for waterfowl and upland game and to provide game bird hunting and other wildlife-related recreation opportunities (IDFG undated). Waterfowl habitat has been improved by the installation of nesting boxes and constructed wetlands. Upland game habitat is also provided by standing corn or other grains managed through farming and grazing lease agreements.

The Montour Campground is managed by Reclamation. It consists of 17 individual sites each with an asphalt parking spur, picnic table, and cooking grill (see Photo 3-15). The parking spurs can accommodate smaller RVs or trailers; however, RV hook-ups are not currently provided. Utilities include a restroom

Photo 3-14. Grassy picnic area and restroom facility at Triangle Park.

with vault toilets, water faucets throughout the site, and an RV dump station. Non-chlorinated water for public use is provided from an on-site well. Three large fire pits are available at the campground.

Activities outside the campground at Montour WMA include fishing, hunting, hiking, and wildlife observation. Waterfowl and upland game bird hunting are the most popular activities at Montour WMA, followed by fishing, wildlife observation and hiking, and big game hunting (pers. comm., Tim Shelton, IDFG, September 2002). Within Montour WMA, there are several unofficial trails. Designated interpretive and bridle trails proposed in the 1984 Montour WMA Plan were not implemented. Unofficial trails are located predominantly along the Payette River and around Twin Ponds and are most likely used by anglers and hunters. The gravel roads in Montour WMA are also used by hikers and equestrians as an unofficial trail system. In addition, an area within the WMA adjacent to the bridge over the Payette River is used as a put-in site by kayaks and canoeists.

Recreation impacts on vegetation and wildlife resources are a concern at Montour WMA. IDFG specifically closes key nesting areas to all recreational use each year during nesting season, from February 1 to July 1. The closures are identified via signage and through coordination with user groups. However, enforcement of the closures is difficult and violations are a major problem. Intrusion into nesting areas during the nesting season is one of the most significant concerns, whether as a result of activities of human users or inadequate control of domestic animals. Specific to domestic animals, dog trials that occur at Montour WMA are an allowed use. IDFG has guidelines for proper dog handling in sensitive habitat areas and works with organized groups to manage where the trials are conducted during sensitive times of year; however, casual users present a bigger management challenge (pers. comm., Tim Shelton, September 2002).

Photo 3-15. Campsite at Montour Campground.

Conflicts and safety concerns are emerging in the Montour WMA between both hunting and general wildlife observation interests, and different types of hunters. Vehicle circulation and parking problems are a related concern. At present, hunters and other users simply park along the roads or at self-selected gathering points. No controls are in place to manage circulation or parking (pers. comm., Tim Shelton, September 2002).

### 3.3.2 Undeveloped Recreation Sites

Seven dirt or gravel turnouts are located along Highway 52, all of which are located between the road and the north shore of the reservoir. These turnouts provide view access, access to the reservoir, and boat trailer parking. Boat ramps and small docks are located at three of these turnouts (see Photo 3-16). One of these is west of Black Canyon Park (designated as Ramp #1) and two are to the east (designated as Ramps #2 and #3). Ramp #2 is just west of Triangle Park, and Ramp #3 is approximately 1 mile east of that park. Each of these ramps is accessed via a small turnout area along the highway, and each features a small dock for loading and unloading boats.

Ramp #1 is the most heavily used by boaters, especially when Black Canyon Park is either closed or full. This ramp is also used by boaters who do not wish to pay the fee at Black

Photo 3-16. Highway County Boat Ramp #1.

Canyon Park or who simply want a less formal place to stage their boating activities. The other ramps are less busy, but are popular with personal watercraft (PWC) users because of their location adjacent to the reservoir (i.e., where sedimentation is an issue of concern to power boaters).

Use of these ramps can cause both highway safety and general traffic circulation problems. As noted above, the ramps are served only by small, unmarked turnouts along the highway.

When these sites are busy, the turnouts fill rapidly with parked vehicles and trailers, and users begin to park along the highway after launching their boats. This occurs predominantly at Ramp #1 because it is a focus for overflow when Black Canyon Park is full, but drop-off and parking safety can also be a concern at Ramp #2.

### 3.3.3 Visitor Origin and Activities

In 2002, park staff at Black Canyon Park conducted instantaneous counts of vehicles and park visitors on 11 different days during August and September. Because of limited resources, Black Canyon Park was the only facility at which instantaneous counts were conducted. Although limited in scope, these counts provide useful information regarding visitor origin and the types of activities in which visitors participate. Given that Black Canyon Park is the busiest of the five facilities at the reservoir, these results may be representative of the visitor origin at the other facilities. Since each facility provides different recreation opportunities and experience levels, the types of activities participated in at each site likely vary somewhat from those at Black Canyon Park.

Visitor origin was determined by noting the county of origin on license plates during the instantaneous counts of vehicles and vehicles with trailers. As shown in Table 3.3-2, nearly half of all visitors to Black Canyon Park were from Ada County. This figure suggests that the park serves as a popular recreation destination for residents of the Boise metropolitan area. Most of the remainder of visitors were from Gem County and the adjacent counties of Canyon and Payette. In addition, a number of visitors were from the state of Oregon which is approximately 30 miles west of Black Canyon Reservoir and easily accessed by Highway 52 and I-84.

Instantaneous counts were also taken of visitors while they were participating in different recreation activities. Table 3.3-3 shows all of the types of recreation activities visitors participated in while visiting Black Canyon Park.

**Table 3.3-2. Origin of visitors to Black Canyon Park.**

| Idaho Counties | Percent |
|---|---|
| Ada County | **46 %** |
| Canyon County | **19 %** |
| Gem County | **11 %** |
| Payette County | **10 %** |
| Washington County | **2 %** |
| Boise County | **2 %** |
| Other[1] | **3 %** |
| **Other States** | |
| Oregon | **5 %** |
| Other[2] | **2 %** |
| Total | **100 %** |

[1]Other counties include Bannock, Owyhee, Elmore, Owyhee, Valley, and Nez Perce.
[2]Other states include California, Utah, and Washington.
Source: Compiled by Reclamation, EDAW, Inc. 2002

**Table 3.3-3. Activities participated in at Black Canyon Park.**

| Activity | Percent participating |
|---|---|
| Picnicking | 48 |
| Power boating/Water-skiing[1] | 29 |
| Swimming/Sunbathing | 13 |
| Volleyball | 4 |
| PWC use | 3 |
| Bank fishing | 1 |
| Boat fishing | 1 |
| Other[2] | 1 |
| Total | 100 |

[1]Power boating/water-skiing percentage based on counts of individual boats and an assumption of 5 people per boat.
[2]Other activities include bird watching, horseshoes, canoeing/kayaking, windsurfing, and sailing.
Source: Compiled by Reclamation, EDAW, Inc., 2002

The most common activity at Black Canyon Park appears to be picnicking. As noted in Table 3.3-3, other popular activities include power boating/water-skiing and swimming/sunbathing. While nearly half of the park visitors participated in picnicking, this wide range of activities indicates that the park provides numerous outdoor recreation opportunities.

## 3.3.4 Current Recreation Activities

### 3.3.4.1 Water-Based Activities

Water-based recreation activities in the RMP study area include fishing, boating, water-skiing, PWC use, and swimming.

Fishing is a popular activity throughout the Black Canyon study area. The primary fish species sought by anglers at Black Canyon Reservoir are smallmouth bass, rainbow trout, crappie, white fish, bullhead and channel catfish, while the primary fish species found within Montour WMA are largemouth bass and rainbow trout (see Section 2.1.7, *Aquatic Biology*). Both bank fishing and fishing from a boat occur at Black Canyon. IDFG is responsible for issuing permits and regulating fishing activities at Black Canyon, as well as ensuring compliance with IDFG regulations.

Motorized boats are the principal means to access Black Canyon Reservoir. Motorboats support activities such as water-skiing, fishing, and power boating (see Photos 3-17 and 3-18). Currently, there are no limitations on the number of motorized boats allowed on the reservoir, and there are no posted speed limitations; however, motorized boats must operate in a clockwise direction. Black Canyon has also experienced an increase in the use of PWC. User conflicts can occur when PWC users disrupt fishing activities and cause safety concerns when they jump boat wakes or pass too close to other boaters.

Photo 3-17. Water-skiing and wake-boarding are very popular activities on Black Canyon Reservoir.

Swimming is also a popular activity at the reservoir although there is only one designated swimming area, at Black Canyon Park. None of the recreation areas offer any lifeguard services to facilitate this activity.

### 3.3.4.2 Land-Based Activities

Land-based recreation activities in the RMP study area include camping, picnicking, hunting, wildlife observation, and informal hiking and unauthorized off-road vehicle (ORV) use (see Photo 3-19).

Currently, camping occurs primarily in the only developed campground in the RMP study area, Montour Campground (see Photo 3-20). Camping is limited to no more than 14 days within any 30-day period. Limited group camping occurs at Triangle Park. Camping at Triangle Park is limited to no more than one night and is by reservation only. Dispersed camping is also becoming a concern around Black Canyon Reservoir. Areas most often used at present include Squaw Creek and highway Ramp #3. However, none of these areas are currently posted as no camping zones. Picnicking occurs at all 4 of the developed recreation facilities at both individual picnic sites and group picnic shelters.

Hunting occurs mainly in the Montour WMA (see Photo 3-21). Primary species sought by hunters include upland birds such as pheasants, gray partridge, and California quail, as well as a variety of waterfowl. Natural pheasant populations are supplemented with the release of game farm pheasants as part of the IDFG Pheasant Stocking Program. To hunt pheasants at Montour WMA, hunters must purchase a WMA permit from IDFG in addition to other required license, tag, and permit fees. In general, pheasants are released twice a week throughout the hunting season. In 2001, 764 hunters purchased WMA permits for Montour WMA. That same year, 1,180 pheasants were released at Montour WMA with a harvest of 1,021 (IDFG 2002). This figure represents an 87 percent harvest ratio. In comparison, Fort Boise WMA and Payette River WMA had 83 percent and 58 percent harvest

Photo 3-18. One of several day use docks on the reservoir.

Photo 3-19. Picnicking and swimming at Black Canyon Park.

Photo 3-20. Camping at Montour Campground.

rates, respectively (IDFG 2002). Bird hunting is permitted over the entire area, with the exception of a safety zone established around the campground and historic Montour town site. IDFG is responsible for issuing permits and regulating hunting activities at Montour WMA, as well as ensuring compliance with IDFG regulations throughout the RMP study area. In addition to hunting, random shooting and target practice occur in the RMP study area as a whole.

Montour WMA offers the opportunity to view a wide range of migratory and resident birds. Montour WMA is a designated wildlife viewing site in the official Idaho Wildlife Viewing Guide.

Hiking and other trail use are limited as there are few trails within or near recreation areas at Black Canyon Reservoir. Hikers have forged a few "unofficial" trails adjacent to the parks and several within the WMA, but there are no official trail routes within the RMP study area.

All Reclamation lands, agency-wide, are formally closed to ORV use unless specifically opened as per 43 Code of Federal Regulations (CFR), Part 420. At Black Canyon Reservoir and Montour WMA, all lands are closed; however, unauthorized ORV use frequently occurs at Montour WMA.

Photo 3-21. Montour WMA offers good hunting opportunities.

### 3.3.4.3 Special Events

Specific areas of Black Canyon Reservoir are available for group use for events such as reunions, weddings, and large picnics. Five areas are available for reservation: the gazebo and picnic shelter at Wild Rose Park, two picnic shelters at Black Canyon Park, an area of Triangle Park for group camping, and the Montour WMA near the historic town site. Use of these areas requires a reservation made through park staff and payment of a $125/day rental fee for each facility (2004 season).

Large, annual events are also held at Black Canyon Reservoir. In 2002, for example, the Boise Aeros Multisport Club used Black Canyon Park for the Emmett Triathlon. In addition, Reclamation, along with several other agencies, sponsors an annual event called Catch a Special Thrill. This event, held at Black Canyon Park, involves taking children with disabilities and terminal illnesses out in boats to go fishing.

In general, large special events require a Special Use Permit that has to be reviewed and approved by Reclamation's Area Manager. Special events also require payment of an administrative fee and the rental fee of any facilities required for the event (e.g., a group picnic shelter). The cost of the permit varies depending on the number of people participat-

ing in the event and the number of facilities required for the event.

### 3.3.5 Recreation Management

Overall management and maintenance of recreation at Black Canyon Reservoir and Montour WMA are carried out by Reclamation, with assistance from Gem County and IDFG. Except for a short time in the mid-1990s, Reclamation has been the primary agency responsible for managing and maintaining all of the recreation areas at Black Canyon and Montour WMA. Currently, Reclamation employs a full-time Recreation Maintenance Worker along with five summer seasonal maintenance workers to maintain the five recreation areas.

After attempts with two concessionaires, it was found that the revenue generated from user fees at Black Canyon Reservoir was not enough to maintain and operate the facilities while generating a profit. There are currently no contracts between Reclamation and any private concessionaire to provide recreation goods or services at the park.

Each year, the Gem County Sheriff's Department has a specific contract with Reclamation to provide law enforcement services in addition to normal services at Reclamation's lands and recreation areas located at the reservoir and Montour WMA. These contracts provide for patrol of recreation areas during the summer season, as well as funds for equipment. Additionally, the Sheriff provides marine patrol service on the reservoir from mid-May to mid-September (Reclamation 2002). The Sheriff is the sole provider of law enforcement on the reservoir and operates out of Black Canyon Park. Also see Section 3.1.4.3, *Law Enforcement* subsection.

A Cooperative Agreement between Reclamation and the Gem County Waterways Commission provides for the maintenance and management of public recreation facilities, such as docks, boat launches, and swimming, fishing, and picnicking areas on the reservoir. According to the agreement, Reclamation has jurisdiction over and responsibility for managing recreation facilities at the reservoir, while the Waterways Commission has the capability to obtain grant funding for facilities as well as the expertise to maintain these facilities (Reclamation 1990). This agreement extends to the roadside boat ramps, which are frequently referred to as "County Ramps." Also see Section 3.1.4.3, *Agreements* subsection.

An MOU between Reclamation and IDFG provides for cooperation between the agencies in managing Montour WMA (Reclamation 1983). Reclamation has issued letters allowing dog trials to occur at Montour WMA, although no permits have been issued. See Section 3.1.4.3, *Agreements* subsection, for a description of the MOU.

## 3.4 Transportation & Access

The majority of visitors to Black Canyon Reservoir facilities reside in the nearby communities of Gem County or surrounding counties such as Ada, Canyon, and Payette. Primary vehicular access to the reservoir is by way of State Highway 52, which runs primarily east to west along the north shore of the reservoir. Ola Valley Highway feeds into Highway 52 from the north. To the east, Highway 52 ends at Highway 55 which runs north to south between McCall and Boise. To the west, Highway 52 runs through the town of Emmett and then northwest through the Payette River valley. No air, rail, bus, or shuttle services are provided to the reservoir or within Reclamation lands. However, train tracks on the southern side of the reservoir currently owned by Idaho Northern and Pacific Railroad are part of the Thunder Mountain Line scenic rail tour.

### 3.4.1 Major Arterials

Highway 52 is the only major arterial that serves as vehicular access directly to and along the reservoir. The highway runs on the

north side of the reservoir, connecting Reclamation's five recreation areas. Three of the recreation areas (Wild Rose Park, Black Canyon Park, and Triangle Park) have entrances directly off of Highway 52. The other two (Montour WMA and Cobblestone Park) can each be accessed from separate spur roads off of Highway 52. Highway 52 runs east to west for approximately 5 miles within Reclamation land along the reservoir. Highway 52 leaves Reclamation land and the shoreline west of Squaw Creek and runs east another 2 miles to its junction with Old Montour Road. Continuing from this junction, Highway 52 continues east away from the shoreline and north of Reclamation lands for another 2.5 miles toward Horseshoe Bend. The total length of Highway 52 as it runs through Reclamation lands and adjacent to them is approximately 10 miles. The highway has no traffic lights and no stop signs along this stretch. This major arterial is a 2-way, 2-lane road. It has a paved asphalt surface with 11- to 18-foot wide lanes and 2- to 7-foot wide gravel shoulders. The speed limit is generally posted as 55 mph, although there are several locations where it is reduced to recommended speeds of 50, 45, or 35 mph due to tight curves, especially in the vicinity of Triangle Park (pers. comm., Gail Newlun 2002).

There are seven dirt or gravel turnouts located along Highway 52, all between the road and the reservoir. These turnouts provide view access, access to the reservoir via three separate boat launches, and boat trailer parking. During high use on peak season weekends and holidays, use of these highway turnouts becomes serious safety hazards. When accessing boat ramps at these turnouts during peak-use times, drivers must frequently turn around, stop, and/or back up on the highway to maneuver among the vehicles and trailers haphazardly parked in these turnouts. This stretch of Highway 52 is used not only by visitors to the reservoir but also by residential traffic, utility vehicles, and logging trucks. The road gets peak usage on weekends and holidays during summer months. Data collected by the Idaho Transportation Department (ITD) in 2000 indicate that the Average Daily Trip (ADT) count for vehicles on Highway 52 decreases from west to east in the vicinity of the RMP study area. The ADT count equaled 1,800 between Idaho Boulevard and the dam (3 miles), 1,600 between the dam and the Old Montour Road turnoff (7 miles), and 1,100 between the Old Montour Road turnoff and Highway 55 at Horseshoe Bend (9 miles) (ITD 2000).

Highway 52 is owned and maintained by ITD. A maintenance crew of two is based out of the Emmett Maintenance Shed from which two plows and other heavy equipment (backhoe, loader, grader) are dispatched. The highway is plowed during winter storms that produce significant accumulations, of which there are three to four each winter. Additionally, ITD sands the highway during winter storms. There are no significant maintenance issues associated with the highway. However, the highway receives a significant amount of logging truck traffic, especially since mills north of the reservoir have closed and logs are now being transported via Highway 52 to mills in the state of Oregon (pers. comm., Dennis Moffat, 2002).

Gem County Sheriff responded to 29 motor vehicle accidents on Highway 52 between mile marker 37 (Plaza Road) and mile marker 44 (east of Old Montour Road) from January 1996 through June 2002. Table 3.4-1 shows that the number of accidents along this section of highway has either remained constant or increased each year since 1997.

### 3.4.2 Local Roads

In addition to Highway 52, there are a few additional roads that exist within or adjacent to Reclamation lands at Black Canyon Reservoir. Wild Rose Park and Black Canyon Park are located along Highway 52 and are accessed by paved roads off of the highway to parking and

**Table 3.4-1. Motor vehicle accidents in the vicinity of Black Canyon Reservoir.**

| Year | Number of Motor Vehicle Accidents |
|---|---|
| 1996 | 4 |
| 1997 | 2 |
| 1998 | 2 |
| 1999 | 4 |
| 2000 | 4 |
| 2001 | 5 |
| 2002 (January – June) | 8 |

Source: Provided by Gem County Sheriff's Department

other facilities within the park. The paved access roads are typically two lanes wide and have gravel shoulders.

Triangle Park is accessed by a two-lane dirt/gravel road off of Highway 52. These access roads to and within the parks are owned and maintained by Reclamation.

The Montour WMA is east of the reservoir, one mile south of Highway 52 on Old Montour Road. A series of gravel roads are located within the WMA, remnants of the street grid of the old town of Montour. These roads now provide access for recreation activities such as hunting, fishing, hiking, and camping as well as maintenance and management activities within the WMA. These roads also provide access for the occupant of the one remaining residence within the WMA. Roads in the WMA are gravel and typically 32 feet wide. There are no stoplights or stop signs within the WMA. Roads within the WMA are owned by Gem County and maintained by the Gem County Road and Bridge Department (pers. comm., Francie Basset 2002). There are no significant maintenance or operation issues associated with this road except that there is infrequent flooding that periodically covers roads within Montour WMA (pers. comm., Dennis Pulley 2002).

Cobblestone Park, directly across the river from Wild Rose Park, can be accessed from Highway 52 using Old Dam Road located west of the reservoir and downstream of the dam. Old Dam Road is gravel and is owned and maintained by Gem County. This road is typically 32 feet wide and has shoulders except where it runs along the hillside (pers. comm., Francie Basset 2002). There are no significant maintenance or operation issues associated with this road. County gravel roads in the study area are typically regraded every 10 days to 2 weeks and are plowed as needed in the winter (pers. comm., Dennis Pulley 2002).

### 3.4.3 Parking

Reclamation has designated parking areas at four of the five recreation areas associated with Black Canyon Reservoir. The campground at Montour WMA does not have a designated parking area but has individual parking spots at each site. There are 143 paved parking spots at Black Canyon Park, 79 paved parking spots at Wild Rose Park, approximately 75 gravel parking spots at Triangle Park, and approximately 50 gravel parking spots at upper Cobblestone Park. Parking off of the pavement at Black Canyon and Wild Rose parks is prohibited and results in towing of the vehicle. Towing signs are posted at these recreation areas. A considerable amount of parking occurs along Highway 52 when lots become full at these recreation areas during busy summer weekends.

### 3.4.4 Trails

There are few trails within or near recreation areas at Black Canyon Reservoir, with the exception of the Montour WMA. Hikers have forged a few "unofficial" trails adjacent to the parks, but there are no official trail routes outside the parks. Trail use is generally limited to people accessing the parks and shorelines from Highway 52. Within Montour WMA, there are several unofficial trails. Designated trails proposed in the 1984 Master Plan for Montour were never implemented. Unofficial trails are located predominantly along the Payette River and around Twin Ponds and are most likely used by anglers and hunters. The gravel roads in Montour are also used by hik-

ers and equestrians as an unofficial trail system.

### 3.4.5 Lake/Boat Access

Access to the reservoir or river for activities such as boating, picnicking, and fishing is provided in several areas. Day users and those fishing the Payette River below the dam can access the water at Wild Rose Park and Cobblestone Park. There are no boat ramps at either of these sites, but access by foot is only a short distance from parking areas. Black Canyon Park has a boat launch with two concrete ramps and two docks. Triangle Park has a one-ramp concrete boat launch. In addition to the launches at these two parks, there are three concrete ramps off of Highway 52. Section 3.1, *Land Use and Management*, summarizes the Cooperative Agreement that exists between Reclamation and the Gem County Waterways Commission with regard to maintenance and management of these facilities. There are several other undeveloped dirt and gravel access points that are used to launch boats along the north shore.

### 3.4.6 Disability Access

All parks at the reservoir will comply with Department of Interior Accessibility Standards by 2010. A paved pad was installed in the gravel parking lot at Cobblestone and is scheduled for completion in 2008 to make this site accessible.

Chapter 4

# The RMP Planning Process

Chapter 4

# The RMP Planning Process

## 4.1 Overview

This chapter summarizes the principal factors that most influenced development of the Black Canyon Reservoir and Montour WMA RMP (as illustrated in Figure 4.1-1). These factors were identified through the following two fundamental processes:

1. Review and analysis of regional and study area resource inventory data, and current land use and management practices; and Federal laws and Reclamation policies and authorities (see Appendix B).

2. A public involvement program and agency and Tribal consultation focused on feedback and input from public meetings/workshops, newsbriefs, Ad Hoc Work Group (AHWG) meetings, and other meetings and communications.

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

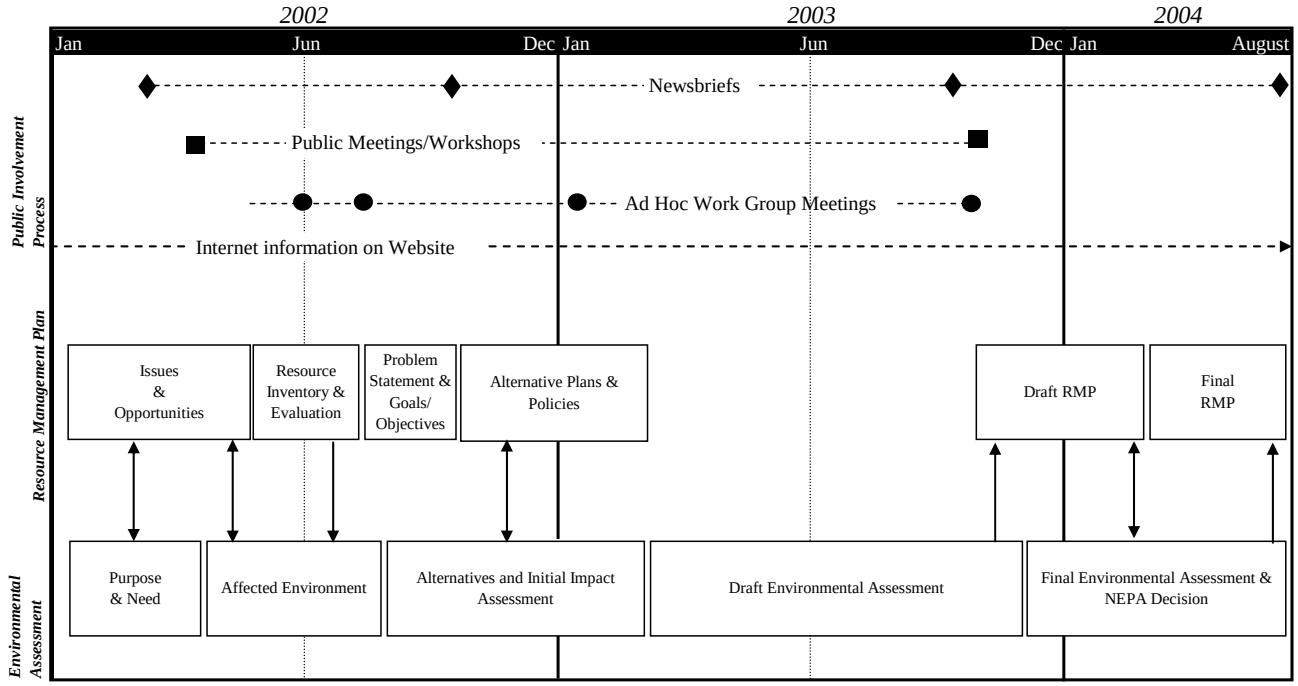


**Figure 4.1-1: RMP planning process and RMP schedule.**

The most commonly mentioned issues by those providing input during development of the RMP were the overall protection of vegetation and wildlife. Also mentioned frequently were dealing with increasing demand vs. carrying capacity, as well as specific comments related to weed control. Table 4.1-1 lists the primary issues of concern raised in the first public meeting and through written comment in response to the first newsbriefs, AHWG meetings, and agency and stakeholder meetings. These issues are described in detail in the Problem Statement contained in Appendix C. While not all issues of concern are listed in Table 4.1-1, the Problem Statement provides a comprehensive review and understanding of all of the issues, needs, and opportunities (including all relevant perspectives) that are addressed by the RMP.

The Problem Statement was also used to guide the development of the RMP Goals and Objectives, which are the foundation upon which alternative Management Actions were developed (described in detail in Chapter 5). The range of alternatives was reviewed by the public and the Ad Hoc Work Group. The alternatives were also identified and analyzed in the Draft Environmental Assessment (EA) for the Black Canyon Reservoir and Montour WMA RMP to investigate potential environmental effects (Reclamation 2004).

Letters of comment on the Draft EA were received from one state agency and 15 members of the general public (10 who submitted a signed form letter) The Preferred Alternative was modified using these consultation and assessment processes.

