



# Payette Endowment Lands Strategy (PELS) Implementation Plan

prepared by the  
United Payette Coalition

• • •

September 2021





## EXECUTIVE SUMMARY

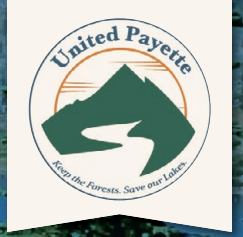
The United Payette Endowment Lands Strategy Implementation Plan (the Plan), prepared for consideration by the Idaho Department of Lands (IDL) and the State Board of Land Commissioners (Land Board), provides conservation and recreation-based solutions in collaboration with the IDL to create a vision of McCall many years from now. This vision includes clean lakes and rivers through healthy well-managed forests and thriving ecology and wildlife alongside open public access for the diverse recreational interests of residents and visitors alike while providing for the needs of the endowment trusts. The Plan has been prepared by United Payette (UP) a coalition of eighteen organizations that comprise more than 60,000 members. **The Plan is prepared consistent with, and in support of, the Land Board's Payette Endowment Lands Strategy (PELS), and UP is committed to working collaboratively with IDL to meet the Land Board's fiduciary duty to the endowment beneficiaries.**

The majority of the 5,478 acres included in the IDL's PELS lies within the City of McCall's "area of impact". This area is defined as critical to the future of McCall

## UNITED PAYETTE OBJECTIVES FOR A WIN-WIN

- Respond specifically to the IDL's Payette Endowment Lands Strategy (PELS).
- Secure the maximum long-term financial return to the beneficiaries of the endowment trusts.
- Develop comprehensive conservation and recreation-based solutions consistent with the long-term vision for McCall and Valley County.
- Provide a flexible path forward for the Land Board to consider based around public access, watershed and wildfire protection, open-space, ability to implement and financial return to the beneficiaries.
- Collaborate through cooperative relationships and input from citizens and government agencies in preparing the plan.

in the city's 2018 Comprehensive Plan. Consistent with the City of McCall 2018 Comprehensive Plan, as well as the Valley County Comprehensive Plan, our approach



minimizes development of lands in the watershed around Big Payette Lake ensuring habitat and water quality conservation, reducing wildfire risk, promoting contiguous open space, and maintaining continued public access for recreational activities. Our approach also provides new sustainable sources of revenues to address the Land Board's constitutional obligation to secure the maximum long-term financial return to the endowment beneficiaries. **This Plan supports and provides a way to implement the PELS strategies prepared by the IDL and approved by the State Board of Land Commissioners in March 2021 and is aligned with the management philosophies of the Land Board's Asset Management Plan.** The Plan seeks to retain most of these lands within the IDL's Payette Lakes Supervisory Area portfolio.

This Plan is presented on behalf of a coalition of stakeholders who are committed to working with IDL and the Land Board to address the challenge of maintaining McCall as an iconic mountain town that is flourishing in its scenic and diverse natural environment. Prepared by local citizens and organizations, along with support from knowledgeable professionals and in cooperation with Valley County, the City of McCall, the

IDL, the Idaho Department of Parks and Recreation and the U.S. Forest Service, **it respects the longstanding commitment of public land managers who have stewarded this land for generations.**

By leveraging the area's conservation and recreation-based economy and allowing for the coexistence of traditional uses, the Plan generates more funding to meet the state's constitutional fiduciary requirement to the endowment beneficiaries. The Plan's approach combines new recreation (motorized and non-motorized) and conservation funding, revenue from existing and future timber contracts, current and future leases, and sale of several parcels within developed areas, to increase revenues to the endowment trusts beneficiaries. The Plan draws on fiscal support through private and public resources with significant private donations pledged to date. Although solutions are provided for each parcel, managing these transitional lands, as defined in the PELS as a unit optimizes management efficiency, ensures the beneficial connectivity that the State has wisely created over decades to adjacent endowment lands and U.S. Forest Service lands and allows the State and the endowment trusts to retain these lands over the long-term.





Coupled with the strategies described in the PELS, the Plan proposes short-term revenue solutions by employing the concept of **stacking** conservation, recreation and other compatible, non-exclusive leases with current timber sales and the disposition of identified parcels in already developed areas to immediately increase returns from this transitional land unit. **To be clear, timber sales, grazing, mining and other existing uses will continue in the same manner as today on these lands under the UP Plan.** These actions allow time to develop long-term solutions such as conservation easements, land exchanges, state

agency to state purchase and transfers, and other innovative strategies incorporating lessons learned from the short-term solutions. The Plan establishes the framework to implement the strategies of the PELS and the UP's vision of conservation of Idaho's Payette endowment lands in the North Fork Payette River watershed and is a **win-win for the state endowment beneficiaries, residents, and visitors who will continue to enjoy the area's lands and waters for generations to come. UP is committed to working collaboratively with the IDL and Land Board staff to implement these proposed solutions.**





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## 1.0 Introduction

### 1.1 Need and Purpose

With its incredible natural and scenic beauty Idaho continues to gain national attention for its quality of life. As a result, the State is coming under increasing pressure to sell its most scenic and treasured endowment lands to private investors, lands that have been accessible to the public since statehood. Recently these increased pressures have been focused on Valley County, Idaho and the City of McCall. For over a century the **McCall area endowment lands have been interwoven into the fabric of the community, and**

**since time immemorial they served as home to Idaho's Native American tribes. They surround Big Payette Lake, McCall's crown jewel, protecting the sole source of its drinking water. Located at the top of the watershed these endowment lands are key to water quality for the region.** As shown in **Figure 1-001**, Title 67 Chapter 43 of Idaho Statute provides for appropriation of waters of Big Payette Lake in trust for the people of the state of Idaho to preserve the lake in its present condition. Further, as emphasized by Governor Little (**Figure 1-002**) decisions made on these lands in the McCall area not only affect the local economic and natural environment but also

**TITLE 67  
STATE GOVERNMENT AND STATE AFFAIRS  
CHAPTER 43  
PRESERVATION OF CERTAIN LAKES AS HEALTH RESORTS AND RECREATION PLACES**

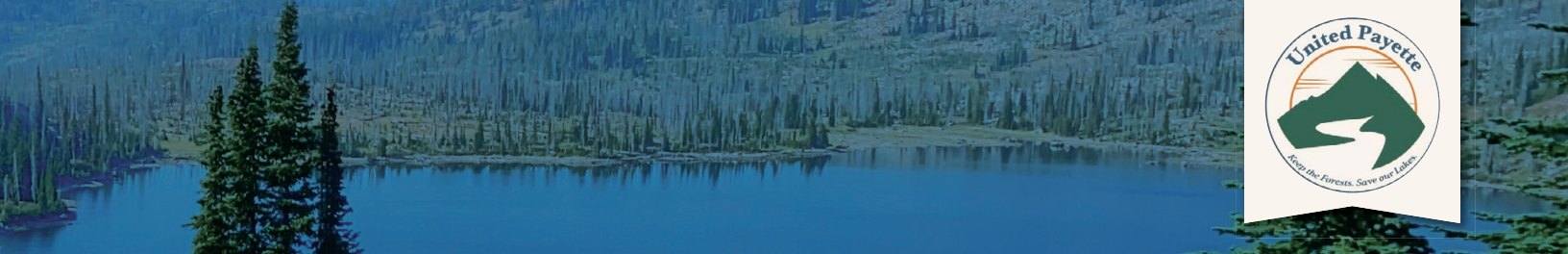
67-4301. BIG PAYETTE LAKE — APPROPRIATION OF WATERS IN TRUST FOR PEOPLE. The governor is hereby authorized and directed to appropriate in trust for the people of the state of Idaho all the unappropriated water of Big Payette Lake, or so much thereof as may be necessary to preserve said lake in its present condition. The preservation of said water in said lake for scenic beauty, health and recreation purposes necessary and desirable for all the inhabitants of the state is hereby declared to be a beneficial use of such water.

No fee shall be required in connection with said appropriation by the governor or the permit issued in connection therewith, and no proof of completion of any works of diversion shall be required, but license shall issue at any time upon proof of beneficial use to which said waters are now devoted.

Each succeeding governor in office shall be deemed to be a holder of such permit, in trust for the people of the state.

**Fig 1-001** – Idaho Statutory Title 67 Chapter 43 | *Idaho's statutory obligation to preserve Big Payette Lake.*





set a precedent for the future of all of Idaho’s endowment lands. The Plan provides for protection of the waters of Big Payette Lake, and delivers a grounded, inclusive, and collaborative model for use by the IDL and other Idaho communities.

has become more educated about state endowment lands including the constitutional obligation to the beneficiaries. IDL developed the Payette Endowment Land Strategy (PELS) document with cooperation from public interests and focus

## Governor Little, March 2021 Land Board Meeting

*"The people around McCall, including myself, all have a vested interest; we need to think of it not exclusively to McCall but exclusive to our entire 2.5 million acre portfolio, including some ground about a mile or mile and a half from here. The issue is, when we do this, as we do with everything else, it needs to be transferable to other parts of the portfolio.*

Fig 1-002 – Quote by Governor Little

**Over the past year, residents in and around Valley County, Idaho have shown a strong and growing interest in protecting the state endowment lands.** The community has expressed a clear desire to retain public access to state lands, protect the watershed and water quality, reduce the risk of wildfire, maintain open spaces, and manage reasonable growth. Consequently, the community



Fig 1-003 – IDL PELS Document | *The UP Plan implements the PELS that was approved by the Land Board*

group sessions, and the Land Board approved the PELS in March 2021 (**Figure 1-003**).

**A new understanding of McCall area endowment land issues, the Land Board’s approval of the PELS, and strong and widespread community interest in finding solutions to retain open spaces and access to Payette endowment lands and to protect Big Payette Lake led to the formation of United Payette (UP).** UP is a broad and growing coalition of citizens and





organizations collaborating with government and private partners to identify and secure solutions to permanently conserve the Payette endowment lands for the public and the health of the ecosystem for generations to come. UP is committed to delivering creative and sustainable solutions to support the Governor and the Idaho Land Board’s constitutional and fiduciary responsibilities to the endowment beneficiaries and citizens of Idaho while keeping the health of the land and watershed at heart. For McCall area endowment lands, as defined in the IDL’s PELS document, UP’s plan is to provide a comprehensive set of conservation and recreation-based solutions that secure the maximum long-term financial return to the beneficiary institutions. **UP’s Plan implements the strategies in the PELS document that were prepared by the IDL and approved by the Land Board in March 2021.**

## 1.2 United Payette

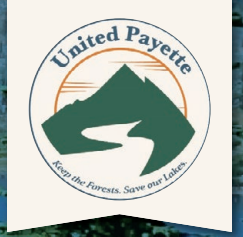
United Payette (UP) is composed of eighteen groups, and when taken in total, represents more than 60,000 members. Collectively this group has developed a plan to collaborate with the IDL to conserve the endowment lands in the North Fork Payette watershed to protect the best interests of the community and the State of Idaho. The UP mission is shown in **Figure 1-004**, and coalition member groups are shown in **Figure 1-005**. UP is led by the following five-person steering team elected by the member organizations:

- Craig Utter of the Payette Land Trust (PLT);
- Brian Brooks of the Idaho Wildlife Federation (IWF);
- Kristin Sinclair of Brundage Mountain Holdings and multiple homeowner associations;

*We are a coalition of diverse citizens and organizations collaborating with government and private partners to identify and secure paths to permanently conserve the Payette endowment lands for the public and the health of the ecosystem for generations to come. We are committed to identifying creative and sustainable solutions to support the Governor and the Idaho Land Board’s constitutional and fiduciary responsibilities to the endowment beneficiaries and citizens fo Idaho.*

**Fig 1-004** – United Payette Mission | *Our goal is to permanently conserve endowment lands in the North Fork of the Payette watershed and meet constitutional requirements*





- Julie Manning and Jeff Mousseau of the Payette Endowment Lands Alliance (PELA)

UP is committed to implementing the conservation and recreation-based solutions set forth in the Plan **by first submitting one or more applications for short-term non-exclusive leases developed by a UP task team in collaboration with Valley County and the IDL.** Definition and evaluation of the long-term solutions may also be supported by an Advisory Board like that used in the Blaine County Land, Water and Wildlife Program, and/or through a new Valley County Recreation District. All final solutions will require UP Coalition member approval.

- Backcountry Hunters and Anglers
- Big Payette Lake Water Quality Council
- Brightwater HOA
- Brundage Mountain Holdings
- Burgdorf Hot Springs
- Central Idaho Mountain Bike Association
- Friends of Lake Cascade
- Idaho Business for the Outdoors
- Idaho Conservation League
- Idaho Wildlife Federation
- McCall & Valley County private citizens
- Payette Endowment Lands Alliance
- Payette Land Trust
- Payette Lakes Cottage Sites HOA
- Pilgrim's Cove HOA
- Spring Mountain Meadows HOA
- Spring Mountain Ranch HOA
- Tamarack Bay HOA
- The Trust for Public Land

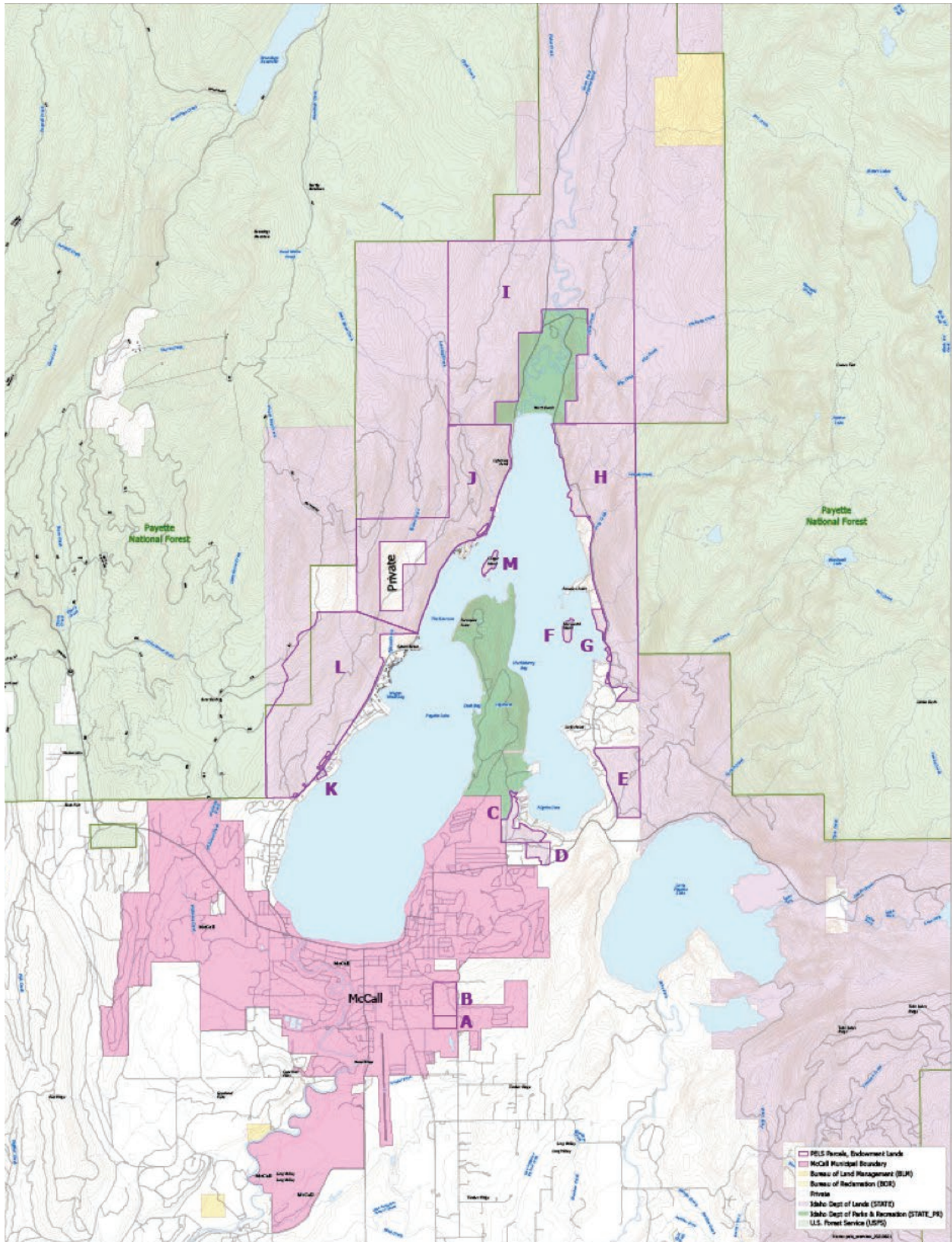
**Fig 1-005** – United Payette Coalition Members | *United Payette is a broad coalition comprising of more than 60,000 members.*

### 1.3 Planning Area

UP's planning area overlaps directly with the area described in the PELS document. Solutions have been developed around each of the 13 individual parcel sites (Parcels A-M) as identified in PELS plan, constituting a total of 5,478 acres. **Figure 1-006** shows the planning

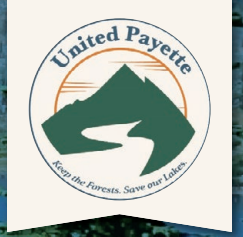
area and individual parcels. Lands within the planning area are determined to be "Transition Lands". Per the PELS document, transition lands require broader planning in the context of surrounding uses and market conditions but will be specific to individual sites. UP solutions capitalize on revenue-generating





**Fig 1-006 – PELS Area Map** | *The UP Plan provides solutions for all parcels included in the PELS.*





opportunities these transition lands can provide in conjunction with current and future timber sales, leases, and potential easements. The current agreements and leases will remain in place.

