



**U.S. DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS**

**MARCH 2008**

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**RECORD OF DECISION**

**COEUR D'ALENE RESERVATION  
INTEGRATED RESOURCE MANAGEMENT PLAN**

**AGENCY:** United States Department of Interior, Bureau of Indian Affairs

**ACTION:** Record of Decision for the Coeur d'Alene Reservation Integrated Resource Management Plan

**SUMMARY:** The purpose of the Integrated Resource Management Plan is to provide programmatic level recommendations for land use, natural resource enhancement and protection, residential/commercial growth and development planning, and cultural preservation of the Coeur d'Alene Reservation and programmatic level recommendations for natural, cultural, and environmental resources for the Tribe's aboriginal territory. This Record of Decision selects from four alternatives, the management alternative that protects the natural and cultural environment of the Coeur d'Alene Reservation while supporting overall social and economic needs.

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## INTRODUCTION

The Coeur d'Alene, who call themselves the *Schitsu'umsh*, "the ones that were found here", were placed by the Creator in what would become the Panhandle of Idaho. The territory of the Coeur d'Alenes extended from Lake Pend Oreille in the north to the Bitterroot Range of Montana in the east to the Palouse and North Fork of the Clearwater Rivers in the south to Steptoe Butte and up to just east of Spokane Falls in the west. The Coeur d'Alene Tribe exercised inherent power deriving from its sovereign status, long before the advent of European discovery of the Americas. The Tribe has always possessed the inherent sovereign authority to govern itself and determine its own destiny. In 1873, the Tribe gave up its claims to more than three million acres of its aboriginal territory and the Tribe's first reservation was established by Executive Order of President Ulysses S. Grant. The 1873 executive order and subsequent agreements with the United States for further cessation of Tribal Territory in 1889, 1894, and 1897, all recognized the Tribe's inherent sovereign authority. In 1947 the Tribe adopted its constitution, pursuant to the Indian Reorganization Act of 1934, and since that time has functioned under a governmental system responsible for health, welfare and safety of its members and for the protection of Tribal assets and natural resources. The Tribe is a federally recognized Indian Tribe and continues to exercise its inherent sovereign authority, altered only by its government-to-government relationship with the United States.

The purpose of the Integrated Resource Management Plan ("IRMP") is to address the natural resources and environmental issues that were identified in the Coeur d'Alene Tribe's *Environmental Action Plan ("EAP") Assessment of Environmental Concerns on and near the Coeur d'Alene Reservation* report. The IRMP is expected to guide management of Tribal natural, environmental and cultural resources for the next 20 years by providing programmatic level recommendations for land use, natural resource enhancement and protection, residential/commercial growth and development planning, and cultural preservation for the Coeur d'Alene Reservation and natural, cultural and environmental resource management recommendations for the Tribe's aboriginal territory.

The National Environmental Policy Act ("NEPA") requires that a range of alternative actions be developed and compared prior to making a final decision in an effort to minimize environmental impacts of proposed actions. The Draft Programmatic Environmental Impact Statement ("DPEIS") and the Final Programmatic Environmental Impact Statement ("FPEIS"), collectively the Programmatic Environmental Impact Statement ("PEIS"), evaluated a range of alternatives representing a diversity of perspectives on how the natural, environmental and cultural resources of the Coeur d'Alene Reservation and aboriginal territory should be managed.

Based on the EAP Assessment report, the PEIS, this Record of Decision adopts and approves for immediate implementation the Coeur d'Alene Tribe's Integrated Resource Management Plan. The DPEIS was developed with input from the Tribe's Interdisciplinary Team, Community Advisory Committee, government agencies, Tribal members, and the public through a series of meetings between October 2000 to October 2004. The Notice of Availability for the IRMP DPEIS was published in the Federal Register on September 30, 2005 in Volume 70, No. 189, page number 57277. After a series of public hearings and a sixty-day public comment period, the IRMP DPEIS was revised as appropriate. The FPEIS was approved on August 23, 2007 by Carl J. Artman, Assistant Secretary-Indian Affairs. After the publication of the Notice of

Availability on October 19, 2007 the BIA and the Tribe received 11 comments. All of the comments raise issues that also were raised in the comments to the IRMP DPEIS and were addressed in the IRMP FPEIS Errata and Response to Comments.