## 4.2 Public Involvement Program

Reclamation initiated a public involvement program in February 2002 and continued it throughout the planning process to support development of the RMP (see Figure 4.1-1). The program included: (1) four newsbriefs; (2) two public meetings/workshops; (3) four meetings with the AHWG representing key

**Table 4.1-1. Primary issues of concern identified during the initial RMP phase, based on public input.**

| | |
|---|---|
| | **Natural & Cultural Resources** |
| | Overall protection of vegetation and wildlife |
| | Habitat improvements at Montour WMA |
| | Hunter use/demand vs. wildlife and habitat protection at Montour WMA |
| | Impacts of recreation and other uses |
| | Erosion of the reservoir shoreline |
| | Weed control |
| | Impacts of use on cultural resources |
| | **Recreation** |
| | Dealing with increasing demand vs. carrying capacity |
| | Expansion and improvement at site-specific facilities |
| | Potential need for new facilities, such as marina, concessions, group sites, trails |
| | Accessibility issues |
| | **Land Use & Overall Management** |

agencies, organizations, Tribes, and stakeholders in the study area; and (4) a project website providing information to the public and a forum in which to comment on the process. Each of these program components is described in further detail below.

### 4.2.1 Newsbriefs

The first newsbrief was mailed in March 2002 to about 200 individuals, organizations, and Tribes. It explained the RMP planning process, announced the project schedule, introduced the team members, and provided a mail-in response form for submitting issues and initial comments on the management and facilities in the study area. This information was used to help lay the foundation for the Problem Statement and subsequently form the Goals and Objectives for the RMP.

In November 2002, the results of the mail-in response form and the issues raised at the first public meeting were summarized in a second newsbrief. These issues were listed in a table and categorized by issue type (natural and cultural resources; recreation, land use and general management). Newsbrief #2 also listed the membership of the Ad Hoc Work Group, as well as provided a summary of the resource inventory conducted for Black Canyon Reservoir and Montour WMA.

The third newsbrief was mailed in September 2003, announcing the availability of the Draft EA for public and agency review. The newsbrief focused on describing the Draft Goals and Objectives established for the RMP planning process, as well as the alternatives as presented in the EA. In addition, it announced the time, location, and date of the official public meeting and described the public comment process for the EA.

The fourth and final newsbrief was mailed in July 2004 to announce the Final EA and the RMP. It also summarized comments received on the Draft EA and provided an overview of the RMP, including implementation.

### 4.2.2 Public Meetings

The first public meeting/workshop was held on April 24, 2002 in Emmett, Idaho. The purpose of this meeting was to conduct public scoping of the issues at Black Canyon Reservoir and Montour WMA. Approximately 20 people attended the meeting. Reclamation provided information about the RMP planning process, then the participants broke into small work groups to discuss important issues and opportunities the RMP should address.

The second public meeting was held October 9, 2003, in Emmett. Approximately 10 people attended the meeting. The meeting followed a similar format, beginning with presentation of the alternatives. Attendees could then ask questions of the RMP team members at stations that emphasized particular portions of the plan.

### 4.2.3 Ad Hoc Work Group

The Ad Hoc Work Group met four times: in June and August 2002, and January and October 2003. As part of the August 2002 meeting, the group spent a day touring the RMP study area and becoming more familiar with site-specific issues.

The 19 members brought a wide variety of viewpoints, and, although some were able to participate more than others, the group was of considerable assistance in the alternatives development process. The Preferred Alternative was arrived at through Ad Hoc Work Group discussions, public comments from the second set of public meetings, and the recommendations of agency scientists and planners. The entities represented in the Ad Hoc Work Group are listed in Table 4.2-1.

At the first meeting, the group was introduced to the planning process and asked to identify their issues of concern. This information was recorded and used to help draft the Problem Statement and form the draft Goals and Objectives for the RMP (see Photo 4-1).

At the second meeting, an overview of the resource inventory was presented, focusing on potential opportunities and constraints. The Team also presented and took initial comments on the draft Problem Statement. In conjunction with the second meeting, the AHWG took part in a tour of the RMP study area (see Photos 4-2 through 4-4).

The primary intent of the third meeting was to gather AHWG comments on the Draft Goals and Objectives, as well as to present and receive feedback on a preliminary set of alternatives, including a no action (i.e., status quo) alternative and two action alternatives. The primary purposes of the fourth and final meeting were to: (1) summarize the final EA alternatives, in particular the Preferred Alternative; (2) receive AHWG feedback on the contents of the Draft EA; and (3) present and receive feedback on the RMP management actions and Implementation Program.

### 4.2.4 World Wide Web

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

## 4.3 Tribal Consultation

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

Reclamation wrote to the Chairman of the Fort Hall Business Council, Shoshone-Bannock Tribes, Chairman of the Shoshone-Paiute Tribal Council, and to the Chairman of the Nez Perce Tribe Executive Committee offering to meet with the Tribal governments and requesting Tribal involvement and identification of Tribal interests. Reclamation contacted staff members of the Shoshone-Bannock, Shoshone-Paiute, and Nez Perce Tribes to discuss the preparation of the RMP and to identify cultural resources, ITAs, traditional cultural properties (TCPs), and Indian sacred sites. Members of the Shoshone-Bannock and Shoshone-Paiute Tribes participated on the Ad Hoc Work Group.

Photo 4-1. The AHWG provides input on issues and opportunities at the first meeting.

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

| | |
|---|---|
| Adjacent Homeowner | Idaho Department of Transportation |
| Audubon Society | Idaho Northern & Pacific Railroad |
| Boating Interest | Local Business Interest |
| Bureau of Land Management | Mayor of Emmett |
| Fishing Interest | National Resource Conservation Service |
| Gem County Commissioner | North American Versatile Hunting Dog Association |
| Gem County Sheriff's Office | (NAVHDA) |
| Gem County Weed Control Board | Personal Watercraft Representative |
| Gem Economic Development Association | Shoshone-Bannock Tribes |
| Idaho Department of Fish and Game | Shoshone-Paiute Tribes |

Photo 4-2. During the site visit, the AHWG talks over issues at Cobblestone Park.

The Draft EA was distributed to representatives from the Shoshone-Bannock, Shoshone-Paiute, and the Nez Perce Tribes. No comments on the Draft EA were received from the Tribes.

### 4.3.2 National Historic Preservation Act Requirements

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

### 4.3.3 Indian Trust Assets

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

Photo 4-3. The AHWG discussing concerns related to the Highway County boat ramps.

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

### 4.3.4 Sacred Sites

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

Reclamation informed the Shoshone-Bannock Tribes and the Shoshone-Paiute Tribes about the RMP and requested that they inform Reclamation if they were aware of Indian sacred sites within the study area. The notification and consultation processes were coordinated with the NHPA consultation process. No information on sacred sites was received from the Tribes.

### 4.3.5 Other Laws and Regulations

The relationship between Federal agencies and sovereign Tribes is defined by several laws

and regulations addressing the requirement of Federal agencies to notify or consult with Native American groups or otherwise consider their interests when planning and implementing Federal undertakings. Among these are the following (also see Appendix B, Legal Mandates):

- National Environmental Policy Act (NEPA)
- American Indian Religious Freedom Act
- Archaeological Resources Protection Act
- Native American Graves Protection and Repatriation Act
- Executive Order 12875, Enhancing the Intergovernmental Partnership
- Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations
- Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments

Photo 4-4. While visiting Montour WMA, the AHWG walks out to investigate a constructed wetland. Regan Butte seen in the background.

- Executive Order 13007, Indian Sacred Sites
- Executive Order 13175 of November 6, 2000, Consultation and Coordination with Indian Tribal Governments (EO 13175 revokes EO 13084 issued May 14, 1998).

## 4.4 Agency Coordination

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

The evaluation of endangered species contained in the EA served as Reclamation's biological assessment of potential effects to listed and proposed for listing species including bald eagles, gray wolf, bull trout, and the Ute ladies'-tresses orchid, as required under the ESA. The FWS provided comments on the Draft EA in their letter dated February 25, 2004. With the issuance of the Finding of No Significant Impact (FONSI) and Final EA, Reclamation has determined that the Preferred Alternative may affect, but is not likely to adversely affect, the bull trout, orchid, bald eagle, and gray wolf and will not result in any adverse effects on proposed bull trout critical habitat in Squaw Creek. The FWS concurred with this determination, and their letter is provided in Appendix A.

Chapter 5

# Resource Management

Chapter 5

# Resource Management

## 5.1 Introduction

This chapter describes Reclamation's decisions regarding strategies that will guide use and management of Reclamation's lands over the next 15 years. Some background on Reclamation's approach, authorities, and policies is provided for each of the primary categories; these are followed by specific Goals, Objectives, and Management Actions. Specific guidelines and procedures are provided for management as needed.

## 5.2 Goals, Objectives, and Management Actions

Management Actions are specific tasks intended to guide Reclamation management and staff, as well as managing partners, in the activities required to properly manage Reclamation lands. They were derived from the Goals and Objectives developed over the course of preparing the RMP and associated EA. Guidelines and standards provide additional direction and clarification for selected Management Actions, where needed. Figures 5.2-1 through 5.2-3 show some of the Management Actions that are specific to a geographic location.

Management Actions are intended to be implemented over the next 15 years and are included here because they are considered the most appropriate actions for managing these lands. Inclusion of these actions is dependent on funding. Following are the six primary categories and associated subcategories described in this chapter:

- Natural Resources (Section 5.2.1) includes wildlife and vegetation management, fishery resources, erosion and water quality, and scenic resources;
- Cultural Resources (Section 5.2.2);
- Indian Sacred Sites (Section 5.2.3);
- Indian Trust Assets (Section 5.2.4);
- Recreation and Access (Section 5.2.5) includes boating and other water-based uses, and shoreline and other land-based uses; and
- Land Use, Management, and Implementation (Section 5.2.6) separately describes each of these topics.

### 5.2.1 Natural Resources (NAT)

Reclamation's approach to managing natural resources is to preserve and enhance native wildlife populations and their habitat in accordance with an approved land use or resource management plan and encourage its land-management partners to follow suit.

The principles in Public Law 89-72, Federal Water Projects Recreation Act of 1965, as

amended by Title 28 of Public Law 102-575, will continue to be adhered to for fish and wildlife-related activities and management considerations. Basically, Title 28 states that if a non-Federal public entity has agreed to manage fish and wildlife resources on Reclamation lands, Reclamation may share those costs for up to 75 percent of the total cost. IDFG is Reclamation's non-Federal public entity managing partner for all lands within the Montour WMA.

In accordance with the Endangered Species Act (ESA) of 1973 (P.L. 93-205), Federal and Reclamation policies provide for the protection of plant and animal species that are currently in danger of extinction (endangered) or those that may become so in the foreseeable future. Section 7 of the ESA requires Federal agencies to conduct informal and formal consultations with the FWS on all proposed actions that may affect any Federally listed or candidate threatened or endangered species. This consultation process is designed to ensure that Federal activities will not jeopardize the continued existence of threatened or endangered species, or on designated areas (critical habitats) that are important in conserving these species. ESA-related correspondence is included in Appendix A.

Federal policy and Reclamation's approach also support the protection and "no net loss" of wetlands. In carrying out land management responsibilities, Federal agencies are required to minimize the destruction, loss, or degradation of wetlands, and to preserve and enhance the natural and beneficial values of wetlands. Executive Order 11990 (Protection of Wetlands) states that agencies shall: "Avoid to the extent possible the long- and short-term adverse impacts associated with the destruction or modification of wetlands and avoid direct or indirect support of new construction in wetlands wherever there is a practicable alternative."

Noxious weeds reduce the quantity and quality of forage and wildlife habitat, contaminate food stocks, and restrict waterways. Reclamation will strive to reduce, and eliminate if possible, noxious weeds on all of its lands and assist adjacent landowners (wherever possible) in their efforts at eradicating noxious weeds. It is Reclamation's approach to prepare and implement Integrated Pest Management (IPM) Plans for lands under its jurisdiction. Reclamation also works with local agencies under the guidance of the IPM Plan.

Reclamation's approach to managing soil resources and water quality focuses on reducing soil erosion from various sources or the improper use of hazardous materials. All development and/or Management Actions will consider and respond to this approach.

#### 5.2.1.1 Wildlife, Vegetation, and Habitat Management

***GOAL NAT 1: Protect, conserve, and enhance wildlife habitat and natural resources on Reclamation lands.***

**Objective NAT 1.1:** Avoid or minimize impacts of RMP actions on Federal and State designated species of special concern, including Federally listed rare, endangered, or threatened species.

**Management Actions**

**NAT 1.1.1:** Comply with Federal Endangered Species Act regarding all pertinent activities by using existing and future information in adaptive management of Federally protected species and their habitat.

**NAT 1.1.2:** In addition to ESA-protected species, specifically protect State species of special concern, including Idaho Conservation Data Center category S2 and S3 plants and plant communities.

Figure 5.2-1

Resource Management Plan Map – No.1

Back of Figure 5.2-1

Figure 5.2-2

Resource Management Plan Map - No. 2

Back of Figure 5.2-2

Figure 5.2-3

Resource Management Plan Map – No.3

Back of Figure 5.2-3

**NAT 1.1.3:** TES and rare species surveys will be conducted as necessary, but prior to the start of construction. Any established search protocols will be followed.

**Objective NAT 1.2:** Minimize adverse impacts to wildlife and vegetation in all actions considered to accommodate public demand at recreation sites or on the surface and shoreline of Black Canyon Reservoir; and utilize management practices that protect and enhance resource values of and for native species (plants and animals) in all decisions related to habitat management and land use.

### Management Actions

**NAT 1.2.1:** Disturbed areas resulting from construction will be replanted with native vegetation in coordination with IDFG, with non-native species used as appropriate. Plant species will be selected to match the site's soil type, elevation, and surrounding vegetation.

**NAT 1.2.2:** To the maximum extent practicable, all existing trees, shrubs, and other naturally occurring vegetation will be preserved and protected from construction operations and equipment, except where clearing operations are required for permanent structures, approved construction roads, trails, or excavations operations.

**NAT 1.2.3:** To the maximum extent practicable, all maintenance yards, field offices, and staging areas will be arranged to preserve trees, shrubs, and other vegetation.

**NAT 1.2.4:** Clearing will be restricted to that area needed for construction. In sensitive habitat areas including, but not limited to, wetlands and riparian areas, clearing may be restricted to only a few feet beyond areas required for construction.

**NAT 1.2.5:** Stream corridors, wetlands, riparian areas, steep slopes, or other critical environmental areas will not be used for equipment or materials storage or stockpiling; construction staging or maintenance; field offices; hazardous material or fuel storage, handling, or transfer; or temporary access roads in order to reduce environmental damage.

**NAT 1.2.6:** Excavated or graded materials will not be stockpiled or deposited on or within 100 feet of any steep slopes (defined by industry standards), wetlands, riparian areas, or stream banks (including seasonally active ephemeral streams without woody or herbaceous vegetation growing in the channel bottom), or on native vegetation.

**NAT 1.2.7:** To the maximum extent possible, staging areas, access roads, and other site disturbances will be located in disturbed areas, not in native or naturally occurring vegetation.

**NAT 1.2.8:** The width of all new permanent access roads will be kept to the absolute minimum needed for safety, avoiding wetland and riparian areas where possible. Turnouts and staging areas will not be placed in wetlands.

**NAT 1.2.9:** Minimize the amount of waste material and trash accumulations around construction areas and storage yards.

**NAT 1.2.10:** Remove all unused materials and trash from construction and storage sites during the final phase of work. All removed material will be placed in approved sanitary landfills or storage sites, and work areas will be left to conform to the natural landscape.

**NAT 1.2.11:** Grade disturbed land following construction to provide proper

drainage and blend with the natural contour of the land.

**NAT 1.2.12:** Construction activities that could impact fish shall be undertaken during non-spawning periods.

**NAT 1.2.13:** If the proposed expansion for Cobblestone Park moves forward (i.e., dependent on implementation by a non-Federal public entity managing partner and lease agreement between Reclamation and Idaho Department of Lands [IDL]), design considerations shall conserve the trees and shrubs onsite, control weeds, and limit vehicle use to roadways.

**Objective NAT 1.3:** Protect and/or enhance wetland and riparian habitats at and adjacent to Black Canyon Reservoir in accordance with existing Federal regulations and consistent with this RMP.

### Management Actions

**NAT 1.3.1:** Protect and enhance wetland and riparian habitat quality by actively managing grazing or excluding livestock in wetland and riparian areas (see Figure 5.2-3).

**NAT 1.3.2:** Develop and implement a planned program for up to an additional 25 – 50 pond acres.

**NAT 1.3.3:** Develop and implement a long-term pond maintenance plan for all ponds within the Montour WMA, including monitoring for/of: infiltration of Eurasian milfoil, water control structure operability, and water flow (to decrease stagnant water and help control mosquitoes).

**NAT 1.3.4:** Based on field review of project sites, avoid sensitive wetland plants and communities.

**NAT 1.3.5:** Obtain water rights following the State process, utilizing water for wetlands from natural seepage and/or agricultural wastewater.

**NAT 1.3.6:** Where possible develop new wetlands/open water ponds in upland areas at Montour WMA, but within wet meadows if water sources are more appropriate. No ground-disturbing activities shall be undertaken before a field review is conducted to determine the likelihood of occurrence of sensitive species (e.g., spotted frog). If warranted, a sensitive species survey would be conducted following established protocols and seasonal requirements. Project implementation and design would be based on the findings of the survey.

**NAT 1.3.7:** Proportionally replace areas and habitat value of all wetland and riparian areas that are directly impacted or degraded by implementation actions.

**NAT 1.3.8:** Reclamation will manage the pond that will be constructed at NW1/4, SE1/4, of Section 22, Township 7N, Range 1E, Benchmark Gem County based on the following stipulations in Idaho Department of Water Resources Permit No. 65-22696:

1. Reclamation will incorporate an emergency spillway into the pond design to prevent the possible backup and uncontrolled release of water and additional flooding of the road.
2. Reclamation will maintain the pond and the area in and around the pond with an Integrated Pest Management Plan.

**Objective NAT 1.4:** Take primary responsibility (including funding) and work with partner agencies (IDFG, Gem County Weed Control, and Upper Payette CWMA) to study and effectively control aquatic and terrestrial noxious and invasive weeds on

Reclamation lands and waters, including invasive aquatic species such as zebra mussels, Eurasian water milfoil, and New Zealand mudsnail.

### Management Actions

**NAT 1.4.1:** Work with partner agencies (IDFG, Gem County Weed Control, and Upper Payette CWMA) to develop and implement an Integrated Pest Management Plan for the RMP study area.

**NAT 1.4.2:** Seek additional funding to implement actions related to the control of noxious weeds.

**NAT 1.4.3:** Actively monitor all sites that are disturbed for facilities for these invasive species. All infestations shall be treated in accordance with accepted methods and agreements with IDFG and Gem County and in accordance with Reclamation's Integrated Pest Management Plan.

**NAT 1.4.4:** If the expansion proposed for Black Canyon Park (i.e., dependent on implementation by a non-Federal managing partner) takes into account the riparian edge of the reservoir, its design shall include removing false indigo and other weedy species that are invading along the riparian zone, and leaving native vegetation in place.

**Objective NAT 1.5:** Manage Montour WMA in compliance with its established intent, with management priorities focused on wildlife and habitat values as they relate to both game and non-game species.

### Management Actions

**NAT 1.5.1:** Support IDFG's efforts to optimize production of waterfowl and upland game birds in the Montour WMA. Specific strategies include:

1. Annually maintain waterfowl nesting structures.
2. Monitor and manage additional residual nesting cover on approximately 50 percent of the upland habitat within the WMA so as to optimize the vigor, biodiversity, and density of vegetation.
3. Develop additional ponds according to established priorities and rare species and community protection, as funding becomes available. Ensure that appropriate measures are instituted at any new ponds to control mosquitoes, aquatic weeds, and other pests, per the Integrated Pest Management Plan (see NAT 1.4).
4. Maintain and increase water control structures to stabilize water levels to prevent nest flooding.
5. Utilize media to distribute information on the importance of protecting wildlife during the spring production period.
6. Enforce area closures to minimize disturbances to wildlife.

**NAT 1.5.2:** Support IDFG's efforts to increase upland wildlife carrying capacity. Specific strategies include:

1. Maintain tall grass/forb areas providing dense nesting cover during spring nesting season.
2. Plant food plots in irrigated areas with emphasis on perennial plants.
3. Use the IDFG Habitat Improvement Program to establish food sources and nesting area.
4. Use reservists and volunteers to establish and maintain these habitats.
5. Establish forbs as permanent cover for upland wildlife.
6. Encourage heavy cattail stands to provide thermal cover.

**NAT 1.5.3:** Work with IDFG and Gem County Sheriff Department to enforce seasonal closures for nesting and other pertinent wildlife protection measures at Montour WMA. Nesting habitat shall be protected by restricting activities during the nesting season (i.e., February 1 - July 31).

**NAT 1.5.4:** Work toward an agreement with a local ditch company regarding ditch maintenance to facilitate protecting and enhancing wildlife and habitat values in Montour WMA.

**NAT 1.5.5:** Maintain fishery to optimize resources for the benefit of wildlife at Montour WMA as well as the public by accommodating fishing opportunities outside of restricted seasons of use.

**NAT 1.5.6:** Undertake wildfire rehabilitation in keeping with wildlife habitat values and the intent of the WMA.

**NAT 1.5.7:** Implement prescribed burning for habitat manipulation followed by appropriate planting.

**Objective NAT 1.6:** Expand the WMA boundary on the south side of Reclamation lands downriver to the mouth of Squaw Creek (along the opposite shore) and coordinate management activities with IDFG on down-river lands adjacent to the reservoir to protect habitat for waterfowl, other migratory birds, and riparian and upland wildlife.

#### Management Actions

**NAT 1.6.1** Update the MOU between Reclamation and IDFG acknowledging the boundary and other management changes adopted as part of the RMP.

**NAT 1.6.2** Institute a program to clearly mark and maintain the boundary between Reclamation and private property along the newly established WMA boundary.

**NAT 1.6.3** Show the expanded WMA area on all maps prepared for the Black Canyon Reservoir and Montour WMA (e.g., signs and pamphlets).

### 5.2.1.2 Water Quality

***GOAL NAT 2: Protect water quality in the Montour WMA, Black Canyon Reservoir, and associated segments of the Payette River and its tributaries.***

**Objective NAT 2.1:** Ensure that adequate drainage control, sanitation, and waste management facilities are provided at all parking lots, maintenance yards, and recreation sites (e.g., restrooms, trash containers, and RV dump stations, as appropriate) to protect water quality.

#### Management Actions

**NAT 2.1.1:** Parking lots shall be designed to promote efficient vehicle and boat traffic to prevent congestion and pollution.

**NAT 2.1.2:** Waste facilities shall be connected, whenever possible, to sanitary sewer systems instead of septic tanks to avoid water quality problems from failed tanks.

**Objective NAT 2.2:** Manage the use of chemical fertilizers, herbicides, and pesticides on Reclamation lands, including those leased for agricultural purposes, in a manner that does not adversely affect water quality and is consistent with State and Federal regulations.

#### Management Action

**NAT 2.2.1:** See NAT 1.4.3.

**Objective NAT 2.3:** Continue to prohibit motorized vehicular use on the shoreline (outside of boat ramps) and within the drawdown zone area of the reservoir.

### Management Action

**NAT 2.3.1:** Prohibit motorized vehicle use outside of designated areas. Install and maintain signs and barriers where needed.

**Objective NAT 2.4:** Minimize the potential for pollutants to enter Montour WMA wetlands, Black Canyon Reservoir, and the Payette River from activities on Reclamation lands.

### Management Action

**NAT 2.4.1:** Comply with all Federal and State laws related to control and abatement of water pollution. Dispose of all waste material and sewage from construction activities or project-related features according to Federal and State pollution control regulations.

**NAT 2.4.2:** Instruct contractors on the potential need to obtain a National Pollutant Discharge Elimination System (NPDES) permit as established under Public Law 92B500 and amended by the Clean Water Act (Public Law 95B217).

**NAT 2.4.3:** Require construction methods that prevent entrance or accidental spillage of pollutants into watercourses and underground water sources. Potential pollutants and wastes include refuse, garbage, cement, concrete, sewage effluent, industrial waste, oil and other petroleum products, aggregate processing tailings, mineral salts, drilling mud, and thermal pollution.

**NAT 2.4.4:** Any construction wastewater discharged into surface waters will be essentially free of settling material. Water pumped from behind cofferdams and wastewater from aggregate processing, concrete batching, or other construction operations shall not enter streams or watercourses without water quality treatment. Turbidity control methods may include settling ponds; gravel-filter entrapment dikes; approved flocculating processes not harmful to fish or other aquatic life; recirculation systems for washing aggregates; or other approved methods.

**NAT 2.4.5:** Any riprap shall be free of contaminants and not contribute significantly to the turbidity of the reservoir.

**NAT 2.4.6:** Appropriate controls to reduce stormwater pollutant loads in post-construction site runoff shall be followed. The appropriate facilities shall be properly designed, installed, and maintained to provide water quality treatment for runoff originating from all recreational facilities.

#### 5.2.1.3 Erosion and Sedimentation

***GOAL NAT 3: Control soil erosion in priority areas where erosion causes concern for water quality, safety, and damage to resources and facilities.***

**Objective NAT 3.1:** Implement cooperative efforts aimed at encouraging others outside of, but having an effect on the RMP study area to reduce erosion and the amount of sedimentation entering the Payette River and other tributaries into the reservoir.

### Management Action

**NAT 3.1.1:** Where possible, work cooperatively with applicable agencies such as Gem County, Boise County, BLM, and the U.S. Forest Service, as well as affected private landowners to establish Best Management Practices (BMPs) for surrounding lands where off-site activities may affect Reclamation lands and Black Canyon Reservoir.

**Objective NAT 3.2:** Protect, restore and/or manage shoreline vegetation and tributary riparian vegetation to control erosion.

### Management Actions

**NAT 3.2.1:** See NAT 1.2.4, 1.2.5, 1.2.6, 1.2.8, 1.3.1.

**Objective NAT 3.3:** Develop and enforce appropriate restrictions at shoreline areas to avoid erosion.

### Management Actions

**NAT 3.3.1:** See NAT 2.3.1.

**Objective NAT 3.4:** Implement an effective erosion control program (standards, guidelines, and BMPs) in all construction, operations, and maintenance programs on Reclamation lands while considering program effects on other resources (natural, scenic, cultural).

### Management Actions

**NAT 3.4.1:** Employ applicable recognized BMPs in the design and construction of facilities to prevent possible soil erosion and subsequent water quality impacts.

**NAT 3.4.2:** Utilize the planting of grasses, forbs, trees, or shrubs beneficial to wildlife, or the placement of riprap, sand bags, sod, erosion mats, bale dikes, mulch, or excelsior blankets to prevent and minimize erosion and siltation during construction and during the period needed to re-establish permanent vegetative cover on disturbed sites.

**NAT 3.4.3:** Initiate erosion control and site restoration measures as soon as a particular area is no longer needed for construction, stockpiling, or access. Arrange schedules to minimize exposure of soils.

**NAT 3.4.4:** Any cuts and fills for relocated or new roads will be sloped according to acceptable engineering standards to facilitate revegetation.

**NAT 3.4.5:** Place soil or rock stockpiles, excavated materials, or excess soil materials outside sensitive habitats including water channels, wetlands, riparian areas, and on native or naturally occurring vegetation. Shape and revegetate waste piles to provide a natural appearance, except for wetland construction as per Section 404.

