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Pinedale Field Office

September 2003

# **FINAL**

## **Environmental Impact Statement for the Snake River Resource Management Plan**





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# United States Department of the Interior

## BUREAU OF LAND MANAGEMENT

Wyoming State Office

P.O. Box 1828

Cheyenne, Wyoming 82003-1828

Dear Reader:

Attached for your review is the final Environmental Impact Statement (EIS) for the Resource Management Plan (RMP) for the Snake River planning area. This document presents the Proposed RMP for managing the Bureau of Land Management (BLM)-administered public lands and resources in the planning area. The Snake River planning area includes approximately 981 acres of Bureau of Land Management (BLM) administered public land surface along the Snake River in Jackson Hole, Teton County, Wyoming, along with approximately 15,123 acres of BLM-administered Federal mineral estate underlying privately-owned surface lands in Jackson Hole. The Proposed RMP is a refinement of the preferred alternative presented in the draft EIS published in February 2003.

All parts of the Proposed RMP may be protested by parties who participated in the planning process and who have an interest that is, or may be, adversely affected by the approval of the Resource Management Plan (43 CFR 1610.5-2). Protests submitted electronically will not be accepted. Protests should be sent by Surface Mail to: U.S. Department of the Interior, Bureau of Land Management, Director (210), Attn: Ms. Brenda Williams, Protest Coordinator, P.O. Box 66538, Washington D.C. 20035 or by Overnight Mail to: U.S. Department of the Interior, Bureau of Land Management, Director, Protest Coordinator (WO-210), 1620 L Street, N.W., Room 1075, Washington, D.C. 20036. Protests must be postmarked within 30 days after the Environmental Protection Agency publishes the filing notice for this Final EIS in the *Federal Register*. Protests must contain:

The name, mailing address, telephone number, and interest of the person filing the protest;

A statement of the issue, or issues, being protested;

A statement of the part, or parts, of the plan being protested;

A copy of all documents addressing the issue, or issues, that were submitted during the planning process by the protesting party, or an indication of the date the issue, or issues, were discussed for the record; and

A concise statement explaining why the proposed management plan is believed to be wrong.

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At the end of the 30-day protest period, the Proposed RMP, excluding any portion under protest, will become final. Approval will be withheld on any portion of the plan under protest until final action on the protest has been completed. Any significant change made as a result of a protest will be made available for public review and comment before it is approved.

*Freedom of Information Act Considerations:* Public comments submitted for this planning effort, including names and street addresses of respondents, will be available for public review in their entirety after the protest period closes at the Pinedale Field Office during regular business hours (7:45 a.m. to 4:30 p.m.), Monday through Friday, except Federal holidays. Individual respondents may request confidentiality. If you wish to withhold your name or address from public review or from disclosure under the Freedom of Information Act, you must state this prominently at the beginning of your comments. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses, and from individuals or officials representing organizations or businesses, will be made available for public inspection in their entirety.

Thank you for your participation in this planning effort.

Sincerely,



Robert A. Bennett  
State Director

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**FINAL EIS**

**BUREAU OF LAND MANAGEMENT**  
**Pinedale Field Office**  
**Pinedale, Wyoming**

**September 2003**



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# CHAPTER 1

## PURPOSE OF AND NEED FOR THE PLANNING EFFORT

### INTRODUCTION

This final environmental impact statement (EIS) evaluates alternative land use plans for the management of public lands and resources administered by the Bureau of Land Management (BLM) in the Jackson Hole area of the Pinedale Field Office (PFO). The Snake River planning area is located approximately 80 miles northwest of Pinedale, Wyoming, and includes the town of Jackson, Wyoming. Each alternative analyzed in detail represents a complete and reasonable resource management plan (RMP) which could be used to guide the management of BLM-administered public lands and resources in the planning area. Each alternative also considers the land use plans of local and state governments and other Federal agencies in and around the Jackson Hole area to assure that the approved RMP will be compatible with them.