## **DESCRIPTION OF ISSUES AND ALTERNATIVES**

In order to facilitate land use planning, the Reservation was divided into Land Management Areas (“LMA”) based on watershed boundaries which included the Lake Creek, Lake Coeur d’Alene, St. Maries/St. Joe, Plummer Creek, Benewah Creek and Hangman Creek watersheds. Although the Tribe recommends that land use planning occur on a watershed basis both for the Reservation and the Tribe’s aboriginal territory, land use recommendations in the IRMP are only for the Reservation portions of each Land Management Areas watershed. Coordination and cooperation on land use management activities between the Tribe and other agencies is recommended for the entirety of the Land Management Area watersheds and the Tribe’s aboriginal territory. Generally, each LMA was further delineated into land use designations or Land Management Recommendations (LMRs). These LMR’s included:

- **Development:** This land use designation provides for growth and development of commercial, industrial, residential, recreation, and administrative facilities.
- **Conservation:** This land use designation provides for maintenance and protection of ecological and Tribal cultural values, which are an integral part of Tribal existence.
- **Rural:** This land use designation relates to the maintenance and protection of the Reservation’s rural character providing for a “working” landscape while maintaining open space and natural areas.
- **Recreation:** This land use designation allows for the rural character of the Reservation to be maintained while allowing for well planned recreational development.
- **Agriculture:** This land use designation provides for the maintenance and protection of the agricultural character of the Reservation.
- **Forest:** The forest land use designation provides for the maintenance and protection of the Reservation’s forested land and applies the Tribal Forest Management Plan Standards and Guidelines, particularly.

Input from the Tribe’s Interdisciplinary Team, Community Advisory Committee, government agencies, Tribal members, and the public was used to establish 100-year Desired Future Conditions (“DFC”) and 20-year management goals. These desired future conditions and goals were developed for four specific resource categories and were assessed and compared in the PEIS. Each of the alternatives considered in the PEIS were evaluated based on the following four resource categories and related resource elements:

- The Landscape Resource category which affects all the Reservation lands and the aboriginal territory and relates to the biodiversity, forested land, and Coeur d'Alene Lake.
- The Cultural Resource category includes the Coeur d'Alene Tribe's traditional cultural properties and heritage resources. Important elements of this category include culturally and archeologically significant resources, as well as Tribal history.
- The Natural Environment category which includes assessment of the alternatives' effects on resource specific elements including air quality, biodiversity, Coeur d'Alene Lake, fish, forest, minerals, riparian conditions, soil, water, wetlands, and wildlife.
- The Human Environment category which relates to the development and infrastructure-related resources and consists of numerous specific elements including agriculture, development, energy, housing, infrastructure, pesticides, and recreation.

Alternatives were selected for further evaluation based on issues and concerns raised by the IRMP Interdisciplinary Team, the general public, Tribal members, local, state, and federal agencies, and the IRMP Community Advisory Committee. Three IRMP alternatives and a "no action" alternative were chosen for further examination in the IRMP PEIS. The alternatives focused on land use, natural resource enhancement and protection, residential/commercial growth and development planning, and cultural preservation for the Coeur d'Alene Reservation and management recommendations of natural, cultural and environmental resources for the Tribe's aboriginal territory. There were several land use recommendations, 100-year DFCs and 20-year goals, and other elements common to all alternatives. A full description of these common elements and the differences between the four alternatives is provided in the PEIS.

#### **Alternative A – No Action Alternative**

Under the No Action Alternative, there would be no change in the existing management. This alternative includes actions and developments likely to occur in the absence of adopting and implementing an IRMP. Many of the actions anticipated under this alternative are either required to meet existing Tribal or federal law, policy, regulations, or are authorized by existing management plans. Current land use, recreation and resource management activities would continue using existing laws and policies, land use practices, and management plans and agreements. Specific resource related management actions or activities identified by the Tribe would continue on lands within the Reservation. Large additional efforts to influence the natural and Tribal cultural resource management of the Tribe's aboriginal territory would not be anticipated to occur.

#### **Alternative B – *Stqhesiple*' Integrated Resource Alternative<sup>1</sup> (Proposed Action and Preferred Alternative)**

Alternative B, the Proposed Action and Preferred Alternative, provides for the enhancement of natural and cultural resources on the Reservation, while maintaining the rural character of the Reservation. The Reservation ecology and biodiversity would be managed to ensure their

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<sup>1</sup> *Stqhesiple*' is a shortened version of "k'wne' chstqhessiple' hnhkwkhwlstutnet" which translates from the Coeur d'Alene language into English as "The future course of our renewal."

restoration and maintenance to provide for Tribal subsistence and cultural uses of the resources. Under Alternative B, 11,136 acres would be available for development, 76,149 acres would be managed for conservation, 61,123 acres would retain their rural character, 92,565 acres would be managed for agricultural uses and 95,558 acres would be forested. The overall Natural Environment Desired Future Conditions is to:

- Maintain healthy portions of the ecosystem and, where feasible, restore lost ecological components.
- Conserve farmland unless it is restored to pre-settlement vegetation.