**Objective NAT 3.5:** Consider and evaluate sediment removal or management projects on a case-by-case basis.

## 5.2.2 Cultural Resources (CUL)

Cultural resources are historic properties that reflect our Nation's heritage. Historic properties include prehistoric and historic archeological sites, buildings, traditional cultural properties (TCPs), and historically significant places that are eligible for inclusion in the National Register of Historic Places (National Register). TCPs are National Register-eligible properties that have special heritage value to contemporary communities (usually Indian communities) because of association with cultural practices or beliefs that are important in maintaining the cultural identify of that community.

Federal law requires Federal agencies to identify, evaluate, and appropriately manage National Register-eligible historic properties that are affected by their actions or are located on lands they administer. A list of these laws is provided in Appendix B. Agencies are required to assess resource significance, evaluate impacts on significant sites, and select resource management actions in consultation with the SHPO, the Advisory Council on Historic Preservation (the Advisory Council), and other affected or interested parties. Indian tribes must be

consulted where cultural resources of concern to a tribe could be present, or where human burials affiliated with a tribe could be affected by agency actions. Reclamation implements these laws using processes defined in regulations (particularly 36 CFR 800 for the National Historic Preservation Act (NHPA) and 45 CFR 10 for the Native American Graves Protection and Repatriation Act (NAGPRA). Reclamation Manual LND 02-01 (Cultural Resource Management) directs the agency to implement cultural resource management actions in a positive manner that fulfills the spirit, as well as the letter, of the law.

The requirements of Federal law and Reclamation cultural resource management policy also apply to other parties who manage or use Reclamation lands under a permit, lease, use agreement, or other legal instrument. Those parties are responsible for notifying Reclamation of proposed actions on those lands; implementing actions to identify and evaluate resources that could be affected by their use or action; and implementing actions to protect National Register-eligible resources or mitigating unavoidable effects to eligible sites resulting from their use or actions. Reclamation is responsible for defining the necessary identification, evaluation, and management or mitigation actions, and for ensuring that managing partners, lessees, and permittees observe these terms and conditions and act as responsible stewards of the resources on those lands.

Reclamation's policy is to avoid or minimize adverse effects to National Register-eligible historic properties whenever possible. If adverse effects are unavoidable, Reclamation typically mitigates the adverse effects through a site documentation or data recovery method that has been developed in consultation with the SHPO and other interested parties. For impacted TCPs, Reclamation would work with affected Indian tribes to identify means to minimize impacts, and seek to mitigate damaging impacts when mitigation is possible.

The following Goals and Objectives outline actions that Reclamation has determined are necessary to meet the agency's cultural resource management responsibilities under the law. Reclamation will continue to use consultative processes defined in 36 CFR 800 to determine site eligibility, impacts from new actions or existing uses, and appropriate treatment.

***GOAL CUL 1: Seek to protect and preserve cultural resources, including prehistoric and historic-period archeological sites and traditional cultural properties.***

**Objective CUL 1.1:** In accordance with Section 106 of the NHPA, seek to protect National Register-eligible sites from impacts from new undertakings.

### Management Actions

**CUL 1.1.1:** Complete pedestrian archeological surveys when ground-disturbing actions are proposed in unsurveyed locations. Complete site evaluation actions to determine National Register eligibility to sites threatened by new actions, land use, or project operations, and address impacts to eligible sites.

**CUL 1.1.2:** Complete tribal consultations, as necessary, to determine if TCPs are present in areas of new ground-disturbing actions, or in or near focused use areas. If present, assess and address impacts from new actions or existing use.

**CUL 1.1.3:** If Indian tribes identify culturally important resources within new development areas, avoid adverse impacts to those resource locations when avoidance will accomplish broader agency

responsibilities, is cost effective, and lies within Reclamation's authority.

**CUL 1.1.4:** In the event of discovery of human remains of Indian origin, complete protective actions and tribal notification and consultation actions per 43 CFR 10.

**CUL 1.1.5:** Design facilities to avoid or minimize cultural resource damage.

**Objective CUL 1.2:** In accordance with Section 110 of the NHPA, implement proactive management of cultural resources, focusing on protecting identified resources from damage.

#### Management Actions

**CUL 1.2.1:** Monitor for changes in integrity or condition, National Register-eligible or unevaluated sites or TCPs that are in or near focused use areas.

**CUL 1.2.2:** Evaluate and nominate to the National Register (if justified) the Montour Townsite building foundations.

**CUL 1.2.3:** Designate the Marsh-Ireton Ranch as an historic district.

**CUL 1.2.4:** Designate the old Montour Townsite and archeological sites as an historic district.

**CUL 1.2.5:** Retain the historic Palmer House as an intact, standing structure, after the house is vacated by the present occupant (level of protection and maintenance to be tied to funding availability). Demolition of the building would be a last resort only; it would occur only after other alternatives are analyzed and found to be infeasible, and after acceptable mitigation (such as the Historic American Engineering Record) is arrived at through Section 106 consultation.

**CUL 1.2.6:** Explore possible use of the Palmer House for interpretive and educational purposes through a cost-share partnership with a non-Federal public entity.

**Objective CUL 1.3:** Increase awareness of cultural resources compliance and protection requirements among resource management partners.

#### Management Action

**CUL 1.3.1:** Develop guidelines/ procedures and provide training for IDFG staff, lease holders, and other managing partners to increase awareness of the NHPA and other cultural resource statutory requirements.

**Objective CUL 1.4:** Provide opportunities for public education on area prehistory and history, including the importance of and requirements for protecting these resources.

#### Management Action

**CUL 1.4.1:** Work with local partners to provide educational information about resource values and to interpret area history.

### 5.2.3 Indian Sacred Sites (ISS)

No Indian sacred sites have been identified on Reclamation lands at Black Canyon Reservoir or Montour WMA. Reclamation will avoid impacts to any Indian Sacred Sites if they are identified in the future.

#### *GOAL ISS 1: Comply with requirements of Executive Order 13007 (Indian Sacred Sites)*

**Objective ISS 1.1:** Seek to avoid damage to Indian sacred sites when avoidance is consistent with accomplishing Reclamation's mission and larger public responsibilities.

#### Management Action

**ISS 1.1.1:** Consult with Indian tribes when it appears that sacred sites might be present in areas of new ground-disturbance, or in locations where sacred sites might be damaged by existing public land uses. If present, seek to avoid damages and maintain access when implementing new actions.

**Objective ISS 1.2:** Provide for access by traditional religious practitioners to sacred sites, when consistent with mission.

#### Management Action

**ISS 1.2.1:** Consult when it appears that sacred sites might be present in areas of focused public use. If present, seek to resolve impacts and maintain access.

### 5.2.4 Indian Trust Assets (ITA)

***GOAL ITA 1: Protect Indian Trust Assets as specified in applicable Federal mandates.***

**Objective ITA 1.1:** Seek to avoid any action that would adversely impact Indian Trust Assets that may exist.

#### Management Action

**ITA 1.1.1:** Use the NEPA process to assess potential impacts to ITAs that may exist.

### 5.2.5 Recreation and Access (REC)

Reclamation's approach to providing and maintaining public recreational opportunities, facilities, and interpretive programs is to work with non-Federal managing partners in accordance with an approved RMP. The RMP is intended to protect the health and safety of the users, protect land and water resources from environmental degradation, and protect cultural resources from damage. Recreation facilities under Reclamation jurisdiction will be operated and maintained in a safe and healthful manner and be universally accessible.

All new construction is required to be 100 percent accessible to persons with disabilities, wherever possible, in accordance with current Federal accessibility standards. These standards include (but are not limited to) parking lots and spaces, access routes, camping sites, restrooms, concessions, entrance booths, trails, interpretive displays, and all signage.

The principles in Public Law 89-72, Federal Water Projects Recreation Act of 1965, as amended by Title 28 of Public Law 102-575, will continue to be adhered to for recreation-related development and management considerations. Basically, Title 28 states that if a non-Federal public entity has agreed to manage recreation on Reclamation lands, Reclamation may share development costs for up to 50 percent of the total cost.

Reclamation does not have a non-Federal public entity managing partner to manage recreation resources at Black Canyon Reservoir or Montour Campground. In lieu of this, it is Reclamation's policy to provide and maintain minimum basic facilities at the various RMP study area recreation sites. Recreation-related objectives and management actions denoted with a "**" are dependent on Reclamation getting a non-Federal managing partner and/or concession agreement to manage recreation at Black Canyon Reservoir and Montour Campground.

Where Reclamation lands may be directly managed by others for recreation purposes (in the future), Reclamation shall exercise oversight responsibility to ensure that those management entities fulfill all aspects of the approved RMP. All contractual agreements with these management entities must comply with Federal laws and regulations concerning natural and cultural resource protection.

Visitor information is an important management responsibility that is not readily apparent but instrumental in providing a quality recreation experience and contributing to an informed visitor. An informed public will help protect and enhance the unique recreational and environmental attributes of the area. It is Reclamation's approach to assist with the development of interpretive programs to educate the public on resources and to provide information to visitors to improve their experience in the area, as well as to increase their awareness of natural and cultural resource values and public health and safety protection.

"Special Event" refers to a Reclamation-hosted or co-hosted activity, such as IDFG's "Free Fishing Days" event. "Special Use" refers to any use of Reclamation lands that may affect the general public, thus requiring a temporary permit – *Special Recreation Use Permit.* A permit is issued to an individual, group of individuals, profit and/or nonprofit organizations, or commercial operators that grants permission to use the Federal estate for recreation purposes. The recreation use permitted is not an exclusive use, is not usually awarded competitively, and does not involve development of fixed assets. A special recreation use permit identifies the terms and conditions by which the activity may take place and includes the area that can be used, the term length (limited to the shortest practical period), the environmental compliance requirements, and the fees that will be collected.

All special recreation use permits are use authorizations, and certain terms and conditions are required. Listed below are the required terms and conditions from the Reclamation Manual Directives and Standards, LND 08-01, for use authorizations:

- Severalty of Contract Terms
- Protection of United States Interests
- Hold Harmless Clause
- Termination Clause
- Officials Not to Benefit
- Hazardous Materials
- Use Authorizations Subject to Permits Required by Other Entities
- Bonding
- Unrestricted Access by the United States
- Land Use and Administration Fees
- Conditions to Protect Reclamation Interests

Table 5.2-1 provides a summary description of all recreation and access-related improvements and new facilities by site as proposed in this RMP. These items are also described under the applicable Objectives and Management Actions and shown on Figure 5.2-1. It is important to note that clearances for cultural resources (CUL 1.1.1) and threatened and endangered species (NAT 1.1.3) would be undertaken prior to any of the improvements or new facilities proposed in this RMP. All site/facility design will utilize sustainable design standards, fire-wise design standards (access, water availability, building durability), and Reclamation's Facilities Design Standards. Facilities will be accessible to persons with disabilities, signage will be consistent with Reclamation (and where appropriate, IDFG) sign standards, and low directional lighting will be used where lighting is necessary.

#### 5.2.5.1 Land-Based Recreation

***GOAL REC 1: Provide adequate sites and facilities for land-based recreational uses while affording the public a quality recreational experience, consistent with natural and cultural resource objectives.***

**Objective REC 1.1:** Continue to actively seek a non-Federal public entity managing

**Table 5.2-1. Proposed recreation and access-related activities at Black Canyon Reservoir & Montour WMA.**

| Topic/Recreation Area | Proposed Activities |
|---|---|
| | **Applicable to the Entire Area** |
| Access | • **Provide for and maintain non-motorized trail opportunities (hiking and bicycling) at appropriate locations at Black Canyon Reservoir and within Montour WMA consistent with natural and cultural resource protection and conservation objectives (e.g., trails linking parks and Montour WMA, better internal park and WMA trail access, trail linkages between the reservoir and surrounding BLM lands).<br>• Stay abreast of any changes related to Thunder Mountain Railroad Company plans and future use or disposal of the railroad and associated right-of-way. If at a future time the railroad company decides to abandon use of the railroad/right-of-way, then cooperate with other agencies to potentially acquire the railroad right-of-way adjacent to and through the reservoir/WMA to use as a public trail.<br>• Cooperate with IDFG, the City of Emmett, Gem County, ITD, BLM, and the Irrigation Districts, as needed, to seek feasible non-motorized trail connections between the surrounding community and the reservoir/WMA. |
| Management, Enforcement, Coordination, etc. | • Address crowding and the potential for associated user conflicts on the reservoir from boating by monitoring boating and other water surface activities annually through 2009, and assessing upward trends (if any) in accidents prior to taking measures that may restrict additional activities. The monitoring shall include counting boats on high use days, reviewing all accidents (i.e., to assess whether the number of boats contributed to the accident), talking to users regarding boating, and continuous monitoring of the water surface.<br>• Continue the Cooperative Agreement with Gem County Waterways Commission to place seasonal day use docks adjacent to the highway boat ramps and at appropriate locations throughout the reservoir. Annually monitor and adjust, if necessary, Reclamation's agreement with the Gem County Waterways Commission.<br>• Coordinate with the County Sheriff Marine Patrol to adequately enforce circular (clockwise) designations within the area of the reservoir. Monitor needs and annually fund County Sheriff to provide regular seasonal boat patrols at Black Canyon Reservoir, with increased patrols during weekends and holidays.<br>• Establish and implement a Memorandum of Understanding with ITD to coordinate and provide adequate signage at/to designated recreation areas and highway boat ramps to accommodate better visibility and safe ingress/egress at these locations, as well as other methods to increase highway safety and address access-related issues in the RMP study area.<br>• Coordinate with ITD and the County Sheriff to install barriers to prevent roadside (ad hoc) parking where it is occurring.<br>• Coordinate with Thunder Mountain Railroad regarding their use of Reclamation lands consistent with natural and cultural resource objectives, and to avoid or minimize conflicts to other area visitors.<br>• Update the accessibility review for all recreation sites and upgrade as necessary. |
| | **Site-Specific Actions** |
| Cobblestone Park | • **Work with IDL on formal agreement for lands at Cobblestone Park adjacent to the river.<br>• **Expand facilities/area at Cobblestone Park to accommodate additional recreational activities and demand (e.g., disc golf, group use area, better fishing access, camping, additional picnic sites). |
| Wild Rose Park | • **Improve and add facilities at Wild Rose Park to accommodate additional day use and group-related activities, and fishing access to the river. |
| Black Canyon Park | • **Expand and/or reconfigure facilities at Black Canyon Park to accommodate increased day use and group-related activities.<br>• Any expansion plans for Black Canyon Park shall consider adding an additional or expanding the existing swimming area.<br>• **Work with managing partner to design and build an accessible fishing pier at the easternmost portion of Black Canyon Park. |

**Table 5.2-1. Proposed recreation and access-related activities at Black Canyon Reservoir & Montour WMA.**

| Topic/Recreation Area | Proposed Activities |
|---|---|
| Triangle Park | • **Improve facilities at Triangle Park to better accommodate day use and group-related activities.<br>• Designate and utilize Triangle Park as the primary location for group use for Black Canyon Reservoir through Reclamation's reservation system. |
| Highway "County" Boat Ramps | • Provide signs indicating rules, regulations, and restrictions related to use of Black Canyon Reservoir and Montour WMA.<br>• Designate a non-motorized boating access area (take-out site) adjacent to Highway Ramp #3.<br>• **Work with Gem County to improve parking and vehicular circulation within the highway County boat ramp areas to better accommodate safe vehicular movement. |
| Montour WMA | • **Upgrade the campsites at Montour Campground to accommodate larger RVs.<br>• Formalize parking within the WMA by providing fewer and larger signed parking areas (i.e., less small, dispersed sites) and eliminating other ad hoc parking areas.<br>• Formalize access in the WMA by providing signed open and closed roads; eliminate unused ad hoc roads. Install barriers as necessary to regulate motorized access.<br>• Work with IDFG to develop a non-motorized boat launch area (put-in and take-out site) adjacent to the Payette River bridge. |

NOTES:
All new facilities will be designated in accordance with current standards for accessibility for persons with disabilities.
**Denotes that adoption and implementation of the Objectives and/or Management Actions are dependent on Reclamation establishing a non-Federal managing partner and/or concession agreement to manage recreation at Black Canyon Reservoir and Montour Campground.

partner to operate all recreation-oriented facilities and areas at Black Canyon Reservoir and Montour WMA.

### Management Actions

**REC 1.1.1:** Hold discussions with the City of Emmett, Gem County, and IDPR to continue exploring partnership opportunities.

**REC 1.1.2:** Pursue all other viable partnership opportunities if/when they arise.

****REC 1.1.3:** Work with IDL on lease agreement for lands at Cobblestone Park that lie adjacent to river.

****REC 1.1.4:** Expand facilities/area at Cobblestone Park to accommodate additional recreational activities and demand (e.g., disc golf, group use area, better fishing access, camping, additional picnic sites).

****REC 1.1.5:** Improve and add facilities at Wild Rose Park to accommodate additional day use and group-related activities, and fishing access to the river.

****REC 1.1.6:** Improve facilities at Triangle Park to better accommodate day use and group-related activities.

****REC 1.1.7:** Expand and/or reconfigure facilities at Black Canyon Park to accommodate increased day use and group-related activities.

**Objective REC 1.2:** Formalize the relationship between Reclamation and Thunder Mountain Railroad for use of Reclamation lands at Montour WMA and Cobblestone Park through a memorandum of agreement and/or permit for such use, if necessary, as a result of Thunder Mountain proposals for use of Reclamation lands.

**Objective REC 1.3:** Work with Gem County to provide facility improvements at the highway "County" boat ramps to better accommodate boating-related activities.

### Management Actions

**REC 1.3.1:** Provide signs at highway boat ramps indicating rules, regulations, and restrictions related to use of Black Canyon Reservoir and Montour WMA.

**REC 1.3.2:** Designate a non-motorized boating access area (take-out site) adjacent to Highway Ramp #3.

**Objective REC 1.4:** Make available a clear and understandable process for the public to follow when requesting special use of Reclamation lands and or facilities (including overall policy requirements, permit and application process, and fee structure for various uses).

### Management Actions

**REC 1.4.1:** Evaluate requests for uses of Reclamation lands/facilities on a case-by-case basis using Reclamation's application process to ensure compatibility with resource protection objectives and to minimize user conflicts.

**REC 1.4.2:** Limit uses within Montour WMA to those that are dependent on wildlife or wildlife habitat values, which may include: interpretation, wildlife observation, fishing, hunting, and dog trials.

**REC 1.4.3:** Designate and utilize Triangle Park as the primary location for group use for Black Canyon Reservoir through Reclamation's reservation system.

**Objective REC 1.5:** Contribute to an environment that supports viable concession services, where appropriate, with concession management to follow Reclamation's policy.

***GOAL REC 2: Work with IDFG to provide appropriate recreation opportunities in the Montour WMA, consistent with natural and cultural resource objectives.***

**Objective REC 2.1**: Cooperate with IDFG, as needed, in providing hunting, fishing, and trapping opportunities and associated facilities and infrastructure, consistent with the purposes of the WMA.

### Management Actions

**REC 2.1.1:** Provide fishing opportunity during periods that do not conflict with nesting or brooding waterfowl.

**REC 2.1.2:** Maintain permanent cover for game birds.

**REC 2.1.3:** Develop ponds to provide additional waterfowl hunting sites (pond design shall also enhance dabbling duck production).

**REC 2.1.4:** Monitor hunter activities related to upland game and waterfowl hunting and implement strategies to alleviate conflicts, if necessary.

**Objective REC 2.2**: Support IDFG's efforts to determine sportsman needs and user satisfaction threshold levels at Montour WMA.

### Management Actions

**REC 2.2.1**: Adjust public use in response to wildlife management goals, sportsman needs, and perceptions to hunter satisfaction and public support for options to improve and/or ensure hunter satisfaction and public support. Options may include the following:

1. Create controlled upland game and waterfowl hunting system similar to big game hunts.

2. Allow hunters to use area depending on hunter's license number. Odd numbers use odd days and even numbers use even days.
3. Limit hunters to one box (i.e., 25 shells) of shotgun shells each day. This would reduce length of stay of some hunters. It would also discourage high shooters.
4. Start and end deer season before pheasant season begins.
5. Use first come, first served system with day number limit. Allow individuals limited visits per season.
6. Limit the number of hunters by establishing blinds or shooting stations (exclusive areas for hunters).

**Objective REC 2.3:** Support IDFG's efforts to improve public access and opportunities for wildlife-dependent, non-consumptive uses (e.g., nature appreciation) unrelated to hunting or fishing, and consistent with the purposes of the WMA.

### Management Actions

**REC 2.3.1:** Provide environmental education to groups (scout troops, school classes, bird watchers, and sportsmen).

**REC 2.3.2:** Allow use of pertinent locations within Montour WMA for individualized dog training (i.e., non-group oriented events), educational and service-oriented scout activities, etc. according to established seasonal and locational restrictions consistent with IDFG regulations.

**REC 2.3.3:** Monitor and manage public use to ensure maintenance of wildlife and their habitats.

**REC 2.3.4:** Monitor consumptive and non-consumptive uses and implement strategies to alleviate conflicts, if necessary.

**REC 2.3.5:** Continue to limit seasonal public access in nesting and brooding areas.

**REC 2.3.6:** Allow foot traffic recreation on trails and designated roads; no vehicles allowed off of designated roads.

**REC 2.3.7:** Write newspaper articles and news releases, and conduct tours to promote Montour WMA and its wildlife and recreation values as opportunities arise.

**REC 2.3.8:** Develop self-guided wildlife tour for periods not conflicting with hunting or critical wildlife production.

**Objective REC 2.4:** Allow for upgrades at Montour Campground as needed.

### Management Action

****REC 2.4.1:** Upgrade the campsites at Montour Campground to accommodate larger RVs.

#### 5.2.5.2 Shoreline and Water-based Recreation

***GOAL REC 3: Provide adequate shoreline and water-based facilities to address demand for boating and other water-based uses consistent with natural and cultural resource objectives.***

**Objective REC 3.1:** Allow for the continued use and development of "at your own risk" swimming areas at appropriate locations around the reservoir (e.g., Black Canyon Park, Triangle Park).

### Management Action

****REC 3.1.1:** Any expansion plans for Black Canyon Park shall consider adding

an additional or expanding the existing swimming area.

**Objective REC 3.2:** Continue the Cooperative Agreement with Gem County Waterways Commission to place seasonal day use docks adjacent to the highway boat ramps and at appropriate locations throughout the reservoir.

#### Management Action

**REC 3.2.1:** Annually monitor and adjust, if necessary, Reclamation's agreement with Gem County Waterways Commission.

**Objective REC 3.3:** Provide fishing opportunities (i.e., at ponds) where it has minimal impact on other wildlife values at Montour WMA and maintain opportunities within the reservoir.

#### Management Actions

**REC 3.3.1:** See REC 2.1.1.

**REC 3.3.2** Enhance and provide safe shoreline fishing opportunities and associated parking at Black Canyon Reservoir.

****Objective REC 3.4:** Improve boat launch ramps and associated infrastructure at appropriate Black Canyon Reservoir facilities consistent with natural and cultural resource protection and conservation objectives.

### 5.2.5.3 Water Surface Management

***GOAL REC 4: Manage the Black Canyon Reservoir water surface to accommodate a variety of uses in a safe manner while minimizing conflicts among users.***

**Objective REC 4.1:** Ensure that provision, permitting, and/or expansion of shoreline facilities on Reclamation lands do not result in providing levels of boating on the water that exceed safe use of the reservoir's water surface.

#### Management Actions

**REC 4.1.1:** Work with the County to address crowding and the potential for associated user conflicts on the reservoir from boating by implementing an informal monitoring and assessment of boating and other water surface activities annually through 2009. Also assess upward trends (if any) in accidents prior to potentially taking measures that may restrict additional activities. The monitoring shall include counting boats on high use days, reviewing all accidents (i.e., to assess whether the number of boats contributed to the accident), talking to users regarding boating, and continuous monitoring of the water surface.

**Objective REC 4.2**: Coordinate with the County Sheriff Marine Patrol to adequately enforce circular (clockwise) designations within the area of the reservoir.

#### Management Action

**REC 4.2.1:** Monitor needs and annually fund County Sheriff to provide regular seasonal boat patrols at Black Canyon Reservoir, with increased patrols during weekends and holidays.

**Objective REC 4.3**: Provide information to reservoir users regarding boating safety and operating rules and regulations.

### 5.2.5.4 Access and Other Recreation Uses

***GOAL REC 5: Provide appropriate vehicular and non-motorized access to recreation sites at Black Canyon Reservoir and Montour WMA consistent with natural resource, cultural resource, and safety and security objectives.***

**Objective REC 5.1:** Provide for adequate vehicular access to and parking at all designated recreation areas and within Montour WMA; such access and parking should be sized in a manner reflecting the physical constraints, safe use of the area being served, and natural and cultural resource protection, as necessary.

### Management Actions

**REC 5.1.1**: Formalize parking within the WMA by providing fewer and larger signed parking areas (i.e., less small, dispersed sites) and eliminating other ad hoc parking areas.

**REC 5.1.2**: Formalize access in the WMA by providing signed open and closed roads; eliminate unused ad hoc roads. Install barriers as necessary to regulate motorized access.

**REC 5.1.3**: Work with IDFG to develop a non-motorized boat launch area (put-in and take-out site) adjacent to the Payette River bridge.

**Objective REC 5.2**: Coordinate with ITD and Gem County to address traffic safety concerns along Highway 52 and the "County" boat ramps.

### Management Actions

**REC 5.2.1**: Establish and implement a Memorandum of Understanding with ITD to coordinate and provide adequate signage at/to designated recreation areas and highway boat ramps to accommodate better visibility and safe ingress/egress at these locations, as well as other methods to increase highway safety and address access-related issues in the RMP study area.

**REC 5.2.2**: Coordinate with ITD and the County Sheriff to install barriers to prevent roadside (ad hoc) parking where it is occurring.

**REC 5.2.3:** Work with Gem County to improve parking and vehicular circulation within the highway "County" boat ramp areas to better accommodate safe vehicular movement.

**REC 5.2.4:** Work with the County to enforce no parking at areas adjacent to recreation sites and highway boat ramps.

****Objective REC 5.3:** Cooperate with IDFG, the City of Emmett, Gem County, ITD, BLM, and the Irrigation Districts, as needed, to seek feasible non-motorized trail connections between the surrounding community and the reservoir/WMA.

### Management Actions

****REC 5.3.1**: Work with entities to ensure that accessibility and safety are addressed.

****Objective REC 5.4:** Provide for and maintain non-motorized trail opportunities (hiking and bicycling) at appropriate locations at Black Canyon Reservoir and within Montour WMA consistent with natural and cultural resource protection and conservation objectives (e.g., trails linking parks and Montour, better internal park and WMA trail access, trail linkages between the reservoir and surrounding BLM lands).

### Management Actions

****REC 5.4.1**: If available, work with managing partner for trail development and maintenance, and ensure that accessibility and safety are addressed.

****REC 5.4.2:** Stay abreast of any changes related to Thunder Mountain Railroad Company plans and future use or disposal of the railroad and associated right-of-way. If at a future time the railroad company decides to abandon use

of the railroad/right-of-way, then cooperate with other agencies to potentially acquire the railroad right-of-way adjacent to and through the reservoir/WMA to use as a public trail.