Original surveys of the Jackson Hole area conducted in the late 1800s ended at "meander lines" established near the then-banks of the very wide, braided channel of the Snake River. At some points, this channel was a mile or more wide. These "omitted lands" (omitted from the official U.S. survey) remained in public ownership as the Jackson Hole valley was settled. As levee construction proceeded in the 1950s, the lands began to be separated from the active channel of the Snake River. In the 1970s and 1980s, after long litigation, many of the "omitted" parcels were titled to the adjacent private landowners, resulting in the scattered nature of the parcels that remain in public ownership today (Map 1). See Appendix 4 and Maps 3-9 for descriptions of the individual public land parcels. For most of the parcels for which title was quieted to private landowners, recreation easements on the river channel were granted to the United States. Some of these easements include access to the riverbank levees. For the most part the public cannot use the uplands on private lands encumbered by the recreational easements; the easements generally only apply to lands in the Snake River channel that lie between the levees. The broader easements allow the public access to the levees, but never to lands upland of the levees. The later more restrictive easements preclude public access to the levees. These easements do not actually enhance access to the river, but allow activities on the river that are generally not allowed on navigable waters crossing private lands in Wyoming. For instance, on the Snake River through the planning area, recreationists can anchor boats, wade, hike, picnic, and fish on the river as it crosses private lands.

Because ownership of the lands was still in litigation at the time the Pinedale RMP was completed in 1988, the lands were not included in that RMP. The Snake River RMP will be the first land use plan implemented for these public land parcels and mineral estate.

The process for the development, approval, maintenance, and amendment or revision of RMPs was initiated under the authority of Section 202(f) of the Federal Land Policy and Management Act of 1976 (FLPMA) and section 202(c) of the National Environmental Policy Act of 1969 (NEPA). BLM planning regulations in Title 43 of the Code of Federal Regulations, part 1600 (43 CFR 1600) and the Council on Environmental Quality (CEQ) regulations in 40 CFR 1500 guide the process.

The first tier of the three-tiered BLM planning process consists of (1) compiling and reviewing the current laws, regulations, policies, Executive Orders, and directives pertaining to the planning area; and (2) development of any needed State Director's guidance, specific to the planning effort and the planning area. Development of the RMP represents the second of the three-tiered BLM planning process, the land use planning tier. As such, the approved RMP will prescribe the future resource and land use management for the BLM-administered public lands in the planning area. It is this process of planning for the management of the public land and resources, and allocating their uses, that guides activity planning and daily operations. Activity planning, the third tier of the BLM planning process, incorporates the resource and land use decisions of the RMP into the specific management guidance for administering the public lands in the planning area. During activity planning, the management prescriptions in the RMP are applied (1) to specific geographic areas in developing and implementing site-specific activity plans (e.g., recreation or river management plans); (2) in issuing various land and resource use authorizations; (3) in identifying mitigation needs; and (4) in developing and implementing other similar plans and actions.

After completion, the Snake River RMP will be kept current through maintenance actions, amendments, or revision as defined in 43 CFR 1610.5. Maintenance, amendment or revision of the RMP will be considered as demands on public lands and resources change, as the land and resource conditions change, or as new information is acquired.

## **PURPOSE AND NEED**

The purpose for developing the Snake River RMP is to provide a comprehensive and environmentally adequate framework for managing and allocating uses of BLM-administered public lands and resources, including mineral estate, in the Snake River planning area. This final environmental impact statement (FEIS) documents the description of alternatives analyzed (current and alternative management plans) for the planning area and their consequences. The FEIS provides the basis for an RMP that resolves the resource and land use issues involved with current management and that provides direction for site-specific activity planning and implementation of management actions in the future. Until the Snake River RMP is completed, existing authorized practices and uses of the public lands and resources in the Jackson Hole area will continue, with most decisions on new actions or resource uses postponed until completion of the RMP.

## **DESCRIPTION OF THE PLANNING AREA**

The general planning area for the Snake River RMP is the Jackson Hole area, a portion of Teton County in northwestern Wyoming (Map 1). The planning area is bounded on the east, south, and west by the Bridger-Teton National Forest boundary, and on the north by the Grand Teton National Park (GTNP) boundary.

As provided by FLPMA, the BLM has the responsibility to plan for and manage the public lands. As defined by the Act, the *public lands* are those Federally owned lands, and any interest in lands (e.g., Federally owned mineral estate), that are administered by the Secretary of the Interior, specifically through the Bureau of Land Management. Within the Snake River RMP planning area, there are varied and intermingled land surface ownerships and overlapping mineral ownerships. Therefore, the administrative jurisdictions for land use planning and for managing the land surface and minerals also are varied, intermingled, and overlapping.