The Human Environment DFC and the 20-year goals under Alternative B is to:

- Ensure the health and safety of Coeur d'Alene Tribal members and Reservation residents by means of an environmental health program that manages environmental factors responsible for contamination, disease transmission and personal injuries.
- Allow for moderate development in designated areas that is visually pleasing, energy-efficient, and with infrastructure of the highest standards.
- Ensure that the power and telecommunications infrastructure supports the Tribal Government, public safety personnel (fire/medical/police), medical facilities, educational institutes, planned new development, and Reservation communities. The infrastructure must be reliable. It should include multiple access mechanisms to accommodate remote customers.
- Assist in providing a high quality of life for all Reservation residents.

### **Alternative C – Natural Resource Conservation**

Alternative C, emphasizes natural resource conservation, while maintaining a working landscape for agriculture and forestry where compatible. New development would be limited to designated and environmentally suitable areas to minimize resource disturbances and adverse environmental impacts. The Desired Future Conditions for Alternative C are restoration and maintenance of the Reservation's ecological integrity to support, to the greatest extent possible, continued Tribal cultural and subsistence use of resources by Tribal members. Under this Alternative, 5,401 acres would be available for development, 172,502 acres would be managed for conservation values, 62,104 acres would be managed for agricultural uses and 96,569 acres would be forested.

The Natural Environment DFCs are to:

- Maintain and restore the functions and attributes of most of the ecosystem across the Reservation.
- Restore the Reservation and aboriginal territory to as close to pre-settlement condition as possible.
- Promote the restoration of land suitable for habitat and biodiversity enhancement.

- The Human Environment DFCs and 20-year goals are to: Ensure the health and safety of Coeur d'Alene Tribal members and Reservation residents by means of an environmental health program that manages environmental factors responsible for contamination, disease transmission and personal injuries.
- Limit development to areas designated for the particular purpose.
- Build very little new infrastructure, improve existing infrastructure and greatly reduce road densities in forested areas of the Reservation.

### **Alternative D – Growth and Development**

Alternative D provides for management of the Reservation in order to maximize growth and development where it is not in conflict with either the natural and cultural resources or existing land use designations and suitability. The Desired Future Conditions for Alternative D prioritize growth and development throughout the Reservation and retain Tribal cultural and natural resources that are currently designated for protection, restoration, or enhancement. However, growth and development would be the priority in other areas. Under this Alternative, 55,909 acres would be available for development, 9,215 acres would be managed for conservation values, 4,808 acres would maintain their rural character, 50,953 acres would be managed for recreational uses, 72,791 acres would be managed for agricultural uses and 123,634 acres would be forested.

The Natural Environment DFCs for Alternative D allow for maximum growth and development where not in conflict with the Tribal cultural and natural resources on Reservation lands. The Human Environment DFCs were to ensure health and safety of the Coeur d'Alene Tribal members and Reservation residents while allowing planned growth and development.

### **COEUR D'ALENE TRIBE'S PREFERRED ALTERNATIVE**

The Coeur d'Alene Tribe has identified Alternative B Proposed Action, *Stqhesiple'* Integrated Resource Alternative as the Preferred Alternative. Alternative B provides for the best balance of the physical, biological, social, and Tribal cultural elements to meet the Tribe's overall DFCs on the Reservation and the aboriginal territory.

This alternative recommends and provides guidance for enhancement of natural and Tribal cultural resources, and recommends land use on the Reservation that meets social, community, and economic needs. The 100-year Desired Future Conditions for the Landscape and Tribal Culture resource categories are included in this alternative for the Tribe's aboriginal territory. Implementation of Alternative B would facilitate coordination among the Tribal Council, agencies, general public, and other jurisdiction entities to meet identified goals and objectives on the Reservation and across the landscape.

Following is a brief discussion identifying impacts of the Preferred Alternative on specific resource categories and related resource elements. The discussion also includes a comparison of

the negative impacts, unless otherwise noted, of the three other Alternatives on a particular resource category or element.