### 1.4 Guiding Principles

The Plan consists of six guiding principles as shown in **Figure 1-007** and described below.

**Maximize Return** – The Plan is intended to meet the Idaho Constitution’s mandate to secure the maximum long-term financial return for the endowment institutions. It is specifically designed to provide a sustainable solution that **increases revenues for the parcels** identified in the PELs.

**Provide Annual Revenue for the Long-term** – The Plan will be based on a **long-term management approach** to provide annual revenues generated from the lands as opposed to a wholesale disposal of the lands around Big Payette Lake, which would merely provide one-time proceeds of sale and reduce the diversification of the overall land portfolio. Opportunity

for disposition of a parcel within an already developed area, and consistent with the City of McCall’s 2018 Comprehensive Plan, will be considered if such outcome adds value to the overall trust.

**Deliver Community Supported Conservation-based Solutions** – The public has expressed strong support for maintaining open space and access. For these reasons, **recreation and conservation-based solutions are the foundation of the UP Plan.**



**Fig 1-007** – Guiding Principles | *The UP Plan is underpinned by six guiding principles*





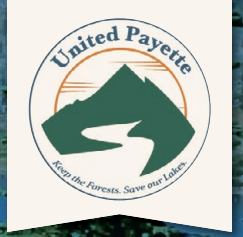
By retaining endowment lands and existing access the Plan will reduce fragmentation caused by development and enhance value added recreational and conservation opportunities. UP's Plan will **protect the waters of Big and Little Payette Lakes, Lake Cascade, and downstream interests.** The Plan promotes water quality, ecology, and stewardship of the natural forest; maintains the current Wildland Urban Interface (WUI) and promotes the reduction of risk of wildfire in the region while increasing recreation and conservation-based revenue streams to the endowment.

***Retain Land as IDL Managed Endowment Lands*** – Consistent with operating expectations of the PELS, the UP Plan will preserve land holdings where our conservation and recreation-based solutions generate increased revenues. The **land assets will be conserved** within the IDL's Payette Lakes Supervisory Area and efficiencies in management will be enhanced. Retaining lands will

also prevent an expansion of the WUI and help control long-term fire costs in an area where IDL provides fire protection, along with the Southern Idaho Timber Protective Association.

***Provide Comprehensive Short-term and Long-term Solutions for Each Parcel*** – Solutions will be developed for each individual parcel in accordance with IDL direction on transition land management. Solutions will include a variety of short-term options to implement immediately and provide time to explore and develop long-term solutions that may better serve the endowment trust into the future and support ecological best management practices.

***Incorporate Successful Examples*** – The Plan will incorporate approaches used by successful land conservation projects in Idaho, including the Boise Foothills Conservation Initiative and the Blaine County Land, Water & Wildlife Program.



## 2.0 Comprehensive Solutions for the Parcels

### 2.1 Short-term and Long-term Solutions

Implementation of the strategies outlined in the UP plan are designed to satisfy the March 2021 Land Board approved IDL PELS through applying short-term and long-term conservation and recreation-based solutions. These solutions will provide immediate revenues to the state while leaving the majority of land in state ownership. Continued ownership by the state allows the Endowment Trusts to remain in a position to realize future returns by implementing new revenue-generating strategies. Advantages are shown in **Figure 2-001**.

**Implementing short-term solutions will immediately increase the annual revenues for the parcels defined in the PELS.** Implementation of short-term solutions on each parcel identified under the PELS will consist of proven strategies employed by IDL and are designed to attract revenue available through both traditional and emerging land uses. These proven instruments will engage the recreation and

### ADVANTAGES OF SHORT-TERM/LONG-TERM APPROACH

- Immediately increases annual revenues through stacked leases and limited dispositions
- Provides solutions in the short-term using accepted IDL strategies and tools
- Retains land for IDL for long-term revenue generation supporting a diversified portfolio and balancing risk
- Provides time to develop innovative long-term solutions without sacrificing revenues

**Fig 2-001** – Approach Advantages | *The UP Plan includes short-term and long-term solutions that have significant advantages to the Land Board*

conservation industries and are designed to open new sectors of revenue previously untapped by IDL. They include non-exclusive conservation and recreation leases and disposition or sale of properties in already developed urban areas. Organizations within UP will work to implement short-term solutions for all PELS parcels within a short period to increase up front revenues. Leases will be prepared with Valley County





who has successful experience in developing and holding leases on IDL endowment lands, and Valley County will likely be the lease holder.

**Longer-term permanent solutions will require time to develop and enact but will be designed to provide more secure long-term funding.**

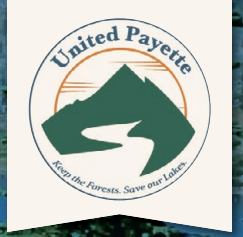
Increasing revenues through the short-term solutions will provide time to research and develop potential innovative and alternative revenue strategies. These potential strategies include conservation easements, public land trades, state agency land trades or sales, Ponderosa State Park expansion, carbon sequestration credits, water funds, and other emerging solutions. Regardless of the long-term solutions that end up being the best fit, responsible forest management for the benefit of forest health, water quality, wildlife habitat, visual quality, wildfire resilience, and user safety must be considered and included. Long-term solutions for managing these lands should provide some flexibility to the IDL and Land Board for responsible forest management while meeting the intent of the UP conservation and recreation-based recommendations. UP is the only coalition of its kind with the ability to dovetail public and private partners to

work collectively on this suite of solutions. Working collectively on the funding and implementation of short-term agreements will allow for the identification and incorporation of lessons learned from these solutions into the development of longer-term arrangements. This transition will implement a host of conservation and recreation strategies on endowment lands needed to secure the maximum returns to the endowment trust and its beneficiaries.

The coalition's plan is designed to support the previously approved PELS plan. UP is committed to working collaboratively with IDL to help meet the Land Board's duty to maximize long term returns through a combination of short-term and long-term revenue generation strategies, which encourage continued IDL ownership of lands. In doing so, UP can provide for increasing returns from innovative revenue streams in the years to come.

## **2.2 Conservation/Recreation-based Solutions**

UP's conservation and recreation-based solutions are designed around time tested instruments targeting the maximum financial return to the endowment trust over the short and long term. Examples are:



- Application of non-exclusive conservation and recreation leases on parcels with characteristics of high conservation and recreation value that are of unique importance to the community,
- Collaboration with the IDL, Valley County, IDPR, the City of McCall, and private parties to complete up-front actions to coordinate disposition/sale applications on identified parcels that hold low conservation values and could provide a public amenity and affordable housing,
- Working with member organizations on developing conservation easements on parcels that have high conservation values and/or limited development potential due to environmental or infrastructure constraints,
- Providing funding, coordination and support for alternate long-term solutions such as **public land trades**.

**2.2.1 Leases -UP will coordinate with IDL to identify areas that may support multiple leases or “stacking”.** Numerous leases exist on the McCall area endowment lands currently, including agreements for commercial and non-commercial recreation, conservation, office/retail, communications, residences, grazing, and minerals. UP in

coordination with Valley County would submit applications for non-exclusive recreation and conservation leases in conjunction with existing leases where appropriate, understanding the public auction requirement. IDL has approximately 22 conservation leases in place on Idaho endowment lands today that bring in significant annual revenues. For consideration of lease rents, the short-term leases being proposed by UP would: 1) allow public access for recreation, 2) apply conservation practices as approved by the IDL, and 3) limit development within the public access terms of the lease. Discussions with IDL personnel indicate the practice of **stacking leases can generate higher long-term revenue on area endowment lands in conjunction with existing lease and timber sale revenue.** Discussions with Valley County indicate they would be willing to pursue holding the leases.

**2.2.2 Disposition/Sale –** Characteristics for parcel sales through public auction with proceeds going to the endowment trusts include:

- Parcels located in populated areas,
- Parcels zoned commercial or residential,





- Parcels with current utilities available nearby,
- Parcels that do not inhibit access to public lands,
- Parcels that are not attractive candidates for UP conservation leases or easements.

IDL has significant experience in land sales, and this certainly falls into the category of a short-term approach. Up front work, such as possible City annexation, planning and zoning, sewer, water and utility capacity should be considered in applying this approach.

### **2.2.3 Easements – Perpetual conservation easements are a time-tested approach for decoupling development value from property while allowing traditional uses to continue.**

The State could monetize the development values through the sale of an easement and still retain ownership of the land along with traditional and other non-conflicting uses and the revenues they generate. At the March 2021 Land Board meeting the governor instructed IDL and the Attorney General to review the use of easements on endowment lands as described in the quote in **Figure 2-002**. Guidelines for the purchase of easements would align with the current IDL Forest Legacy program. IDL administers the Legacy Program to conserve private

forest lands across the state and protect these valuable areas from development. The Idaho Forest Legacy program is described in **Figure 2-003**.

### **From Governor Little at the March 2021 Land Board Meeting regarding conservation easements:**

*"Well, some of the most profound testimony was about conservation easements. We've got an obligation to maximize return, and maybe the Department and our sage legal counsel can look at that because that was a common thought. We've got a job to maximize income, but that doesn't mean we can't explore."*

**Fig 2-002** – Quote by Governor Little | *The UP Plan supports conservation easements as a possible long-term solution to maximize income.*

### **2.2.4 Land Trades** – Land trades between public sector entities that provide advantages to all parties would be considered feasible. Possible parties include IDL, Idaho Department of Parks and Recreation, US Forest Service, the City of McCall, and Valley County. Factors justifying a land trade include maintaining access, water

quality, and wildfire protection to name a few. As an example, USFS is concerned about loss of access to lands bordering endowment property if endowment lands are sold. UP will not consider land trades that do not provide an enduring public benefit.

## 2.3 Comprehensive Solutions for Parcels

Appendix 1 provides the suggested conservation and recreation-based solutions for each of the thirteen parcels.

## 3.0 Economic Summary



“Idaho's Forest Legacy Program recognizes that in order to protect all forest values and the benefits that society derives from forested lands, it is first necessary to maintain those lands as forests. Idaho's privately-owned forestlands are becoming increasingly valuable and sought after for purposes other than their traditional uses. Unfortunately, the inevitable development of this land threatens all that makes it attractive, including sustained wildlife, scenic and timber values. Idaho's Forest Legacy Program is a tool that can be used to reconcile the desire of private landowners to capture the value of their lands without destroying the underlying values that those forests provide. The Forest Legacy Program provides funding to Idaho to purchase conservation easements on private lands that might otherwise be developed and lost as forests.”

**The UP Plan is designed to increase revenue to the endowment trust beneficiaries.**

Certain “urban” parcels within the PELS will likely move to disposition, which combined with revenues from the short-term leases will further increase revenues. UP intends to harness the overwhelming public support for a community-driven plan to conserve open spaces and access by raising funds from public, private and industry sources.

Additional long-term analysis may be warranted by IDL and the Land Board to determine the retention of transition lands over the long-term. Using a one-time disposition value may not accurately capture the long-term perpetual value the lands can provide the endowment beneficiaries. Outdoor recreation and conservation industries rely on stable, highly diverse, and connected landscapes, and these industries are becoming major

**Fig 2-003** – Idaho Forest Legacy Program | *The UP Plan supports forestlands and timber harvesting*





economic drivers in and around Idaho. Traditional uses, such as timber and grazing, also rely on large tracts of contiguous forest and open space to remain viable within a community. **Because these traditional uses can coexist with the emerging conservation and recreation industries, UP suggests the IDL and Land Board engage the University of Idaho Policy Analysis Group in a perpetual land value analysis.**

The Plan is consistent with the management philosophy of the Land Board's Endowment Lands Asset Management Plan which includes ensuring that significant land holdings will be maintained in perpetuity since they provide material diversification and inflation protection to an endowment's portfolio, and accommodating public use of endowment lands, to the extent feasible, provided such use does not impair financial returns.

## 4.0 Funding

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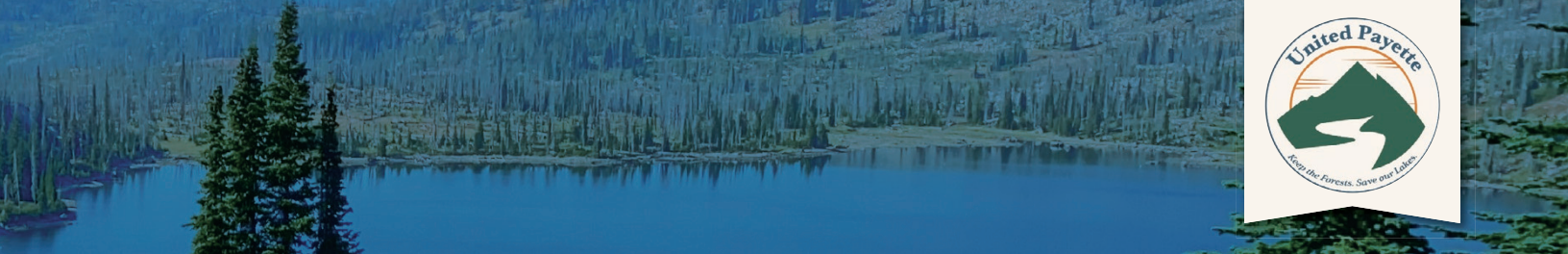
UP proposes to fund the solutions set forth in the Plan using a combination of private funding from individuals and institutions and public funding from federal and state programs and potential city and county supplemental

funding. A large and currently untapped source of revenue is from the private sector. UP members have established widespread ties throughout the community that make it uniquely positioned to engage with private individuals and organizations to secure funding to implement the solutions and increase revenues to the endowment trusts beneficiaries. The community has demonstrated its desire to engage in a concerted effort, and UP partners are committed to its success.

Funding priorities will be based on the PELS, beginning with the short-term solutions and the Tiers identified in the PELS. A fund balance to service the annual lease costs will be established. UP will fund the annual rent payments for the leases. Leases will be held and administered by Valley County or one of the UP-coalition member organizations.

### 4.1 Private Funding


UP established a fiscal sponsor relationship in August 2021 that allows it to accept tax-deductible contributions. UP is engaging with private individuals and foundations to request and obtain tax-deductible contributions and pledges in support of this Plan. Initial responses have been very strong. To date significant verbal pledges have been discussed,



cash donations totaling nearly \$100,000 have been accepted, and thousands of hours of in-kind contributions including various types of professional services have been made. In addition, after meeting several times the Idaho Community Foundation has stated that it is a willing partner of UP, and UP plans to establish an account at the Idaho Community Foundation.

## 4.2 Federal and State Programs and Grants

The UP Plan also proposes to explore funding available from programs such as the federal **Land and Water Conservation Fund (LWCF)**. The LWCF supports projects that secure public access, maintain working lands, improve recreational opportunities, and/or preserve ecosystem benefits for local communities, which aligns with the objectives of the UP Plan. LWCF was strengthened by the 2020 Great American Outdoors Act that required LWCF to be funded at approximately \$900M per year, a significant increase and opportunity for the UP Plan. UP will also identify and explore state-funded pathways including the Forest Legacy Program and the State Grants. UP will also explore opportunities to secure funding to purchase or exchange lands to expand Ponderosa State Park.



**United Payette**  
**Mission:** We are a broad coalition of citizens and organizations collaborating with government and private partners to identify and secure paths to permanently conserve the Payette endowment lands for the public and the health of the ecosystem for generations to come. We are committed to identifying creative and sustainable solutions to support the Governor and the Idaho Board of Land Commissioner's (Land Board) constitutional and fiduciary responsibilities to the endowment beneficiaries and citizens of Idaho.

This pledge is made to demonstrate financial commitment to United Payette and its work developing a conservation-based plan for McCall area endowment lands that will be presented to the Idaho Department of Lands (IDL) in September, 2021 ("Plan"). The pledge will become due pursuant to the terms below after IDL and the Land Board approve the Plan. If the Plan is not approved, then this pledge will be deemed null and void.