Because of this, the completed Snake River RMP will not include planning and management decisions for lands or minerals within the planning area that are privately owned or owned by the State of Wyoming, U.S. Fish and Wildlife Service (USFWS), or local governments. Table 1-1 summarizes the land surface and mineral ownership and administrative relationships for the area (also see Map 2). In areas where the Federal land surface is administered by the USFWS, and the Federal mineral estate is administered by the BLM, the land surface planning and management decisions are the responsibility of the USFWS. Any BLM administrative responsibilities within these areas (for example, actions concerning the Federal mineral estate) are handled case by case and are guided by the policies, procedures, and plans of the USFWS.

The 21 surface parcels of public lands are also shown in a series of close-up maps (Maps 3-9).

**TABLE 1-1  
LAND AND MINERAL OWNERSHIP AND ADMINISTRATIVE JURISDICTIONS  
WITHIN THE SNAKE RIVER RMP PLANNING AREA**

| Jurisdiction   | Approximate Acres |
|--|-------------------|
| <b>Areas the Snake River RMP Decisions Will Cover:</b>   |                   |
| A. Federal surface/federal minerals <sup>1</sup>   | 981               |
| B. Private surface/federal minerals <sup>2</sup>   | 14,142            |
| <b>Total BLM-administered federal land surface to be covered by RMP decisions</b>              | 981               |
| <b>Total BLM-administered federal mineral estate to be covered by RMP decisions</b>            | 15,123            |
| <b>Areas the Snake River RMP Decisions Will NOT Cover:</b>                                     |                   |
| C. USFWS land/federal minerals <sup>3</sup>  | 12,500            |
| D. State land/nonfederal minerals <sup>4</sup>   | 2,540             |
| E. Private land/nonfederal minerals  | 42,120            |
| F. USFWS/nonfederal minerals   | 13,360            |
| <b>Total BLM-administered federal mineral estate that will NOT be covered by RMP decisions</b> | 12,500            |
| <b>Total land surface areas in the Snake River RMP planning area (all ownerships)</b>          | 85,643            |

<sup>1</sup> In areas where the Federal land surface and Federal mineral estate are both administered by the BLM, the RMP will include planning and management decisions for both the land surface and the mineral estate.

<sup>2</sup> In areas where the land surface is privately owned, and the minerals are Federally owned, the RMP would include planning and management decisions for only the BLM-administered Federal mineral estate. While the land and resource uses and values on the non-Federal surface will be taken into account and will affect development of the Federal mineral planning and management decisions, these decisions will not pertain to the privately owned land surface. At the same time, surface and minerals management

actions and development activities anticipated in these areas will be taken into account for purposes of cumulative impact analysis in the Snake River RMP EIS.

<sup>3</sup> In areas where the Federal land surface is administered by the USFWS, (specifically the National Elk Refuge), and the Federal mineral estate is administered by the BLM, the land surface planning and management decisions are the responsibility of the USFWS. Any BLM administrative responsibilities within these areas (for example, actions concerning the Federal mineral estate) are handled case by case and are guided by the policies, procedures, and plans of the USFWS. At the same time, surface and minerals management actions and development activities anticipated in these areas will be taken into account for purposes of cumulative impact analysis in the Snake River RMP EIS.

<sup>4</sup> The Snake River RMP will not include any planning and management decisions for areas where the land surface and minerals are both privately owned, or owned by state, local, or other federal government agencies.

## **PLANNING ISSUES AND PLANNING CRITERIA**

### **Planning Issues**

The process for developing an RMP EIS begins with identifying the issues (40 CFR 1501.7; 43 CFR 1610.4-1). Issues express concerns, conflicts, and problems with the existing management of public lands. Frequently, issues are based on how land uses affect resources. Some issues are concerned with how land uses can affect other land uses, or how the protection of resources affects land uses.

Planning issues for the Snake River RMP have grown, in part, from lack of management of the parcels. Because ownership of the lands was still in litigation during the production of the Pinedale RMP, the parcels were excluded from that plan and have never been covered by a land use plan. In the absence of a land use plan, most management decisions for the parcels have been deferred until completion of the Snake River RMP. In particular, these include decisions on management of recreation use, mineral extraction, and land ownership (whether the BLM should retain or dispose of the parcels).