### **Landscape**

In implementing the Preferred Alternative, the Tribe would take steps to develop a program to become more actively involved in resource-based decisions across the aboriginal territory. Recommendations encourage retaining ecological structure, components and integrity. Continued growth and development is expected but development on the Reservation would be encouraged to be compatible with the IRMP and retention of landscape function, continuity, and biological diversity. Implementation of the Preferred Alternative would result in moderate long term impacts to biodiversity across the aboriginal territory based on current growth trends with a more active role of the Tribe in developing an understanding of landscape components needed to preserve biological diversity across the landscape.

Alternative B results in less long-term loss of biological diversity across the aboriginal territory than Alternative D and Alternative A. Alternative C creates less of an impact than the preferred alternative. At the Reservation level, Alternative C is more protective of biological diversity than Alternative B, whereas Alternative B protects biological diversity more than Alternatives A and D.

### **Culture**

Tribal Culture and Subsistence: Under Alternative B, culturally sensitive and ecologically necessary habitats and components would continue to be modified, impacting the ability for subsistence across the aboriginal territory. However, under Alternative B, greater emphasis would be devoted to resource conservation, carrying capacities and restoration of these ecological and cultural components. This would decrease the adverse impacts on subsistence and the Tribe's ability to carry on cultural practices and beliefs compared to Alternative A, the No Action Alternative. A moderate long-term impact is expected with Alternative B. Alternative D would contribute the highest cumulative adverse impacts to subsistence and the Tribe's ability to carry on cultural practices and beliefs. Alternative C would have the greatest emphasis devoted to resource conservation and restoration of ecological and cultural landscape as compared to the other Alternatives. Regardless of the implementation of any alternative, growth and development is expected to continue to impact subsistence and the Tribe's ability to carry on cultural practices and beliefs.

Cultural Resources: Under Alternative B, culturally sensitive and ecologically necessary habitats and components would also continue to be modified, potentially adversely impacting Cultural Resources and Tribal Cultural Properties. However, under Alternative B, greater emphasis would be assigned to planned development in specified locations, resource conservation, carrying capacities and restoration of ecological and cultural components. This would decrease the potential for adverse impacts on Cultural Resources and Tribal Cultural Properties and the Tribe's ability to carry on traditional practices and beliefs compared to Alternative A. A minor adverse impact is expected to result if Alternative B is implemented. Alternatives A and D would be expected to have an adverse effect on Cultural Resources and

Tribal Cultural Properties. Alternatives B and C would be expected to have no adverse effects on cultural resources.

### **Natural Environment (Reservation)**

Air Quality: Alternative B works to contain growth, allowing for a modest amount of development in designated areas. Conservation of resources is a high priority in Alternative B. Alternative B is expected to result in only minor, long-term adverse impacts to air quality. Alternative C is expected to have negligible impacts on air quality. Alternative A is expected to have moderate adverse impacts, and Alternative D is expected to have major adverse impacts to air quality on the Reservation.

Forest, Biodiversity, Coeur d'Alene Lake, and Fish: Alternative B plans for growth and development to occur in suitable areas based on guidance from the IRMP. The IRMP would encourage the conversion of selected agricultural lands back to a more pre-settlement composition, including forests, which would decrease erosion into Coeur d'Alene Lake. The Tribe would encourage application of standards and guidelines from the Tribal Forest Management Plan while working with other federal and private entities across the landscape to preserve diversity, distribution, density, old growth components of forests, and habitat for aquatic species. Recreation expansion and development would be discouraged in some areas around Coeur d'Alene Lake. Recreation growth and development would be consistent with maintaining forested riparian habitats and native aquatic diversity. Population growth would continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that are unsuitable or in conflict with forest and biodiversity goals and objectives for habitat retention and sustainable yield. Alternative B is expected to have a minor impact on native fish populations and Coeur d'Alene Lake over the short- and long-term and a minor impact on forests and biodiversity over the long-term.

Alternative A would have a moderate impact on Coeur d'Alene Lake, forested areas, and biodiversity based on current trends and without the IRMP for guidance. Alternative C would have a negligible to minor impact on forests, native fish populations, and biodiversity based on containing growth and development. Alternative C would have a minor impact on Coeur d'Alene Lake. Alternative D would have a major impact on Coeur d'Alene Lake, forests, biodiversity, and native fish populations based on prioritizing development and growth over restoration, maintenance and management of forested areas.

Fire: The fire goals for all of the IRMP management alternatives are the same. Impacts from the alternative may vary somewhat due to differences in the amount of land that is utilized for agricultural and forest activities over the next 20 to 100 years.