**Donor Information:** (please print or type)

Name: \_\_\_\_\_

Billing address: \_\_\_\_\_

Phone: \_\_\_\_\_ Email: \_\_\_\_\_

**Pledge Information:** I/we are pleased to make a pledge on behalf of myself/ourselves, my/our heirs, representatives, and estates for a tax-deductible donation as follows:

In the amount of \$\_\_\_\_\_ to be paid in \_\_\_\_\_ (#) payment(s) starting on \_\_\_\_\_ (date).

I/we plan to make this contribution in the form of:  check  credit card or  other.

**Acknowledgement Information:**

Please use the following name(s) in all acknowledgements:

\_\_\_\_\_

I/we agree to have our \_\_\_\_\_ name and/or \_\_\_\_\_ pledge amount used to obtain matches.  
 I/we wish to have our pledge remain anonymous.  
 I am eligible for matching gifts from the following source: \_\_\_\_\_

If you have questions or desire to discuss this further, please contact:  
Julie Manning: (208) 514-5266, [j4manning@yahoo.com](mailto:j4manning@yahoo.com) or  
Kristin Sinclair: (208) 890-3155 or [khoffsincclair@gmail.com](mailto:khoffsincclair@gmail.com)

**Fig 4-001** – UP Pledge Form | *Private and institutional pledges are being collected to support UP solutions.*

## 4.3 City and County Supplemental Funding

The UP Plan may incorporate potential funds from the City of McCall and Valley County if supported by citizens within their jurisdictions. The Valley County Commission is currently gauging interest in a levy that could support solutions for public access, open space, and recreation across the county. The Trust for Public





Lands is supporting this work, and it previously worked with local municipal interests and community partners (including some UP members) in the successful development of the Boise Foothills Conservation Initiative. See further discussion in Section 5.3.

Recreation, and the US Forest Service agreed to advise the UP coalition. UP has met with each organization to coordinate on the development of the Plan.

## 5. Collaboration

### 5.1 Citizens

UP has solicited input from citizens and government organizations during the development of this Plan. Beginning in May of 2021, the City of McCall, Valley County, Idaho Department of Lands, Idaho Department of Parks and

UP has engaged in significant community outreach through meetings, conversations, and written correspondence to develop our conservation-based approach to manage these lands and to 1) educate the public about the endowment lands, 2) solicit and listen to suggestions for solutions, and 3) describe key elements of the UP Plan. The citizen petition shown in **Figure 5-001** was developed by UP to demonstrate

**Citizen Petition  
for a  
Conservation-based Approach for the North Fork of the Payette Watershed Endowment Lands**



The purpose of this petition is to demonstrate citizen support for the conservation-based approach being proposed by the United Payette Coalition for the 5,478 acres of state of Idaho endowment lands near McCall and surrounding Payette Lake. This approach is designed to maximize the long-term financial returns to the endowment trust and the institutions they support through conservation and recreation solutions. Demonstrating strong citizen support for this approach to the Idaho State Land Board Commissioners whose members include the Governor, Attorney General, Secretary of State, Superintendent of Public Instruction, and the State Controller, is crucial to conserve this beloved area.

The United Payette approach provides conservation-based solutions in collaboration with the Idaho Department of Lands creating a vision of McCall 50 years from now. One which includes clean lakes and rivers through well-managed forests providing for thriving ecology and wildlife, alongside open public access for diverse recreational interests of residents and visitors alike. The approach limits development of lands around Payette Lake and seeks to retain lands within the Idaho Department of Lands Payette Lakes Supervisory Area. It provides new sources of sustainable revenues supporting the Land Board's constitutional obligation to secure the maximum long-term financial return to the endowment trusts and the institutions they support.

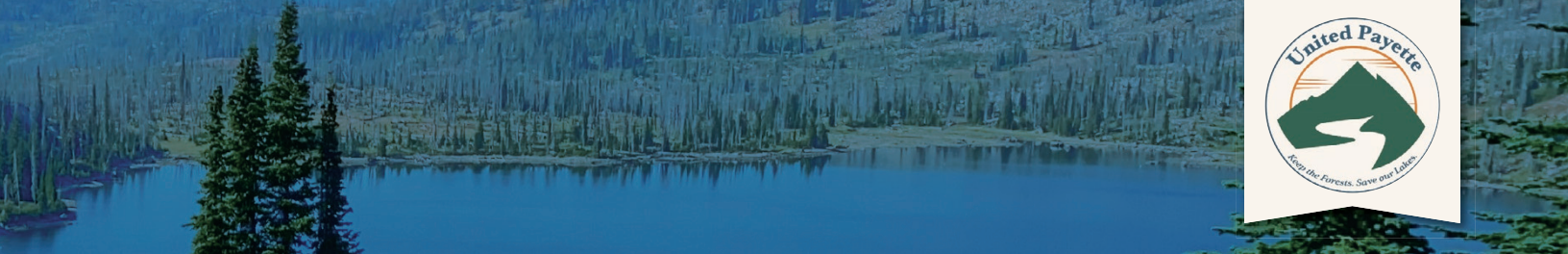
**If you are in favor of this approach, please sign this petition below.**

Sincerely, Members of the United Payette Coalition

#	Printed Name	Signature	Address	City	State	Email
1						
2						
3						
4						
5						
6						
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8						
9						
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11						
12						

**Fig 5-001** – Citizen Petition | *More than 1,200 citizens have now signed the petition supporting the UP approach.*



citizen support for a conservation and recreation-based approach for the endowment lands. **To date, more than 1,200 people have signed this petition** and a copy is provided in Appendix 3 hereto. UP has also reviewed comments that citizens and organizations submitted to the Land Board, the McCall City Council, and Valley County Commission throughout the past year, and recommendations from these comments have been incorporated into the Plan.

In August 2021, a public opinion survey was coordinated by The Trust for Public Lands and Valley County and conducted by FM3 Research. The survey was taken of Valley County residents regarding public lands and the area's endowment lands. Preliminary results of this survey are provided below, and further underpin the approach of the UP Plan.

- 77% of respondents call the loss of access to public lands and recreation because of private ownership and development an extreme or very serious problem,
- 89% of respondents view protecting water quality in Big Payette Lake as very important or extremely important,
- 85% view conserving lands that preserve water quality and quantity as very important or extremely important,

- 74% view conserving open space as very important or extremely important,
- 89% view keeping McCall's lakeshore accessible to the public as very important or extremely important,
- 91% view protecting our communities from wildfire as very important or extremely important.

## 5.2 City of McCall

**UP is engaging with the City of McCall in an advisory capacity to incorporate key elements from McCall's 2018 McCall in Motion Comprehensive Plan to the PELS Implementation Plan.** These elements include future land use, annexation, water quality, wildfire protection, and the city's Environment and Natural Resource Goals as shown in **Figure 5-002**. Goals 1 and 2 serve the Environment and Natural Resource Goals to protect Big Payette Lake and provide a foundation of the PELS Implementation Plan. Not only does the lake serve many recreational interests and support McCall's recreation-based economy, but it is also the sole drinking water source for the city. Goals 6, 7, and 8 present conservation considerations for these lands, including conserving natural resources, supporting





McCall as a “green community”, and maintaining the forest as a key component of the green infrastructure network with economic and social benefits. The solutions in the PELS Implementation Plan are aligned with these goals.

The PELS implementation Plan is also aligned with McCall’s land use plans for the endowment lands within the “area of impact”. Within the 2018 McCall in Motion Comprehensive Plan most of the endowment lands identified in

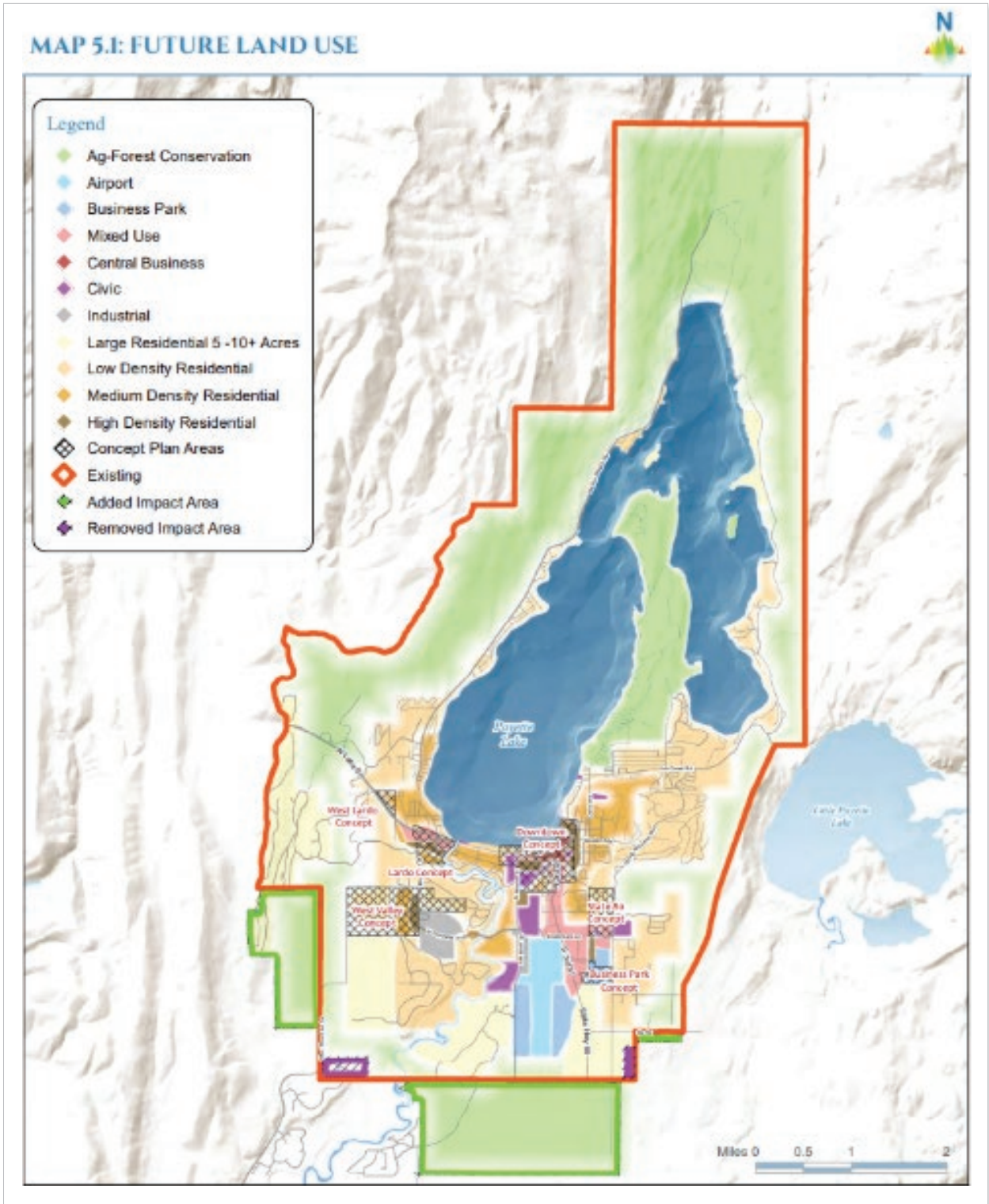
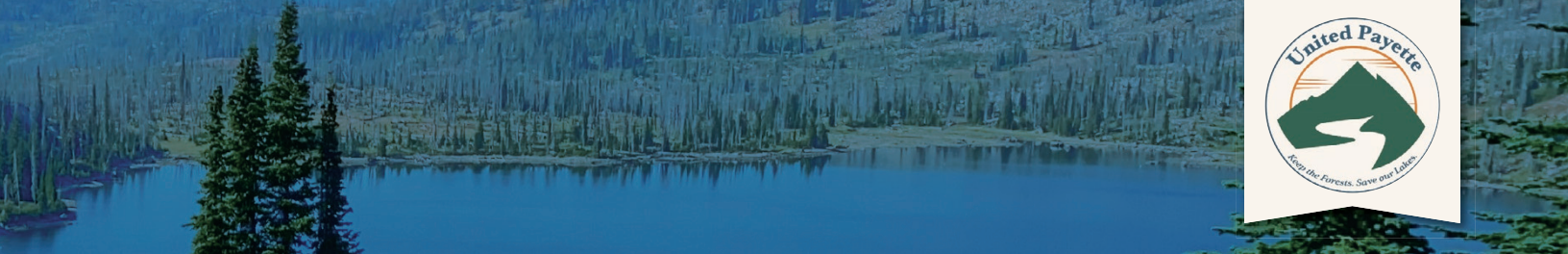
the PELS are included within the McCall “area of impact. **“The future use of these lands as shown in Figure 5-003 is listed as Ag-Forest Conservation (reference Map 5.1 of the 2018 Comprehensive Plan).** The lands are also not considered a priority for annexation (reference Map 5.3 of the 2018 Comprehensive Plan). The UP Plan incorporates four key items that the mayor of McCall highlighted in his March 2021 letter to the Land Board, as follows: 1) Big Payette Lake is the sole source of drinking water

**ENVIRONMENT AND NATURAL RESOURCES GOALS**

- GOAL 1:** Preserve, enhance, and celebrate Payette Lake and surrounding adjacent property as the “crown jewel”
- GOAL 2:** Improve and protect the water quality of Payette Lake.
- GOAL 3:** Promote, encourage, and maintain the highest standards for air quality.
- GOAL 4:** Protect neighborhoods and commercial areas from detrimental noise pollution.
- GOAL 5:** Protect the night sky from light pollution in order to preserve the area’s rural character.
- GOAL 6:** Conserve significant natural areas and encourage the creation of new natural areas that increase the variety and quantity of fish and wildlife throughout the urban area in a manner compatible with other urban development and activities.
- GOAL 7:** Embrace and practice sustainable government and community development that promotes McCall as a green community. For this goal, sustainability refers to meeting the needs of the present without compromising the ability of future generations to meet their needs.
- GOAL 8:** Maintain and increase McCall’s urban forest as a key component of the green infrastructure network with economic and social benefits.
- GOAL 9:** Encourage approaches to development that will enhance the ability of people, wildlife, natural systems, and property to withstand and recover from natural disasters and other major disturbances.



**Fig 5-002** – 2018 McCall Area Comprehensive Plan | *The UP Plan incorporates key elements of the McCall Comprehensive plan and the UP approach is supported by the City of McCall.*



**Fig 5-003** – McCall Future Land Use | *The lands proposed by UP for conservation solutions are identified as Ag/Conservation use by the City of McCall*





for our community and must be protected, 2) the endowment lands should address affordable housing (entry and mid-level priced housing) in parcels A and B, 3) prioritize the use of conservation easements for the most sensitive parcels adjacent to Big Payette Lake and allow for recreational uses on other parcels while maintaining state ownership, and 4) provide for stakeholder participation throughout the process. **Finally, the City of McCall provided a letter of support for the conservation/recreation-based approach proposed by UP in this Plan, which is provided in Appendix 2.**

### 5.3 Valley County

**UP has coordinated with Valley County Commissioners in an advisory capacity to incorporate their input into the Plan.** A joint letter dated November 12, 2020, from the county and city to the Land Board discussed the importance of the endowment lands to the city and the county.

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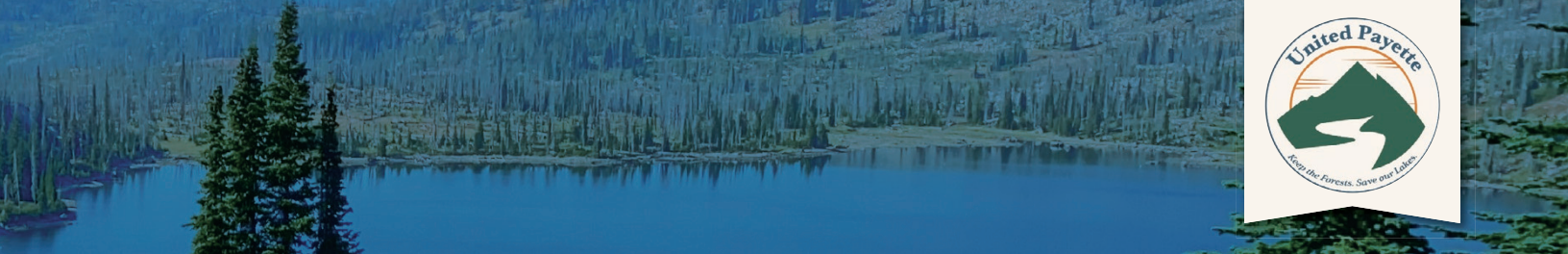
*"Payette Lake and the surrounding lands are the "crown jewel" for the McCall Area for many reasons. The area plays an important economic and environmental role for our jurisdictions. Recreational access and good land management is key*

*and critical to the economy of the area. The City and County work together on the land use process to ensure a high quality of life for its citizens, second homeowners and visitors. Similarly, our planning considers the importance of environmental protection of our resources. This area is the headwaters for the Payette River watershed and the drinking water source for the McCall community. The City and County understand the purpose of endowment lands and the constitutional mandates associated with these lands."*  
*Signed by Elting Hasbrouck, Valley County Chairman, and Bob Giles, City of McCall Mayor.*



**Fig 5-004** – Valley County Seal | Valley County has provided a letter of support for the UP approach.

Consistent with recommendations from Valley County and the Valley County Comprehensive Plan, UP has incorporated elements of protecting Big Payette Lake water quality by providing solutions protective of critical lands that surround the lake, maintain recreational access, improve environmental protection of resources through long-term conservation and recreation-based



leases, and increase the long-term revenues to the endowment trusts and their beneficiaries to ensure lasting solutions. **The Valley County commissioners have provided a letter of support of the UP approach proposed in the Plan.** That letter is included in Appendix 2.