#### **Issue 1: Cooperative Management**

Public lands administered by the BLM along the Snake River are interspersed with private and state lands and bounded upstream and downstream by lands administered by the National Park Service (NPS), USDA-Forest Service (FS), and Teton County. Some of the private and state lands are affected by recreational easements administered by the BLM. The Army Corps of Engineers (COE) and Teton County also have jurisdictional responsibilities including cooperative maintenance of levees for flood control. Several organizations are interested in cooperating with private landowners and government agencies for maintaining open space and public access. Because of these intermingled ownerships, agreements, and management interests, it is important that the Snake River RMP be coordinated with the plans of other managing agencies in and around Jackson Hole. Opportunities for cooperation include coordination by BLM, NPS, and FS in addressing river floating, consideration of landownership adjustments, and leasing public lands for parks and pathways. Other benefits of cooperation could include sharing scientific information and preparing joint studies and recommendations on matters such as wild and scenic river potential.

## **Issue 2: Recreational Opportunities**

Public lands along the Snake River are accessible, with no fees charged for recreation activities, and are used by the residents of Teton County and surrounding counties for high quality recreation. Activities include hiking, horseback riding, cross-country skiing, boating, fishing, picnicking, and watching wildlife.

Recreational use is growing, with the result that some public lands are experiencing crowding and associated resource problems, such as increases in noxious weeds and other invasive species, and declines in the quality of the recreational experience. In addition, unregulated commercial float outfitting is occurring, leading to concerns about overcrowding, health, and safety of river users. Questions to be addressed in the Snake River RMP EIS involve how best to accommodate the demand for recreation on these public lands, while protecting important natural resources and recreational experiences.

## **Issue 3: Development of Construction Materials**

Special attention is needed to address the mining of sand and gravel on public lands in the planning area. These materials are needed primarily to maintain levees along the Snake River for flood control, and for road construction around Jackson Hole. The availability of gravel is limited in Jackson Hole, and resources from federal mineral estate could help to supply a growing need in the area. Questions to be addressed in the Snake River RMP EIS include whether mining of sand and gravel is appropriate on public lands, and what conditions should be applied to protect recreational opportunities, watershed resources, and important wildlife habitat.

## **Issue 4: Land Ownership Adjustment**

At issue is whether the public land parcels should be retained in public ownership. Because of the small size, irregular shape, and scattered nature of the parcels, and their distance from the BLM Pinedale Field Office, they are difficult and costly for the BLM to manage. In addition, the Pinedale Field Office has received many requests and expressions of interest from adjacent private landowners in purchasing the parcels. For these reasons, disposal of the parcels must be considered as an option. This decision is central to the future management of the lands. Questions to be addressed in the Snake River RMP EIS include whether the parcels should be retained in public ownership and what criteria should be used to determine whether parcels are suited for disposal.

## **Planning Criteria**

Planning criteria are the conditions and guidelines or parameters for conducting the planning effort, for preparing the RMP EIS, and for developing the approved RMP. The planning criteria serve the following purposes:

1. To ensure that the planning effort is focused on the issues, follows and incorporates legal requirements, addresses management of all public land resources and land uses in the planning area, and that plan preparation is accomplished efficiently;
2. To identify the scope and parameters of the planning effort for the decision maker, the interdisciplinary planning team, and the public; and

3. To inform the public of what should and should not be expected from the completed RMP, including identification of any planning issues that are not ready for decision-making in the RMP and that will be addressed only through subsequent planning efforts. Planning criteria are based on standards prescribed by laws and regulations; guidance provided by the BLM Wyoming State Director; the results of consultation and coordination with the public and with other agencies and governmental entities, and Indian Tribes; analysis of information pertinent to the planning area; public input; and professional judgment of the Planning Team.

The planning criteria focus on the preparation of alternatives, the analysis of their effects, and the selection of a preferred alternative. Additional planning criteria may be developed as the process proceeds.

## **Criteria for Developing Alternatives**

The following will be considered in one or more of the alternatives:

- Management of significant cultural, historic, and scenic resources.
- The protection and enhancement of riparian areas.
- The protection of habitat for threatened, endangered, proposed, and candidate species and other important plants and animals.
- Identification of lands suitable for sand and gravel mining, motorized vehicle use, rights-of-way construction, and other activities that may result in surface disturbance.
- Identification of lands where rights-of-way construction and other surface-disturbing activities would be avoided.
- Livestock grazing practices that are compatible with other resource management objectives.
- Opportunities for enhancing recreation.
- Opportunities for adjusting land ownership to meet goals for resource management and public access (for example, transferring land to other public or private ownership).
- Opportunities for maintaining open space.
- The protection and enhancement of natural resources and ecological processes.
- Management of recreational use and designation of special recreation management areas (SRMAs).