Minerals: Impacts on the development of material sites, gravel pits or borrow pits on the Reservation are considered minor no matter which IRMP management alternative is implemented. There would be more specific management of material sites and gravel or borrow pits in Alternatives B and C and some discouragement of developing new sites in Alternative C. In Alternatives A and D there is less specific management of material sites. However, even in

Alternative A and D, existing sites would be monitored for effects on natural resources and future sites would be assessed for suitability and consistency with the goals in the IRMP.

Riparian: Alternative B would continue existing stream and riparian restoration activities in key watersheds, as well as increase the emphasis on these activities, possibly including areas outside of the designated key watersheds. Additional growth and development would occur in suitable areas based on guidance from the IRMP. Conversion of selected agricultural lands back to a more pre-settlement composition and restoration of riparian habitats would be encouraged. In addition, the Tribe would encourage the application of Tribal Forest Management Plan stream buffers on all Reservation lands. New development would be discouraged in much of the area around Coeur d'Alene Lake where critical shoreline and riparian habitat exists. Population growth will continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that are unsuitable or in conflict with shoreline and riparian habitat goals of retention. Alternative B is expected to have a net moderate beneficial impact on riparian habitats over the long-term.

Alternative A would have a moderate adverse impact on riparian and shoreline habitats based on current trends and without the IRMP for guidance. Alternative C would have a moderate to major beneficial impact based on contained growth and development in these areas. Alternative D would have a major adverse impact on riparian habitats based on its focus on development and growth.

Soil: The impacts on soils from agriculture and forestry with implementation of Alternative B would likely be decreased from current levels. Human habitation, road building, agricultural practices, and forestry would be subject to the goals and objectives of the IRMP, which has the potential to decrease agricultural lands and implement suitability assessment for development in designated areas. With implementation of an IRMP, a minor long-term impact is anticipated to soils based on goals outlined in the IRMP.

Alternative A would have a moderate impact on soils based on current trends and without the IRMP for guidance. Alternative B would have a minor and negligible impact based on land use changes and identification of areas for restoration. Alternative D would have a moderate impact on soils based on its focus on development and conservation as less of a priority.

Water: With implementation of Alternative B, a greater emphasis would be extended to ground water and surface water quality and quantity through watershed assessments, cooperative agreements, stream restoration activities, and an effort to increase the use of riparian buffers. Activities to reduce water-quality impaired streams would be a high priority. A minor long-term impact on water quality and quantity is anticipated with implementation of Alternative B.

Alternative A would have a moderate impact on water quality and quantity based on current trends and without the IRMP for guidance. Alternative C would have a minor impact based on the degree of restoration and maintenance activities in priority watersheds. Alternative D would have a major impact on water quality and quantity based on its focus on development within areas of critical concern for water quality and quantity.

Wetlands: Under Alternative B, the establishment of goals for restoration and identification of specific areas for implementation would increase the acreage of wetland complexes and decrease the amount of floodplain encroachment. Although new developments in designated areas would most likely impact wetlands to some degree, mitigation and restoration of wetlands is likely to offset the impacts. If fully implemented, the goal of restoring 30 percent of the native riparian/wetland habitat would result in no impact on wetlands. A long-term beneficial impact would be expected.

Alternative C proposes more restoration and protection than Alternative B. Alternative A would have a moderate impact on wetlands. Alternative D would have a major adverse impact on wetlands due to the amount of land that would be designated for development and the fact that restoration activities would not be as high of a priority as development. Actions identified in Alternatives A and D have the potential to decrease the amount of wetlands, as well as function and value of existing wetlands.

Wildlife: Alternative B would continue current restoration activities in key watersheds, while also providing additional protection for habitats outside of the designated key areas. Additional growth and development would occur in suitable areas based on guidance from the IRMP and cooperative agreements for species and species habitat restoration. The IRMP would encourage the conversion of selected agricultural lands back to a more pre-settlement composition and restoration of riparian habitats. The Tribe would encourage application of standards and guidelines from the Tribal Forest Management Plan while working with other federal and private entities across the landscape to preserve riparian and forested habitat in other designated key watersheds. Recreation expansion would be discouraged in some areas around Coeur d'Alene Lake where critical shoreline and riparian habitat exists. Population growth will continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that are unsuitable or in conflict with designated goals. Alternative B is expected to have a minor adverse impact on species and species habitat over the long-term.

Under Alternatives A and D, current management would result in moderate to major adverse impacts, respectively, to wildlife and wildlife habitat over the short and long term. Wildlife would moderately benefit from increased habitat under implementation of Alternative C.