Valley County is also agreeable to being a party to work with UP to develop and hold the short-term conservation and recreation leases. Valley County has a successful track record of preparing and implementing leases with the IDL. With this experience, Valley County and UP would work together to prepare the lease with guidance from the IDL, fund the lease by donated funds collected by UP, and Valley County would be named as the lessee. **A Memorandum of Understanding is being developed and negotiated between UP and Valley County for the short-term leases.** If this is not successful, one or more Coalition groups would serve the role as the lessee. UP believes there are distinct advantages of having Valley County assume this role. In setting this up, successful lessons from the Blaine County Land, Water and Wildlife Program will be considered.

Lastly, Valley County commissioned a survey to gauge interest in public support for promoting

public access, open space, and recreation. It provided an additional opportunity for citizens to voice their opinions. In August 2021 The Trust for Public Lands, an organization that was instrumental in the Boise Foothills Ridge to Rivers Conservation Project ([Microsoft Word - Annual report 05 Revised.doc \(cityofboise.org\)](#)), ran the survey in Valley County. Results of this survey should be available early this fall. This type of approach was also used to establish the successful Blaine County Land, Water & Wildlife Program ([Land, Water & Wildlife Program | Blaine County, ID.](#)) See section 5.1 to see several of the preliminary results.

#### 5.4 Idaho Department of Lands

**UP has worked closely with IDL to ensure the Plan aligns with the needs of IDL and the Land Board. UP members have participated in** numerous meetings with IDL personnel in the local Payette Lakes Supervisory Area office and executives in the organization to get input and ensure our approach and solutions align with the approved PELS document. IDL input was instrumental in shaping the Guiding Principles for the Plan and were incorporated into the multiple solutions. Most short-term solutions use conservation and recreation leases, which



IDL indicated it prefers and has experience implementing. UP reviewed the proposed short-term and long-term solutions with IDL staff to ensure consistency with the approved PELs and **greatly respects the IDL personnel for their valued professional input and guidance.**

### 5.5 Idaho Department of Parks and Recreation

**UP has engaged with the Idaho Department of Parks and Recreation in an advisory capacity in creating the Plan.** UP members

have participated in numerous meetings with the Ponderosa State Park manager to collect input and advice in preparing this document, as well as with leaders in Boise. Ponderosa State Park has present and historically significant interfaces with the endowment lands. Currently Parcel C is woven into the park's peninsula boundary. Parcel I, H and J share a common boundary with the North Beach Park at the upper reaches of Big Payette Lake. UP solutions incorporate several proposed land transfers through purchase and donation to Ponderosa State Park.

UP understands and appreciates the capabilities needed to sustain the current 1,515-acre park today. The Plan does not overwhelm those capacities. Proposed transfers or donations consider impacts on current infrastructure and will work to



**Fig 5-006** – Ponderosa State Park | *UP has coordinated with the IDPR as an advisory agency for interests of Ponderosa State Park.*

mitigate them. Ponderosa State Park is one of the State's most beautiful year-round parks, and with the peninsula extending far into Big Payette Lake, it offers some of Idaho's best camping and recreational opportunities for locals and visitors alike. **UP is committed to extending and elevating the current and future excellence of the State Parks system in the region.**

### 5.6 US Forest Service

UP has consulted with the U.S. Forest Service in an advisory capacity in creation of the Plan. In a March 1, 2021 letter to Dustin Miller, Director of the Idaho Department of Lands, Linda Jackson, the Forest Supervisor stated, *[T]he endowment lands are of great interest to us.*" The letter goes on to detail potential issues with development, including increased wildfire ignition and control risks, increased wildland/urban interface (WUI), and loss of access to USFS lands (limiting fire control and recreation). In this letter Supervisor Jackson further stated:

*"The knowledge gained through multi-jurisdictional fire planning and wildfire scenario run-throughs in the area has clearly illustrated that WUI and the compounding factors are the number one concern today, not to mention potential future impacts. With the potential increase in construction of private residences or other high value infrastructure within the WUI, the devastation of private property, loss of life and an increase in expenditures of tax dollars should be considered."*



**Fig 5-007** – Smokey Bear | UP has coordinated with the US Forest Service as an advisory agency

UP’s solutions, such as leases and easements, address these issues by limiting development on the lands of concern to the USFS. The US Forest Service (USFS) also provides a unique opportunity for a potential long-term solution of

a public agency-based land trade. As stated in its letter to Director Miller, disposition could include land exchanges or acquisitions, and there are several properties that could prove advantageous to both the Forest Service and IDL. UP favors exploration of this innovative long-term solution.

## 6. Conclusions and Recommendations

Implementing the PELS as approved by the Land Board, **provides a win-win** for the state of Idaho endowment trust and the residents and visitors of Valley County while providing a template for other communities across Idaho. In short, the Plan works with the Land Board approved PELS document to increase current revenues, maintain land ownership, provide long-term revenues and support a diversified portfolio, and meets the constitutional obligation to secure the maximum long-term financial return to the endowment trusts. Allowing IDL to continue to manage these lands leverages knowledge and honors traditional uses in place today. In addition, wildfire protection and control and water quality, two considerations key to public safety, are specifically addressed. This section concludes with additional recommendations outside of the parcel solutions that





should be considered for further enhancing revenues and the proposed path forward.

### **6.1. Benefits for Land Board and the Idaho Department of Lands**

The conservation and recreation-based approach provides significant long-term advantages to the Land Board and the IDL.

- Implements the strategies written in the approved PELS document,
- Provides additional immediate revenue and enhances long-term annual revenue sources to meet fiduciary responsibilities of the Land Board,
- Supports the disposition of land located in urban areas containing infrastructure,
- Increases current revenues in the area covered by the PELS,
- Retains land assets and their ability to generate long-term revenues to the endowment trusts in alignment with the Land Board's Asset Management Plan
- Resolves significant public opposition to development of the McCall area endowment lands,
- Preserves management authority of these lands for IDL

and its professional land managers who have provided excellent, skilled management of these lands to date,

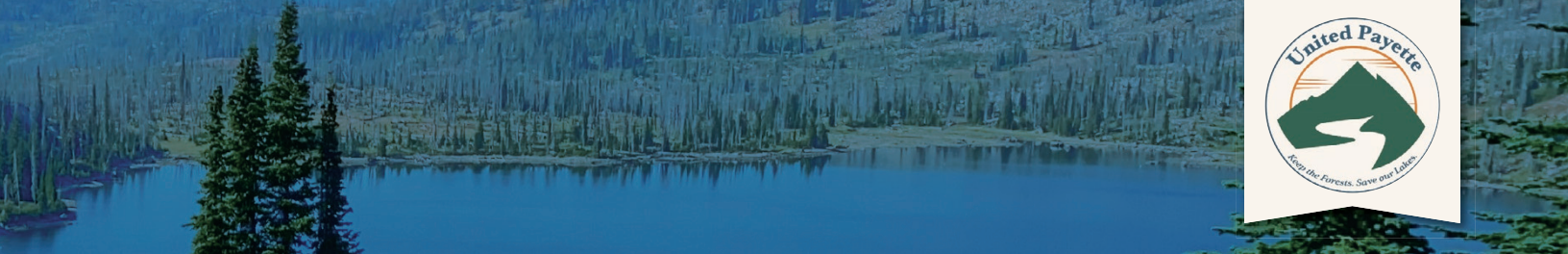
- Provides a realistic and sustainable long-term management approach for these endowment lands that can be a model for use for transition lands across the state.

- Maintains public access to lands.

### **6.2. Benefits for Valley County and the McCall Community**

The conservation and recreation-based approach also provides significant long-term advantages to the residents and visitors of Valley County. Among these advantages it:

- Incorporates Valley County and City of McCall objectives including those in McCall's 2018 Comprehensive Plan into the Plan,
- Helps preserve the water quality of Big Payette Lake,
- Conserves a contiguous corridor of natural habitat buffering Big Payette Lake, which in turn enhances the value of endowment lands,
- Facilitates ecological diversity and wildlife habitat,



- Incorporates citizen input,
- Conserves the endowment lands for use by residents and visitors providing continued open access for recreation,
- Preserves what little public shoreline remains of Big Payette Lake,
- Enhances Ponderosa State Park,
- Allows opportunities for affordable housing on appropriate parcels.

### 6.3 Wildfire Protection

UP has met with the US Forest Service, the IDL, and the McCall Fire Department regarding best practices for land use and management regarding fire. **All these organizations identified increased fire risk in expanding the Wildland Urban Interface (WUI) through development in the endowment lands as expressed in Figure 6-001.**

Risk factors include: 1. increased ignition sources, 2. limited access, 3. complications in firefighting with interspersed residences and commercial facilities, and 4. no firefighting pressurized fire water infrastructure available. As seen throughout the West, pockets of limited development in an otherwise contiguous fuel model

pose significant risk to firefighter and public safety.

Any benefits generated through development may be greatly outweighed in the event of a significant wildfire event, which are common occurrences throughout the West Central Mountains of Idaho. Resources are already stretched thin, and resource expenses are typically significantly higher for suppression tactics in the WUI than those in the contiguous forest lands. This also holds true of wildfire mitigation practices. Prescribed fire units and treatment plots become increasingly difficult and expensive to maintain the more they interact with private residences.

Even low-density development with limited access further exacerbates this hazard. There are opportunities to reduce fuel in and around these properties as IDL has done in the past, but over time fuels will continue to accumulate – adding to the increased potential of a catastrophic event without an acceptable probability to mitigate. - USFS Forest Supervisor letter to IDL Director of Public Lands dated 3/1/2021.

**Fig 6-001** – USFS Letter to IDL | *Development increases wildfire risk and can lead to catastrophic events.*





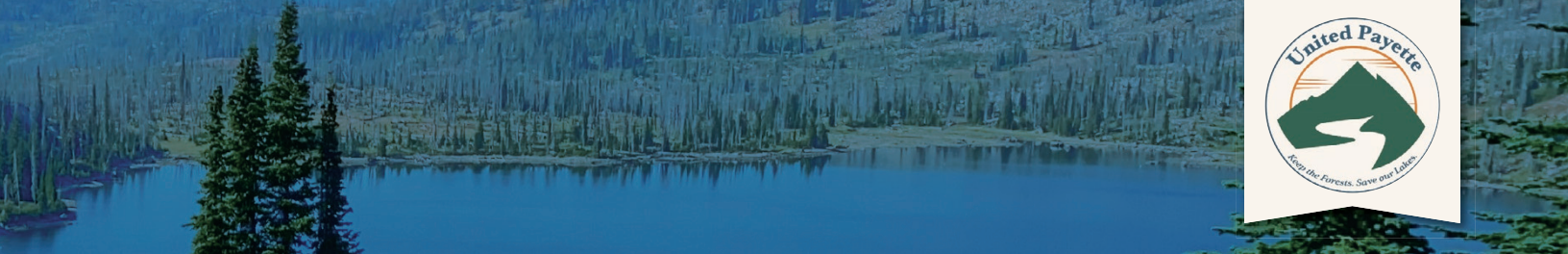
UP supports sustainable management of healthy forests using timber harvest and other methods. Timber harvest when done appropriately for the area can promote the healthy, more biologically rich, multi-aged structure that most recreators like to see. The other benefit is that well managed timber stands are also more resilient to wildfire, which would be much more devastating and have longer-lasting effects to water quality, aesthetics, and user safety than a responsible timber sale. Wildfire does pose a significant threat to the water quality of Big Payette Lake. If endowment lands bordering the Lake burn, water quality will quickly deteriorate due to increased ash and sediment loading, changes in water chemistry (i.e. pH) and algae blooms, threaten drinking water. The 1994 fire season was one of historic proportion for the Payette National Forest and Payette Lake as the wildfire burned approximately 52% of watershed. The fire aftermath effects to Payette Lake water included nitrogen spikes, increase turbidity, higher water temperatures and algae blooms.

## 6.4 Water Quality

### **The Plan is protective of the water quality of Big Payette**

**Lake as the top conservation priority. Big Payette Lake is the sole drinking water source for the entire community of McCall and the focal point of McCall's recreation-based economy.** The lake with its clear-looking water is the primary reason many individuals live in the community, the reason visitors come to McCall, a focal point of the landscape, and the "crown jewel" of Valley County. It is a true gem of Idaho, the "Gem State". **It is therefore in everyone's interest to protect the water quality of the lake.**

While many people take it for granted, the protection of water quality in Big Payette Lake has been ongoing for decades (e.g., sanitation upgrades, road improvements to reduce runoff, etc.). Decisions made today regarding land use and management of the watershed lands that protect the water quality in the lake, will contribute to the long-term trajectory of the lake and the vibrancy of the McCall area far into the future. These decisions will affect not only Big Payette Lake, but also waters downstream including Cascade Reservoir and the lower Payette River, all the way through Emmett and to Payette, Idaho.



In the past, cultural eutrophication (nutrient enrichment from anthropogenic activities on the landscape including lakeshore and watershed development) of Big Payette Lake spurred a series of water-quality studies that resulted in protective actions beginning in the late 1960’s that continue today.

Today, the concerns of citizens include the increasing proliferation of lake algae and aquatic weeds, increasing total phosphorus content, increasing lake temperature, deficiencies of dissolved oxygen, and diminishing water clarity. Recent IDEQ lake bottom sampling detected cyanotoxins produced by benthic-cyanobacteria resulting in an unprecedented cautionary warning for lake users (**Figure 6-002**).

Remote monitoring using satellite imagery is starting to show potential algae in the lake, an indicator that suggests phytoplankton populations need more rigorous lake monitoring. In addition, nuisance green algae with high visual and low taste and odor thresholds are becoming apparent in the summer months resulting in public complaints to agencies and Big Payette Lake Water Quality Council (BPLWQC), and distrust in water quality. Increases in nuisance algae and aquatic weed populations are both indicators

of eutrophication progression. The shoreline photo in Figure 6-003 illustrates this condition.

**These issues beckon for additional comprehensive study** (see Appendix 4 for additional information).

McCall has two raw water drinking water intakes that supply all drinking water to the City of McCall community and many cabins around the lake have raw water intakes. It is therefore in the public’s best interest to protect this clean drinking water source. Land development commonly results in the mobilization and loading of nutrients (nitrates and phosphorus) to aquatic ecosystems



**Fig 6-002** – Water Quality Concerns in Big Payette Lake identified by the IDEQ, September 2021”



via sediment from construction, increased runoff from impervious surfaces, the application of domestic fertilizers, faulty septic systems, and altered land use (Dillon et al. 1986, Dillon et al. 1994, Carpenter 2008, Schindler 2008, 2012, Paterson et al. 2008). The cumulative effects of increased nutrient loading are typically highly detrimental to fresh-water lakes and streams (Downing 2013, US EPA 2021).

Eutrophication in downstream waters such as Lake Cascade already poses a significant human health risk in late summer (Figure

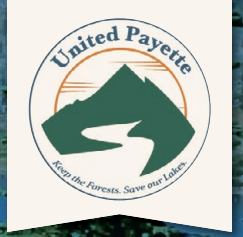
6-003). For the last four years, no-contact health advisories have been issued by Central District Health for Lake Cascade. The latest was issued on August 13, 2021. Degradation of water quality in Big Payette Lake would exacerbate downstream problems that already exist today.