**Objective REC 5.5:** Continue Reclamation policy (as per 43 Code of Federal Regulations, Part 420) prohibiting ORV use on Reclamation lands and work with County Sheriff to actively enforce this regulation.

**Objective REC 5.6:** All new or existing facilities and programs will be designed or retrofitted in accordance with current Federal standards for accessibility to persons with disabilities.

### Management Actions

**REC 5.6.1**: Update the accessibility review for all recreation sites and upgrade as necessary.

**REC 5.6.2**: Provide an accessible fishing pier at the easternmost portion of Black Canyon Park.

**Objective REC 5.6:** Coordinate with Thunder Mountain Railroad regarding their use of Reclamation lands consistent with natural and cultural resource objectives, and to avoid or minimize conflicts to other area visitors.

## 5.2.6 Land Use, Management, and Implementation (LMI)

Reclamation's general land use approach is to: (1) manage the lands in a manner consistent with Federal laws and regulations, and the principles of good stewardship to accomplish Project purposes and serve the public interest; (2) seek opportunities for coordinated and cooperative land use planning with other Federal, State, and local agencies; and (3) develop RMPs that best support the public interest, preserve and enhance environmental quality, and are compatible with project purposes and needs. As part of this approach, Reclamation strives to maintain a current inventory of all land holdings and uses.

Law enforcement services on Reclamation lands are provided through contract and agreements with local partners. Enforcement efforts are required to address trespass and encroachment; willful damage or destruction of facilities, lands, or resources; and dumping on Reclamation lands.

Trespass and unauthorized use, when allowed to continue, deprive the public of their rightful use and enjoyment of the public lands. Willful damage or destruction of facilities, lands, or resources could endanger the public, prevent provision of project services, and destroy valuable natural and cultural resources, as well as cost money to repair. Prohibited acts on Federal land include: (1) constructing, placing, or maintaining any kind of road, trail, structure, fence, enclosure, communication equipment, pump, well, or other improvement without a permit; (2) extracting materials or other resources without a permit; (3) damage or destruction of facilities or structures, including abandoned buildings; and (4) excavation, collection, or removal of archeological or historical artifacts. Reclamation's general approach is to facilitate and ensure the proper use of land resources consistent with the requirements of law and BMPs. The primary management emphasis is to provide the public as a whole non-exclusive use of Federal lands while still protecting environmental values and natural and cultural resources.

It is also Reclamation's approach to clear, and keep clear, all lands from trespasses and unauthorized uses. In resolving trespass or unauthorized use issues, priority is given to those trespasses that are not in the best public interest, are not compatible with the primary uses of the land, or that have caused or are causing damage to significant environmental values or natural or cultural resources. Unauthorized uses and trespasses are best

resolved before they become well established. When a violation does occur, Reclamation's first priority is to negotiate a solution to resolve the violation. In the event such negotiations fail, Reclamation will take actions necessary to protect the public interest and project lands, including legal action through the courts.

***GOAL LMI 1: Allow for expanded recreation opportunities and other uses at Black Canyon Reservoir, and continued opportunities at Montour WMA while balancing the need for the preservation of natural and cultural resources, and open space and scenic values.***

**Objective LMI 1.1:** Locate and design all new or renovated facilities, structures, roads, trails, and erosion control structures to be compatible and integrate with the open, rural environment of the reservoir and surrounding area.

### Management Actions

**LMI 1.1.1:** Design new facilities to be compatible with scenic values, ensuring that they are not intrusive to the surrounding landscape.

**LMI 1.1.2:** To the maximum extent possible, preserve and use native plants for landscaping. Facilities shall incorporate sustainable development elements as much as possible and be designed and positioned in a manner that is least intrusive to the area's scenic qualities.

**LMI 1.1.3:** Require and ensure compliance with applicable design standards, guidelines, and BMPs for erosion control structures and any other permitted improvements on Reclamation shore lands.

**Objective LMI 1.2:** Allow the continued use of Reclamation lands adjacent to the reservoir for agricultural and grazing purposes when not in conflict with natural and cultural resource protection.

### Management Actions

**LMI 1.2.1:** Include specific measures in agricultural and grazing leases allowed adjacent to the reservoir that are aimed at protecting habitat restoration, if deemed necessary.

**LMI 1.2.2:** Implement a monitoring program to ensure that reservoir agricultural and grazing leases are in compliance with all leasing conditions.

**LMI 1.2.3:** Discontinue reservoir leases that are not in compliance with lease conditions, and require habitat restoration as part of lease conditions.

**Objective LMI 1.3:** Allow the continued use of Reclamation lands at Montour WMA for agricultural and grazing purposes when beneficial to wildlife and associated habitat values.

### Management Actions

**LMI 1.3.1:** Evaluate existing agricultural and grazing leases as they become due for review to comply with WMA goals and objectives.

**LMI 1.3.2:** Include specific measures in agricultural and grazing leases allowed within the WMA that are aimed at protecting habitat restoration, if deemed necessary.

**LMI 1.3.3:** Implement a monitoring program to ensure that WMA agricultural and grazing leases are in compliance with all leasing conditions.

**LMI 1.3.4:** Discontinue WMA leases that are not in compliance with lease conditions, and require habitat restoration as part of lease conditions.

***GOAL LMI 2: Ensure that reservoir operations are not disturbed as a result of other uses and activities.***

**Objective LMI 2.1:** Require that the Reclamation Zone (operation and maintenance area surrounding the dam) be described (history, purpose, function) and shown on publicly distributed materials.

### Management Action

**LMI 2.1.1:** Describe and show the Reclamation Zone on publicly distributed materials and signage.

**Objective LMI 2.2:** Safety and security of the dam and area surrounding the dam have priority over public access to this area; for safety and security reason, this area will remain closed to public access.

***GOAL LMI 3: Ensure protection of the public and public resource values and facilities.***

**Objective LMI 3.1:** Continue contracting and work with Gem County Sheriff's Department and Marine Patrol to ensure an adequate level of law enforcement on Reclamation lands and Black Canyon Reservoir.

### Management Actions

**LMI 3.1.1:** Monitor needs and annually fund County Sheriff to provide regular seasonal patrols at all recreation area, with increased patrols during weekends and holidays.

**LMI 3.1.2**: See REC 4.2.1.

**LMI 3.1.3:** See REC 1.3.1.

**Objective LMI 3.2:** Continue to operate under the current BLM/Gem County Fire District #2 Mutual Fire Protection and Disaster Assistance Agreement (signed June 1997) covering the area from the dam eastward, including Montour WMA.

### Management Actions

**LMI 3.2:1:** Evaluate if a formal agreement for fire suppression activities on Reclamation Project lands with the Gem County Fire District #2 covering the area from the dam eastward would be needed and if such an agreement would cause a modification of any existing wildland fire suppression agreement.

**LMI 3.2:2:** Work with applicable entities to develop and implement a Fire Protection and Management Plan as may be required.

**Objective LMI 3.3:** Coordinate with State Waterways and Gem County to provide reservoir users with information regarding boating safety and operating rules and regulations.

### Management Action

**LMI 3.3.1:** Disseminate State/County information to the public at all appropriate locations at Black Canyon Reservoir regarding boating safety through brochures, maps, signs, kiosks, or other appropriate means.

**Objective LMI 3.4:** Continue enforcing the no shooting safety zone around Montour Campground and around the east side of the old Montour Town Site.

### Management Actions

**LMI 3.4.1:** Develop and place signs around no-shooting zone that clearly demarcate the area.

**LMI 3.4.2:** Show and describe the WMA no-shooting zone on all maps and pamphlets.

**Objective LMI 3.5:** Work with the County and adjacent landowners to address activities and proposed uses on adjacent properties during the County approval process.

### Management Actions

**LMI 3.5.1:** Coordinate with appropriate entities in efforts at establishing wildlife buffers where development is proposed adjacent to Montour WMA.

**LMI 3.5.2:** Coordinate with appropriate entities in efforts at establishing wildlife buffers where development is proposed adjacent to the reservoir, wetlands, and riparian areas.

**LMI 3.5.3:** Provide information to appropriate entities on techniques to reduce visual contrast and enhance aesthetic design for developments adjacent to Reclamation lands. Examples might include:

1. Avoiding placing structures and roads on ridgetops.
2. Following topographic contours in road-building to reduce cut-and-fill scars.
3. Choosing environmental colors and using non-glare materials where possible.

***GOAL LMI 4: Provide informational, educational, and interpretive materials to increase public awareness of recreational opportunities, use restrictions, safety concerns, and natural and cultural resource values.***

**Objective LMI 4.1:** Using Reclamation's sign manuals as appropriate, develop clear, consistent signage to guide public access to and use of Reclamation lands and park facilities.

### Management Actions

**LMI 4.1.1:** Inventory existing signs and determine a prioritized list of additional sign needs.

**LMI 4.1.2:** Design, purchase, construct, and install signs as funding allows and according to the prioritized list.

**Objective LMI 4.2:** Provide informative and concise public information materials on a continuing basis at: fee stations, recreation areas; roadside pullouts; and through local merchants, chambers of commerce, government offices, and other means (such as the World Wide Web).

### Management Action

**LMI 4.2.1:** Prepare and disseminate updated information related to Black Canyon Reservoir and Montour WMA, working with IDFG and Gem County.

**Objective LMI 4.3:** Develop an interpretive program that illustrates and educates on the prehistoric, historic, and current land use practices, as well as natural features surrounding and visible from Black Canyon Reservoir and Montour WMA.

### Management Actions

**LMI 4.3.1:** Working with IDFG and other applicable agencies/entities (e.g., historical societies, Audubon Society, etc.), prepare appropriate interpretive and educational information.

**LMI 4.3.2:** See CUL 1.4.1 and REC 2.3.1.

**Objective LMI 4.4:** Provide opportunities for wildlife observation and other natural resource-based interpretation and education at appropriate reservoir and WMA locations.

### Management Actions

**LMI 4.4.1:** See REC 1.4.2 and REC 2.3.1.

***GOAL LMI 5: Achieve timely implementation and coordination of RMP programs and projects.***

**Objective LMI 5.1:** Establish and maintain a clear phasing schedule and list of priorities for RMP implementation; update on an annual basis.

### Management Action

**LMI 5.1.1:** Track and annually update progress on the Management Actions in the RMP implementation schedule.

**Objective LMI 5.2:** Seek Reclamation and managing partner (IDFG) joint funding to implement applicable RMP actions according to the priority list and phasing schedule.

### Management Action

**LMI 5.2.1**: Pursue implementation through a variety of sources including, but not limited to:

- Title 28 cost share program for recreation enhancements, which allows a 50 percent Federal contribution to match a 50 percent non-Federal managing partner contribution.
- Title 28 cost share program for fish and wildlife enhancement, improvement, and restoration projects, which allows a 75 percent Federal contribution to match a 25 percent non-Federal managing partner contribution.
- Idaho State Waterway or Recreational Vehicle Grants.
- Land and Water Conservation Fund Grants.
- Other Federal, State, and local cost share and grant programs.

**Objective LMI 5.3:** Keep stakeholders, surrounding landowners, and the public informed regarding the status of implementing the RMP.

### Management Actions

**LMI 5.3.1:** Provide news releases to the local media for major projects and accomplishments. Post or provide implementation information for major actions at the reservoir recreation sites and/or WMA.

**Objective LMI 5.4:** Maintain a positive relationship with users, neighboring landowners, and other management agencies, local government, and wildlife conservation groups.

### Management Actions

**LMI 5.4.1:** See NAT 1.6.2.

**LMI 5.4.2:** Cooperatively maintain fences and control noxious weed where necessary and possible.

Chapter 6

# Implementation Program

Chapter 6

# Implementation Program

## 6.1 Introduction

The success of this RMP will ultimately be measured by the degree to which it is implemented. This chapter provides a framework necessary to follow through with the Goals and Objectives, and implement the Management Actions presented in Chapter 5. This chapter consists primarily of a series of tables (Tables 6.1-1 through 6.1-6, presented at the end of this Chapter) that reiterate, prioritize, establish sequencing, identify responsibility for implementation, and designate key funding for each Management Action. The purpose of these tables is to assist resource managers, staff, and managing partners in implementing specific actions required to achieve the RMP's Goals and Objectives. These tables also provide a convenient mechanism to track implementation progress on a regular (annual) basis over the 15-year life of the plan.

## 6.2 Implementation Components

It should be noted that implementation in general for the Black Canyon Reservoir and Montour WMA RMP is dependant on Federal funding and in many cases is also dependant on cost share requirements. The timing indicated in Tables 6.1-1 through 6.1-6 is an approximation only and will depend on the availability of Federal and non-Federal cost share funds. Implementation of the RMP is organized into a series of specific Management Actions for each of the issues associated with Natural Resources; Cultural Resources; Indian Sacred Sites; Indian Trust Assets; Recreation and Access; and Land Use, Management, and Implementation. Tables 6.1-1 through 6.1-6 present a structure that addresses the key components of implementation. Each component is listed in a separate column in these tables and explained below.

### 6.2.1 Management Actions

Management Actions are specific action items intended to implement each Objective, consistent with Goals listed in Chapter 5. To avoid repetition with Chapter 5 in Tables 6.1-1 through 6.1-6, Management Actions are listed by number and a full description is provided.

### 6.2.2 Prioritization

Each Management Action is prioritized in a simple hierarchy ranging from "High" to "Low." High priority Management Actions are identified as critical to the success of this RMP. Management Actions identified as Medium priority are still considered important, but not critical. Low priority Management Actions are those that should be implemented if resources are available. Mandatory actions are listed as "Required" elements.

### 6.2.3 Related Management Actions

Other related or linked Management Actions for the same resource topic are identified in Column 3, as appropriate.

### 6.2.4 Timing and Sequencing

All Management Actions listed in the following tables are intended to be implemented during the life of this 15-year plan. The timing column identifies the specific timeframe, by indicating which year the action is anticipated to commence. Management Actions to be implemented continuously, annually, or on an as-needed basis are also indicated.

### 6.2.5 Lead Agency

A single agency with lead responsibility for implementation of each Management Action is listed (underlined) in Column 5. Agencies playing support roles are also listed in this column (not underlined). In addition to Reclamation, responsible agencies include: IDFG, Gem County Sheriff, and others.

### 6.2.6 Funding

Column 6 lists anticipated sources of funding for each Management Action. For example, potential funding and authority for recreation planning, enhancement, and development is from Reclamation's Title 28 cost sharing program with its partnering agencies.

### 6.2.7 Monitoring

Plan implementers are expected to monitor implementation progress through the life of the RMP. This column describes the type and timing of each specific Management Action to be implemented (as appropriate and needed).

## 6.3 Amending and Updating the RMP

### 6.3.1 Amending Information in the RMP

The RMP will be reviewed and amended on an as-needed basis to reflect changing conditions, new information, and budgetary realities. Much of this is expected to occur in response to activities related to monitoring actions (e.g., water quality) and facilities development when it occurs (e.g., day use area improvements, trails development, etc.). Any major changes or amendments to the RMP would require additional public involvement and NEPA analysis.

### 6.3.2 Updating the RMP

This RMP has an intended life of 15 years. Therefore, a thorough review will be needed to the RMP around 2019. Plan updates or plan amendments can be done whenever conditions warrant and require NEPA analysis and ample opportunity for public involvement, and agency and Tribal coordination.

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Wildlife, Vegetation, and Habitat Management** | | | | | | |
| **NAT 1.1.1:** Comply with Federal Endangered Species Act regarding all pertinent activities by using existing and future information in adaptive management of Federally protected species and their habitat. | R | NAT 1.1.2 | Ongoing | Reclamation, IDFG, USFWS | Various | If needed |
| **NAT 1.1.2:** In addition to ESA-protected species, specifically protect State species of special concern, including Idaho Conservation Data Center category S2 and S3 plants and plant communities. | H | NAT 1.1.1 | Ongoing | Reclamation, IDFG | Various | If needed |
| **NAT 1.1.3** TES and rare species surveys will be conducted as necessary, but prior to the start of construction. Any established search protocols will be followed. | R | NAT 1.1.1 1.1.2 | Ongoing | Reclamation, IDFG, USFWS | Reclamation and Various | If TES species located |
| **NAT 1.2.1:** Disturbed areas resulting from construction will be replanted with native vegetation in coordination with IDFG, with non-native species used as appropriate. Plant species will be selected to match the site's soil type, elevation, and surrounding vegetation. | R | NAT 1.2.3 | As needed | Reclamation, IDFG | Reclamation and IDFG | As needed to ensure planting success |
| **NAT 1.2.2:** To the maximum extent practicable, all existing trees, shrubs, and other naturally occurring vegetation will be preserved and protected from construction operations and equipment, except where clearing operations are required for permanent structures, approved construction roads, trails, or excavations operations. | R | NAT 1.2.2 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.3:** To the maximum extent practicable, all maintenance yards, field offices, and staging areas will be arranged to preserve trees, shrubs, and other vegetation. | R | NAT 1.2.2 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.4:** Clearing will be restricted to that area needed for construction. In sensitive habitat areas including, but not limited to, wetlands and riparian areas, clearing may be restricted to only a few feet beyond areas required for construction. | R | NAT 1.2.3 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.5:** Stream corridors, wetlands, riparian areas, steep slopes, or other critical environmental areas will not be used for equipment or materials storage or stockpiling; construction staging or maintenance; field offices; hazardous material or fuel storage, handling, or transfer; or temporary access roads in order to reduce environmental damage. | R | NAT 1.2.3 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 1.2.6:** Excavated or graded materials will not be stockpiled or deposited on or within 100 feet of any steep slopes (defined by industry standards), wetlands, riparian areas, or stream banks (including seasonally active ephemeral streams without woody or herbaceous vegetation growing in the channel bottom), or on native vegetation. | R | NAT 1.2.3 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.7:** To the maximum extent possible, staging areas, access roads, and other site disturbances will be located in disturbed areas, not in native or naturally occurring vegetation. | R | NAT 1.2.5 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.8:** The width of all new permanent access roads will be kept to the absolute minimum needed for safety, avoiding wetland and riparian areas where possible. Turnouts and staging areas will not be placed in wetlands. | R | NAT 1.2.5 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.9:** Minimize the amount of waste material and trash accumulations around construction areas and storage yards. | R | NAT 1.2.10 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.10:** Remove all unused materials and trash from construction and storage sites during the final phase of work. All removed material will be placed in approved sanitary landfills or storage sites, and work areas will be left to conform to the natural landscape. | R | NAT 1.2.9 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.11:** Grade disturbed land following construction to provide proper drainage and blend with the natural contour of the land. | R | NAT 3.1.1 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.12:** Construction activities that could impact fish shall be undertaken during non-spawning periods. | R | NAT 1.2.6 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 1.2.13:** If the proposed expansion for Cobblestone Park moves forward (i.e., dependent on implementation by a non-Federal public entity managing partner agreement between Reclamation and IDL), design considerations shall conserve the trees and shrubs onsite, control weeds, and limit vehicle use to roadways. | H | | As needed | Reclamation, Managing Partner | 50/50 Cost share | As needed |
| **NAT 1.3.1:** Protect and enhance wetland and riparian habitat quality by actively managing grazing or excluding livestock in wetland and riparian areas (see Figure 5.2-3). | H | | Initiate Year 1 | Reclamation, IDFG | N/A | As needed |
| **NAT 1.3.2:** Develop and implement a planned program for up to an additional 25 – 50 pond acres. | M | NAT 1.3.3 | Initiate Year 3 | Reclamation, IDFG | 75/25 Cost share | Follow Pond Mgmt. Plan recommend-ations |
| **NAT 1.3.3** Develop and implement a long-term pond maintenance plan for all ponds within the Montour WMA, including monitoring for/of: infiltration of Eurasian milfoil, water control structure operability, and water flow (to decrease stagnant water and help control mosquitoes). | M | NAT 1.3.2 | Initiate Year 3 | Reclamation, IDFG | 75/25 Cost share | Follow Pond Mgmt. Plan recommend-ations |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 1.3.4** Based on field review of project sites, avoid sensitive wetland plants and communities. | H | | Ongoing | Reclamation, IDFG | 75/25 Cost share | As needed |
| **NAT 1.3.5** Obtain water rights following the State process, utilizing water for wetlands from natural seepage and/or agricultural wastewater. | R | | Initiate Year 3 | Reclamation, IDFG | 75/25 Cost share | As needed |
| **NAT 1.3.6** Where possible develop new wetlands/open water ponds in upland areas at Montour WMA, but within wet meadows if water sources are more appropriate. No ground-disturbing activities shall be undertaken before a field review is conducted to determine the likelihood of occurrence of sensitive species (e.g., spotted frog). If warranted, a sensitive species survey would be conducted following established protocols and seasonal requirements. Project implementation and design would be based on the findings of the survey. | M | NAT 1.3.8 | Initiate Year 3 | Reclamation, IDFG | 75/25 Cost share | As needed |
| **NAT 1.3.7** Proportionally replace areas and habitat value of all wetland and riparian areas that are directly impacted or degraded by implementation actions. | H | | As Needed | Reclamation, IDFG | 75/25 Cost share | As needed |
| **NAT 1.3.8** Reclamation will manage the pond that will be constructed at NW1/4, SE1/4, of Section 22, Township 7N, Range 1E, Benchmark Gem County based on the following stipulations in Idaho Department of Water Resources Permit No. 65-22696:<br>1. Reclamation will incorporate an emergency spillway into the pond design to prevent the possible backup and uncontrolled release of water and additional flooding of the road.<br>2. Reclamation will maintain the pond and the area in and around the pond with an Integrated Pest Management Plan. | H | NAT 1.3.6 | Initiate Year 1 | Reclamation, IDFG | 75/25 Cost share | As needed |
| **NAT 1.4.1:** Work with partner agencies (IDFG, Gem County Weed Control, and Upper Payette CWMA) to develop and implement an Integrated Pest Management Plan for the RMP study area. | R | NAT 1.4.2 | Initiate Year 3 | Reclamation, IDFG Gem County Weed Control, Upper Payette CWMA | Reclamation | As specified in IPM Plan |
| **NAT 1.4.2:** Seek additional funding to implement actions related to the control of noxious weeds. | H | NAT 1.4.1 | Initiate Year 1 | Reclamation | Reclamation | N/A |
| **NAT 1.4.3:** Actively monitor all sites that are disturbed for facilities for these invasive species. All infestations shall be treated in accordance with accepted methods and agreements with IDFG and Gem County and in accordance with Reclamation's Integrated Pest Management Plan. | H | NAT 1.4.1 | Initiate Year 2 | Reclamation, IDFG Gem County Weed Control | Reclamation | As specified in IPM Plan |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 1.4.4:** If the expansion proposed for Black Canyon Park (i.e., dependent on implementation by a non-Federal managing partner) takes into account the riparian edge of the reservoir, its design shall include removing false indigo and other weedy species that are invading along the riparian zone, and leaving native vegetation in place. | H | | As Needed | Reclamation, Managing Partner | 50/50 Cost share | As Needed |
| **NAT 1.5.1:** Support IDFG's efforts to optimize production of waterfowl and upland game birds in the Montour WMA. Specific strategies include:<br>1. Annually maintain waterfowl nesting structures.<br>2. Monitor and manage additional residual nesting cover on approximately 50% of the upland habitat within the WMA so as to optimize the vigor, bio-diversity, and density of vegetation.<br>3. Develop additional ponds according to established priorities and rare species and community protection, as funding becomes available. Ensure that appropriate measures are instituted at any new ponds to control mosquitoes, aquatic weeds, and other pests, per the Integrated Pest Management Plan (see NAT 1.4).<br>4. Maintain and increase water control structures to stabilize water levels to prevent nest flooding.<br>5. Utilize media to distribute information on the importance of protecting wildlife during the spring production period.<br>6. Enforce area closures to minimize disturbances to wildlife. | H | | Ongoing | IDFG, Reclamation | 75/25 Cost share | As Needed |
| **NAT 1.5.2:** Support IDFG's efforts to increase upland wildlife carrying capacity. Specific strategies include:<br>1. Maintain tall grass/forb areas providing dense nesting cover during spring nesting season.<br>2. Plant food plots in irrigated areas with emphasis on perennial plants.<br>3. Use the IDFG Habitat Improvement Program to establish food sources and nesting area.<br>4. Use reservists and volunteers to establish and maintain these habitats.<br>5. Establish forbs as permanent cover for upland wildlife.<br>6. Encourage heavy cattail stands to provide thermal cover. | H | | Ongoing | IDFG, Reclamation | 75/25 Cost share | As Needed |
| **NAT 1.5.3:** Work with IDFG and Gem County Sheriff Department to enforce seasonal closures for nesting and other pertinent wildlife protection measures at Montour WMA. Nesting habitat shall be protected by restricting activities during the nesting season) (i.e., February 1 - July 31). | H | | Ongoing | IDFG, Reclamation | N/A | As Needed |
| **NAT 1.5.4**: Work toward an agreement with local ditch company regarding ditch maintenance to facilitate protecting and enhancing wildlife and habitat values in Montour WMA. | M | | Initiate Years 2 – 5 | Reclamation, IDFG, Ditch Company | 75/25 Cost share | As Needed |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 1.5.5:** Maintain fishery to optimize resources for the benefit of wildlife at Montour WMA as well as the public by accommodating fishing opportunities outside of restricted seasons of use. | M | | Ongoing | IDFG, Reclamation | 75/25 Cost share | As Needed |
| **NAT 1.5.6:** Undertake wildfire rehabilitation in keeping with wildlife habitat values and the intent of the WMA. | H | | As Needed | IDFG, Reclamation | 75/25 Cost share | As Needed |
| **NAT 1.5.7:** Implement prescribed burning for habitat manipulation followed by appropriate planting. | M | | As Needed | IDFG, Reclamation | 75/25 Cost share | As Needed |
| **NAT 1.6.1:** Update the MOU between Reclamation and IDFG acknowledging the boundary and other management changes adopted as part of the RMP. | H | | Initiate Year 1 | Reclamation, IDFG | N/A | N/A |
| **NAT 1.6.2:** Institute a program to clearly mark and maintain the boundary between Reclamation and private property along the newly established WMA boundary. | M | | Initiate Year 3 | Reclamation, IDFG | Reclamation | As Needed |
| **NAT 1.6.3:** Show the expanded WMA area on all maps prepared for the Black Canyon Reservoir and Montour WMA (e.g., signs and pamphlets). | H | | Ongoing | Reclamation, IDFG | Reclamation | As Needed |
| **NAT 2.1.1:** Parking lots shall be designed to promote efficient vehicle and boat traffic to prevent congestion and pollution. | R | NAT 2.4.1, 2.4.2, | As needed | Reclamation, IDFG | N/A | N/A |
| **NAT 2.1.2:** Waste facilities shall be connected, whenever possible, to sanitary sewer systems instead of septic tanks to avoid water quality problems from failed tanks. | R | NAT 3.1.1, 3.1.4 | As needed | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 2.2.1:** See NAT 1.4.3. | | | | | | |
| **NAT 2.3.1:** Prohibit motorized vehicle use outside of designated areas. Install and maintain signs and barriers where needed. | H | NAT 3.5.3 | Ongoing | Reclamation, IDFG | IDFG | As needed |
| **NAT 2.4.1:** Comply with all Federal and State laws related to control and abatement of water pollution. Dispose of all waste material and sewage from construction activities or project-related features according to Federal and State pollution control regulations. | R | NAT 3.1.1 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | N/A |
| **NAT 2.4.2:** Instruct contractors on the potential need to obtain a National Pollutant Discharge Elimination System (NPDES) permit as established under Public Law 92B500 and amended by the Clean Water Act (Public Law 95B217). | R | NAT 3.1.1, 4.1.2 | As needed | Reclamation, IDFG | N/A | As needed |
| **NAT 2.4.3:** Require construction methods that prevent entrance or accidental spillage of pollutants into watercourses and underground water sources. Potential pollutants and wastes include refuse, garbage, cement, concrete, sewage effluent, industrial waste, oil and other petroleum products, aggregate processing tailings, mineral salts, drilling mud, and thermal pollution. | R | NAT 1.2.6, 2.2.3, 3.1.1 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | During construction and shortly after |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 2.4.4:** Any construction wastewater discharged into surface waters will be essentially free of settling material. Water pumped from behind cofferdams and wastewater from aggregate processing, concrete batching, or other construction operations shall not enter streams or watercourses without water quality treatment. Turbidity control methods may include settling ponds; gravel-filter entrapment dikes; approved flocculating processes not harmful to fish or other aquatic life; recirculation systems for washing aggregates; or other approved methods. | R | NAT 1.2.6, 2.2.3, 3.1.1 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | During construction and shortly after |
| **NAT 2.4.5:** Any riprap shall be free of contaminants and not contribute significantly to the turbidity of the reservoir. | R | NAT 1.2.6, 2.2.3, 3.1.1 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | During construction and shortly after |
| **NAT 2.4.6:** Appropriate controls to reduce stormwater pollutant loads in post-construction site runoff shall be followed. The appropriate facilities shall be properly designed, installed, and maintained to provide water quality treatment for runoff originating from all recreational facilities. | R | NAT 1.2.6, 2.2.3, 3.1.1 | Ongoing | Reclamation, IDFG | Reclamation and IDFG | During construction and shortly after |
| **NAT 3.1.1:** Where possible, work cooperatively with applicable agencies such as Gem County, Boise County, BLM, and the U.S. Forest Service, as well as affected private landowners to establish BMPs for surrounding lands where off-site activities may affect Reclamation lands and Black Canyon Reservoir. | M | | Ongoing | Reclamation, IDFG | N/A | N/A |
| **NAT 3.2.1:** See NAT 1.2.4, 1.2.5, 1.2.6, 1.2.8, 1.3.1. | | | | | | |
| **NAT 3.3.1:** See NAT 2.3.1. | | | | | | |
| **NAT 3.4.1:** Employ applicable recognized BMPs in the design and construction of facilities to prevent possible soil erosion and subsequent water quality impacts. | R | NAT 4.4.2 – 4.4.5 | Ongoing | Reclamation, IDFG, Others | Various | As needed |
| **NAT 3.4.2:** Utilize the planting of grasses, forbs, trees, or shrubs beneficial to wildlife, or the placement of riprap, sand bags, sod, erosion mats, bale dikes, mulch, or excelsior blankets to prevent and minimize erosion and siltation during construction and during the period needed to re-establish permanent vegetative cover on disturbed sites. | R | NAT 4.3.2, 4.4.5 | Ongoing | Reclamation, IDFG, Others | Various | As needed |
| **NAT 3.4.3:** Initiate erosion control and site restoration measures as soon as a particular area is no longer needed for construction, stockpiling, or access. Arrange schedules to minimize exposure of soils. | R | NAT 1.2.6, 2.2.3, 3.1.1 | As needed | Reclamation, IDFG, Others | Reclamation and IDFG | As needed |
| **NAT 3.4.4:** Any cuts and fills for relocated or new roads will be sloped according to acceptable engineering standards to facilitate revegetation. | R | NAT 1.2.7, 1.2.8 | As needed | Reclamation, IDFG, Others | Various | As needed |