## **Criteria for Analyzing Environmental Consequences**

The following potential environmental consequences will be addressed:

- The effects of opening or closing public lands to development.



- Effects of surface-disturbing activities on air and scenic quality, cultural resources, recreational opportunities, vegetation, watershed, and wildlife.
- Effects of recreational activity on cultural resources, recreational experiences, vegetation, watershed, and wildlife.
- Effects of landownership adjustments on recreational opportunities and open space.
- Economic impacts of land use restrictions.
- Effects on private land.

## **Criteria for Selecting the Proposed Plan**

The following considerations guided selection of the Proposed Plan:

- The level of land use restrictions needed to protect resources and keep lands and resources available for public use.
- The potential for the occurrence of mineral resources such as sand, gravel, oil and gas, and gold.
- Consistency with the land use plans, programs, and policies of other federal agencies, state and local governments, and Native American tribes.
- The potential eligibility of public lands along the Snake and Gros Ventre rivers and their tributaries to be included within the National Wild and Scenic Rivers System.
- The protection of habitat for threatened, endangered, proposed, and candidate species and other important plants and animals.
- Efficiency of management of the parcels.
- Responsiveness to the planning issues.

## CHAPTER 2

# DESCRIPTIONS OF THE ALTERNATIVES, INCLUDING THE BLM PROPOSED PLAN

### ALTERNATIVE FORMULATION

The goal in formulating alternatives for a resource management plan environmental impact statement (RMP EIS) is to identify combinations of management practices for and uses of the public lands and resources that would resolve the planning issues. Each alternative is to represent a complete and reasonable interdisciplinary (or multiple use) land use plan to guide future management of the public lands and resources in the planning area. One alternative represents the continuation of existing management direction (no action alternative). The other alternatives provide a range of choices for solving problems associated with present management. Problems with present management are identified through scoping and issue identification for the planning process, and through impacts analysis.

Analysis of impacts that would be associated with the alternatives is required by BLM planning regulations and the NEPA-based Council on Environmental Quality (CEQ) regulations. Comparison of the differences among the alternatives is also required. Based upon this comparative analysis, BLM managers are able to choose a preferred alternative. The Proposed Plan selected may be one of the initial alternatives considered, it may be made up from portions of two or more of those alternatives, or it may be a completely different alternative.

This chapter presents six resource management plan alternatives, including BLM's Proposed Plan for managing the public lands and resources in the Snake River planning area. Alternative A, the Continuation of Existing Management Direction or "No Action" Alternative, would continue current management practices based on compliance with federal laws, regulations, and BLM policy, as well as adherence to court decisions granting recreational access and addressing livestock grazing within the Snake River corridor. Alternative A would provide for the parcels to remain in public ownership for public purposes; the parcels could be retained by the BLM, or parcels could be transferred to other public agencies or entities for management as public open space, recreation facilities, or parks. Alternative A would allow recreational activity to continue, with no management or fee program for recreation. Generally, mineral development would be prohibited, although mining for mineral materials, such as sand and gravel, would be allowed case by case.

Compared to Alternative A, Alternative B would reduce the level of land use restrictions while providing for higher levels of mineral development and recreational use. Recreation would be emphasized through the development of primitive, boat-in campsites, the construction of a new boat and river access site, and the posting of interpretive and directional signs. Under Alternative B, BLM would retain most of the parcels, although some lands could be removed from public ownership and use via exchange, transfer or sale to meet other objectives or to consolidate lands.

Alternative C would be similar to Alternative A in its level of land use restrictions but would further constrain access by motorized vehicles. The protection of wildlife habitat and a more isolated recreational experience would be pursued through a reduced level of river floating. As in

Alternative B, public education would be highlighted through the use of interpretive signs. Generally, Alternative C would provide for the retention and possible consolidation of public lands. In cases where lands might be removed from public ownership and use, they would be protected from development through the use of conservation easements. Alternative C would close all federal mineral estate in the planning area to mineral extraction.

Alternative D provides for disposal of all the public land parcels as a primary goal. The parcels would be disposed of within 15 years. The BLM would retain all mineral rights; minerals management would be similar to the Proposed Plan. While some parcels could be transferred to local government or other entities for use as public parks or conservation areas, there is a probability that all the parcels could end up in private ownership. Under this alternative, no intensive management would be invested in the parcels prior to their disposal. The plan would not restrict or limit the disposal of the lands, unless required by law. Entities or individuals acquiring the parcels would be free to close, develop, sell, or otherwise manage them.