The sewage collection and treatment capacity of the Payette Lakes Recreational Water and Sewer District (PLRWSD), originally formed by homeowners in 1971 to remove septic systems from around the lake to protect water quality, must also be considered. Visits with the manager of the



Photo by: David Simmons

**Fig 6-003** – Eutrophication conditions in Lake Cascade | *Public Health Advisories have been issued for Lake Cascade for the last four years.*



PLRWSD indicated limits for additional new sewer hook-ups (see Appendix 4 for additional information) that could have undesired consequences. Any additional large-scale development could tax an already burdened sewage collection, treatment, and reuse system operated by the PLRWSD. Significant expansion of sewage capacity would require additional collection infrastructure, an upgrade to the sewer treatment plant, and likely expansion of treated water land application areas and infrastructure. Such an expense could prompt developers to select septic systems, a known pollutant source to Big Payette Lake (Idaho Health Department 1970), as an alternative. **Serious consideration of sewage handling and consequences would be needed.**

The past has shown that Big Payette Lake is vulnerable to water quality degradation from anthropogenic activities, including development. **Therefore, conservation-based solutions are strongly suggested by current conditions and are appropriate to prevent the continued degradation of water**

**quality in Big Payette Lake and downstream waters such as Lake Cascade.**

## **6.5 Recommendations and Path Forward**

**UP recommends that the Idaho Land Board consider this Plan that implements the PELS and authorize the IDL to begin working with UP to implement the Plan.** UP intends to work cooperatively with IDL, Valley County, the City of McCall, and other parties to prepare and implement short-term non-exclusive conservation and recreation leases and develop the long-term solutions for each parcel. PELS recognizes there is not a one size fits all solution for the PELS parcels. UP is prepared to discuss alternative solutions for each of the PELS parcels with Lands staff that can be implemented consistent with existing constitutional and statutory requirements.





## **Appendix 1. Detailed Solutions for Parcels**

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**Parcel A – Deinhard Commercial**

**Parcel B – Deinhard Residential**

**Parcel C – White Pine**

**Parcel D – Lick Creek**

**Parcel E – Eastside Drive**

**Parcel F – Shellworth Island**

**Parcel G – East Shoreline**

**Parcel H – East of Eastside to Tip**

**Parcel I – Tip**

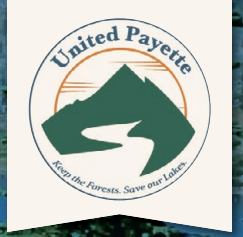
**Parcel J – Northwest Warren Wagon Road**

**Parcel K – Syringa Park**

**Parcel L – Southwest Warren Wagon Road**

**Parcel M – Cougar Island**





## Parcel A – Deinhard Commercial

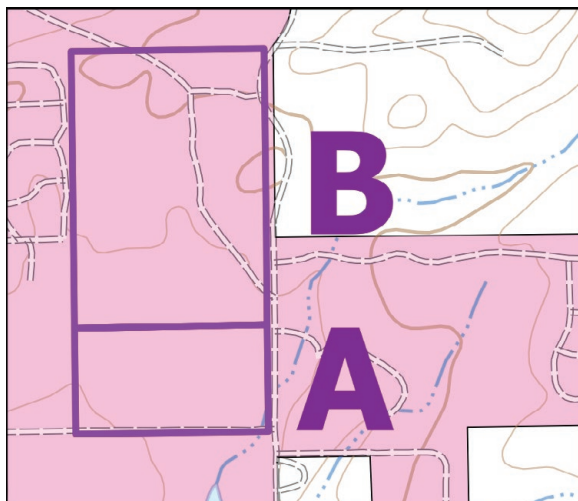
### Parcel Description:

Parcel A is located along the east end of Deinhard Lane in the city limits of McCall. It is approximately 20 acres in size and its current IDL asset class is commercial real estate. The current zoning is community commercial. Future Use Plan Designation in the PELS is commercial development. Access to the property is from Deinhard Lane and Spring Mountain Boulevard. A wide variety of commercial uses of the property are available and the property does have improvements on it today including the IDL’s Payette Lakes Supervisory Area office. Parcel A has four existing leases. Utilities are available but sewer capacity should be closely evaluated. Annexation between IDL and the City should also be completed if not already.

### Solution Summary:

Short-term: Parcel A will be targeted for commercial type development consistent with City of McCall planning for the “State 80 Concept” in the 2018 City of McCall Comprehensive Plan. This may include additional IDL leases or possible sale of the parcel through public auction. IDL should coordinate with the City of McCall prior to the disposition of this parcel to best ensure City of McCall planning priorities are included.

Long-term: Not applicable.





## Parcel B – Deinhard Residential

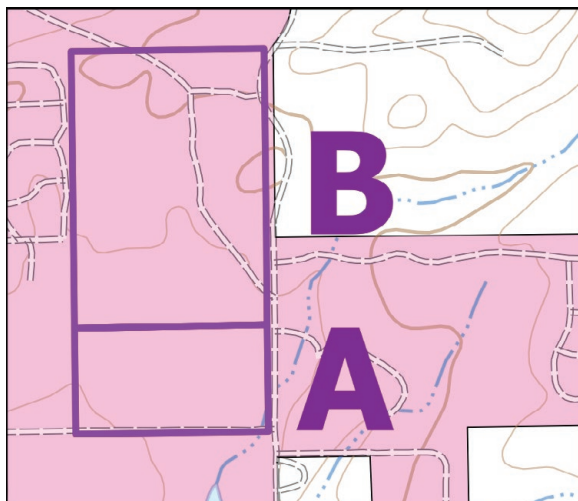
### Parcel Description:

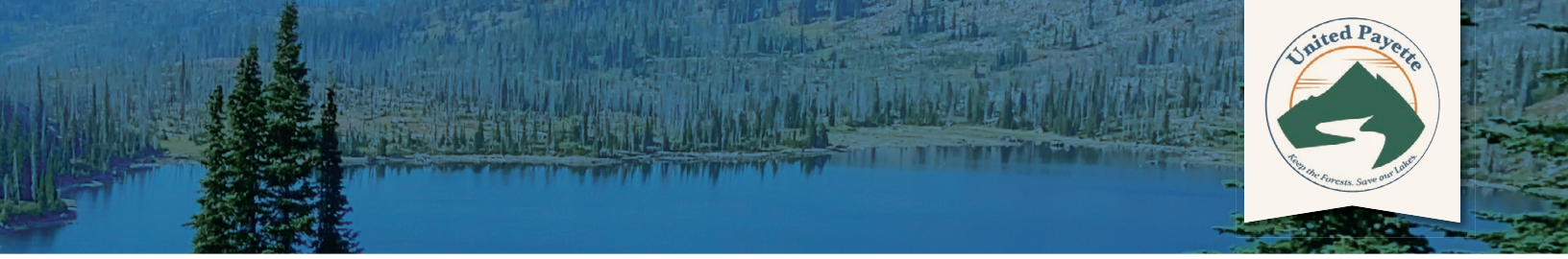
Parcel B is located along the east end of Deinhard Lane. It is approximately 60 acres in size, and its current IDL asset class is Residential real estate/timberland. The current zoning is R4- low density residential that restricts single family residential at four dwelling units per acre. Future Use Plan Designation in the PELS is rural residential. It is located adjacent to and north of Parcel A and access to the property is from Spring Mountain Boulevard or potentially through Parcel A. Utilities are available in the area, but sewer capacity with the district should be verified. Several existing single-family subdivisions are in proximity. Annexation between IDL and the City should also be completed if not already.

### Solution Summary:

Short-term: Parcel B will be targeted for residential type development consistent with City of McCall planning for the “State 80 Concept” in the 2018 City of McCall Comprehensive Plan that includes housing and a natural setting park on the parcel. This may be accomplished through additional IDL leases or sale through public auction. IDL should coordinate with the City of McCall prior to the disposition of this parcel to best ensure City of McCall planning priorities are included such as affordable housing needs of the city. Also, the need for an environmental assessment as an area of critical concern should be evaluated.

Long-term: Not applicable.

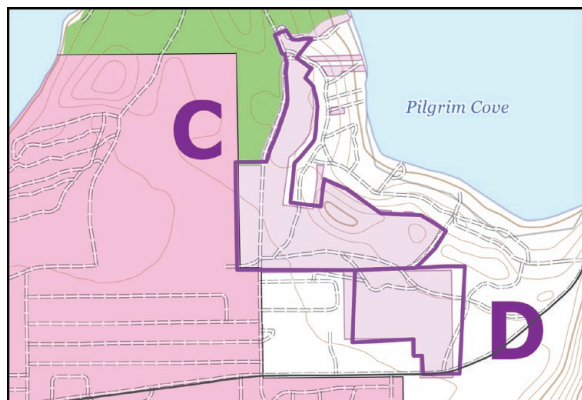




## Parcel C – White Pine

### Parcel Description:

Parcel C is located at the southeast corner of Ponderosa State Park. It is approximately 56 acres in size and its current IDL asset class is Residential Real Estate/Timberland. Its zoning is R4-Low Density Residential and future land use as identified in the PELS is Rural Residential. Access to the parcel is from Pilgrim Cove, John Alden and Miles Standish Roads. Sewer, water and electric utilities are available. Miles Standish Road is currently used as a bike trail and the Central Idaho Mountain Bike Association (CIMBA) plans to use this road as a part of their trail system that will provide a bike trail (Payette Lake Trail) around Big Payette Lake. The southwestern portion of this parcel that is west of Pilgrim Cove Road (approximately 9 acres) is within the boundary of Ponderosa State Park. Several park trails run through this portion. See Map A. This portion of Parcel C should be transferred to Ponderosa Park before this parcel is sold or traded.



Annexation between IDL and the City should also be completed if not already.

### Solution Summary:

Short-term: UP recommends further analysis of the land area included in Parcel C. Through UP’s review of the area of this parcel, several inconsistencies between IDL and IDPR ownership were discovered that first need resolved. For example, there is a 9-acre portion within the boundary of Ponderosa State Park that is IDL land that will need to be addressed by IDL and IDPR. This transfer and annexation will need to be completed before disposition or lease. Once completed it is likely this parcel will be split between disposition sale and lease of lands that would benefit Ponderosa State Park through a purchase and transfer. Leases would be placed on the lands of interest to the Park, and the disposition lands would move to public auction. IDL should coordinate with the city of McCall to align this residential zoned land with affordable housing needs of the city as well as the potential need for an environmental assessment as an area of critical concern to the city.

Long-term: Purchase and donation of desired lands to Ponderosa State Park through a intra-states purchase (funded through donations or other means) and transfer.



## Parcel D – Lick Creek

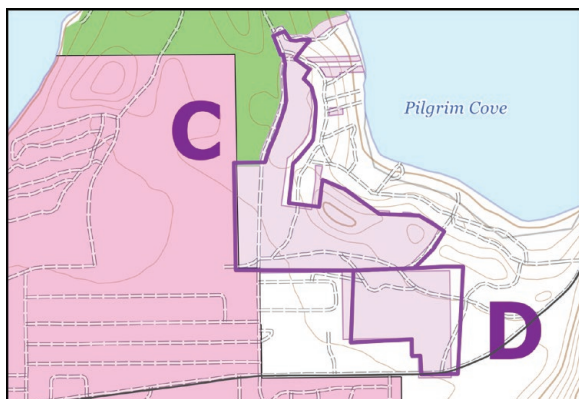
### Parcel Description:

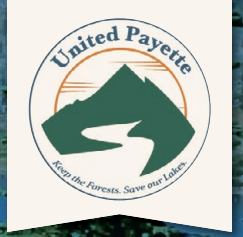
Parcel D is located along Lick Creek Road and is south of Pilgrim Cove and Parcel C. It is approximately 29 acres in size and its current IDL asset class is Timberland. Its zoning is R4-Low Density Residential and future land use as identified in the PELS is Low Density Residential. Access to the parcel is from Lick Creek Road, Miles Standish Road and Shady Lane. Sewer and electric utilities are available but should be closely evaluated for capacity. Miles Standish Road is currently used as a bike trail and consideration should be given to ensure Miles Standish Road or another route through Parcel D will be available for inclusion in the “Payette Lake Trail”, an around the lake trail in planning and partially completed. The Payette Lake Trail is currently under IDL permit in parcels K J, and I. Central Idaho Mountain Bike Association is the “permittee”. Annexation between IDL and the City should also be completed if not already.

### Solution Summary:

Short-term: UP recommends that this land be dispositioned consistent with the strategy in the PELS. Prior to auction IDL should ensure that Parcel D is annexed by the City of McCall and to accomplish this, adjacent Parcel C must be annexed by the city first as land being annexed by the city must have a contiguous boundary with property within the city limits. No portion of Parcel D is currently contiguous with property within the city limits. IDL and the city should work together to align this residential zoned land with affordable housing needs of the city as well as the possible need for an environmental assessment as an area of critical concern. Consideration should be given to ensure Miles Standish Road or another route through Parcel D will be available for inclusion in the around the “lake bike trail” planned by CIMBA. Lastly, while the eastern portion of Miles Standish is blocked from vehicle use by large boulders, it should be developed for a second egress for both Parcels C and D in the event of wildfire. The area should also be evaluated to determine if there is a need for an environmental assessment as an area of critical concern.

Long-term: Not applicable.





## Parcel E – Eastside Drive

### Parcel Description:

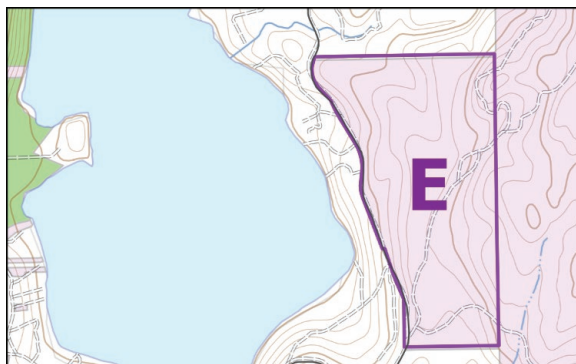
Parcel E is located on the eastside of Big Payette Lake just off Eastside Drive. It is approximately 160 acres in size and its current IDL asset class is timberland. Its zoning is rural residential and future land use identified in the PELS is Ag-Forest Conservation. Access to the parcel is from Eastside Drive and the Fall Creek road. The Fall Creek road is an important access point to USFS lands and the Crestline Trail. Sewer and electric utilities are available along Eastside Drive. It is a high use area for year-round recreation by the public.

### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel. Private donors are being identified, and an application and draft lease will be prepared for submittal in cooperation with Valley County and

the City of McCall. The asset class will remain timberland, timber harvest will continue to occur, and existing leases for grazing and commercial recreation will remain in place (stacked lease revenues). The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

Long-term: With lessons incorporated from the short-term lease and prior to the end of the short-term lease, UP will work with IDL and Valley County (and other parties) to achieve a long-term solution that may include a conservation easement, a public land exchange, or other innovative permanent conservation and recreation-based solution(s) that will generate long-term revenues to the endowment trust.





## Parcel F – Shellworth Island

### Parcel Description:

Parcel F is an island located on the eastside of Big Payette Lake. There is no road access, and access is only available by boat (seasonal). It is approximately 13.13 acres in size and its current IDL asset class is Residential Real Estate. It has 3,699 linear feet of shoreline and is predominantly granite. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use identified in the PELS is AG-Forest Conservation. There are no utilities available. It is bordered entirely by Big Payette Lake. It generates revenue today from a single residential lease.

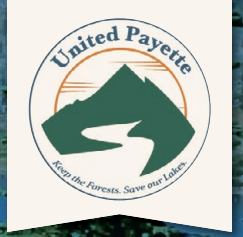
### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation conservation-based lease for Parcel F. Private donors are being identified and an application and lease will be prepared for submittal. The existing residential lease will remain in place

until expiration. The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

Long-term: With any lessons incorporated from the short-term lease and prior to the end of the short-term lease, long-term options include: (a) funding a purchase of this island for donation to Ponderosa State Park (or other owner) through public and/or private funds, (b) implementing a conservation easement, (c) other innovative solution or long-term lease if other more permanent options are not available. This island provides a unique recreational opportunity for Ponderosa State Park, made even more attractive if the solution for Parcel M (Cougar Island) is combined.

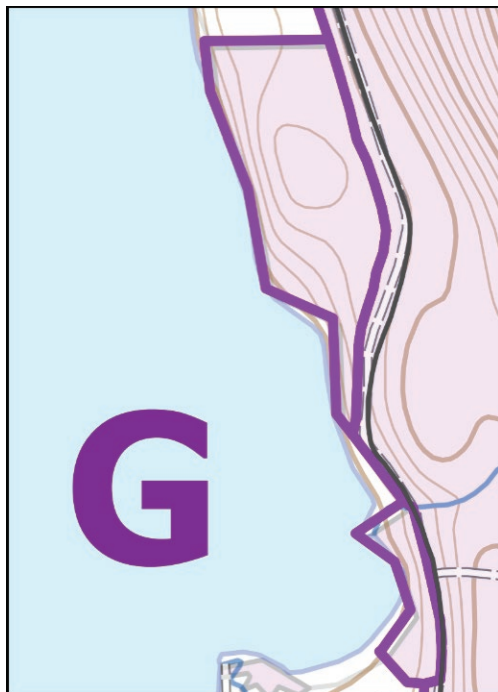




## Parcel G – East Shoreline

### Parcel Description:

Parcel G is located along the shores of Big Payette Lake on the west side of Eastside Drive. It is approximately 21 acres in size, and its current IDL asset class is Timberland. It is elongated and irregularly shaped. The property is outside of city limits and within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS as Low Density Residential. It is bordered by Eastside Drive, Parcel H and Big Payette Lake. Access to Parcel G is from Eastside Drive. It does not currently generate any revenues. It is a high-use recreational area, and its largest attraction is the 3,100 feet of shoreline along Big Payette Lake, some of the last remaining shoreline open to public access around the lake.



### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel in cooperation with Valley County and the City of McCall. Private donors are being identified and an application and lease will be prepared. The asset class will remain timberland, timber harvest will continue to occur and all existing leases including for grazing and commercial recreation will remain in place. The new lease will be crafted for the benefit of public access for year-round recreational activities as well as performance of conservation practices and limited development. This new lease will increase the revenues from this parcel to the endowment trust.

Long-term: With any lessons incorporated from the short-term lease, and prior to the end of the short-term lease, UP will (a) apply for a conservation easement through the Payette Land Trust (previously submitted) or (b) facilitate a transfer to Ponderosa State Park, or (c) other innovative solution or long-term lease if no permanent solution can be identified. This may be a candidate for a USFS trade although the parcel does not border USFS land.





## Parcel H – East of Eastside Drive to Tip

### Parcel Description:

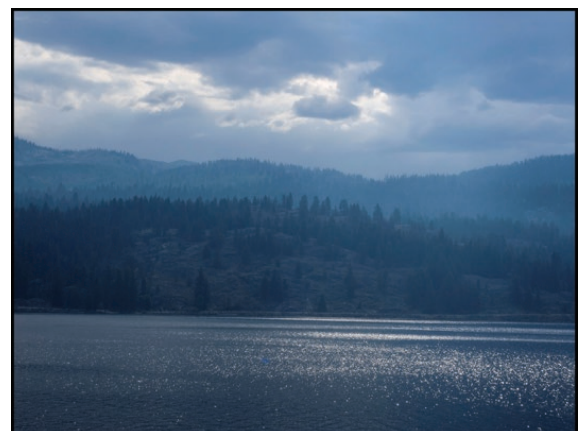
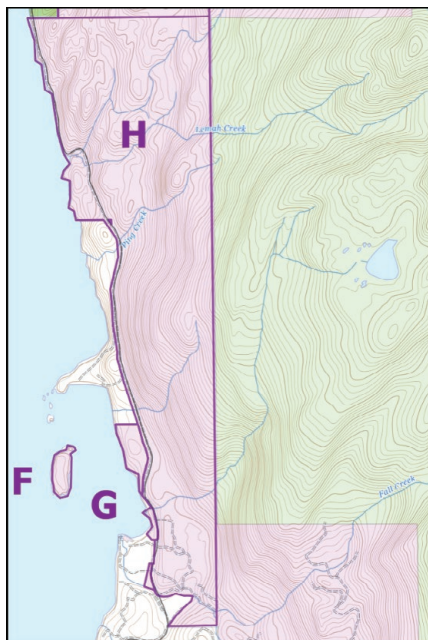
Parcel H is located on the east side of Big Payette Lake on the east of Eastside Drive. It is approximately 1,040 acres in size and its current IDL asset class is Timberland. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS as Ag-Forest Conservation. Electricity is available. It is bordered by Eastside Drive, USFS land, private land, Parcel G and Big Payette Lake. Access to Parcel H is from Eastside Drive. It is a high-use recreational area and has leases include grazing and mineral extraction as well as timber sales.

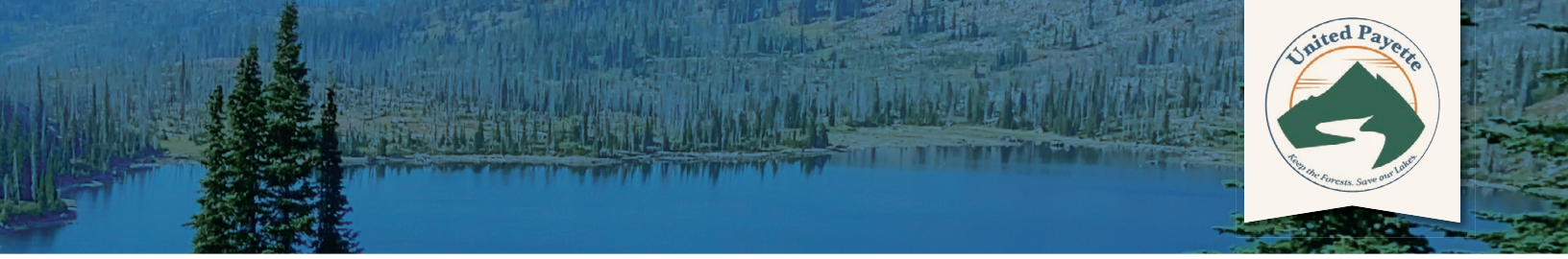
### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel in cooperation with Valley County and the City of McCall. Private donors are

being identified, and an application and lease are being prepared for submittal. The asset class will remain timberland, timber harvest will continue to occur and existing leases for grazing and commercial recreation will remain in place. The new lease will be built for the benefit of public access for year-round recreational activities and performing conservation-based practices on the lands as well as limiting development. With this new lease in place the revenue from this parcel will increase. It should be noted that CIMBA, a UP coalition member, is in the planning phase with IDL, for the construction of the Eastside Payette Lake Trail through Parcel H. The completion of the Eastside Payette Lake Trail would finalize the construction of the primary segments of the entire trail and move the agreement with IDL from yearly permit to active multi-year lease.

Long-term: With lessons incorporated from the short-term lease and prior to the end of the short-term lease, UP will implement or otherwise support options that may include a conservation easement, a public land exchange, or other innovative conservation and recreation-based solutions that would be permanent in nature and generate long-term revenues to the endowment trust.





## Parcel I – Tip

### Parcel Description:

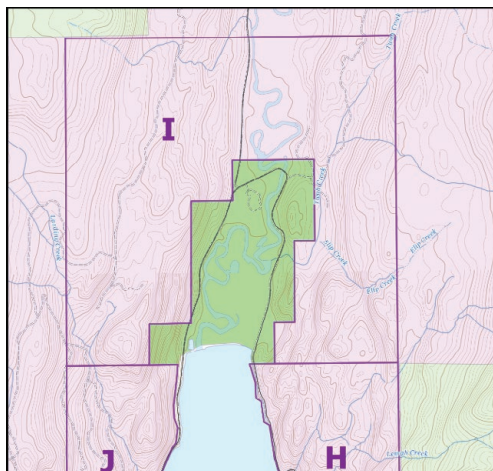
Parcel I is located at the north end of Big Payette Lake. It is approximately 2,040 acres in size and its current IDL asset class is Timberland. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS as Ag-Conservation. It is bordered by USFS land, Ponderosa State Park, Parcels J and H, and other endowment lands not within the PELS. Access to Parcel I is from Warren Wagon Road and Eastside Drive. It generates revenue today from timber sales, grazing, mineral and commercial and non-commercial recreation. Also, once completed the Payette Lake Trail will provide long term non-commercial lease revenue for IDL. It is a high use area for year-round recreation by the public. This parcel contains the meandering inlet to Payette Lake, one of the most scenic and popular recreational waters in the state.

### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel. Private donors are being

identified, and an application and draft lease will be prepared for submittal in cooperation with Valley County and the City of McCall. The asset class will remain timberland, timber harvest will continue to occur, and existing leases for grazing, minerals, and recreation will remain in place (stacked lease revenues). The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

Long-term: With lessons incorporated from the short-term lease and prior to the end of the short-term lease, UP will implement or otherwise support options that may include a conservation easement, a public land exchange, or other innovative conservation and recreation-based solutions that would generate long-term revenues to the endowment trust. As discussed with IDPR, the parcel also presents a great opportunity for Ponderosa State Park expansion and funding a purchase of this parcel through public and/or private funds for transfer Ponderosa State Park is a viable option. This may be a candidate for a USFS trade although the parcel does not border USFS land.

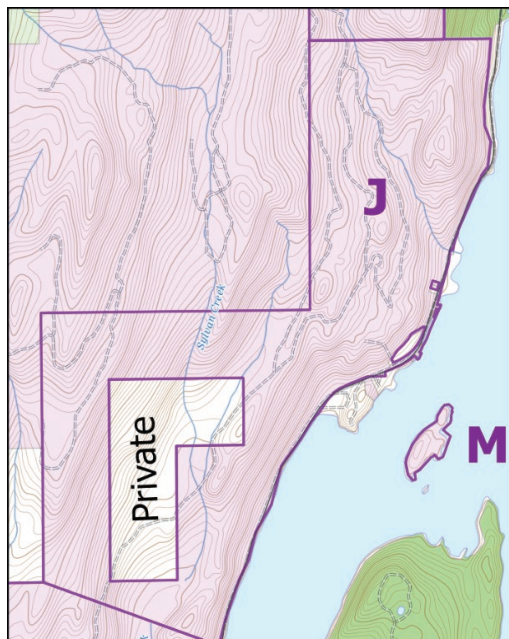




## Parcel J – Northwest Warren Wagon Road

### Parcel Description:

Parcel J is located on the west side of Big Payette Lake off Warren Wagon Road. It is approximately 380 acres in size and its current IDL asset class is Timberland. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS as Ag-Forest Conservation. Electricity is available, sewer is not. It is bordered by Parcel L, I, other IDL endowment lands and Warren Wagon Road. There is a privately owned acreage inside the parcel. Access is from Warren Wagon Road as well as multiple connecting forest roads through bordering endowment lands. It generates revenue today from grazing and non-commercial recreation. The CIMBA Payette Lake Trail (bike trail) will provide long term non-commercial lease revenue for IDL on this parcel. Parcel J is a high use area for recreation by the public.

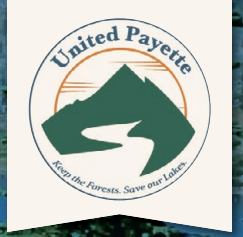


### Solution Summary:

**Short-term:** UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel. Private donors are being identified, and an application and draft lease will be prepared for submittal in cooperation with Valley County and the City of McCall. The asset class will remain timberland, timber harvest will continue to occur, and existing leases for grazing and recreation will remain in place (stacked lease revenues). The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

**Long-term:** With lessons incorporated from the short-term lease and prior to the end of the short-term lease, UP will implement or otherwise support options that may include a conservation easement, a public land exchange, or other innovative conservation and recreation-based solutions that would generate long-term revenues to the endowment trust.





## Parcel K – Syringa Park

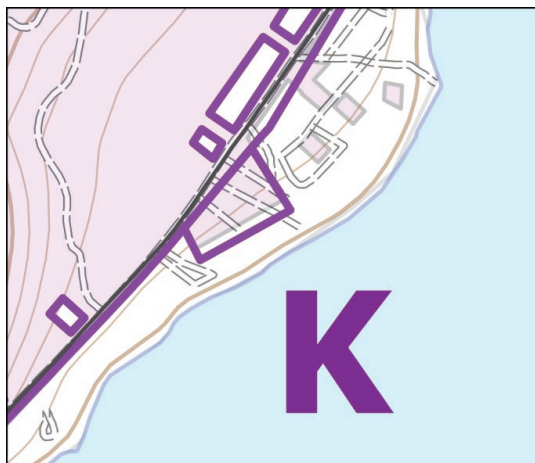
### Parcel Description:

Parcel K is located on the west side of Big Payette Lake. It is a small parcel, approximately 3.56 acres in size. Its current IDL asset class is residential real estate, and the current zoning is low density residential R-4 that restricts low-density single family residential at four dwelling units per acre. Future land use is medium density residential. The parcel is part of the platted and recorded Syringa Park subdivision. It is surrounded by leased and deeded quarter acre cottage sites in the subdivision. Access is from Warren Wagon Road via Syringa Way and Payette Drive. Utilities are available.

### Solution Summary:

Short-term: UP recommends that this land be dispositioned consistent with the strategy in the PELS through public auction sale. As this parcel is within a subdivision, the homeowners may be interested in purchase. This would provide an immediate revenue boost to the endowment trust and eliminate any revenue shortfall associated with this parcel.

Long-term: Not applicable.

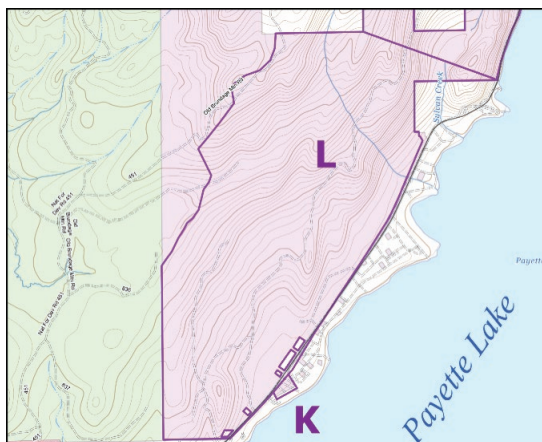




## Parcel L – Southwest Warren Wagon Road

### Parcel Description:

Parcel L is located on the west side of Big Payette Lake off Warren Wagon Road. It is approximately 1,520 acres in size and its current IDL asset class is Timberland. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS as low density residential. Utilities are available in the area. It is bordered by USFS land, Parcel J, and Warren Wagon Road. Access to Parcel L is from Warren Wagon Road as well as multiple connecting USFS roads on the west side of the parcel. It generates revenue today from timber sales and leases for minerals, grazing and commercial and non-commercial recreation. It is a key viewshed to the city of McCall as it is the most visible parcel from the shores of Big Payette Lake within the city, including Legacy Park. The completed Payette Lake Trail (bike trail) provides long term non-commercial lease revenue for IDL. Parcel L is a high use area for year-round recreation by the public.

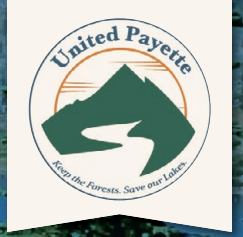


### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation/conservation-based lease for this parcel. Private donors are being identified, and an application and draft lease will be prepared for submittal in cooperation with Valley County and the City of McCall. The asset class will remain timberland, timber harvest will continue to occur, and existing leases for minerals, grazing and recreation will remain in place (stacked lease revenues). The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

Long-term: With lessons incorporated from the short-term lease and prior to the end of the short-term lease, UP will implement or otherwise support options that may include a conservation easement, a public land exchange, or other innovative conservation and recreation-based solutions that would generate long-term revenues to the endowment trust.





## Parcel M – Cougar Island

### Parcel Description:

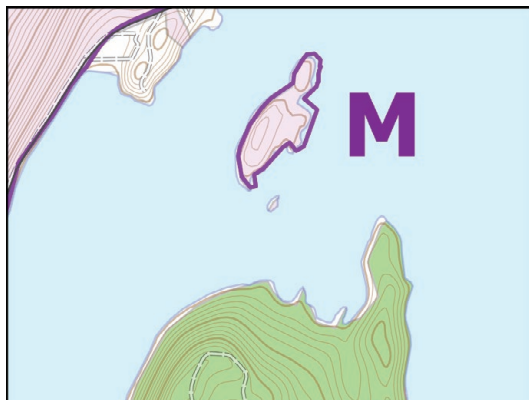
Parcel M is an island located on the west side of Big Payette Lake. There is no road access, and access is only available by boat (seasonal). It is approximately 14.21 acres in size and its current IDL asset class is Residential Real Estate. It has 4,320 linear feet of shoreline. The property is outside of city limits, but within the McCall area of impact. Its zoning is rural residential (one property per ten acres) and future land use is identified in the PELS is large residential. There are no utilities available. It is bordered entirely by Big Payette Lake. It generates revenue today from a single residential lease.

### Solution Summary:

Short-term: UP will apply for a five-year non-exclusive public recreation conservation-based lease for Parcel M. Private donors are being identified and an application and lease will be prepared for submittal. The existing residential lease will remain in place

until expiration through IDL. The new lease will be built for the benefit of public access for year-round recreational activities and conservation-based practices as well as limiting development. The new lease will generate additional immediate revenue to the endowment trust. This solution is consistent with the IDL identified future land use.

Long-term: With any lessons incorporated from the short-term lease and prior to the end of the short-term lease, long-term options include: (a) funding a purchase of this island for donation to Ponderosa State Park (or other owner) through public and/or private funds, (b) implementing a conservation easement, (c) other innovative solution or long-term lease if other more permanent options are not available. This island provides a unique recreational opportunity for Ponderosa State Park, made even more attractive if the solution for Parcel F (Shellworth Island) is combined.