**Table 6.1-1. Management Actions for Natural Resources (NAT).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **NAT 3.4.5:** Place soil or rock stockpiles, excavated materials, or excess soil materials outside sensitive habitats including water channels, wetlands, riparian areas, and on native or naturally occurring vegetation. Shape and revegetate waste piles to provide a natural appearance, except for wetland construction as per Section 404. | R | NAT 1.2.6, | As needed | Reclamation, IDFG, Others | Various | As needed |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.

**Table 6.1-2. Management Actions for Cultural Resources (CUL).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Land-Based Sites and Facilities** | | | | | | |
| **CUL 1.1.1:** Complete pedestrian archeological surveys when ground-disturbing actions are proposed in unsurveyed locations. Complete site evaluation actions to determine National Register eligibility to sites threatened by new actions, land use, or project operations, and address impacts to eligible sites. | R | | Ongoing | Reclamation, IDFG | various | N/A |
| **CUL 1.1.2:** Complete tribal consultations, as necessary, to determine if TCPs are present in areas of new ground-disturbing actions, or are in or near focused use areas. If present, assess and address impacts from new actions or existing use. | R | | Ongoing | Reclamation, IDFG | various | N/A |
| **CUL 1.1.3:** If Indian tribes identify culturally important resources within new development areas, avoid adverse impacts to those resource locations when avoidance will accomplish broader agency responsibilities, is cost effective, and lies within Reclamation's authority. | R | | As needed | Reclamation, IDFG | N/A | N/A |
| **CUL 1.1.4:** In the event of discovery of human remains of Indian origin, complete protective actions and tribal notification and consultation actions per 43 CFR 10. | R | | As needed | Reclamation, IDFG | Reclamation | N/A |
| **CUL 1.1.5:** Design facilities to avoid or minimize cultural resource damage. | R | | As needed | Reclamation, IDFG | N/A | N/A |
| **CUL 1.2.1:** Monitor for changes in integrity or condition, National Register-eligible or unevaluated sites or TCPs that are in or near focused use areas. | H | | As needed | Reclamation, IDFG | various | As required |

**Table 6.1-2. Management Actions for Cultural Resources (CUL).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **CUL 1.2.2** Evaluate and nominate to the National Register (if justified) the Montour Townsite building foundations. | M | | Initiate Year 6 | Reclamation, IDFG | N/A | N/A |
| **CUL 1.2.3** Designate the Marsh-Ireton Ranch as an historic district. | M | | Initiate Year 7 | Reclamation, IDFG | N/A | N/A |
| **CUL 1.2.4:** Designate the old Montour Townsite and archeological sites as an historic district. | M | | Initiate Year 7 | Reclamation, IDFG | N/A | N/A |
| **CUL 1.2.5:** Retain the historic Palmer House as an intact, standing structure, after the house is vacated by the present occupant (level of protection and maintenance to be tied to funding availability). Demolition of the building would be a last resort only; it would occur only after other alternatives are analyzed and found to be infeasible, and after acceptable mitigation (such as the Historic American Engineering Record) is arrived at through Section 106 consultation. | L | | Initiate Year 8 | Reclamation, IDFG | Reclamation | N/A |
| **CUL 1.2.6:** Explore possible use of the Palmer House for interpretive and educational purposes through a cost-share partnership with a non-Federal public entity. | L | | Initiate Year 10 | Reclamation, IDFG | Reclamation | N/A |
| **CUL 1.3.1:** Develop guidelines/procedures and provide training for IDFG staff, lease holders, and other managing partners to increase awareness of the NHPA and other cultural resource statutory requirements. | M | | Initiate Year 5 | Reclamation, IDFG | Reclamation | N/A |
| **CUL 1.4.1:** Work with local partners to provide educational information about resource values and to interpret area history. | M | | Initiate Year 4 | Reclamation, IDFG | Reclamation | N/A |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.

**Table 6.1-3. Management Actions for Indian Sacred Sites (ISS).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Land-Based Sites and Facilities** | | | | | | |
| **ISS 1.1.1:** Consult with Indian tribes when it appears that sacred sites might be present in areas of new ground-disturbance, or in locations where sacred sites might be damaged by existing public land uses. If present, seek to avoid damages and maintain access when implementing new actions. | R | ISS 1.1 1.2 | Ongoing | Reclamation, Tribes, IDFG | Various | N/A |
| **ISS 1.2.1:** Consult when it appears that sacred sites might be present in areas of focused public use. If present, seek to resolve impacts and maintain access. | R | ISS 1.1 1.2 | Ongoing | Reclamation, Tribes, IDFG | As needed | As needed |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.

**Table 6.1-4. Management Actions for Indian Trust Assets (ITAs).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Land-Based Sites and Facilities** | | | | | | |
| **ITA 1.1.1:** Use the NEPA process to assess potential future impacts to ITAs that may exist. | R | | Ongoing | Reclamation, Tribes, IDFG | N/A | N/A |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.

**Table 6.1-5. Management Actions for Recreation and Access (REC).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Land-Based Sites and Facilities** | | | | | | |
| **REC 1.1.1:** Hold discussions with the City of Emmett, Gem County, and IDPR to continue exploring partnership opportunities. | M | N/A | Year 5 | Reclamation, Emmett, Gem County, IDPR | N/A | N/A |
| **REC 1.1.2:** Pursue all other viable partnership opportunities if/when they arise. | M | N/A | As needed | Reclamation, Others | N/A | N/A |
| ** **REC 1.1.3:** Work with IDL on lease agreement for lands at Cobblestone Park that lie adjacent to river. | M | REC 1.2.4 | Initiate Year 3 | Reclamation, IDL | N/A | N/A |
| ** **REC 1.1.4:** Expand facilities/area at Cobblestone Park to accommodate additional recreational activities and demand (e.g., disc golf, group use area, better fishing access, camping, additional picnic sites). | L | REC 1.1.2, 1.2.3 | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 Cost share | As needed |
| ** **REC 1.1.5:** Improve and add facilities at Wild Rose Park to accommodate additional day use and group-related activities, and fishing access to the river. | L | REC 1.1.2 | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 Cost share | As needed |
| ** **REC 1.1.6:** Improve facilities at Triangle Park to better accommodate day use and group-related activities. | L | REC 1.1.2 | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 Cost share | As needed |
| ** **REC 1.1.7:** Expand and/or reconfigure facilities at Black Canyon Park to accommodate increased day use and group-related activities. | L | REC 1.1.2, 3.3.1 | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 Cost share | As needed |
| **REC 1.3.1:** Provide signs at highway boat ramps indicating rules, regulations, and restrictions related to use of Black Canyon Reservoir and Montour WMA. | M | REC 4.3.1, 4.4.2, 5.1.2 | Initiate Year 3 | Reclamation, IDFG, Gem County, Others | Reclamation | N/A |
| **REC 1.3.2:** Designate a non-motorized boating access area (take-out site) adjacent to Highway Ramp #3. | M | REC 1.1.2, 5.1.3 | TBD as per REC 1.1.2 | Reclamation Gem County | Reclamation | As needed |
| **REC 1.4.1:** Evaluate requests for uses of Reclamation lands/facilities on a case-by-case basis using Reclamation's application process to ensure compatibility with resource protection objectives and to minimize user conflicts. | H | N/A | As needed | Reclamation | N/A | N/A |
| **REC 1.4.2:** Limit uses within Montour WMA to those that are dependent on wildlife or wildlife habitat values, which may include: interpretation, wildlife observation, fishing, hunting, and dog trials. | H | REC 1.4.2 | N/A | Reclamation, IDFG | N/A | N/A |
| **REC 1.4.3:** Designate and utilize Triangle Park as the primary location for group use for Black Canyon Reservoir through Reclamation's reservation system at Black Canyon Reservoir. | H | REC 1.4.2 | Ongoing | Reclamation | Group use applicant | As needed |

**Table 6.1-5. Management Actions for Recreation and Access (REC).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **REC 2.1.1:** Provide fishing opportunities during periods that do not conflict with nesting or brooding waterfowl. | M | N/A | Ongoing | IDFG, Reclamation | N/A | N/A |
| **REC 2.1.2:** Maintain permanent cover for game birds. | H | N/A | Initiate Year 1 | IDFG, Reclamation | 75/25 cost share | As needed |
| **REC 2.1.3:** Develop ponds to provide additional waterfowl hunting sites (pond design shall also enhance dabbling duck production). | M | N/A | Year 4 | IDFG, Reclamation | 75/25 cost share | Seasonally |
| **REC 2.1.4:** Monitor hunter activities related to upland game and waterfowl hunting and implement strategies to alleviate conflicts, if necessary. | M | REC 2.2.1 | Initiate Year 3 | IDFG, Reclamation | 75/25 cost share | Seasonally |
| **REC 2.2.1:** Adjust public use in response to wildlife management goals, sportsman needs, and perceptions to hunter satisfaction and public support for options to improve and or ensure hunter satisfaction and public support. Options may include the following:<br>1. Further expansion of the wildlife management area.<br>2. Create controlled upland game and waterfowl hunting system similar to big game hunts.<br>3. Allow hunters to use area depending on hunter's license number. Odd numbers use odd days and even numbers use even days.<br>4. Limit hunters to one box of shotgun shells each day (i.e., 25 shells). This would reduce length of stay of some hunters. It would also discourage high shooters.<br>5. Start and end deer season before pheasant season begins.<br>6. Use first come, first served system with day number limit. Allow individuals limited visits per season.<br>7. Limit the number of hunters by establishing blinds or shooting stations (exclusive areas for hunters). | H | REC 2.1.4 | As needed | IDFG, Reclamation | 75/25 cost share | N/A |
| **REC 2.3.1:** Provide environmental education to groups (scout troops, school classes, bird watchers, and sportsmen). | L | N/A | Ongoing | IDFG, Reclamation | 75/25 cost share | N/A |
| **REC 2.3.2:** Allow use of pertinent locations within Montour WMA for individualized dog training (i.e., non-group oriented events), educational and service-oriented scout activities, etc. according to established seasonal and locational restrictions consistent with IDFG regulations | M | REC 2.2.1, 2.3.3, 2.3.4 | Ongoing | IDFG, Reclamation | N/A | Ongoing |
| **REC 2.3.3:** Monitor and manage public use to ensure maintenance of wildlife and their habitats. | H | REC 2.1.4, 2.2.1, 2.3.3 | Ongoing | IDFG, Reclamation | 75/25 cost share | Ongoing |
| **REC 2.3.4:** Monitor consumptive and non-consumptive uses and implement strategies to alleviate conflicts, if necessary. | H | REC 2.1.4, 2.2.1, 2.2.2 | Ongoing | IDFG, Reclamation | 75/25 cost share | Ongoing |

**Table 6.1-5. Management Actions for Recreation and Access (REC).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **REC 2.3.5:** Continue to limit seasonal public access in nesting and brooding areas. | H | N/A | Ongoing | IDFG, Reclamation | N/A | Seasonal |
| **REC 2.3.6:** Allow foot traffic recreation on trails and designated roads; no vehicles allowed off of designated roads. | M | N/A | Initiate Year 3 | IDFG, Reclamation | N/A | N/A |
| **REC 2.3.7:** Write newspaper articles and news releases, and conduct tours to promote Montour WMA and its wildlife and recreation values as opportunities arise. | M | N/A | Ongoing | Reclamation, IDFG | Reclamation | N/A |
| **REC 2.3.8:** Develop self-guided wildlife tour for periods not conflicting with hunting on critical wildlife production. | L | N/A | Initiate Year 3 | IDFG, Reclamation | 75/25 cost share | N/A |
| ****REC 2.4.1:** Upgrade the campsites at Montour Campground to accommodate larger RVs. | L | N/A | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 cost share | As needed |
| ****REC 3.1.1**: Any expansion plans for Black Canyon Park shall consider adding an additional or expanding the existing swimming area. | L | REC 1.1.2, 1.2.7 | TBD as per REC 1.1.2 | Reclamation, Managing Partner | 50/50 cost share | As needed |
| **REC 3.2.1:** Annually monitor and adjust, if necessary, Reclamation's agreement with Gem County Waterways Commission. | H | N/A | Annually | Reclamation, Gem County Waterways | N/A | N/A |
| **REC 3.3.1**: See REC 2.1.1 | | | | | | |
| **REC 3.3.2** Enhance and provide safe shoreline fishing opportunities and associated parking at Black Canyon Reservoir. | M | REC 1.1.2, | Year 5 | Reclamation, Managing Partner | 50/50 cost share | As needed |
| **REC 4.1.1**: Work with the County to address crowding and the potential for associated user conflicts on the reservoir from boating by implementing an informal monitoring and assessment of boating and other water surface activities annually through 2009. Also assess upward trends (if any) in accidents prior to potentially taking measures that may restrict additional activities. The monitoring will include counting boats on high use days, reviewing all accidents (i.e., to assess whether the number of boats contributed to the accident), talking to users regarding boating, and continuous monitoring of the water surface. | H | REC 1.1.2 | TBD as per REC 1.1.2 | Reclamation, Gem County | Reclamation | As needed |
| **REC 4.2.1**: Monitor needs and annually fund County Sheriff to provide regular seasonal boat patrols at Black Canyon Reservoir, with increased patrols during weekends and holidays. | H | N/A | Annually | Reclamation, Gem County Sheriff | Reclamation | Ongoing |
| **REC 4.3.1**: Prepare and make available at all boat ramps signage addressing boating safety and operating rules and regulations. | M | REC 1.3.1 | Ongoing | Reclamation | Reclamation | N/A |
| **REC 5.1.1**: Formalize parking within the WMA by providing fewer and larger signed parking areas (i.e., less small, dispersed sites) and eliminating other ad hoc parking areas. | H | N/A | Initiate Year 2 | IDFG, Reclamation | 75/25 cost share | As needed |

**Table 6.1-5. Management Actions for Recreation and Access (REC).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **REC 5.1.2**: Formalize access in the WMA by providing signed open and closed roads; eliminate unused ad hoc roads. Install barriers as necessary to regulate motorized access. | H | N/A | Initiate Year 3 | IDFG, Reclamation | 75/25 cost share | As needed |
| **REC 5.1.3**: Work with IDFG to develop a non-motorized boat launch area (put-in and take-out site) adjacent to the Payette River bridge. | M | REC 1.3.2 | Initiate Year 4 | IDFG, Reclamation | 50/50 cost share | As needed |
| **REC 5.2.1**: Establish and implement a Memorandum of Understanding with ITD to coordinate and provide adequate signage at/to designated recreation areas and highway boat ramps to accommodate better visibility and safe ingress/egress at these locations, as well as other methods to increase highway safety and address access-related issues in the RMP study area. | H | REC 5.2.2, 5.2.3 | Initiate Year 1 | Reclamation, ITD | Cost share | As needed |
| **REC 5.2.2**: Coordinate with ITD and the County Sheriff to install barriers to prevent roadside (ad hoc) parking where it is occurring. | H | REC 5.2.1, 5.2.3 | Initiate Year 1 | Reclamation, ITD, Gem County Sheriff | Reclamation | As needed |
| **REC 5.2.3:** Work with Gem County to improve parking and vehicular circulation within the highway "County" boat ramp areas to better accommodate safe vehicular movement. | H | REC 5.2.1, 5.2.3 | Initiate Year 1 | Reclamation | Reclamation | As needed |
| **REC 5.2.4:** Work with the County to enforce no parking at areas adjacent to recreation sites and highway boat ramps. | H | | Ongoing | Reclamation, Gem County | N/A | As needed |
| ****REC 5.3.1**: Work with entities to ensure that accessibility and safety are addressed. | H | | Ongoing | Reclamation | N/A | As needed |
| ****REC 5.4.1**: If available, work with managing partner for new trail development and maintenance, and ensure that accessibility and safety are addressed | H | | Ongoing | Reclamation, Managing Partner | 50/50 cost share | As needed |
| ****REC 5.4.2:** Stay abreast of any changes related to Thunder Mountain Railroad Company plans and future use or disposal of the railroad and associated right-of-way. If at a future time the railroad company decides to abandon use of the railroad/right-of-way, then cooperate with other agencies to potentially acquire the railroad right-of-way adjacent to and through the reservoir/WMA to use as a public trail. | H | | Ongoing | Reclamation | N/A | N/A |
| **REC 5.6.1**: Update the accessibility review for all recreation sites and upgrade as necessary. | H | N/A | Initiate Year 2 | Reclamation | Reclamation | N/A |

**Table 6.1-5. Management Actions for Recreation and Access (REC).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **REC 5.6.2**: Provide an accessible fishing pier at the easternmost portion of Black Canyon Park. | M | REC 1.1.2, 1.2.7, 3.3.2 | Year 4 | Reclamation, and/or Managing Partner (if available) | Reclamation or 50/50 Cost share | As needed |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.
- **Adoption and implementation of the objectives and/or management actions denoted with an "**" are dependent on Reclamation getting a non-Federal managing partner and/or concession agreement to manage recreation at Black Canyon Reservoir and Montour Campground.
- All new facilities, programs, and information will be designed in accordance with current standards for accessibility for persons with disabilities.
- TBD = to be determined.

**Table 6.1-6. Management Actions for Land Use, Management, and Implementation (LMI).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **Land-Based Sites and Facilities** | | | | | | |
| **LMI 1.1.1:** Design new facilities to be compatible with scenic values, ensuring that they are not intrusive to the surrounding landscape. | H | LMI 1.1.2 | As needed | Reclamation, IDFG, Others | N/A | N/A |
| **LMI 1.1.2:** To the maximum extent possible, preserve and use native plants for landscaping. Facilities shall incorporate sustainable development elements as much as possible and be designed and positioned in a manner that is least intrusive to the area's scenic qualities. | H | LMI 1.1.1 | As needed | Reclamation, IDFG, Others | N/A | As needed |
| **LMI 1.1.3:** Require and ensure compliance with applicable design standards, guidelines, and BMPs for erosion control structures and any other permitted improvements on Reclamation shore lands. | H | LMI 1.1.1 | As needed | Reclamation, IDFG, Others | N/A | As needed |
| **LMI 1.2.1:** Include specific measures in agricultural and grazing leases allowed adjacent to the reservoir that are aimed at protecting habitat restoration, if deemed necessary. | H | LMI 1.2.2, 1.2.3 | Year 1 | Reclamation | N/A | N/A |
| **LMI 1.2.2:** Implement a monitoring program to ensure that reservoir agricultural and grazing leases are in compliance with all leasing conditions. | H | LMI 1.2.1, 1.2.3 | Year 1 | Reclamation | N/A | As per monitoring program |
| **LMI 1.2.3:** Discontinue reservoir leases that are not in compliance with lease conditions, and require habitat restoration as part of lease conditions. | H | LMI 1.2.1, 1.2.2 | As needed | Reclamation | N/A | As per monitoring program |
| **LMI 1.3.1:** Evaluate existing agricultural and grazing leases as they become due for review to comply with WMA goals and objectives. | H | LMI 1.3.2, 1.3.3, 1.3.4 | Ongoing | Reclamation | N/A | N/A |
| **LMI 1.3.2:** Include specific measures in agricultural and grazing leases allowed within the WMA that are aimed at protecting habitat restoration, if deemed necessary. | H | LMI 1.3.1, 1.3.3, 1.3.4 | Year 2 | Reclamation, IDFG | N/A | N/A |
| **LMI 1.3.3:** Implement a monitoring program to ensure that WMA agricultural and grazing leases are in compliance with all leasing conditions. | H | LMI 1.3.1, 1.3.2, 1.3.4 | Year 1 | Reclamation, IDFG | N/A | As per monitoring program |
| **LMI 1.3.4:** Discontinue WMA leases that are not in compliance with lease conditions, and require habitat restoration as part of lease conditions. | H | LMI 1.3.1, 1.3.2, 1.3.3 | As needed | Reclamation | N/A | As per monitoring program |

**Table 6.1-6. Management Actions for Land Use, Management, and Implementation (LMI).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **LMI 2.1.1:** Describe and show the Reclamation Zone (dam and area surrounding the dam) on publicly distributed materials and signage. | M | LMI 2.2.1 | Initiate Year 2 | Reclamation | Reclamation | N/A |
| **LMI 3.1.1:** Monitor needs and annually fund County Sheriff to provide regular seasonal patrols at all recreation area, with increased patrols during weekends and holidays. | H | N/A | Annually | Reclamation, Gem County Sheriff | Reclamation | Ongoing |
| **LMI 3.1.2:** See REC 4.2.1 | | | | | | |
| **LMI 3.2.1:** Evaluate if a formal agreement for fire suppression activities on Reclamation lands with the Gem County Fire District #2 covering the area from the dam eastward would be needed and if such an agreement would cause a modification of any existing wildland fire suppression agreement. | H | LMI 3.2.2 | Initiate Year 3 | Reclamation, Gem County Fire Department | N/A | N/A |
| **LMI 3.2.2:** Work with applicable entities to develop and implement a Fire Protection and Management Plan as may be required. | H | LMI 3.2.1 | Initiate Year 3 | Reclamation, BLM, Gem County Fire Department, IDFG | Reclamation | N/A |
| **LMI 3.3.1:** Disseminate State/County information to the public at all appropriate locations at Black Canyon Reservoir regarding boating safety through brochures, maps, signs, kiosks, or other appropriate means. | H | N/A | Ongoing | Reclamation, Gem County Sheriff | Reclamation | As needed |
| **LMI 3.4.1:** Develop and place signs around no-shooting zone that clearly demarcate the area. | H | LMI 3.4.2 | Initiate Year 2 | Reclamation, IDFG, Gem County Sheriff | Reclamation | N/A |
| **LMI 3.4.2:** Show and describe the WMA no-shooting zone on all maps and pamphlets. | H | LMI 3.4.2 | Initiate Year 2 | Reclamation, IDFG | Reclamation | N/A |
| **LMI 3.5.1:** Coordinate with appropriate entities in efforts at establishing wildlife buffers where development is proposed adjacent to Montour WMA. | M | LMI 3.5.2, 3.5.3 | As Needed | Reclamation, IDFG | N/A | N/A |
| **LMI 3.5.2:** Coordinate with appropriate entities in efforts at establishing wildlife buffers where development is proposed adjacent to the reservoir, wetlands, and riparian areas. | M | LMI 3.5.1, 3.5.3 | As Needed | Reclamation, IDFG | N/A | N/A |
| **LMI 3.5.3**: Provide information to appropriate entities on techniques to reduce visual contrast and enhance aesthetic design for developments adjacent to Reclamation lands. Examples might include:<br>1. Avoiding placing structures and roads on ridgetops.<br>2. Following topographic contours in road-building to reduce cut-and-fill scars.<br>3. Choosing environmental colors and using non-glare materials where possible. | M | LMI 3.5.1, 3.5.2 | As Needed | Reclamation | N/A | N/A |

**Table 6.1-6. Management Actions for Land Use, Management, and Implementation (LMI).**

| Action | Priority | Related Mgmt Actions | Timing/ Sequence | Lead Agency[1] | Funding | Monitoring |
|---|---|---|---|---|---|---|
| **LMI 4.1.1:** Inventory existing signs and determine a prioritized list of additional sign needs. | H | LMI 4.1.2 | Initiate Year 1 | Reclamation, IDFG, Gem County Sheriff | Reclamation | N/A |
| **LMI 4.1.2:** Design, purchase, construct, and install signs as funding allows and according to the prioritized list. | H | LMI 4.1.1 | Initiate Year 2 | Reclamation, IDFG | Reclamation | N/A |
| **LMI 4.2.1:** Prepare and disseminate updated information related to Black Canyon Reservoir and Montour WMA, working with IDFG and Gem County. | M | N/A | Ongoing | Reclamation, IDFG | Reclamation | Ongoing |
| **LMI 4.3.1:** Working with IDFG and other applicable agencies/entities (e.g., historical societies, Audubon Society, etc.), prepare appropriate interpretive and educational information. | M | N/A | Ongoing | Reclamation, IDFG, Others | Reclamation | Ongoing |
| **LMI 4.3.2:** See CUL 1.4.1 and REC 2.3.1. | | | | | | |
| **LMI 4.4.1:** See REC 1.4.2 and REC 2.3.1. | | | | | | |
| **LMI 5.1.1:** Track and annually update progress on the Management Actions in the RMP implementation schedule. | H | All | Initiate Year 1 | Reclamation, IDFG | Reclamation | Ongoing |
| **LMI 5.2.1:** Pursue implementation through a variety of sources including, but not limited to:<br>1. Title 28 cost share program for recreation enhancements, which allows a 50% Federal contribution to match a 50% non-Federal managing partner contribution.<br>2. Title 28 cost share program for fish and wildlife enhancement, improvement, and restoration projects, which allows a 75% Federal contribution to match a 25% non-Federal managing partner contribution.<br>3. Idaho State Waterway or Recreational Vehicle Grants.<br>4. Land and Water Conservation Fund Grants.<br>5. Other Federal, State, and local cost share and grant programs. | H | All | Initiate Year 1 | Reclamation, IDFG, Others | Reclamation, Managing Partners | Ongoing |
| **LMI 5.3.1:** Provide news releases to the local media for major projects and accomplishments. Post or provide implementation information for major actions at the reservoir recreation sites and/or WMA. | H | Various | As needed | Reclamation | N/A | N/A |
| **LMI 5.4.1**: See NAT 1.6.2 | | | | | | |
| **LMI 5.4.2:** Cooperatively maintain fences and control noxious weeds where necessary and possible. | H | N/A | Ongoing | Reclamation, BLM, IDFG, Adjacent landowners | Reclamation, Others | Ongoing |

**NOTES:**

- [1]Underline denotes primary responsibility.
- N/A = Not applicable.