Threatened and Endangered Species: Changes in land use and corresponding loss of habitat over the past 120 or more years have already had moderate to major impacts across the regional landscape. Cumulative impacts to selected species include impacts from agriculture, forestry, transportation, city and town development, scattered rural housing, impacts from area recreational activities, short-term maintenance projects, bridge replacements, and other ground disturbing projects. Foreseeable projects and planned actions in Alternatives A, B and C may impact, but are not likely to adversely impact any of the species. Overall, both beneficial and adverse cumulative impacts to listed fish and wildlife species are possible, depending on which alternative is implemented. Alternative C would result in a number of beneficial impacts to listed wildlife species and would have no adverse affects. Alternative D would potentially result in adverse impact to wildlife species and their habitats due to the amount of development projects and number of acres of habitat disturbance.

## **Human Environment (Reservation)**

Agriculture: Alternative B plans for agricultural development in suitable areas. The IRMP would encourage the conversion of selected agricultural lands back to a more pre-settlement composition while maintaining agricultural practices on more productive land. The Tribe would encourage application of standards and guidelines from the Tribal Forest Management Plan and Coeur d'Alene Tribal Comprehensive and Land Use plans while working with other federal and private entities across the landscape to restore some agricultural areas back to forests. Alternative B is expected to have a moderate impact on agricultural lands over the long-term.

Alternative A would have a moderate impact on agricultural lands due to unplanned development and potential conversion of agricultural lands back to forest lands based on current trends and without the IRMP for guidance. Alternative C would also have a moderate impact on agricultural lands based on the degree of proposed conversion of agricultural lands into developed or restored lands, respectively. Alternative D would have a major impact on agricultural lands based on its focus on development and growth over thousands of acres.

Development: Alternative B plans for growth and development to occur in suitable areas based on guidance from the IRMP. The IRMP would encourage the conversion of selected agricultural lands back to a more pre-settlement composition. The Tribe would encourage application of standards and guidelines from the Tribal Forest Management Plan while working with other federal and private entities across the landscape to preserve diversity. Recreation expansion would be discouraged in the majority of the area around Coeur d'Alene Lake. Development in designated areas would be encouraged to be compatible with maintenance of plant and animal diversity. Population growth will continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that would be considered unsuitable or in conflict with ecological goals and objectives of habitat retention. If all elements of Alternative B are implemented, it is expected to have a moderate effect on development over the long-term.

Alternative A would have a negligible impact on development based on current trends and without the IRMP for guidance. Alternative C would have a moderate to major impact on development based on the containment of growth and development. Alternative D would have a negligible impact on development based on its focus on development and growth.

Energy: Alternative B would plan for energy production and transmission to occur in suitable areas based on guidance from the IRMP and would include appropriate types of energy sources. Population growth will continue and require additional energy needs, but under Alternative B, new expansion would be discouraged in most areas that are unsuitable or in conflict with natural environment. Alternative B is expected to have a minor impact on energy development and transmission over the long-term.

Alternatives A and D would have a negligible impact on energy based on current trends and without the IRMP for guidance. Alternative C would have a moderate impact on energy, with the containment of energy growth and development.

Environmental Health: All Alternatives would support assisting in the proper design, construction and operation of schools, day cares, food service facilities, celebrations, swimming pools, private water and septic systems, solid waste facilities and community social facilities for optimal public health and safety. All Alternatives would strive to meet the goals and objectives of the Tribe's Environmental Health Plan. Implementation may be more difficult in some Alternatives than in others. None of the Alternatives would have a negative impact and there may be a beneficial impact on environmental health. However, Alternatives A and D would potentially require a number of additional inspections to be conducted annually.

Housing: Alternative B would plan for growth and development to occur in suitable areas based on guidance from the IRMP. Alternative B is expected to have a moderate impact on housing over the long-term.

Alternatives A and D would have negligible impacts on housing based on current trends. Alternative C would have a major impact on housing based on the containment of growth and development.

Infrastructure: Alternative B would plan for growth and development to occur in suitable areas based on guidance from the IRMP. Population growth will continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that are considered unsuitable or in conflict with resource goals and objectives of habitat retention. Alternative B would be expected to have a moderate impact on infrastructure development over the long-term.

Alternatives A and D would have negligible impacts on infrastructure development based on current trends. Alternative C would have major impacts on infrastructure development based on the containment of growth and development.

Pesticides: The IRMP would encourage the conversion of selected agricultural lands back to a more pre-settlement composition requiring less use of pesticides. The Tribe would encourage application of standards and guidelines from the Tribal Forest Management Plan while working with other federal and private entities across the landscape to decrease the use of these types of chemicals. Recreation expansion would be discouraged in areas around Coeur d'Alene Lake, decreasing potential for spread of non-native species. Alternative B is expected to result in moderate impacts (medium decrease) to pesticide use over the long-term based on this analysis and the analysis in the EAP Assessment.