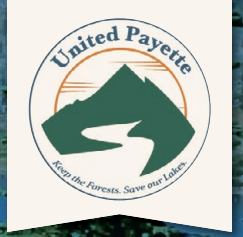




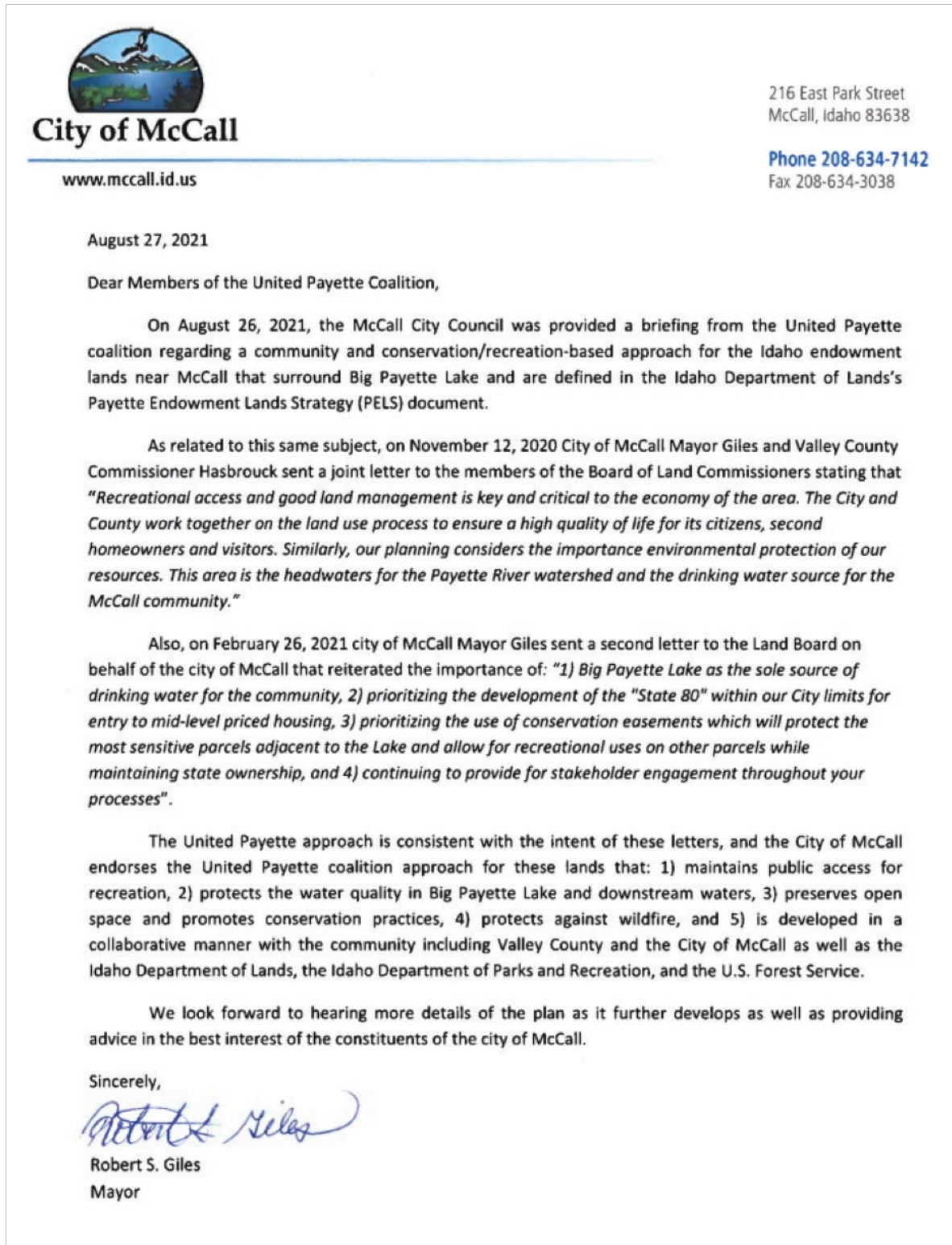
## Appendix 2. Coalition Member Endorsement and Letters of Support

We the undersigned support the recreation and conservation-based implementation plan being proposed to the Idaho Department of Lands and the Idaho Land Board by the United Payette coalition for implementing the Payette Endowment Lands Strategy that was approved by the Land Board in March 2021. We understand the community has expressed a clear desire to retain public access to state lands, protect the watershed, protect against wildfire, maintain open spaces, and manage reasonable growth. The community also better understands the Board’s constitutional mandate to secure the maximum long-term financial return for the endowment institutions and its duty to maximize the long-term financial return for the endowment beneficiaries. We believe these two objectives can co-exist and we the undersigned members of the United Payette coalition are committed to working collaboratively with Idaho Department of Lands to meet the Land Board’s duty to maximize long term returns through a recreation and conservation-based approach.

Member Organization	Signature & Printed Name	Title
Backcountry Hunters and Anglers	Ace Hess	Idaho Chapter Coordinator
Big Payette Lake Water Quality Council	David Simmonds	President
Brightwater Homeowners Association	David Spurgeon	President
Brundage Mountain Holdings	Bob Looper	President
Burgdorf Hot Springs	Scott Harris	President
Central Idaho Mountain Bike Assn	WAYNE RUEMMELE	PRESIDENT
Friends of Lake Cascade	Lenard Long	Founding Member
Idaho Conservation League	Jonathan Oppenheimer	External Relations Dir.
Idaho Wildlife Federation	Brian Brooks	Executive Director
Payette Endowment Lands Alliance	Deborah Fereday	President
Payette Land Trust	Rick Fereday	PLT President
Payette Lakes Cottage Sites HOA	Bob Looper	President
Pilgrim Cove HOA	Bob Looper	President
Spring Mountain Meadows HOA	Jeff Mousseau	President
Spring Mountain Ranch HOA	Bill Logdson	President
Tamarack Bay Homeowners HOA	John Barinaga	President
The Trust for Public Lands	David Weinstein	Western Conservation Finance Director



## Appendix 2 - continued



**Figure 1** – City of McCall letter of support to UP





## Valley County Board of County Commissioners

PO Box 1350 • 219 N Main Street  
Cascade, Idaho 83611-1350



Phone (208) 382-7101  
Fax (208) 382-7101

**ELTING G. HASBROUCK**  
*Chairman of the Board*  
ehasbrouck@co.valley.id.us

**DAVID H. BINGAMAN**  
*Commissioner*  
dbingaman@co.valley.id.us

**SHERRY MAUPIN**  
*Commissioner*  
smaupin@co.valley.id.us

**DOUGLAS A. MILLER**  
*Clerk*  
dmiller@co.valley.id.us

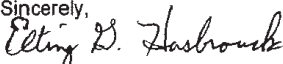
September 13, 2021

Dear Members of the United Payette Coalition,

On August 16, 2021, the Valley County Commissioners heard a briefing from the United Payette coalition regarding a community and conservation/recreation-based approach for the Idaho endowment lands in Valley County that surround Big Payette Lake and that are defined in the Idaho Department of Lands Payette Endowment Lands Strategy (PELS) document. As related to this same subject, on November 12, 2020 a joint letter was sent to members of the Board of Land Commissioners from the Valley County Board of County Commissioners and the City of McCall that stated: ***“Recreational access and good land management is key and critical to the economy of the area. The City and County work together on the land use process to ensure a high quality of life for its citizens, second homeowners and visitors. Similarly, our planning considers the importance environmental protection of our resources. This area is the headwaters for the Payette River watershed and the drinking water source for the McCall community.”*** The approach presented by United Payette is consistent with this.

With its incredible natural and scenic beauty, Idaho continues to gain national attention for its remarkable quality of life. As a result, the Idaho Land Board has come under increasing pressure to dispose of scenic and treasured endowment lands to private investors; lands that have been accessible to the public since statehood. Recently these increased efforts have been focused directly on lands within Valley County and adjacent to the city of McCall. Among other values, protections of water quality in Big Payette and Little Payette Lakes are not only important for McCall but also Donnelly and Cascade as Lake Cascade relies upon water quality that flows downstream. Our constituents and visitors are directly affected by reduced water quality, public access for hunting, fishing, hiking, snowmobiling, and other recreational activities that development of these lands will endanger.

Valley County supports an approach for these lands such as we heard from United Payette that supports: 1) open public access for motorized and non-motorized recreation, 2) preserves the water quality in Big Payette Lake and downstream waters, 3) preserves open space and promotes conservation practices, 4) is protective against wildfire, and 5) is developed in a collaborative manner with the community including Valley County and the City of McCall as well as the Idaho Department of Lands, the Idaho Department of Parks and Recreation, and the U.S. Forest Service. We look forward to hearing more details of the plan as it further develops as well as providing advice in the best interest of the constituents of Valley County.

Sincerely,  
  
Elting Hasbrouck  
Valley County Chairman

**Figure 2** – Valley County letter of support to UP



# The SHOSHONE-BANNOCK TRIBES

FORT HALL INDIAN RESERVATION  
PHONE (208) 478-3700  
FAX # (208) 237-0797



FORT HALL BUSINESS COUNCIL  
P.O. BOX 306  
FORT HALL, IDAHO 83203

September 1, 2021

Jonathan Oppenheimer  
External Relations Director  
Idaho Conservation League  
PO Box 844,  
Boise, ID 83701

Re: Letter of Support for United Payette's Proposed Implementation Plan for 2021 Payette Endowment Lands Strategy

Dear Mr. Oppenheimer

The Shoshone Bannock Tribes (Tribes) of the Fort Hall Indian Reservation, located in Southeast Idaho, appreciate the opportunity to express our support for the United Payette coalition's (UP) proposed Implementation Plan for the Idaho Department of Land's 2021 Payette Endowment Lands Strategy (PELS). As Idaho's population grows so does the increasing threat and pressure to privatize and develop State endowment lands such as those found around the Payette Lake at McCall. The Tribes support your mission to permanently conserve the State of Idaho's Payette endowment lands for the public and the health of the ecosystem.

The PELS, approved March 2021 by the Idaho Land Board Commission, addresses the disposition of 5,478 acres of endowment lands leaving over 400 acres of Payette Lake's adjacent lands available for potential private sale. The permanent loss of these endowment lands may impact the Tribes ability to access federal lands for the purpose of exercising reserved off-reservation Treaty rights; and, contribute to the declining health of the ecosystem.

The Tribes have reserved rights based on their Treaty of Fort Bridger of July 3, 1868. In the Treaty negotiations, the Tribal leaders made it clear that they wished to continue to fish for salmon, hunt buffalo and elk, gather the plants and medicines and other cultural resources in their aboriginal areas within the United States. The Tribes ceded millions of acres of their aboriginal homelands in return for a much smaller reservation known as the Fort Hall Reservation. Accordingly, the Tribes reserved certain off-reservation hunting, fishing and gathering rights which they continue to exercise on unoccupied lands. These reserved Treaty rights have been recognized and confirmed by the Idaho Supreme Court.

Figure 3 – Shoshone Bannock Tribes letter of Support





Shoshone-Bannock Tribes' letter of support for United Payette Proposal      September 2, 2021

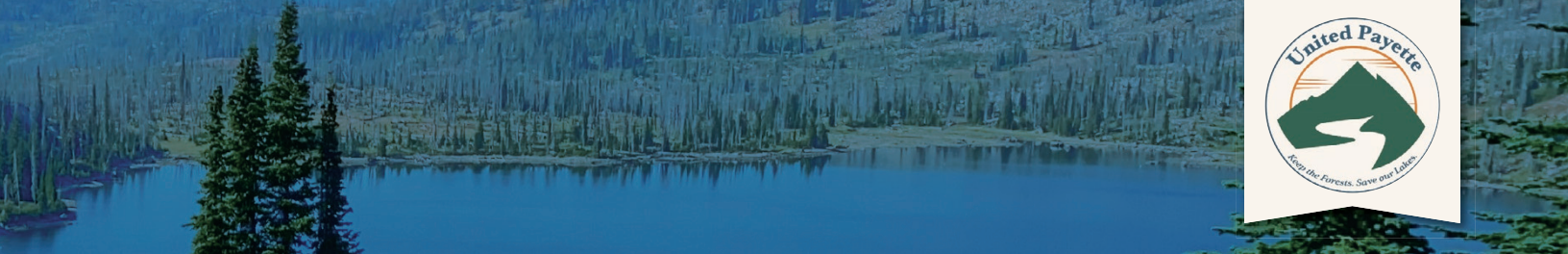
A private Idaho come with a cost to the Tribes, public, and wildlife species. The loss of public access, and the permanent loss and fragmentation of wildlife habitat may negatively impacts populations. The Tribes oppose any land depositions, sales or transfers that may adversely impacts natural and cultural resources and/or our reserved Treaty right to hunting, fishing and gathering on unoccupied lands of the United States. We certainly welcome the opportunity to support the United Payette's mission and recommendation for the Land Board Commission to adopt this collaboratively developed Implementation Plan for the Payette Endowment Lands Strategy.

For technical questions regarding this communication, please contact Christina Cutler, Environmental Program Manager at 208-239-4552 or email at [ccutler@sbttribes.com](mailto:ccutler@sbttribes.com). For policy-level questions or to set up formal government-to-government consultation, please contact Claude Broncho, Fish and Wildlife Policy Representative at 208-239-4563 or email at [cbroncho@sbttribes.com](mailto:cbroncho@sbttribes.com).

Sincerely,

Devon Boyer, Chairman  
Fort Hall Business Council, Shoshone-Bannock Tribes

Cc:    Christina Cutler, SBT FW  
      Claude Broncho, SBT FW  
      Dan Stone, SBT FW  
      Chad Colter, SBT FW  
      Hunter Osborne, SBT FW  
      Yvette Tuell, SBT Public Affairs



## Appendix 3. United Payette Citizen Petition

### Citizen Petition for a

#### Conservation-based Approach for the North Fork of the Payette Watershed Endowment Lands



The purpose of this petition is to demonstrate citizen support for the conservation-based approach being proposed by the United Payette Coalition for the 5,478 acres of state of Idaho endowment lands near McCall and surrounding Payette Lake. This approach is designed to maximize the long-term financial returns to the endowment trust and the institutions they support through conservation and recreation solutions. Demonstrating strong citizen support for this approach to the Idaho State Land Board Commissioners whose members include the Governor, Attorney General, Secretary of State, Superintendent of Public Instruction, and the State Controller, is crucial to conserve this beloved area.

The United Payette approach provides conservation-based solutions in collaboration with the Idaho Department of Lands creating a vision of McCall 50 years from now. One which includes clean lakes and rivers through well-managed forests providing for thriving ecology and wildlife, alongside open public access for diverse recreational interests of residents and visitors alike. The approach limits development of lands around Payette Lake and seeks to retain lands within the Idaho Department of Lands Payette Lake Supervisory Area. It provides new sources of sustainable revenues supporting the Land Board's constitutional obligation to secure the maximum long-term financial return to the endowment trusts and the institutions they support.

**If you are in favor of this approach, please sign this petition below.**

Sincerely, Members of the United Payette Coalition

#	Printed Name	Signature	Address	City	State	Email
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						

**Note:** Names and signatures are on file of the 1,200 plus citizens that have signed the petition of support to date.



## Appendix 4. Water Quality and Sewer Capacity

Let's examine some facts. Past declines in water quality and concerns of cultural eutrophication (human-caused nutrient enrichment resulting activities such as lakeshore and watershed development) of Big Payette Lake led to a series of water-quality studies between the late 1960's and the early 1980's (e.g., Idaho Department of Health, 1970; U.S. Environmental Protection Agency, 1977; Falter and Mitchell, 1981; Falter, 1984). Evidence of cultural eutrophication and bacteriological contamination was sufficiently strong to prompt homeowners to form the Payette Lakes Recreational Water and Sewer District (PLRWSD) and construct a sewage-collection system in the early 1980's for the developed part of the lake's shoreline. In 2017, a voter-approved annexation of the City of McCall services and infrastructure created the unified PLRWSD services sewer collection and treatment system we have today. Concerns regarding water-quality trends continued into the 1990's as residential development and recreational activities increased resulting in the 1997 USGS study that culminated in the State-codified Big Payette Lake Management Plan and Implementation Program (LMP). Cultural pressures have continued

to increase in the past 3 decades. Because deep lake dynamics are not well understood in Big Payette Lake, further study is needed, but it can be said that it does take time to overcome the lake's natural resilience to create an imbalanced ecosystem. For now, the tipping point of the lake (regime change from clear water to turbid algal water) is fortunately still unknown. Citizens are concerned about proliferation of algae and aquatic weeds, increasing phosphorus content, increasing water temperature, oxygen deficiencies and diminishing water clarity in Big Payette Lake (Big Payette Lake Water Quality Council (BPLWQC), Star-News communications).