Chapter 7

# Glossary of Terms

# Chapter 7
# Glossary of Terms

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| 1890 Act reserved rights-of-way | Rights-of-way, for ditches or canals constructed by the authority of the United States, were reserved in all patents issued on public lands west of the 100th Meridian entered after August 30, 1890. (Patents are the initial conveyance of public lands from the United States.) These reserved rights-of-way can be exercised either by Confirmation Deed, Right-of-Way Notice, or through construction itself. |
| Accessibility | Providing participation in programs and use of facilities to persons with a disability. Disability is defined with respect to an individual: (1) a physical or mental impairment that substantially limits one or more of the major life activities of such an individual; (2) a record of such an impairment; or (3) being regarded as having such an impairment. |
| Acquired Lands | Lands which Reclamation has acquired by purchase, donation, exchange, or condemnation. |
| Acre-foot | Volume of water (43,560 cubic feet) that would cover 1 acre of land, 1 foot deep. |
| Action Alternative | A change in the current management approach. |
| Alternatives | Courses of action that may meet the objectives of a proposal at varying levels of accomplishment, including the most likely future conditions without the management plan or action. |
| Amphibian | Vertebrate animal that has a life stage in water and a life stage on land (for example, salamanders, frogs, and toads). |
| Aquatic | Living or growing in or on the water. |
| Archeology | Related to the study of human cultures through the recovery and analysis of their material relics. |
| Archeological site | A discrete location that provides physical evidence of past human use. |
| Artifact | A human-made object. |

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| Best Management Practices | Activities that are added to typical operation, construction, or maintenance efforts that help to protect environmental resources by avoiding or minimizing impacts of an action. |
| Community | A group of one or more interacting populations of plants and animals in a common spatial arrangement at a particular point in time. |
| Concentration | The density or amount of a substance in a solution (water quality). |
| Cultural resource | Cultural resources are historic and traditional properties that reflect our heritage. |
| Drawdown | Lowering of a reservoir's water level; process of releasing reservoir storage. |
| Endangered species | A species or subspecies that is in danger of extinction throughout all or a significant portion of its range. |
| Ephemeral stream | A stream that flows only in direct response to precipitation, and thus discontinues its flow during dry seasons. Such flow is usually of short duration. Most of the dry washes of more arid regions may be classified as ephemeral streams. |
| Erosion | Refers to soil and the wearing away of the land surface by water, wind, ice, or other physical processes. |
| Exotic species | A non-native species that is introduced into an area. |
| Facilities | Manmade structures. |
| Federal Lands | Lands, or interests in lands (such as easements and rights-of-way), owned by the United States. |
| Fish and Wildlife Service Species of Concern | Species identified by the U.S. Fish and Wildlife Service for which further biological research and field study are needed to resolve these species' conservation status. |
| Forb | Herbaceous plant that is not a grass, sedge, or rush. Non-woody herbs and wildflowers are examples of forbs. |
| Grass | Herbaceous plants with jointed stems, slender sheathing leaves, and flowers borne in spikelets of bracts. |
| Habitat | Area where a plant or animal finds suitable living conditions. |
| Hydrologic | Pertaining to the quantity, quality, and timing of water. |
| Indian Sacred Sites | Defined in Executive Order 13007 as "any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion; provided that the tribe or appropriately authoritative representative of an Indian religion has informed the agency of the existence of such a site." |

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| Indian Trust Assets (ITAs) | Legal interests in property held in trust by the United States for Indian Tribes or individuals, such as lands, minerals, hunting and fishing rights, and water rights. |
| Intermittent streams | Streams that contain running water longer than ephemeral streams but not all year. |
| Juvenile | Young animal that has not reached reproductive age. |
| Migratory Birds | Most birds in North America are considered to be migratory birds under one or more of the four international Migratory Bird Treaty Conventions to which the United States is a signatory. Under provisions of the Migratory Bird Treaty Acts, it is unlawful "by any means or manner to pursue, hunt, take, capture, or kill" any migratory birds except as permitted by regulations issued by the FWS. |
| Mitigation | Action taken to avoid, reduce the severity of, or eliminate an adverse impact. Mitigation can include one or more of the following: (1) avoiding impacts; (2) minimizing impacts by limiting the degree or magnitude of an action; (3) rectifying impacts by restoration, rehabilitation, or repair of the affected environment; (4) reducing or eliminating impacts over time; and (5) compensating for an unavoidable impact by replacing or providing substitute resources or environments to offset the loss. |
| National Register of Historic Places | A Federally maintained register of districts, sites, buildings, structures, and properties that meet the criteria of significance defined in 36 CFR 63. |
| Neotropical migrant | Birds that breed in North America and winter in tropical and subtropical America. |
| No Action Alternative | The outcome expected from a continuation of current management practices. |
| Perennial | Plants that have a life cycle that lasts for more than 2 years. |
| Precipitation | Rain, sleet, and snow. |
| Preferred Alternative | The primary alternative considered by Reclamation for implementation following analysis in the Environmental Assessment. This analysis, along with public input, could alter management actions described in the Preferred Alternative. If this occurs, any changes would be documented in the Final Environmental Assessment. |
| Project facilities | Canals, laterals, drains, pumps, buildings, and etc. owned by the United States.<br><br>*Note:* Title to project facilities and lands remains in the United States until specific legislation is enacted to authorize disposal (regardless of who is responsible for care, operation and maintenance of the facilities). |

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| Project purposes | Lands are withdrawn and acquired for authorized purposes of the specific Reclamation Project. These can include irrigation, flood control, recreation, and fish and wildlife. |
| Public involvement | The systematic provision for affected publics to be informed about and participate in Reclamation decision making. It centers around effective, open exchange and communication among the partners, agencies, organizations, and all the various affected publics. |
| Public lands | Public lands include only those Federal lands administered by the Bureau of Land Management (with the exception of lands located on the Outer Continental Shelf and lands held for the benefit of Indians, Aleuts, and Eskimos). |
| Raptor | Any predatory bird, such as a falcon, eagle, hawk, or owl, that has feet with sharp talons or claws and a hooked beak. |
| Reclamation zone | Area located immediately around the dam and administered by Reclamation. |
| Reptile | Cold-blooded vertebrate of the class Reptilia, comprised of turtles, snakes, lizards, and crocodiles. |
| Resident | A wildlife species commonly found in an area during a particular season: summer, winter, or year round. |
| Resource topics | The components of the natural and human environment that could be affected by the alternatives, such as water quality, wildlife, socioeconomic, and cultural resources. |
| Resource Management Plan | A multi-year plan developed by Reclamation to manage their lands and resources in the study area. |
| Restoration | An action by BLM that restores withdrawn land to the status of unreserved public lands subject to settlement, sale, location, or entry under some or all of the general land laws. |
| Riparian | Of, on, or pertaining to the bank of a river, pond, or lake where soil moisture levels are higher than in surrounding uplands. |
| Runoff | That part of precipitation that contributes to streamflow, groundwater, lakes, or reservoir storage. |
| Sediment | Unconsolidated solid material that comes from weathering of rock and is carried by, suspended in, or deposited by water or wind. |
| Shrub | A woody perennial, smaller than a tree, usually with several stems. |
| Songbird | Small to medium-sized birds that perch and vocalize or "sing," primarily during the breeding season. |
| Spawning | Laying eggs directly in water, especially in reference to fish. |

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| Species | In taxonomy, a subdivision of a genus that (1) has a high degree of similarity, (2) is capable of interbreeding only within the species, and (3) shows persistent differences from members of allied species. |
| Steppe | A plain without trees (apart from near rivers and lakes), the same as a prairie. It may be semi-desert or covered with grass or shrubs, or both depending on the season. |
| Study area | The area directly affected by potential management actions described in this RMP. |
| Threatened species | Any species that has the potential of becoming endangered in the near future and is listed as a threatened species under the Endangered Species Act. |
| Total Maximum Daily Load (TMDL) | A TMDL is a pollution reduction plan that accounts for all pollutant sources to the water and determines how much each source is allowed to contribute. The basic premise is that if existing pollutant inputs (loads) from all sources are reduced to a specified level (the maximum daily load), and a margin of safety is added, then water quality goals will be achieved. |
| Traditional Cultural Property (TCP) | A site or resource that is eligible for inclusion in the *National Register of Historic Places* because of its association with cultural practices or beliefs of a living community. |
| Water quality limited | A water body that exceeds water quality standards or does not support its designated beneficial use, such as cold water habitat or primary contact recreation. |
| Wetland habitat | Wildlife habitat associated with water less than 6 feet deep, with or without emergent and aquatic vegetation in wetlands. |
| Wetlands | Lands transitional between aquatic and terrestrial systems where the water table is usually at or near the land surface or the land is covered by shallow water. Often called marshes or wet meadows. |
| Wildlife Management Area | A category of land use. An area of Reclamation-owned land that is managed for wildlife habitat and preservation. The goal is to ensure that wildlife values are preserved as recreation use, residential use, and commercial development increases near Project lands. |
| Withdrawn lands | Withholding of an area of public land from settlement, sale, location, or entry under some or all of the general land laws for the following purposes: (1) to limit activity under those laws in order to maintain other public values in the area; (2) to reserve the area for a particular public purpose or program, or (3) to transfer jurisdiction of the area from one Federal agency to another. |

Chapter 8

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# Chapter 8
# Bibliography

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Appendix A

# Agency Consultation/Coordination

United States Department of the Interior
FISH AND WILDLIFE SERVICE
Snake River Fish and Wildlife Office
1387 S Vinnell Way, Suite 368
Boise, Idaho 83709

TAKE PRIDE IN AMERICA



FEB 25 2004

Memorandum

To: Area Manager, Snake River Area Office, Bureau of Reclamation, Boise, Idaho

From: Acting Supervisor, Snake River Fish and Wildlife Office, U.S. Fish and Wildlife Service Boise, Idaho

Subject: Black Canyon Reservoir and Montour Wildlife Management Area Resource Management Plan, Boise Project, Payette Division, Idaho – Concurrence
File #1009.0700 OALS #1-4-04-I-224

The Fish and Wildlife Service (Service) is writing to provide concurrence with the Bureau of Reclamation's (Bureau) Biological Assessment (Assessment) for the Black Canyon Reservoir (Reservoir) and Montour Wildlife Management Area (Area) Resource Management Plan (Plan). The Bureau requested the Service's concurrence with its determination that the Plan may affect, but is not likely to adversely affect the bald eagle *(Haliaeetus leucocephalus)*, Ute ladies'-tresses *(Spiranthes diluvialis)*, bull trout *(Salvelinus confluentus)*, or gray wolf *(Canis lupus)*, and will not result in the destruction or adverse modification of proposed critical habitat for bull trout. The Bureau requested concurrence and made its determinations pursuant to section 7 of the Endangered Species Act of 1973, as amended (Act).

The Bureau also determined that the proposed Plan would not jeopardize the continued existence of the then proposed plant slickspot peppergrass *(Lepidium papilliferum)*. On January 22, 2004, the Service announced the withdrawal of its proposal to list slickspot peppergrass *(Lepidium papilliferum)* under the Act. This species no longer has any status under the Act, and will not be addressed further in this memorandum.

The proposed Plan involves continued management and enhancement of natural and cultural resource values and recreational opportunities at the Reservoir and Area. A complete description of all actions that are proposed as part of the Plan can be found in the Assessment, section 2.2.2. In general, the proposed Plan continues the existing management of the Reservoir and Area, with some additional measures aimed at improving water quality, wildlife habitat, public safety, and maintaining or improving recreational opportunities.

Based on the information provided in the Assessment, the Service concurs with your determination that the proposed Plan may affect, but is not likely to adversely affect bald eagles. Bald eagles are known to use the Reservoir during the winter for foraging and other activities.

Currently, there are no known bald eagle nest sites at the Reservoir or Area. Because most activities specified in the Plan will occur in the summer months, and any potential impacts to wildlife or other natural resources are expected to remain the same or to be wholly beneficial, the Service does not anticipate that the implementation of the Plan will result in any adverse impacts to bald eagles.

The Bureau determined that the Plan may affect, but is not likely to adversely affect Ute ladies'-tresses. To date, Ute ladies'-tresses has been found in Idaho only in Bonneville, Madison, Jefferson, and Fremont Counties. The Service does not expect that Ute ladies'-tresses would occur within the Area, and any potential impacts to the species from the implementation of the Plan are discountable. In addition, the Bureau has proposed to identify and avoid any potential Ute ladies'-tresses habitat that may be impacted by Plan implementation. For these reasons, the Service concurs with the Bureau's determination for Ute ladies'-tresses.

The Bureau also determined that the proposed Plan may affect, but is not likely to adversely affect bull trout. Bull trout are known to occur upstream of the Reservoir in upper Squaw Creek. However, given the distance between known populations and the Reservoir, numerous irrigation diversions along the mainstem Squaw Creek, and warm water conditions found in the Reservoir, the Service does not expect bull trout to occur in the Reservoir. The Plan is not expected to affect Squaw Creek. For these reasons, the Service considers the potential for adverse impacts to bull trout is discountable. Critical habitat for bull trout was proposed in Squaw Creek, but did not include the area of the Reservoir. Various actions in the Plan may impact the very lower reaches of Squaw Creek, but they are not expected to destroy or adversely modify the existing value of the habitat elements required to support bull trout in Squaw Creek.

It is possible that the gray wolf may occur in the project area. However, the Plan is not expected to adversely impact prey populations, or to significantly increase human use of the area. Therefore, the Service concurs that implementation of the Plan will not adversely impact the gray wolf, and will not jeopardize the continued existence of the experimental, non-essential population.

This concludes consultation for the proposed reservoir and wildlife management area Resource Management Plan under section 7 of the Act. If the project proposal addressed in this letter is modified or environmental conditions change, you should confirm that your determinations are still correct. If you have any questions regarding our comments please contact Kendra Womack of my staff at (208) 685-6955. Thank you for your continued interest in endangered species conservation.

Appendix B

# Legal Mandates

# Black Canyon Reservoir and Montour WMA
# Resource Management Plan
# Legal Mandates

Reclamation is required to comply with a number of legal mandates in the preparation and implementation of RMPs. The following is a list of the environmental laws, executive orders, and policies that may have an affect on the Black Canyon Reservoir and Montour WMA or Reclamation and IDFG actions in the implementation of the plan:

| Law, Executive Order, or Policy | Description |
|---|---|
| American Indian Religious Freedom Act of 1978 | Provides for freedom of Native Americans to believe, express, and exercise their traditional religion, including access to important sites. |
| Archaeological Resources Protection Act (ARPA) of 1979, as amended | Ensures the protection and preservation of archeological sites on Federal land. ARPA requires that Federal permits be obtained before cultural resource investigations begin on Federal land. It also requires that investigators consult with the appropriate Native American groups before conducting archeological studies on Native American origin sites. |
| Archeological and Historic Preservation Act of 1974 | Provides for the preservation of historical buildings, sites, and objects of national significance. |
| Clean Water Act (CWA) of 1974, as amended* | Provides for protection of water quality. |
| Clean Air Act (CAA) of 1970 | Provides for protection of air quality. |
| Endangered Species Act (ESA) of 1973, as amended | Provides for protection of plants, fish, and wildlife that have a designation as threatened or endangered. |
| Executive Order 12898, February 11, 1994, Environmental Justice, as amended by Executive Order 12948, January 30, 1995. | Requires Federal agencies to consider the effects of its programs and policies on minority and lower income populations. |
| Executive Order 11990, Protection of Wetlands | Directs all Federal agencies to avoid, if possible, adverse impacts to wetlands and to preserve and enhance the natural and beneficial values of wetlands. |
| Executive Order 13007, Indian Sacred Sites, May 24, 1996 | Provides for access to, and ceremonial use of, Indian sacred sites on Federal lands used by Indian religious practitioners. |

| Law, Executive Order, or Policy | Description |
|---|---|
| Executive Order 13175, Consultation and Coordination with Indian Tribal Government, November 6, 2000 (revokes EO 13084) | The EO builds on previous administrative actions and is intended to:<br>• Establish regular and meaningful consultation and collaboration with tribal officials in the development of Federal policies that have tribal implications.<br>• Strengthen government- to-government relations with Indian tribes; and<br>• Reduce the imposition of unfunded mandates upon Indian tribes. |
| Fish and Wildlife Coordination Act (FWCA) of 1958 | Requires consultation and coordination with the U.S. Fish and Wildlife Service |
| Indian Trust Assets Policy (July 1993) | Reclamation will carry out its activities in a manner which protects Indian Trust Assets and avoids adverse impacts when possible. |
| Migratory Bird Treaty Act of 1918, as amended | Provides protection for bird species that migrate across state lines. |
| Executive Order 13186, January 10, 2001. Responsibilities of Federal Agencies to Protect Migratory Birds | Requires Federal Agencies that may have a negative effect on migratory birds to develop and implement a Memorandum of Understanding with the U.S. Fish and Wildlife Service to promote the conservation of migratory birds. |
| National Environmental Policy Act (NEPA) of 1969 | Council on Environmental Quality regulations implementing NEPA specify that as part of the NEPA scoping process, the lead agency "... shall invite the participation of affected Federal, State, and local agencies, any affected Indian tribe, ... (1501.7[a]1." |
| National Historic Preservation Act (NHPA) of 1966, as amended | Section 106 of the NHPA requires Federal agencies to consider the effects of any actions or programs on historic properties. It also requires agencies to consult with Native American Tribes if a proposed Federal action may affect properties to which they attach religious and cultural significance. Section 110 requires agencies to identify and appropriately manage historic properties on lands under their jurisdiction. |
| Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 | Regulations for Tribal consultation in the event of discovery of Native American graves. Requires consultation with Tribes during Federal project planning if graves might be discovered. |

| Law, Executive Order, or Policy | Description |
|---|---|
| Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments, April 29, 1994 | Specifies a commitment to developing more effective day-to-day working relationships with sovereign Tribal governments. Each executive department and agency shall consult to the greatest extent practicable and to the extent permitted by law, with Tribal governments prior to taking actions affecting Federally recognized Tribal governments. |
| Accessibility for Persons with Disabilities – Reclamation Policy (November 18, 1998) | Established a Pacific Northwest regional policy to assure that all administrative offices, facilities, services, and programs open to the public, utilized by Federal employees, and managed by Reclamation, a managing partner, or a concessionaire, are fully accessible for both employees and the public. |
| Reclamation Policy for Land Management & Concessions | Provides policy, directives, and standards Reclamation follows in managing Federal Project lands, facilities, and concessions. |
| Rehabilitation Act of 1973, Title V, Section 504 | Provides for access to Federal or Federally assisted facilities for the disabled. The Uniform Federal Accessibility Standards (UFAS) or the Americans with Disabilities Act Accessibility Guidelines (ADAAG), whichever is the more stringent, are followed as compliance with Section 504. |
| Public Law 102-575, Title 28, as amended | Provides Reclamation with the authority to cost-share on recreation projects and fish and wildlife enhancement facilities with public non-Federal managing partners on Reclamation lands and authorization for preparing RMPs. |
| Interior Department Manual Part 512, Chapter 2 | Articulates the policies, responsibilities and procedures for consulting with tribes to identify and assess impacts to Indian trust resources. |
| Law Enforcement Authority at Bureau of Reclamation Facilities, November 12, 2001. | Amends the Reclamation Recreation Management Act of 1992 in order to provide for the security of dams, facilities, and resources under Reclamation jurisdiction. |

*A permit may need to be required for construction related activities.

Appendix C

# Problem Statement

# FINAL PROBLEM STATEMENT

## *Black Canyon Reservoir & Montour Wildlife Management Area Resource Management Plan*

## Introduction

This Problem Statement is intended to portray all points of view regarding the issues, opportunities, and options identified by the public and involved agencies as relevant to the Black Canyon Reservoir & Montour Wildlife Management Area (WMA) Resource Management Plan (RMP) process.

The issues, opportunities, and options discussed are presented in the same order and use the same titles and numbers shown on the Summary of Issues, Opportunities, and Options that was developed from public input received: (1) at or as a result of the first RMP public meeting, (2) in response to the first RMP Newsbrief, and (3) at the first Ad Hoc Work Group (AHWG) meeting on June 5, 2002.

For each issue/opportunity/option discussed, the information provided reflects the AHWG/Planning Team discussions that occurred during the June 5 and August 8, 2002 meetings. In a limited number of cases, "Planning Team Notes" are also included to: (1) provide additional perspectives on issues based on Planning Team experience, (2) clarify discussions, or (3) indicate where Reclamation or other agency regulations or limitations will affect the range of possible responses. It should also be noted that, although it is Reclamation's practice to report all input received on issues and opportunities pertinent to its RMP efforts, this reporting does not necessarily infer endorsement of all comments received and outlined in this document.

Issue/opportunity/option discussions are organized according to the following major and sub-topics:

**Natural and Cultural Resources** (numbered N-1 through N-24)
- → Wildlife and Vegetation
- → Water and Soil Resources
- → Cultural Resources/Tribal Concerns

**Recreation** (numbered R-1 through R-33)
- → Increasing Demand vs. Carrying Capacity
- → Economic Benefits
- → Facility Expansions or Improvements
- → New Facilities
- → Reservoir Sedimentation
- → Boat Ramps Along the Highway
- → Special Events
- → ORV Use
- → Hunting & Shooting
- → Potential for Interpretive Programs/Facilities
- → Maintenance and Clean-Up Issues

**Access and Other Land Uses** (numbered A-1 through A-12)

→ Roads and Parking
→ Other Land Uses
→ Boundary Definition and Relationship with Surrounding Uses

**Management and Implementation** (numbered M-1 through M-15)

→ Security at Dam Facilities
→ Public Information
→ Law Enforcement
→ Maintenance and Management Responsibilities
→ Implementation Priorities and Funding

# Natural and Cultural Resources

## Wildlife and Vegetation

→ **N-1** Overall vegetation & wildlife protection & management:

**Montour WRA**: The RMP must recognize that the WRA was established with a priority on wildlife (primarily waterfowl and upland game birds) and vegetation values. Thus, decisions regarding management, recreation, and other use levels, types, and locations should be made in context of this priority.

Historically, management at the WRA has emphasized support for consumptive uses (primarily hunting game birds, both upland game birds and waterfowl). Although support for these uses should and will continue, this RMP is an opportunity for broadening management attention to be more inclusive of management for non-consumptive uses (e.g., bird watching and general wildlife observation) and non-game, native species. Such a broadened view can better optimize the diversity and sustainability of wildlife and vegetation resources in the area.

Pursuing this more broad-based approach will be a challenge, especially considering existing conflicts among various user groups (e.g., between hunters and general wildlife viewing interests—see R-29 through R-31). However, the fact that these conflicts exist is evidence that public interest and demand encompass both consumptive and non-consumptive aspects of wildlife. Management planning should therefore consider these diverse interests.

To achieve more comprehensive management, additional inventory information may be needed. For example, questions regarding the potential presence of sensitive amphibian and reptile species cannot be answered due to lack of adequate data. Where needed, the RMP should include an appropriate, prioritized program for closing the gaps in our understanding of the resources present in the area.

(Planning Team Note: As noted in the above paragraphs, while the Montour area provides the public with important recreational opportunities, the primary management focus for the area is on protecting and maintaining its habitat and wildlife values. With this in mind, and to make it consistent with other area's managed by Reclamation and IDFG, the area has been renamed as a Wildlife Management Area or WMA (as opposed to Wildlife Recreation Area or WRA). Therefore, this document, and all other reference to the area will from now on refer to this area as a WMA.)

**Black Canyon Reservoir**: Less management attention has been directed to the vegetation and wildlife resources on the lands surrounding the reservoir and dam facilities. The RMP should look at these resources and determine if increased management or protection is needed/warranted. Perhaps

an expansion of the Idaho Department of Fish and Game's (IDFG) role to include the reservoir lands would be appropriate. In any case, decisions regarding recreation and other uses around the reservoir should incorporate both natural resource protection requirements and opportunities for resource enjoyment, interpretation, and/or education. One rather unique situation at the reservoir that should be reviewed is the future use and management of new wetland areas being created due to reservoir sedimentation. Most of these are low-lying mudflats and wetlands at this point, but the RMP should consider the evolution or succession of these areas over time, as the sedimentation process continues. It is suggested that these lands be specifically designated and managed as habitat rather than either designated for recreation or grazing use or simply relegated to ad hoc use.

→ **N-2** Protected & other sensitive resources (e.g., wetlands): Wetlands within the Montour WMA should be a primary focus of RMP attention. Protection of existing wetlands should be a priority, and development of additional open water/emergent wetlands for wildlife would be desirable. In conjunction with protection and enhancement of aquatic habitats, provision of osprey nesting platforms is also desirable.

→ **N-3 through N-7** Potential for habitat improvement at Montour:

- **N-3** Noticeable decrease in pheasant populations at Montour in recent years: The area has experienced a 75% reduction in pheasant populations. This is one reason IDFG stocks the area with pheasant (i.e., to meet hunting demand). No other notable decrease in bird populations, existing or past, was identified in AHWG discussion of this issue. This decline has occurred state-wide associated with loss of permanent cover.

- **N-4** Reintroduce irrigation to support bird habitat: IDFG suggests that this approach/option is not an appropriate use of limited funds and staffing. While irrigation could have some benefits, agency staff are needed for other, higher benefit, higher priority activities. In any case, if irrigation were introduced in some fashion, care would need to be taken on the timing and methods used; for example, irrigation in the spring can have detrimental effects, such as flooding of nests.