Alternatives A and D would have a negligible impact on pesticide use based on current trends. Alternative C would have a major impact on pesticide use based on the containment of growth and development.

Recreation: Alternative B plans for growth and development to occur in suitable areas based on guidance from the IRMP. Recreation expansion would be discouraged in most areas around Coeur d'Alene Lake. Recreation-related growth would be designed to be consistent

with the maintenance of plant and animal diversity. Alternative B is expected to discourage recreational growth where not compatible with resource goals and to have a moderate impact on recreation based on the expected increases in acreage or recreation site development over the long term.

Alternative A would have a negligible impact on recreation based on current growth trends and without the IRMP for guidance. Alternative C would have a major impact on recreation based on containing development. Alternative D would have a negligible impact on recreation based on its focus on development.

Solid and Hazardous Waste: Solid and Hazardous Waste elements are the same for all Alternatives. Each Alternative will have a beneficial impact on solid and hazardous waste management on the Reservation due to the goals that are common to all Alternatives. All Alternatives have goals in place to decrease impacts of solid and hazardous waste. No additional impacts will be added to existing cumulative impacts by the Alternatives.

Land Use: Alternative B plans for growth and development to occur in suitable areas based on guidance from the IRMP. The IRMP would encourage the conversion of agricultural lands back to a more pre-settlement composition. Forestry practices would apply standards and guidelines from the Tribal Forest Management Plan while working with other federal and private entities across the landscape to preserve diversity. Development would be discouraged in most areas around Coeur d'Alene Lake. Population growth will continue and require additional infrastructure including roads for transportation, but under Alternative B, new road construction and expansion would be discouraged in most areas that are unsuitable or in conflict with biodiversity goals and objectives of habitat retention. Alternative B is expected to result in moderate impacts on existing land use over the long-term.

Alternative A would have a moderate impact in the short-term and major impacts in the long term, while Alternative D would have a major impact on land use in the short- and long-term. Alternative C would have a minor impact on land use based on containing development.

Social and Economics: Under the Preferred Alternative, public policy built around an Integrated Resource Planning Process would seek to manage growth and change so as to maximize the benefits from moderate economic development while minimizing the costs.

The Preferred Alternative seeks to strike this balance by guiding human activities on the Reservation to appropriate sites and by guiding the choice of technologies deployed towards those that do the least damage to other valuable Reservation resources.

The Preferred Alternative would seek to limit dense human settlement to about three percent of the Reservation's land area, in areas immediately adjacent to existing urban settlements. Residential and commercial development and the infrastructure supporting them would be discouraged on most of the Reservation's natural landscapes. In addition, the Preferred Alternative would not promote the development of widespread commercially-supported recreation activities on the Reservation. This is not to say that opportunities for dispersed subsistence and outdoor recreation activities would be reduced for residents. They would not; they would be maintained and expanded by active efforts to protect the Reservation's natural

landscape and Tribal cultural sites. The Tribe would develop particular recreational facilities, but the Reservation would not be commercially developed for recreation on a broad scale

Integrated Resource Management Planning would seek to concentrate settlement in areas where that settlement was least likely to threaten other Reservation values. In doing so, it could protect significant parts of the Reservation from being converted from very low density agricultural and forestlands to higher density suburban and exurban sprawl along with the roads, utilities, and other infrastructure needed to serve that sprawling human settlement. This in turn would protect the Reservation's potential to support traditional subsistence activities, protect the aboriginal character of more of the Reservation's natural landscape, and better protect agricultural traditions. In that sense it would better protect the Reservation as the homeland of the Coeur d'Alene people.

The Preferred Alternative is unlikely to restrict population growth significantly. The Preferred Alternative would seek to protect existing agricultural land from conversion to residential and commercial uses. The level of impact of the Preferred Alternative on socioeconomic well-being will largely depend on how effective the Integrated Resource Management Planning is in achieving its objectives.

Alternative D would have the largest, long-term, negative impacts on the natural, social, and cultural resources of the Reservation. Alternative A would follow D in having a large adverse effect on those resources. Alternative C would follow Alternative A in the degree of impacts on the natural, social, and cultural resources. Both Alternative B and C offer a significant potential to avoid some of the cumulative impacts that would otherwise take place and repair some of the damage associated with past human activities. Because the natural, social, and cultural resources of the Reservation provide a highly valued flow of goods and services to residents, the cumulative impact of the alternatives on these non-market aspects of socioeconomic well-being would be ordered in the same manner.