**Figure 1** — IDEQ Caution posted on September 3, 2021

Recent Idaho Department of Environmental Quality (IDEQ) lake bottom sampling detected cyanotoxins produced by benthic-cyanobacteria resulting in an unprecedented cautionary warning for lake users (**Figure 1**). Satellite imagery (based on changes in light wavelength reflectance depending on the primary photosynthetic pigment present - chlorophyll in green algae vs phycocyanin in cyanobacteria) is starting to document the potential for blooms in the lake and is an indicator that suggests phytoplankton populations need more detailed evaluation. In addition, nuisance green algae with high visual

**(Photo 2)** and low taste and odor thresholds are becoming more common in the summer months resulting in public complaints to Central District Health, IDEQ and BPLWQC, and distrust in water quality. Invasive Eurasian Watermilfoil (identified in the 1990s and known to have adverse impacts on aquatic ecosystems by altering the pH, decreasing oxygen under the mats, and increasing temperature (ISDA 2008 Statewide Strategic Plan for Eurasian Watermilfoil in Idaho) gained a foothold in the lake. The Idaho State Department of Agriculture has a program to control and eradicate it and prevent it



Photo by: David Simmonds

**Photo 2** — Aerial photo of rear-shore effects after a reported *Volvox* green algae bloom. Photo September 2020.





from spreading to downstream waterways. Increases of nuisance algae and aquatic weed populations can also be an indicator of eutrophication progression. Because of algal biomass, the shallower (30 ft depth) of the two City of McCall raw water intakes (the other intake is at 80') has on occasion been taken out of service (City of McCall 2017 & 2018 Water System Master Plan).

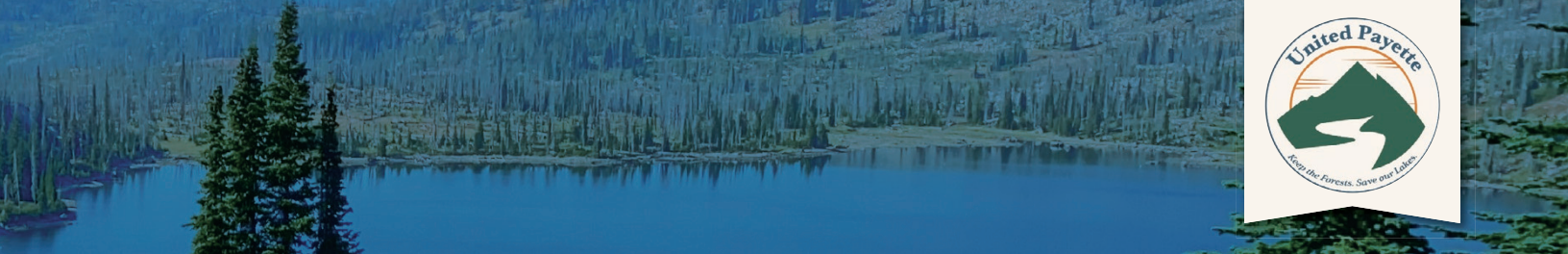
### *The Lake is Vulnerable*

Expanding residential development, increased public use and changes in land use are known to threaten water quality and designated beneficial uses such as aquatic life, recreation (primary and secondary contact), water supply (domestic), wildlife habitat, and aesthetics (USEPA 2021, Smith and Schindler 2009). Changes in land use and associated anthropogenic activities (e.g., construction sediments, road runoff, fertilizers, septic systems, deforestation) typically increase pollutant (nutrients - nitrate and phosphorus, and sediment) loading to surface waters and "Payette Lake functioned as a trap for total phosphorus and total nitrogen" (Woods 1997). For example, it has been estimated that 20-35 percent of the annual sediment load (laden with natural phosphorus) to Big Payette Lake originated from anthropogenic activities (IDWR 1999). The cumulative effect of

nutrient loading resulting from various human activities can be highly detrimental to fresh-water lakes and streams. Prior studies have shown that Big Payette Lake is vulnerable to water quality degradation from development. How much additional pollutant-loading or urban runoff can the lake withstand without tipping the balance to eutrophication is still unknown.

### *Downstream Impacts*

Table 7 of the Implementation Plan for nutrient impaired Lake Cascade identified Big Payette and Little Payette lakes as contributors to the total phosphorus load (IDEQ 2000). Phosphorus is the primary nutrient identified as contributing to Harmful Algae Blooms (HABs), which have triggered seasonal health advisories in four successive years in Lake Cascade, the latest on August 13, 2021 as shown in **Figure 2**. The Lake Cascade watershed includes the Big Payette Lake and headwaters, **so what happens upstream impacts the water quality of downstream users**. Paraphrasing Governor Little in his recent statement at the North Fork Payette Watershed Summit, "Payette Lake and McCall are at the top of the ditch and it is essential to protect the watershed from pollution that will adversely affect everyone downstream."



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## PUBLIC HEALTH ADVISORY

**For Immediate Release**

August 13, 2021

### **Central District Health issues public health advisory for Cascade Reservoir due to Harmful Algal Bloom**

**Valley County, Idaho** – Central District Health (CDH), in conjunction with the Idaho Department of Environmental Quality (DEQ), has issued a public health advisory, effective immediately, for Cascade Reservoir due to the presence of cyanobacteria, also known as a Harmful Algal Bloom (HAB).

DEQ will continue conducting surveillance through satellite imagery, on-site observation, and will continue with weekly water sampling of Cascade Reservoir.

People and animals can get sick if they swim, wade, or play in or near HAB-contaminated water, eat contaminated fish, shellfish, or use contaminated drinking water.

**When recreating near or in any surface water with a health advisory in effect, take the following precautions for yourself and pets:**

- Avoid swimming, wading, or other activities. Take extra precautions to ensure children, pets, and livestock are not exposed to the water.
- Do not drink or cook with water containing a bloom. Boiling and filtering the water can increase the risk.
- Wash your hands thoroughly after handling fish caught in water experiencing a bloom. Cyanotoxins can accumulate in fish and the risk to people is being researched. Any fish caught should be cleaned and washed thoroughly in uncontaminated water and any internal organs disposed of before consumption. If people choose to eat fish from this area, filet the fish and remove all of the fat, skin, and organs before cooking.
- Clean with potable water as soon as possible if water contacts skin or pet fur.

**Figure 2** – CDH Public Health Advisory for Lake Cascade





### ***Economic Ripple Effects***

The economic ripple effects of declines or loss of beneficial uses related to water quality in Big Payette Lake would be staggering and widespread across the watershed and the communities given costs associated with eutrophication in the United States were estimated at approximately \$2.2 billion (Dodds, 2009). Conservation easements or recreational use of lands around the lake to act as a buffer zone to protect wildlife habitat, riparian-wetland areas, water quality and recreational activity would slow cultural pressures. Conservation-based solutions like those proposed herein by UP are essential to protect this clear source-water natural resource while also preventing further degradation of the water quality of Big Payette Lake and downstream waters.

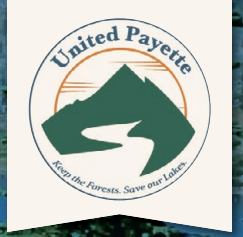
### **Collection, Treatment and Reuse Sewage Management Constraints**

Sewage must be handled safely and with care so as not to adversely load groundwater and surface waters with nutrients and pathogens. The Payette Lakes Recreational Water and Sewer District (PLRWSD) was formed in 1971 to remove septic systems around the lake, because faulty septic systems were damaging

water quality (Idaho Department of Health 1970). The District completed its collection system in the 1980s.

Communications with agencies and the PLRWSD indicated there are both upstream and downstream constraints to developing new hook-ups. Therefore, new development hookup capacity should not be assumed, without detailed engineering studies and possible infrastructure improvements.

***Upstream***, inflow and infiltration (I&I) is the unintended addition of water that does not require treatment to a collection system, which occurs when groundwater and/or storm water flows into the wastewater collection system, through cracked sewer pipes, leaky manholes, etc. This is a concern in the City of McCall because sewer pipes in the city system are now susceptible to I&I leaking which in some instances is up to 200% higher than sewage base flow. In some parts of the system, increasing sewer capacity in one area may overload the system downstream. Thus, collection system infrastructure may need to be increased all the way to the PLRWSD sewage treatment plant. This requires analysis and careful consideration to determine the capacity for specific developments.



**Downstream**, during winter, the treated wastewater effluent (reuse water) is temporarily placed in a 268-million-gallon lined storage impoundment. If it is anticipated the storage capacity may be exceeded (emergency situation), PLRWSD may temporarily discharge impounded reuse water under a current NPDES permit into the NF Payette River, a tributary of nutrient impaired Lake Cascade. The impoundment liner is currently leaking into the under drain system that eventually flows into the NF Payette River and a Compliance Administrative Schedule for replacement has been approved by IDEQ. The capacity of this storage impoundment also needs to be evaluated in the face of additional development. During the May through Sep 30 irrigation season, reuse water is transported via a pipeline for distribution on pasture-land using slow rate land application (reuse irrigation) on "Management Units (MU)" primarily in the Mud Creek drainage, a tributary of Lake Cascade. The reuse irrigation activities must comply with an IDEQ Municipal Wastewater Reuse Permit so as not to impair Lake Cascade. Detailed engineering studies and possible infrastructure improvements for reuse irrigation will likely be needed to safely handle the additional sewage from new residential developments. We understand the upcoming PLRWSD

Master Plan will include an analysis of the entire system's capacity (collection, treatment and reuse) and will consider existing and future conditions.

**Current Capacity** - PLRWSD has developed an Interim Sewer Density Map (Figure 3) based on current engineering studies, which provides specific estimates on the number of sewer hookups that can be accommodated by the current system in the areas where they provide sewer service. Based on current data, Mr. Dale Caza, PLRWSD manager, provided the following information for parcels as identified in the IDL PELS document:

Parcel A- Currently only one sewer hookup is available for this entire parcel because it is zoned for commercial uses.

Parcel B- Currently 1 hookup/acre but this may be increased to 4 hookups/acre which could be as many as 240 hookups after currently planned pump station upgrades and future gravity sewer improvements.

Parcel C- 2 hookups/acre which would be 112 total hookups

Parcel D- 1.5 hookups/acre which would be 43 total hookups  
The PLRWSD sewer currently extends about a mile beyond




# PLRWSD Interim Sewer Density Map

**Legend**

- Lift Station
- Sewer Pipes
- ▭ District Sewer Boundary
- ▭ Annexed Sewer Boundary
- ▭ Category C Basin \*See Resolution
- Roads
- Lakes
- Rivers
- Camps / Parks
- ▭ Commercial / Industrial \*See Resolution

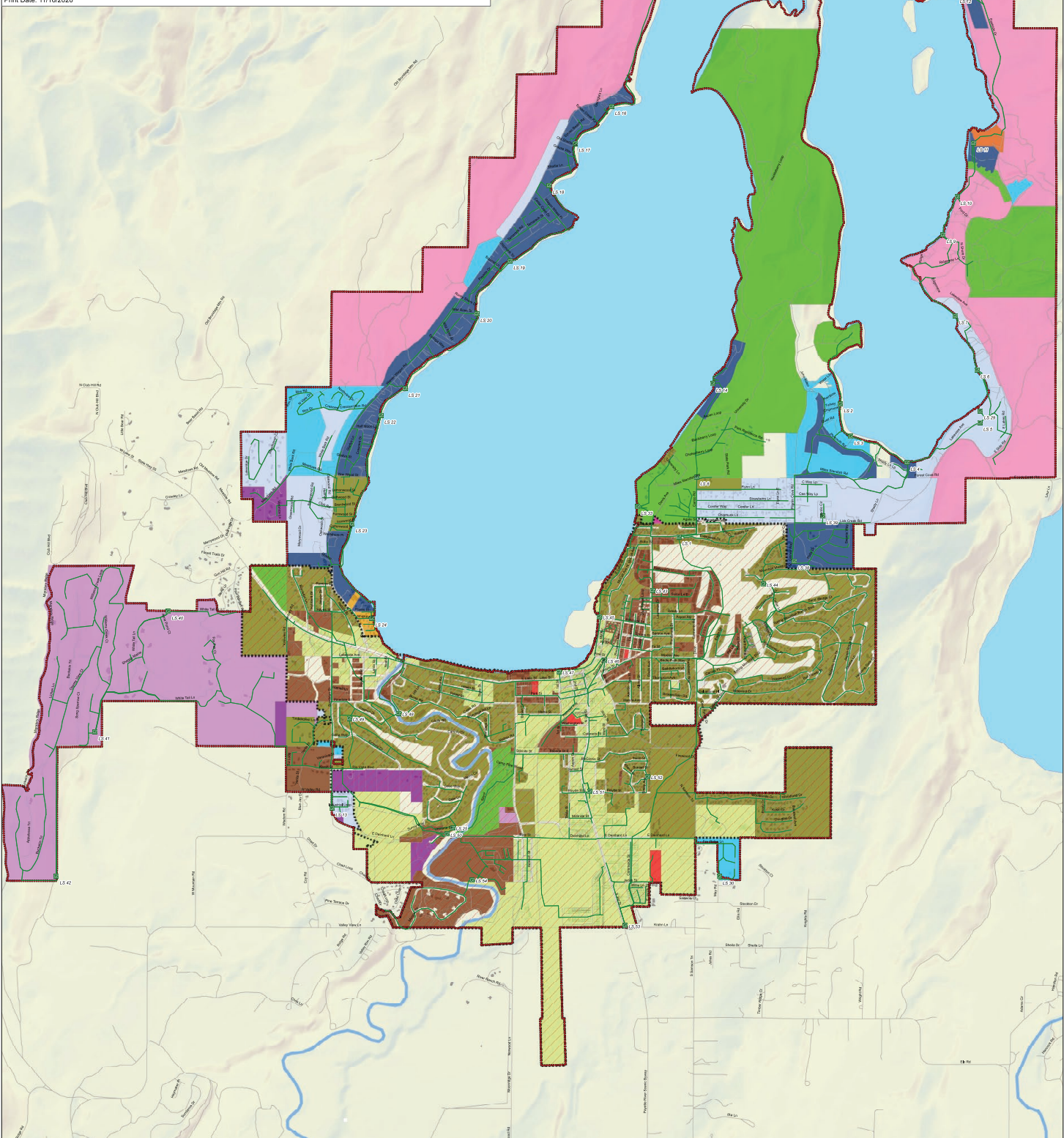
**Sewer Densities**

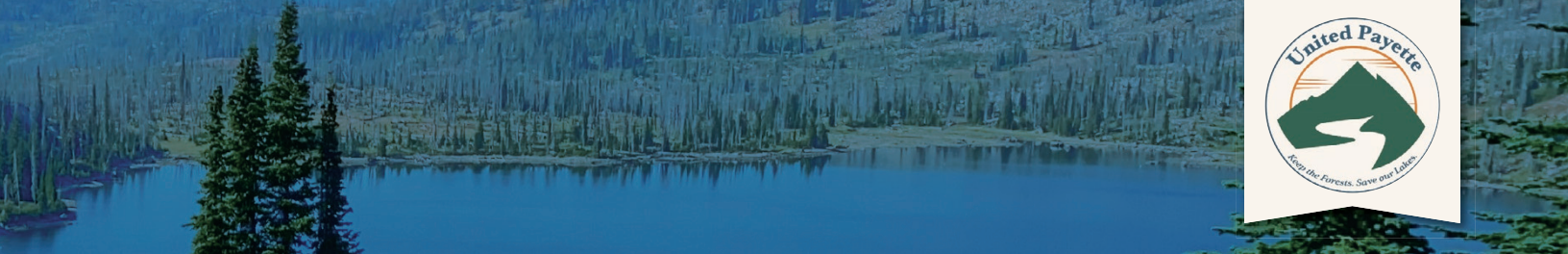
0/AC	3/AC
0.1/AC	4/AC
0.2/AC	7/AC
0.5/AC	8/AC
1/AC	11/AC
1.5/AC	16/AC
2/AC	



Adopted by: \_\_\_\_\_  
Date: \_\_\_\_\_

Print Date: 11/16/2020





Paradise Point on Eastside Drive and to Dead Horse Creek on Warren Wagon Road on the west side of the lake. The sewer capacity for PELS parcels in those areas is 1 hookup/10 acres.

The sewage from the two existing IDL leasehold dwellings on Shellworth and Cougar Islands (Parcels F and M) is disposed of in Central District Health-permitted septic tank and drain-field systems. Thus, these and any new dwellings on those islands should raise concerns about contamination of the lake, as neither small, rocky island has access to the PLRWSD sewer system. There are no dwellings on meanders of the North Fork River north of the lake (Parcel I) and expanded recreational access or development would likely require sewage storage in vaults or porta potties and periodic collection of the sewage.

In summary, **careful consideration of all sewer options is essential to minimize**

**the risk of contamination of the watershed.** Due to the potential contamination of the lake and streams by septic systems (e.g., Dillon et al. 1994, Paterson et al. 2008, Smith and Schindler 2009; Withers et al. 2011), septic systems are not recommended for any the 5,478 acres of endowment land within the City of McCall's Area of Impact (AOI) which includes all 13 Parcels A-K. Based on experience at Payette Lake and numerous professional studies, the risks of septic systems are not acceptable.

All developers considering connections to PLRWSD should understand these constraints, and inform potential buyers/ developers of lands in the McCall AOI to consult with PLRWSD for information on collection, treatment, and reuse capacities to provide services to any development.





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