- **N-5** Clearing of "old-growth" (dense vegetation): dense vegetation/weeds creates predator habitat, chokes ponds & water channels, and is detrimental to wildlife, especially birds: Successful management for wildlife benefits requires maintenance/creation of a diversity of cover types. Dense, old-growth native vegetation is a necessary component in this diversity, providing permanent residual nesting cover for upland game birds. Pastures also can play a role, but wholesale clearing of old-growth vegetation is not appropriate. Also, a distinction must be made between vegetation management for wildlife benefits and the need to control noxious weeds. In order for old-growth, residual cover to provide optimum wildlife benefits, it should be relatively weed-free. Given this fact, conflicts can develop between the desire to protect permanent cover habitat and the need to control noxious weeds. In areas where noxious weeds are a problem, it may be necessary to place first priority on clearing/eliminating the weeds, with restoration of native species a follow-on effort (see N-15 for further discussion on weed control issues and challenges). The RMP and associated vegetation and wildlife management programs must create a balance between provision of habitat diversity and control of undesirable species. This is not an easy balance to create.

- **N-6** Restore habitat for geese: The Montour area is one of the densest goose nesting areas in the lower 48 states, and IDFG already maintains nesting platforms and conducts other activities to promote nesting productivity. Goose habitat management will remain one of IDFG's priorities into the future.

It is relevant to note that IDFG also devotes management attention to providing habitat for other waterfowl, such as wood ducks (e.g., wood duck boxes are provided and maintained). In fact, just as much effort is directed to providing and maintaining habitat for other waterfowl species as for geese. This balanced approach is planned to continue.

- **N-7** Desirability of closing Montour area for 4-5 years to promote restoration: AHWG discussion of this question focused on populations of upland game birds, particularly pheasant. Given this focus, such a closure is not necessary due to IDFG's stocking program. This program essentially fills the carrying capacity of the area for upland game birds; a closure would not really improve populations. Also according to IDFG (and general understanding of wildlife management), limiting hunting does not generally improve pheasant populations.

→ **N-8** Beaver management at Montour: There is a large beaver population at and around the Montour WMA. Beaver do inhibit water control at constructed wetlands and the surface drainage system. The RMP should consider whether the level and extent of beaver impacts warrant management of the population. If so, appropriate actions should be reviewed and included.

→ **N-9** Impacts of recreation & other uses (reservoir & Montour): Recreation impacts on vegetation and wildlife resources are a concern at Montour. To date, such impacts have not been a recognized problem around the reservoir.

At Montour, the extent and severity of use impacts are highly variable, dependent upon type of access/use, location, and time of year. Observations made by AHWG members include:

- Uncontrolled vehicular access, including ORVs, generally causes the most severe, long-term damage to habitat.
- Intrusion into nesting areas during the nesting season is one of the most significant concerns, whether due to activities of human users or inadequate control of domestic animals.
- IDFG specifically closes key nesting areas to all recreational use each year during nesting season. The closures are identified via signage and through coordination with user groups. However, enforcement of the closures is difficult and violations are a major problem. Better enforcement and increased public education are both needed.
- Specific to domestic animals, the dog trials that occur at Montour are a permitted use. IDFG has guidelines for proper dog handling in sensitive habitat areas and works with organized groups to manage where the trials are conducted during sensitive times of year. It is the casual users (e.g., individuals walking their dogs and allowing them off-leash or individuals conducting dog training) who present the bigger management challenge.
- Overall, the RMP should recognize that the WMA was established with a priority on protecting wildlife and vegetation values. Non-wildlife-oriented recreation uses should remain subordinate to this priority.

→ **N-10** Need for more detailed wildlife action plan (both reservoir area and Montour): An updated management plan for Montour is currently being prepared by IDFG; this planning effort will need to be integrated with the overall RMP.

→ **N-11 through N-13—IDFG Role**: **N-11** Define IDFG activities at present (bird stocking, vegetation management, etc.); **N-12** Plan for the future--meet needs; and **N-13** Expand to include the reservoir lands: The RMP process will include a review of IDFG's current role and activities in the study area, including the guiding agreement between Reclamation and IDFG for management of the

Montour WMA. Based on this review and in context with the public input discussed herein and the resource evaluations that are part of the RMP program, desirable changes or enhancements can be made in either (or both) of the following: (1) IDFG's management program for Montour (see N-10); and/or (2) the geographic extent of IDFG's management attention (i.e., to include all or part of the lands surrounding the reservoir). In the latter regard, IDFG has looked at the habitat enhancement potential of some of Reclamation's lands south of the river, in the central part of the study area, and west of Montour (known as the Hailey Place); however, no action has been proposed to date. Beyond this, IDFG has not been requested to perform nor has independently initiated management studies for lands around the reservoir or the dam. The RMP is an opportunity to reconsider, and perhaps act on, this potential.

→ **N-14** Fish habitat improvement potential: AHWG discussion of this question revealed that fish habitat management or improvement is not needed at Montour and that active management of fish habitat in the reservoir has not been a priority for IDFG.

(Planning Team Note: We do not want to encourage fishing in the wetland ponds at Montour. Fishing in these ponds during the waterfowl nesting season conflicts with waterfowl reproduction. Also, further discussions should be conducted with IDFG on the potential for fish habitat in the reservoir. If the reservoir environment is not conducive to improving habitat, funding should probably not be directed to this program.)

→ **N-15 through N-16** Integrated Pest Management:

- **N-15** Weed control is important, but progress has been slow (Montour): Noxious weed control is a recognized, major issue at Montour. From the standpoint of public perception, inadequate action has been taken to address the problem on Reclamation lands. However, IDFG indicates that more is being done (or is planned) this year (2002) than has happened in the last 20 years. For example, Gem County conducted an eradication (spraying) program throughout July of this year; IDFG is beginning to experiment with biological control methods; involved agencies are beginning to enlist the assistance of volunteer groups where appropriate (e.g., the Boy Scouts, Audubon Society, etc.); and, Reclamation funding for weed control has been increased from $7,000 to $14,000 annually.

  It is recognized that a continuing action plan for weed control is needed. Future efforts should be in the form of an Integrated Pest Management Plan, that evaluates several integrated methods of weed control, rather than treatment with herbicides only or other ad hoc methods, and that includes re-planting/restoration with native species as part of the solution. Introduction and transport of noxious weed seed occurs via the river, vehicles, people, domestic animals, etc. Each of these sources must be recognized and considered. Further, spraying/chemical use should be kept to a minimum, and selection of any chemicals used should be based in part on site-specific soil characteristics.

  (Planning Team Note: From Reclamation's standpoint, the issue of controlling noxious weeds should take a high priority in the RMP. This also includes planting of native vegetation where weeds are being eradicated.)

- **N-16** Buckwheat as a source of weed seed: This in not an accurate or meaningful statement; perhaps it is a typographical or interpretive error. In any case, it should be eliminated from further consideration.

→ **N-17** Introduced vegetation/landscaping (proper management): The only observation made under this issue is that poison ivy, while being a native species to the area, is a hazard in the Cobblestone Park area; public education and signage is needed to alert the public to this condition.

## Water and Soil Resources

→ **N-18** Erosion along reservoir shore: The RMP process should assess whether shoreline erosion is a significant concern at Black Canyon Reservoir, and whether control measures are necessary or feasible. This assessment should be made in context with the total maximum daily load (TMDL) established by the Idaho Department of Environmental Quality (DEQ) for the Payette River below the dam.

→ **N-19** Impacts on groundwater at Montour:

(Planning Team Note: No additional insight into the basis for this concern emerged through AHWG discussion; the potential for impacts to groundwater will be assessed relative to any proposed RMP action.)

→ **N-20** Surface water system at Montour (operation, ownership, management, flooding issues): Ditch maintenance is an issue, particularly due to beaver activity. IDFG currently dedicates funds for ditch maintenance (through a private ditch company). However, more may be needed in order to achieve wetland restoration/creation and other habitat management objectives. The RMP process should review the need for this maintenance and confirm responsibility for carrying out required actions.

From another perspective, the desirability of establishing adequate access to surface and/or groundwater for fire protection in the Montour WMA was noted during AHWG discussion. Specifically, Fire District 2 Fire Department would like to see one or more dry hydrants installed to pump out of the ditches for fire fighting efforts.

## Cultural Resources/Tribal Concerns

→ **N-21** Impacts of use on cultural resources—especially Montour: Archaeological inventories have been conducted in the Montour area since the mid-1970s. Reclamation actively supervises ground-disturbing activities that could impact cultural resources. The RMP will include provisions for continuing to protect cultural resources and for mitigating impacts to these resources.

→ **N-22** Montour old town site: Very little remains of the old Montour town site. Nevertheless, perhaps the town site (and especially the remains of the Mitchell, Marsh, and Ireton Ranch), in view of its interesting past, would offer some interpretative value (e.g., an information kiosk).

→ **N-23** Future status of Palmer House & other structures: Reclamation owns the lands and structures at this site. Alternatives will be considered for either managing or removing the buildings when the daughter of the original owner is no longer living in the house. One suggestion is that the house be used as a historical center/museum. However, such use would require an unknown amount of restoration to bring the structure up to current building code standards. Health and safety issues as well as long-term maintenance concerns and funding will need to be addressed. The State Historic Preservation Office will be consulted prior to any actions due to the historic qualities of the site.

→ **N-24** Potential for Tribal cultural center: Montour may be an appropriate site for a Tribal cultural center. However, the question arises whether this would be an appropriate use in an area established to emphasize/prioritize wildlife (see N-9).

# Recreation

## Increasing Demand vs. Carrying Capacity

→ **R-1** Reservoir lands and waters—demand vs. capacity: Important perspectives related to this concern include:

- One of the most fundamental and significant issues is the impact of continuing reservoir sedimentation on carrying capacity for water-oriented uses, particularly boating and fishing. Large areas in the upper reaches of the reservoir are becoming too shallow for propeller-driven boats. While many of these areas are still usable by personal watercraft and jet boat users, other boaters are being forced into an ever-smaller reservoir surface area. The decreasing reservoir surface area and volume is also progressively eliminating fish habitat.

  (Planning Team Note: One suggestion for the Triangle Park area has been to dredge some of the sediments and use them to create a beach. Because the purpose of the dredging would be to improve recreation, Reclamation does not have authority to pursue this option. A non-Federal public entity as a managing partner for the area would be required before any recreation development could occur, along with a non-Federal 50 % cost-share. Very preliminary cost estimates to dredge a 200-foot wide, 10-foot deep, 2-mile long area would likely be somewhere between $20 to $24 million. Additionally, it would be anticipated that periodic dredging maintenance would be needed to continue to remove sediments.)
- Demand for boating and other watercraft use is increasing. Especially taken in context with the effects of sedimentation, this is raising concern for the carrying capacity of the reservoir surface. If demand continues to increase, it may become necessary to control the numbers or types of boats and/or watercraft on the water at any given time. Possible responses to this issue include: limiting the horsepower of craft allowed on the reservoir; instituting a variable fee structure that charges more to launch during peak times; delineating zones on the reservoir for different types of boats/uses; or directly placing limits on the numbers of craft allowed on the reservoir at a given time. It is recognized that none of these measures is desirable, and each would be difficult to institute and enforce. However, safety and quality of experience may dictate that such actions be taken in the future.
- Additional park capacity (offering the types of facilities, opportunities, and environment of Black Canyon Park) should be provided, if feasible, to meet increasing demand. Currently, Black Canyon Park is the only major location providing the combination of a park environment on the reservoir shore, swimming, and boating access to reservoir waters. Triangle Park is small, does not offer the range of facilities available at Black Canyon Park, and is located in an area where reservoir sedimentation is beginning to limit the types of boats that can operate. Wild Rose and Cobblestone Parks do not provide reservoir access. As a result, Black Canyon Park receives the most intensive use and is most subject to crowding and over-use. During peak periods, the parking lots fill by mid-day and either: (1) visitors begin parking along the highway and walking into the park; or (2) boaters are forced to launch from, and end up parking near, one of the ramps along the highway. These conditions raise highway safety concerns (see A-2/A-3) as well as simply illustrating capacity problems. The RMP should seek feasible opportunities to increase the capacity of Black Canyon Park or add comparable opportunities elsewhere.

  (Planning Team Note: The demand vs. capacity problem at Black Canyon Park is unquestionable. However, efforts to expand opportunities at or comparable to this park will need to consider potential constraints represented by reservoir surface carrying capacity. Currently,

boating use of the reservoir is also high during peak periods, necessitating regulation of boat travel direction and speed. At some point, providing additional capacity for the boating public to gain access to the reservoir could result in unacceptable crowding conditions on the reservoir itself. Also, Reclamation has no authority for recreation development beyond minimum basic facilities at this time as there is no non-Federal public entity serving as a managing partner which is required in order for Reclamation to share development costs.)

- Both the seasons and times of day when Black Canyon Park is open should be reviewed. Currently, the park is closed during the spring and fall; this limits use and may increase demand at other parks and facilities. Also, during the season the park is open, some users suggest that it is not open early enough in the morning or late enough in the evening to properly meet demand (e.g., early morning or evening boaters are forced to use the ramps along the highway because the park facility is closed; this contributes to the problems associated with these roadside ramps (see A-2/A-3).

  (Planning Team Note: Reclamation can review hours of operation of the parks but must also consider that operation and maintenance costs are kept to a reasonable level.)
- Special events are a valid and valued use at Black Canyon Reservoir (as noted in R-4). However, these events should be steered away from Black Canyon Park as much as possible during peak use periods, especially if they do not specifically need the facilities or location of this park.
- Redesigning, restoring, and/or advertising recreation opportunities at other parks could reduce the capacity and crowding issues at Black Canyon Park. Ideas in this regard are discussed under R-5 through R-9, below.

→ **R-2** Montour WMA—demand vs. capacity: Demand vs. capacity is not currently a problem at the park/campground in Montour WMA. However, as suggested in discussion under N-9, above, both the levels and locations of recreational uses in the WMA as a whole should be monitored and managed to avoid unacceptable impacts on the vegetation and wildlife resources for which the WMA was established.

→ **R-3** Crowding, safety, user conflicts, and need for use zoning: General concerns related to crowding and facility capacity are discussed in R-1 and R-2, above. Specific perspectives on user conflicts, and associated safety concerns, are noted below. The AHWG stresses that all conflict situations must be addressed in a fair and equitable manner:

- The primary conflict issue on the reservoir surface surrounds the increasing popularity of personal watercraft (PWC/"jet skis"). PWC users can disrupt fishing activities and cause safety concerns when they jump boat wakes or pass too close to other boaters. Also, in the upper reaches of the reservoir, adjacent landowners/residents have expressed concern about the noise of increasing PWC use.
- Conflicts stemming from crowded conditions can occur among users along the reservoir shoreline, focused especially on opportunities that are in short supply such as swimming and beaches. A specific example of this is the conflict and safety concerns that occur at the Black Canyon Park swimming area during peak times. The swimming area is very close to the boat launch and docks, and problems occur with swimmers going outside of the buoyed area, into waters where boats are operating. It may be necessary to better separate these uses.
- General, area-wide user group conflicts and safety concerns are emerging in the Montour WMA between: (1) hunting and general wildlife observation interests, and (2) different types of hunters (see R-29 through R-31 for additional discussion of this issue). Vehicle circulation and parking problems are a related concern. At present, hunters and other users simply park along the roads or at self-selected gathering points. No controls are in place to manage circulation or parking.

One solution would be to specifically designate parking areas for hunters and other user groups and restrict random, ad hoc parking.

- Also at Montour, there is definitely a potential for conflict between the intensity of use, as well as the locations of such uses as dog training, and wildlife management/protection objectives.

(Planning Team Note: At this time, it is not possible to judge whether the types or intensities of the above conflict situations/potentials clearly point to the need for additional use zoning as opposed to "softer" solutions such as better user education, improved signage, etc. However, as these concerns become better understood through RMP analysis, zoning or other area restrictions may need to be considered to reduce crowding, enhance safety, or address conflicts.)

## Economic Benefits

→ **R-4** Role of reservoir & Montour in drawing visitors to Emmett & County (e.g., through special events such as pow wows: Both Black Canyon Reservoir and Montour WMA play an important role in the economy of Emmett and Gem County. This role should be reinforced and expanded as much as possible within resource constraints. Economic benefits accrue particularly from special events but also from general recreation opportunities such as boating and fishing. Perspectives and ideas identified to date include:

- Continuing, improving, and perhaps expanding special event promotion at both the reservoir and at Montour. Specific to Montour, examples include:
  - Spring migration festival for bird watchers
  - 3-D shoots (archery)
  - paint gun events
  - field trials (dog training)
  - Boy Scout events
  - black powder events

  It should be noted that event selection, scheduling and promotion at Montour must be guided by wildlife needs, including seasonal restrictions. IDFG should play a central role in both defining the types of events most compatible with the resource focus of the WMA and planning the proper scale and timing of these events.

  (see also R-23 through R-26 for notes on special event process and permitting).
- Protecting and expanding fishing opportunities.
- Developing interpretive programs oriented to the natural and cultural resources of the area, such as the history of the dam and related facilities, wildlife viewing at Montour, Tribal history and pre-history at Montour, and the old Montour town site.
- Participating in cooperative efforts with private enterprise, including the Thunder Mountain Line railroad (see A-9) and potential concession operations (see R-11).
- Working with the State Department of Commerce Tourism Division to explore potentials, and
- Other feasible opportunities from among those discussed under the Expansions or Improvements of Existing Facilities and New Facilities headings below.

## Expansions or Improvements of Existing Facilities

→ **R-5** Park expansion and improvement opportunities/needs:

(Planning Team Note: Originally, this issue statement was "Wild Rose Park expansion." The statement has been broadened to become a central point from which to discuss or reference all park expansion opportunities identified by the AHWG. It should be noted that Reclamation has limited authority to expand or improve existing recreation facilities or construct new recreation facilities. For any recreation improvements beyond minimum and basic (improvements meeting health and safety, accessibility, and resource protection needs) a non-Federal public entity as a managing partner is required along with a 50% non-Federal cost share for all recreation development improvements and a 25% non-Federal cost share for all fish and wildlife enhancements.)

All facilities and programs are required to meet Federal accessibility standards. Reclamation has inventoried all recreation facilities in the RMP study area and is in the process of preparing action plans for correction of the deficiencies identified. Any expansions or improvements in recreation facilities would need to comply with current Federal accessibility standards.)

Opportunities for expansions and/or improvements to existing parks, as well as potential for new facilities discussed later herein, should be considered from a "global" perspective (i.e., in the context of reservoir and WMA resources and issues as a whole). The RMP should define what types of uses/facilities are appropriate to the settings and resources of each area and then plan expansions or improvements accordingly. Obviously, this approach must also attempt to match expansions or improvements with identified needs as closely as possible. The costs of development and operation and maintenance of expanded facilities compared to the benefits must also be part of the analysis. Relevant perspectives and observations on existing parks and facilities include the following:

- **Cobblestone Park**: This park is under-utilized and could be the focus of additional facility/activity development. Camping is one use suggested for this site, as well as development of areas and facilities to accommodate higher levels of day use (e.g., picnicking, group activities, etc.). However, better highway signage guiding people to this park and other means to promote this location would be needed. Because of its capacity for increased use, Cobblestone is one location that could help relieve the pressure currently focused on Black Canyon Park (at least for user groups that do not demand immediate reservoir access).

  Another aspect of Cobblestone Park is its existing and potential role in the commercial recreational offerings of the Thunder Mountain Line railroad. The Thunder Mountain Line uses the railroad alignment that passes through the RMP study area, including the south shore area of the reservoir and the southern portion of Montour WMA. Cobblestone Park is currently a stopping and gathering point for the theme rides offered by the railroad. Further discussion of this commercial recreation interface with RMP lands and facilities is provided under A-9.
- **Wild Rose Park**: This park is popular and sometimes reaches capacity. It has also traditionally served as a rest stop along the highway. The park should be expanded, if feasible, to help meet demand. Improving access to the river for fishing is one particular opportunity that should be pursued.
- **Black Canyon Park**: Conditions at Black Canyon Park are a focus in the above discussion of demand vs. carrying capacity at the reservoir (see R-1). The RMP process should explore feasible opportunities to expand the capacity of this park. Both expanding the park into new areas and seeking ways to reconfigure the existing site to handle more use should be explored. In the latter regard, relocating the maintenance facility to another site is suggested as one option.
- **Triangle Park**: This park is underutilized, due (at least in part) to the fact that it does not have paved parking or electric power, and it is in an area of the reservoir that has been subject to high

levels of sedimentation (i.e., is beginning to experience limitations on the types of boats that can use the area). Nevertheless, the RMP should explore ways to attract more users to this location to help meet increasing demand. Paving the roads and parking areas at the park and providing better signage may help accomplish this objective.

- **Highway Boat Ramps**: There are three boat ramps along the highway, each with a small pullout area. These ramps are used by people when Black Canyon Park is full or closed and by people who either do not want to pay the fee at Black Canyon Park or simply want a less formal place to launch their boats. Some members of the public would like to see these ramps expanded (in terms of user capacity) to help meet demand for reservoir access; on the other hand, under current conditions, these ramps raise highway safety issues. A more complete discussion regarding the concerns, issues, and opportunities at these ramps is provided under R-20 through R-22, below.
- **Montour Campground**: Expansion and/or increased promotion of the campground and recreation opportunities at Montour as a whole may offer a way to help absorb some of the increasing demand for recreation in the overall study area. Perhaps this could be one part of the solution to reducing the pressure on Black Canyon Park and other locations around the reservoir. However, the Montour WMA faces its own challenges from increasing use (e.g., hunting, bird watching, dog trials). Care must be taken to avoid creating additional problems at Montour when attempting to solve problems at the reservoir.

  From a facility perspective, opinions vary regarding future treatment of the campground at Montour:

  - Some members of the public suggest that the campground should be upgraded to meet current RV standards, and that it should be expanded to increase capacity. At present, the campground cannot accommodate large RVs; and the facility can be crowded during peak periods.
  - Another perspective is that an emphasis on accommodating large RVs and expanding highly developed campground capacity is not consistent with the intent or character of the WMA. The WMA was established to protect and feature wildlife habitat. Recreational facilities provided within the WMA should be low intensity, with minimal impact on the land and resources. Developed RV campgrounds may better be provided on lands outside of the WMA (e.g., through private enterprise in surrounding areas, such as the KOA facility that was once proposed near Squaw Creek and the highway).

→ **R-6** RV facility improvements at Montour campground: (see R-5).

→ **R-7** Restroom improvements: The only site/area noted by the AHWG where restroom improvements are needed is the Montour campground. Agency managers suggest that restroom improvements/replacements may also be needed at Black Canyon and Triangle Parks.

→ **R-8** Year-round opportunities (keep restrooms closed due to vandalism): The restrooms at Wild Rose Park are kept open year-round, primarily because of the park's role as a rest stop for highway travelers. This is done despite problems with vandalism. No other facilities at the reservoir or Montour are currently kept open outside of the recreation season. One significant potential for winter use in the RMP study area is bird watching at Montour. IDFG confirms that this use could be acceptable at low intensity. If this or any other winter use is to be allowed or promoted through the RMP, restroom facilities would need to be provided.

→ **R-9** Others: (All relevant perspectives and ideas identified by the AHWG related to facility expansion or improvement needs are included in prior discussions.)

## New Facilities

→ **R-10** Marina at Black Canyon Park: Because of its popularity and its central role in providing access to the reservoir, Black Canyon Park could be a very desirable location for a marina. However, there are important concerns and uncertainties that must be addressed if such a facility is proposed:

- o There is probably not sufficient room at the park to accommodate a marina and associated parking. Certainly, no new facilities should be added that decrease the "park" areas or increase the crowding problems already occurring. If a marina is deemed desirable and otherwise feasible, finding a separate location may be the best approach to both adding user access capacity and relieving the crowding at Black Canyon Park.
- o The carrying capacity of the reservoir surface must be considered in any proposal to expand boating access (see R-1).
- o Public safety and potential water quality impacts must be considered if fuel sales are included in a marina proposal.
- o It is uncertain whether such a facility is economically feasible, either as a public agency venture or through a concession agreement.
- o Reclamation does not have authority to expend funds for this facility absent a public agency serving as the managing partner.

→ **R-11** Concessions: Concessions may be a way to provide additional services at one or more of the parks in the study area. Suggestions for potential concessions include food service, non-motorized watercraft (e.g., rafts), and a marina (see R-10). Economic viability and impact on area- or site-specific carrying capacity would be among the issues to be addressed in considering concession proposals.

(Planning Team Note: Reclamation issues concession licenses for its recreation facilities under certain circumstances. As/if needed, detail regarding the formal process and specific requirements can be provided.)

→ **R-12** Group sites at the reservoir or Montour: Demand is increasing for group sites at both the reservoir and Montour. Currently day group use occurs at Black Canyon, Wild Rose, Cobblestone, and Triangle Parks. There are 2 group shelters at Black Canyon Park and 1 group shelter at Wild Rose Park. Group camping has been occurring informally at the Montour campground. Potentials to meet increasing demand should be explored for each of the recreation sites in the RMP study area. However, some sites/areas may not be able to support or be appropriate for expanded group facilities. For example, in the case of Black Canyon Park, the crowding/capacity issues discussed above would be central in determining the feasibility or desirability of adding group sites. At Montour, there is some question on whether adding facilities for or encouraging group camping would be compatible with the wildlife focus of the WMA.

→ **R-13** Camping at the reservoir (especially at Cobblestone Park): Considerable interest has been expressed in overnight camping at the reservoir. The primary opportunities noted to date for new campgrounds are Cobblestone and Triangle parks. Although not actually on the reservoir, but located just below the dam, Cobblestone Park may offer the opportunity for both vehicle/RV and tent camping; Triangle may be more appropriate for tent-only accommodations due to its smaller size. Black Canyon Park has also been discussed as a possibility for overnight use; however, the day use capacity problems now being experienced at this park may argue against this option.

(Planning Team Note: The area most often suggested for camping at Cobblestone Park is adjacent to the river. This area is in the floodplain and is covered with water during some spring flood events. Also, some of the lands in this area are not Reclamation lands. These issues would need to be taken into consideration prior to designating camping here.)

Dispersed camping is becoming a concern in the RMP area. Areas most often used at present include Squaw Creek and highway boat ramp #3. None of these areas are currently posted as no camping zones. The RMP should consider and decide whether camping is allowed in any of these dispersed areas. Where camping is not allowed, signage and enforcement will be needed to manage/control unauthorized use.

(Planning Team Note: Reclamation policy dictates a 14 day maximum stay at camp sites. This applies to developed camp sites such as at Montour Campground and at any dispersed camp sites where camping is occurring.)

→ **R-14** Frisbee golf: Disc ("Frisbee") golf has been suggested as a desirable activity in the RMP study area. The popularity of this activity is increasing. Cobblestone and Wild Rose Parks have been noted as potential sites for this use. The RMP should review potential areas for this use in context with the demand and available sites for other uses/activities.