Cumulative impacts of the alternatives on commercial market economic indicators such as total employment, aggregate dollar volume of business, average pay, and unemployment rate would differ between the short-term and the long-term. Alternative D followed by Alternative A would have moderate positive impacts on total employment and the dollar volume of business in the short-term but negligible impacts on average pay and unemployment. In the longer term, the degradation of the Reservation's quality of life would slow the quantitative economic expansion, possibly leading to future stagnation. Alternative C, because it seeks to more carefully manage and control the location and character of human activity on the Reservation, could reduce the rate of expansion of the economy in the short-term while protecting the long-term quality of life on the Reservation. That strategy in the long-term would result in a more sustainable improvement in socioeconomic well-being. Alternative B, because it places fewer constraints on the location and character of human activity on the Reservation, is not likely to have even a short-term depressing effect on market economic activity, and, if successful, would also provide significant long-term protection to the quality of life on the Reservation.

When the non-market and market aspects of socioeconomic well-being are combined, Alternative D will have the greatest long-term negative impact on the Reservation followed by Alternative A. Because of the uncertainty involved, it is difficult to make a clear judgment about

whether Alternative B or C would have the most positive cumulative impact. Each differently balances the risks associated with allowing human activities to continue to damage the natural, social, and cultural resources of the Reservation against the impacts of discouraging some market economic activities. With the knowledge we have available, it is not possible to say which one would have the most favorable long-term impact.

### **IMPLEMENTATION AND MONITORING**

The IRMP is expected to guide management of Tribal natural, environmental, and cultural resources for the next 20 years. The Coeur d'Alene Tribe will write the Integrated Resource Management Plan based on the decision made in this Record of Decision and pursuant to the Implementation and Monitoring Plan outlined in Appendix F of the IRMP FPEIS. Individual Tribal programs and/or departments will be responsible for implementing and monitoring each goal contained in the IRMP.

Environmental review of site-specific actions will evaluate whether a proposed action is consistent with the IRMP. In addition to the IRMP, applicable Tribal plans and federal and Tribal laws will be reviewed to determine the environmental compliance of a site-specific action in an approach known as "tiering."

An annual progress report on implementation and monitoring of the IRMP will be collated by the Environmental Programs Office in the Natural Resource Department and delivered by the Natural Resource Director to the Tribal Council. The report will consist of quantitative and qualitative information from each program or department that is responsible for goal implementation.

### **IRMP TRIBAL APPROVAL**

The Coeur d'Alene Tribal Council approved Alternative B for the IRMP Record of Decision by Resolution number 72 (2008) on January 10, 2008. Amendments to the Plan may be made at any time by the Coeur d'Alene Tribal Council. If the proposed amendments are sufficiently large enough to change the overall direction of the Tribe's management or if the issue is controversial, the Environmental Programs Office in the Natural Resource Department may propose holding one or more public meetings to obtain input from Tribal members and other interested public as appropriate or mandated by applicable law.

## DECISION

Alternative B- *Stqhesiple'* Integrated Resource Alternative provides the best balance of the physical, biological, social, and Tribal cultural elements to meet the Tribe's overall DFCs on the Reservation and the aboriginal territory. Based on a thorough review of the alternatives, the potential environmental impacts, and the comments received from the public, Tribal members and federal, state and local agencies, Alternative B is adopted for implementation through the IRMP.

Any person who may be adversely affected by this decision may appeal the decision to the Interior Board of Indian Appeals (IBIA) at 801 N. Quincy Street, #300, Arlington, Virginia, 22203, in accordance with the regulations set forth at 25 CFR Part 2. The notice of appeal must be signed and mailed within thirty days of the date of this decision. The notice should clearly identify the decision being appealed, and a copy of the decision should be attached to the notice of appeal. Copies of the notice must be sent to the Assistant Secretary for Indian Affairs, MS 4140-MIB, U.S. Department of the Interior, 1849 C Street, N.W., Washington, D.C., 20240, as well as to my office and to all other interested parties known to the person appealing the decision. The notice of appeal to the IBIA must also certify that the appealing party sent copies to each of these parties. The IBIA will notify an appealing party of further appeal procedures. If no appeal is timely filed, this decision will become final for the Department of the Interior.

  
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Stanley Speaks, Regional Director  
Northwest Region  
Bureau of Indian Affairs

March 31, 2008

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Date