→ **R-15** Hiking trails (e.g., for wildlife viewing): The public considers hiking and biking trails highly desirable. At the reservoir, suggestions range from large-scale to site-specific. At a large scale, a multi-use trail completely around the reservoir is cited as the ideal, with other concepts including a trail linking the parks along the north shore, and/or a trail on the south side of the reservoir, away from the highway, perhaps linking with Montour. More locally, providing better trail access to fishing spots at Cobblestone Park has been requested. It is uncertain whether the land base around the reservoir would allow the larger concepts to be pursued (i.e., topography and ownership patterns may make these trails infeasible and cost may be prohibitive; on the other hand, cooperative relationships with the railroad and working with grazing or agricultural leaseholders could help overcome constraints on a south-side trail). Opportunities at a more site-specific scale, such as that suggested at Cobblestone Park, may be more readily achieved. In any case, the RMP should explore feasible opportunities around the reservoir to provide hiking and biking trails at either or both these scales. The potential for trail linkages between the reservoir and surrounding BLM lands should also be investigated.

At Montour, significant opportunities may exist for hiking (and perhaps biking) trail development, particularly as a way of both accommodating and managing wildlife-oriented user groups (i.e., hunters, bird watchers, etc.). Trails could provide better access for users and, at the same time, concentrate use away from sensitive areas. AHWG suggestions for Montour include educational/nature trails and accessible hunting trails. In any case, as noted for the reservoir, the RMP should explore opportunities for trail development at Montour WMA and the potential for linkages with surrounding areas.

(Planning Team Note: Any trails developed would require a non-Federal managing partner and 50/50 cost share; and would need to meet Federal accessibility standards).

→ **R-16** Equestrian trails or trailheads: Around the reservoir, there is probably not sufficient land base to support equestrian trails, trailheads, or staging areas. Constraints on trail development around the reservoir are noted above. Trailheads/staging areas require relatively large areas for trailer circulation and parking, and any such areas available at the reservoir would most likely first be considered to help meet demand for reservoir-oriented/reservoir-dependent activities.

At Montour, AHWG members note that Reclamation had plans a number of years ago for equestrian trails, corrals, etc. These plans have not been implemented due to cost share requirements not being met and an analysis of impacts not having been done previously. For the current RMP, equestrian use and associated support facilities could be viewed as desirable from a general public recreation standpoint, and the WMA does offer good potential for this use. However, the potential for conflicts between this use and the wildlife focus of the WMA would need to be considered. Further, as noted in earlier discussions, the WMA is now experiencing capacity problems and conflict issues with current user groups (i.e., hunters, wildlife enthusiasts, dog training, etc.); introduction of equestrian uses may not be appropriate given these challenges. Accommodation of an equestrian trail requires a large parking area and horses introduce more weed seeds to an area.

→ **R-17** Recreation (e.g., trail) connections between Emmett & reservoir: The RMP should include an objective to work with Emmett, the County, IDOT, and the Irrigation Districts, as needed, to seek feasible recreation connections between the community and the reservoir. Ideas include: (1) a greenbelt/trail from Cobblestone Park to Emmett, using the canal, the Washington Street Bridge, and/or the highway as parts of the route; (2) a park and ride/walk location at Freeze Out Hill, with a trail along the canal to the dam; and (3) river boating/floating activities originating at or below the dam (e.g., before the dam was built, there were canoe races from Horseshoe Bend to Emmett). Opportunities to use the canals would require the cooperation of the Irrigation Districts, and concerns about liability would need to be addressed. Opportunities to use the highway as part of any trail connection may require widening of the shoulder; in any case, the Idaho Department of Transportation (IDOT) would need to be involved.

(Planning Team Note: It should be noted that the majority of the areas being discussed as possibilities to link the reservoir and Emmett are outside of the RMP study area and not on Reclamation administered lands. While the RMP can include recommendations to cooperate with and encourage other entities to pursue these activities, the areas suggested for trails that are not on Reclamation lands are outside the scope of the RMP.)

→ **R-18** Others: The RMP should investigate the feasibility of boat-in, walk-in or bike-in picnic sites along the south shore of the reservoir. Obviously, walk-in or bike-in sites would only be feasible if trail access can be provided. Nevertheless, providing day use opportunities on the south shore could be part of the answer to capacity problems at Black Canyon Park.

## Reservoir Sedimentation

→ **R-19** Impacts to various water uses; responses to maximize boating capacity: See R-1.

## Boat Ramps Along the Highway

(Planning Team Note: As indicated in prior discussions, there are three boat ramps along the highway on the north shore of the reservoir. One of these is west of Black Canyon Park (designated as ramp #1) and two are to the east (designated as ramps #2 and #3). Ramp #2 is just west of Triangle Park, and ramp #3 is approximately one mile east of that park. Each of these ramps is accessed and used via a small turnout area along the highway, and each of them features a small dock for loading and unloading boats.

Ramp #1 is the most heavily used by boaters, especially when Black Canyon Park is either closed or full. This ramp is also used by boaters who do not wish to pay the fee at Black Canyon Park or who simply want a less formal place to stage their boating activities. The other ramps are less busy but are popular with PWC users).

→ **R-20** Responsibility, liability, safety, traffic impacts: This issue statement identifies two administrative/management concerns associated with these ramps: (1) confirming which agency (e.g., Reclamation or Gem County) is responsible for operating and maintaining these ramps (and thus which agency is liable for accidents that might occur at the ramps); and (2) addressing the safety hazards and traffic circulation that can occur when the ramps (especially ramp #1) are busy. These are discussed separately below.

- (Planning Team Note: It has been confirmed that Reclamation and Gem County signed a Cooperative Agreement on March 29, 1990, the purpose of which is to "promote improved maintenance and management of public recreational facilities on Black Canyon Reservoir in the Black Canyon Recreation Area; public recreational facilities being defined as including docking, launching, swimming, fishing camping, picnicking, or general purpose boating facilities [except] those used by Waterways or Reclamation for specific operational functions." The roadside ramp facilities are frequently referred to as the "County Ramps." Signs posted at the ramps bear the logos of both agencies. The Gem County Sheriff has correctly operated on the assumption that Reclamation is the responsible agency for maintaining these ramps. Reclamation has correctly operated on the assumption that Gem County is responsible for law enforcement, as well as assistance in placing docks at these and other locations throughout the reservoir.)

  The RMP process should provide clarity on this topic, especially given: (a) existing concerns associated with highway safety at/near the ramps (as discussed below); (b) ongoing needs for ramp and dock repair and ongoing maintenance; and (c) suggestions for expansion and/or improvements at the dock locations (see R-21/R-22).

- Use of these ramps can cause both highway safety and general traffic circulation problems. As noted above, the ramps are served only by small, unmarked turnouts along the highway. When these sites are busy, the turnouts fill rapidly with parked vehicles and trailers, and users begin to park along the highway after launching their boats. This occurs predominantly at ramp #1 because it is a focus for overflow when Black Canyon Park is full, but drop-off and parking safety can also be a concern at ramp #2.

  Potential solutions to these concerns include: (a) installing "No Parking" signs along the highway near the ramps (per the IDOT process and requirements described in A-4); (b) paving and striping the turn-outs to clearly demarcate parking spots/capacity and launch lane(s); and (c) providing more boat launching and parking capacity at Black Canyon Park. The first two of these approaches would require close coordination with and perhaps assistance from IDOT. Perspectives on the potential to add parking/access capacity at Black Canyon Park are provided under A-2/A-3, below.

→ **R-21** Only access to reservoir when parks are closed; and **R-22** Potential to expand for more boat access & other uses: Despite the traffic and safety concerns that can occur at the highway ramps, there is considerable interest in at least keeping them in operation and in maintaining/improving existing facilities. Some members of the public would also like to see these sites expanded if possible, both in size and in facilities offered, and would like to see additional sites developed if feasible. Suggested improvements to existing sites include: (1) extending ramp #1 another 50-60 feet; (2) repairing ramps #1 and #2; (3) providing more organization and efficiency in vehicle/trailer circulation and drop-off conditions; (4) providing more and/or longer docks; (5) re-orienting some of the docks to reduce hazards associated with the boaters being blinded by the sun as they approach (the County has already begun moving some docks to improve this condition); (6) providing picnic tables and trash receptacles; and (7) more strictly enforcing speed limits near the ramps, especially ramp #3.

Potentials for new ramp locations include the area between the existing ramp #1 and Black Canyon Park.

## Special Events

→ **R-23** Clear policy; **R-24** Interaction with/impact on general public use; **R-25** Cumbersome permit process; **R-26** Fair fee structure: The value and importance of special events at both the reservoir and Montour have been noted in earlier discussions (see R-1 and R-4). As indicated in issue statements R-23, R-25 and R-26, some members of the public believe that Reclamation's policy, permit process, and fee structure for special events should be reviewed and revised. The RMP process is the opportunity to conduct this review and to: (1) clearly articulate special event policy; (2) streamline the permit process as much as possible; and (3) ensure a fair and consistent fee structure.

(Planning Team Note: The RMP will articulate policy on the types of special events allowed in the study area and the restrictions that may be placed on such events. It will also clearly describe the permit process, agency contact points, and criteria for setting fees. In the latter regard, however, the RMP can only seek to provide clarity on process, requirements, and fees; it cannot materially change these parameters.

Issue R-24 refers to the impact that special events can have on the general user public, especially if the events are conducted at locations and/or times when general public demand for access is high. Dedication of all or part of any recreation site, especially Black Canyon Park, to a special event can create conflicts with the general public. Clearly, special events should be scheduled for either (or both) times and locations where such conflicts can be avoided or minimized.

→ **R-27** Future status of pow wow site at Montour:

(Planning Team Note: For the past several years, Reclamation has permitted a site at Montour WMA to be used for the Western Idaho Pow Wow Association, a private commercial event oriented to Tribal culture, history, and activities. The permit was terminated for non-payment and non-compliance with the terms and conditions. The former pow wow site may be an appropriate location for some other special event activity or for general recreation use, dependent on the findings of RMP review and alternatives analysis. However, it should be noted this area is very wet with high groundwater, dependant on the time of year).

## ORV Use

→ **R-28** Reclamation lands closed (impacts ease of hunting at Montour): All Reclamation lands, agency-wide, are formally closed to ORV use unless specifically opened as per 43 Code of Federal Regulations, Part 420. At Black Canyon Reservoir and Montour WMA, all lands are closed. Some members of the public suggest that this closure unfairly and unnecessarily constrains hunting access at Montour (i.e., particularly for those less able to walk long distances). On the other hand, several AHWG members stress that the ORV closure must remain in effect to protect the resources for which the WMA was established. Instead, rather than any consideration of opening additional areas to vehicular access at Montour, existing levels of access should be managed and controlled.

(Planning Team Note: Given Reclamation's current policy and its responsibility to protect and properly manage the resources at Montour, it is highly unlikely that any exceptions to the ORV closure will be considered in this RMP.)

## Hunting & Shooting

→ **R-29** Use conflicts, safety issues; **R-30** Farmers at Montour getting shot at; and **R-31** Conflicts between different types of hunting (e.g., waterfowl vs. upland game): Discussion of these issues focused primarily on the conflicts and safety concerns that can stem from hunting activities at Montour WMA. These conflicts and concerns arise due to: (1) high and increasing demand for wildlife-oriented recreation opportunities in general (both consumptive and non-consumptive), (2) inherent differences in the needs and activities of different user groups (e.g., upland game bird vs. waterfowl hunters, and hunters vs. bird watchers), and (3) absence of any management or control of access (i.e. users can park anywhere in the WMA and enter any portion of the area from any direction. The RMP should address the need for better management to reduce, control, or resolve these conflicts. Preliminary suggestions in this regard include:

- better public education/information (e.g., signage, web site notices, etc) regarding hunting seasons, nesting season closures, special event scheduling, and other use management topics;
- emphasizing hunter education and etiquette;
- increased enforcement of hunting restrictions and regulations, seasonal closures, etc.;
- improving our understanding of the problem through better reporting and monitoring of conflict situations (type, location, frequency, etc.); and
- increasing management of access and parking, including such actions as:
  - providing specific parking areas for hunters and other users,
  - reducing or eliminating parking along the roadways, and/or
  - establishing walking-only areas in some locations

Beyond these items, random shooting, including the shooting of "No Shooting" signs, does occur in the study area as a whole. This is a statewide issue and little can be done to control it short of deliberate, site- or area-specific enforcement presence.

## Potential for Interpretive Programs/Facilities

→ **R-32** Potential for interpretive programs/facilities focused on natural & cultural resources at Montour, the dam, and associated facilities, etc.: Considerable opportunities exist in the RMP study area for interpretive/educational facilities and activities. These include the wildlife, vegetation, and cultural resources at Montour, as well as the dam and associated facilities at the reservoir. The RMP should include a prioritized program for developing these opportunities. (See N-1, N-22 through N-24, and R-4 for additional perspective.)

## Maintenance and Clean-Up Issues

→ **R-33** Maintenance & clean-up: Particular locations cited by the AHWG where more attention is needed for maintenance & clean-up include: Highway boat ramps #2 and #3 (i.e., those east of Black Canyon Park) and the power line site. Adding trashcans at the boat ramp sites may improve the litter/clean-up situation; however, this would increase agency operation and maintenance (O&M) costs and can become a problem in its own right, with people using the receptacles and sites as dumps for household refuse. Agency managers also indicate that clean-up is needed at Montour (e.g., abandoned vehicles, dumping, etc.). Each of these areas will need to be evaluated on a site-by-site basis, in coordination with other agencies, to determine the best way to deal with this issue.

# Access and Other Land Uses

## Roads and Parking

→ **A-1** Access road adequacy & management (e.g., Black Canyon Park, Triangle Park, Cobblestone Park): The only identified access road concerns within the RMP study area are:

- Circulation and safety issues caused by recreationists parking along the State Highway—associated with: (1) full/crowded conditions at Black Canyon Park; and (2) high levels of use at the boat ramps along the highway. The potential for providing additional parking capacity at Black Canyon Park to help alleviate these concerns is discussed under A-2/A-3, below. Potential methods of more directly controlling parking along the highway in either of these situations are noted under the R-20 discussion of highway boat ramp issues.
- Road alignment at the entry to Triangle Park—the park entry is located at a blind curve in the highway such that concern for sight-lines and accident potential is heightened, especially for park users arriving from the east or departing to the west. IDOT, however, indicates that there has been no history of accidents at this location; the Sheriff's office confirms that there have been few, if any, problems there. "Boats Entering Highway" signs have been posted to warn motorists approaching the park that slow-moving vehicles may be entering the highway. Beyond maintaining these warning signs, IDOT has no plans for improvement of the highway at this location.
- The need for and/or desirability of better signage directing the public to Cobblestone Park—e.g., more signage is needed on Plaza Road and along the State Highway. The RMP process should include a review of signage needs overall, including an assessment of this question.

→ **A-2** Parking adequacy at recreation sites; and **A-3** Parking along highway (Black Canyon Park, boat ramps): The parking capacity problems associated with Black Canyon Park and the highway boat ramps have been described in prior discussions. Parking capacity at current use levels is adequate at Cobblestone, Wild Rose, and Triangle parks, as well as Montour. The parking lots at Wild Rose Park can fill on occasion, but this is not seen as a significant problem at present.

At Black Canyon Park, in association with potential measures to control parking along the highway (see R-20), the RMP should look at possibilities for expanding parking capacity. Options such as moving the maintenance facility to another location, redesigning existing parking areas, and developing additional parking north of the highway should be explored. However, any of these potential solutions may involve additional concerns that would limit their feasibility or desirability. For example, any provision of additional parking could simply exacerbate the problem of user crowding at the park (i.e., current parking capacity may mirror user capacity of the parklands and shoreline). Also, pedestrian safety would be a concern with any parking provided across the highway from the park. In any case, a realistic approach to addressing increasing demand at Black Canyon Park must be reflected in the RMP, whether that approach is to provide additional access and parking, provide facilities at other locations to take pressure off of this park, or simply accept that the park can and will reach capacity during peak periods and must be operated on a first-come, first-served basis, with closure to additional users (e.g., "park full" signage) when capacity is reached.

→ **A-4** IDOT role in access management: Any solution to problems associated with the State Highway will require the cooperation and assistance of IDOT. For example, installation of "No Parking" signs, roadway striping, or other measures to control parking along the highway will require the following:

- a request from law enforcement;

- an IDOT study to document the problem;
- consideration and approval of solutions by the IDOT Board;
- demonstration of enforcement capability, including towing and associated information signage; and
- installation of the signage, striping, etc.

Clearly, this process involves a 3-way cooperative effort among IDOT, the Gem County Sheriff, and Reclamation.

→ **A-5** Access across railroad grade through Reclamation land: Safety and access concerns can be associated with the public walking down the railroad corridor and with roadway crossings of the railroad right-of-way. The railroad has a no-trespassing restriction extending 12-14 feet on either side of the tracks, and the railroad company indicates that this restriction is non-negotiable. Better public education, additional signage, and more active enforcement of this restriction may be needed as use levels increase on Reclamation lands. Also, this restriction would limit the feasibility of trail connections along the south shore of the reservoir (see R-15). The only roadway crossings of the railroad grade are at Montour; no significant issues have been identified at these crossings.

→ **A-6** Accessibility/ADA needs: Reclamation has an ongoing program to upgrade facilities to meet accessibility standards and has already made a number of related improvements to facilities in the study area (e.g., Black Canyon and Wild Rose parks). Also, any new facilities, including those built by others on Reclamation lands such as future site used by the railroad, must meet accessibility requirements. The RMP should review and reflect needs for accessibility improvements.

## Other Land Uses

→ **A-7** Grazing & agriculture leases at Montour (support for continuation): Members of the AHWG expressed clear support for continuing a grazing and agricultural leasing program at Montour WMA and on lands currently leased around the reservoir. However, grazing can and should be used as a management tool. Grazing leases should be structured to achieve habitat management goals, with annual review to determine if these goals are being achieved.

(Planning Team Note: Only through intensive (and often cost-prohibitive) management techniques is grazing as a wildlife habitat management tool (to control weeds) somewhat justified. Grazing to control weeds is only effective on some weedy species and only in the year it is used; even then weeds are generally the last plants eaten. It must be done in very short durations and on a continuing (every year) basis to be in any way effective. If stopped for just one year weeds kept at bay through grazing will take off with vigor.)

→ **A-8** Dog training at Montour WMA (conditions are excellent for this use; public interest expressed): Dog training/trials are a very popular activity at Montour. Two organized groups conduct training/trials twice a year for this purpose; many individual dog owners also use the area. There is a high degree of support for continuing this activity. Careful management and coordination with IDFG will be necessary to ensure continuing compatibility with the fundamental wildlife and vegetation management objectives for which the WMA was created (see N-9).

→ **A-9** Future of railroad grade--railroad plans to retain, explore recreational passenger venture: At the outset of the RMP effort, there was uncertainty regarding the railroad company's plans for the tracks and corridor through the study area. Reports had circulated that the railroad was preparing to abandon the tracks. In such a case, the railroad corridor could offer significant opportunity for public

trails. Railroad representatives at the RMP public meeting and on the AHWG confirm that the tracks and corridor will be retained and remain active. The primary use of the corridor at present is for the recreational/commercial offerings of the Thunder Mountain Line. Current offerings, which use the corridor through the RMP study area, include: Dinner Train, Murder Mystery Train, Black Canyon BBQ, and Wild West Shoot-Out. The operators of the Thunder Mountain Line are interested in cooperative efforts with Reclamation, including establishing/developing a stop and BBQ area at Montour (the preferred site was indicated on a study area map at the AHWG meeting), integrating wildlife and bird watching at Montour into some of the Line's offerings, and possible use of Cobblestone Park. Other ideas for new theme rides, such as an astronomy trip suggested by the Discovery Center, could also use stopping and/or staging points in the RMP study area. Given the community's emphasis on reinforcing the role that Black Canyon Reservoir and Montour play in the local economy, the RMP should explore these opportunities for public/private cooperative programs. In addition to the economic benefits that could accompany such cooperative efforts, railroad programs in the RMP area can incorporate and advance public education regarding proper use and stewardship of the resources at Montour and elsewhere. This is another example of the synergy that could accompany cooperation between Reclamation, the County, and the railroad.

Finally, even though the railroad is expected to remain active, as described above, AHWG members suggest that it may be desirable for the RMP to reflect the option of trail use if the railroad grade is ever abandoned in the future. Such an opportunity for public trails should not be lost if the railroad company's plans change.

### Boundary Definition & Relationship with Surrounding Uses

→ **A-10** Encroachment & trespass on Reclamation lands; **A-11** Impacts on adjacent private lands: Few, if any, significant problems appear to exist in terms of encroachment or trespass on Reclamation land or with users on Reclamation land or water trespassing on adjacent private properties. At the Montour campground, there historically were problems with users trespassing on surrounding lands, but the addition of a park host has minimized this concern. The only other concern noted in AHWG discussion is in the Hunters Cove area, where lands along the shore are in private ownership, with Reclamation holding a flowage easement. In this area, PWC use has been reported as a problem for adjacent owners, with noise cited as an annoyance and wakes causing erosion on private properties. The County has designated this area of the reservoir surface as a no-wake zone and marked the restricted area with buoys. Increased enforcement of this restriction may be necessary if conflicts continue.

→ **A-12** Relationship with adjacent uses (BLM, Gem County Planning & Zoning)—(including effects on RMP area of surrounding subdivision activity): The RMP effort must remain aware of and seek compatibility with County and other agency plans/programs on lands surrounding the study area. The AHWG identified Deborah Lish, the County Planning and Zoning Administrator, as a primary contact regarding surrounding land use plans and interface with Reclamation lands.

## Management and Implementation

### Security at Dam Facilities

→ **M-1** Increased concern for security at the dam and related facilities:

(Planning Team Note: No discussion of this issue occurred at the AHWG meeting. However, it is important to note that concern for safety and security at all Reclamation dams and facilities has increased markedly since the events of September 11, 2001. Reclamation is in the process of studying and defining needed safety and security enhancements for its facilities, including Black Canyon Dam. As decisions are made in this regard, if these decisions would affect RMP options or alternatives, they will be incorporated into the RMP process).

## Public Information

→ **M-2** RMP brochure/map--facilities, activities, wildlife, history; **M-3** Signage (general information, safety, use regulations, points of interest) and **M-4** Kiosks: The RMP should include a map illustrating the location of and activities offered at recreation sites, other recreation/use areas, access roads and trails, wildlife management areas, areas of cultural interest, etc. Public information materials should also clearly describe use restrictions and regulations.

Needs and desires for additional signage include (many of which are noted in prior discussions):

- better signage to promote and guide users to Cobblestone Park;
- interpretive signage at Montour, focused on wildlife and vegetation, historical resources, and Tribal history;
- interpretive signage at the dam and associated facilities;
- access control signage (for both vehicular and pedestrian uses) at Montour as one method of both managing diverse user groups and protecting resources, especially at sensitive times;
- Additional "No Parking" signs along the highway to control circulation and safety problems associated with overflow from Black Canyon Park and the highway boat ramps;
- updated boating regulation signs (i.e., those that specify boating direction, boat/watercraft speed limits, boating/watercraft etiquette, etc.);
- "No Trespassing" signs at key locations along the railroad right-of-way;
- "No Camping" signs where unauthorized camping has been a problem (e.g., Squaw Creek); and
- signage to help implement the closure of Reclamation lands to ORV use.

Kiosks are another medium by which to provide interpretive information and guides to the resources, recreational opportunities, and/or regulations in the study area. Kiosks may be appropriate at locations such as the dam and Montour WMA. The City of Emmett has indicated that it has a kiosk it is willing to contribute for use at the reservoir or Montour as part of the public information program. Audubon volunteers may be available for help in implementing a sign program.

## Law Enforcement

→ **M-5** Vandalism & litter; **M-6** Shooting; **M-7** Unauthorized camping and ORV use; and **M-8** Encroachments & trespass: The Gem County Sheriff provides basic law enforcement services in the RMP study area. IDFG can provide enforcement of hunting regulations in the RMP study area. As the RMP is developed, any needs for changes in or additions to current law enforcement attention would need to be arranged through/with the Sheriff. Changes in law enforcement in support of RMP implementation can range from simply increasing coordination on enforcement priorities (i.e., within current levels of enforcement personnel and equipment) to adding additional enforcement capacity, through Reclamation funding or other means.

Regarding the specific concerns noted in issue statements M-5 through M-8, the following observations are made regarding law enforcement needs:

- Vandalism and litter have historically been problems at the developed recreation sites, including the highway boat ramps. Providing park hosts at Montour, Black Canyon Park, and Cobblestone Park has substantially reduced both of these problems. Currently, the restrooms at Wild Rose Park seem to be getting inordinate attention from vandals; perhaps a park host would help there also. Providing trash receptacles at the highway boat ramps may help with the litter problem at these locations but would increase O&M costs.
- Concerns associated with hunting and shooting are discussed under R-29 through R-31. Management and enforcement can more readily be achieved for hunting activities than for random shooting.
- Sheriff patrols have helped in recent years to improve the situation related to unauthorized camping and ORV use. As noted in R-13, areas that may require additional attention, dependent upon RMP findings, include: (1) Squaw Creek, where camping outside of Reclamation lands sometimes spills onto Reclamation land; and (2) ramp #3, where PWC users now like to camp.

## Maintenance and Management Responsibilities

→ **M-9** Montour WMA: (See N-11 through N-13.)

→ **M-10** IDFG relationship: (See N-11 through N-13.)

→ **M-11** Recreation sites/facilities (County interest): Reclamation operates and maintains the recreation sites within the RMP study area. In past years, Reclamation has discussed with Gem County the potential for the County to take over park management. While the County is interested in this potential, it has not had (and at present still does not have) the financial resources necessary to accomplish an effective transition. As/if fiscal conditions improve, the County would be open to future discussion of this potential.

→ **M-12** Boat ramps & docks along the highway: (See R-20.)

→ **M-13** Roadways (IDOT, County, Reclamation): The access road system leading to and within the RMP study area involves a cooperative effort among IDOT, Gem County, and Reclamation. IDOT controls the State Highway through the area; the County is responsible for other public roads; and Reclamation is responsible for roads within the recreation sites and at the dam and associated facilities. These agencies cooperate on a regular basis to resolve issues and make improvements. For example, the County and IDOT have cooperated in placing boulder barriers to control ORV use. As roadway issues are identified in the RMP process (e.g., the highway safety issues discussed in R-1 and R-20), appropriate cooperative responses must be defined to address them.

## Implementation Priorities and Funding

→ **M-14** Clear priorities; and **M-15** Funding relationships (e.g., matching partner needs):

(Planning Team Note: For the RMP to be an effective management tool, it must clearly state implementation priorities; these priorities must be supported with adequate funding and staff resources. Ongoing programs such as weed control, wildlife management and enhancement, and recreation facility operation and maintenance must all be funded and staffed at adequate levels. The same will be true if ongoing programs are modified or expanded or if new initiatives (such as an

Integrated Pest Management Plan or additional public information programs) are proposed as part of the RMP process. Implementation of new projects and/or programs will likely require cooperative efforts with other agencies. For example, current regulations require Reclamation to have a non-Federal, public entity, cost-share partner in all new fish and wildlife enhancement or recreation facility development projects. In the case of fish and wildlife projects, the cost-share proportion is 75% Reclamation and 25% cost-share partner; for recreation projects, the proportion is 50/50. The cost-share partner must also be a non-Federal public entity responsible for management of the area under contract with Reclamation. Cooperative efforts with volunteers can also be a way to achieve results; IDFG already partners with volunteers to implement management projects at Montour. Overall, as the RMP process unfolds and RMP alternatives are defined, creative ways must concurrently be explored to pool agency resources, achieve cost-share requirements, partner with volunteer organizations, or otherwise build effective implementation relationships).