Alternative E would provide limited options for disposal or exchange of the public land parcels, similar to Alternatives B and C; most of the parcels would be retained in BLM ownership. Recreation would be managed through a fee permit system for commercial outfitters. Mineral extraction would be limited in favor of protecting wildlife habitats, watersheds, and the quality of the recreational experience. Livestock grazing would be maintained in areas where it is currently occurring, with elimination of fall grazing and the provision that grazing leases would be forfeited if the leaseholder's adjacent private lands were converted to a use other than grazing.

The BLM Proposed Plan provides for transfer of the parcels to another public land-managing agency, or to other public or government entities. The goal would be to transfer the lands within 15 years. BLM would retain all mineral rights, and minerals management would be similar to Alternative E. There would be no intensive management of recreation use by the BLM in the interim prior to parcel disposal, unless another agency partner could be found to take the lead in a recreation management effort. Another option is that the actual land surface could be retained by BLM, if partners could be found to take over management of public uses of the parcels. For impact analysis it is assumed that the entities acquiring these parcels or taking over management responsibility would be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them for public access, recreation use, open space, and wildlife habitat. This alternative assumes that agencies or public entities could be found to accept ownership or management of all the parcels.

## **ALTERNATIVES AND MANAGEMENT OPTIONS CONSIDERED BUT ELIMINATED FROM DETAILED ANALYSIS**

The following alternatives and management options were considered as possible methods of resolving the planning issues and answering the planning questions, but were eliminated from detailed study because they were unreasonable or impractical due to technical, legal, or policy factors.

## **Disposal of Federal Mineral Estate**

Disposal of the Federal mineral estate was considered as a logical management option as a facet of Alternative D. Regulations at 43 CFR 2720.0-2 provide a mechanism where mineral interests owned by the United States may be conveyed to an existing or future surface owner, in order to consolidate the surface and subsurface estates.

Disposal of the Federal mineral estate was eliminated from detailed analysis because these regulations only allow for such a disposal under two circumstances:

1. Where there are no known mineral values underlying the private land, or
2. Where the reservation of minerals underlying the private land interferes with or precludes appropriate non-mineral development of the private land, and such development is a more beneficial use of the land than the mineral development.

The first provision does not apply because most or all of the Federal mineral estate has at least some known potential for gravel or other saleable minerals.

In order to qualify under the 2nd provision, an applicant must show what the development is or will be. Leaving the land in an undisturbed or scenic state does not meet the criteria for development. If the applicant can meet the development test, and further processing is warranted, an exploratory program may need to be conducted to determine the extent and value of the mineral deposits in the land.

The surface owner must bear the cost of determining whether mineral values exist on the property as well as the cost of an appraisal on the value of the mineral estate. This cost must be paid up front with no guarantee that the surface owner will eventually gain title to the mineral estate. Prior to gaining title, the surface owner must also pay the government fair market value for the mineral estate. This program has had very minimal success in Wyoming since its inception.

## **Firewood Harvest**

Allowing firewood harvest was eliminated from detailed analysis because of the small size of the parcels, lack of road access, the age of many of the trees, and the need for standing dead trees as roosting, nesting, and foraging sites for avian species, particularly raptors. No public interest in harvesting firewood on the parcels has been expressed.

## **Use of Prescribed Fire**

Use of prescribed fire was eliminated from detailed analysis because of the scattered nature and small size of the parcels, and the age of most of the cottonwood stands. Due to the decreased probability of post fire sprouting by older mature trees, prescribed fires in narrowleaf cottonwood stands are not recommended past the pole and early maturation stages. In addition, spotted knapweed (*Centaurea maculosa*), a noxious species present on most or all of the public land parcels, will increase following fire (USDA 2002). Control of prescribed fires would be difficult due to the lack of natural firebreaks; fire control activities could cause erosion and siltation of the Snake River. Most of the BLM parcels are also very near private homes, barns, and meadows, making fire control extremely important; the expanded control measures required in these situations would be cost-prohibitive. While prescribed fire was used along the river by native

cultures, its use would be inappropriate today given the population, recreation use, and property values in the planning area. If vegetation treatment is needed in the future, mechanical or biological means would be used.

## **Desert Land Entry**

The Desert Land Entry statute (43 CFR 2520.0-1) was enacted "to encourage and promote the reclamation, by irrigation, of the arid and semiarid public lands of the Western states through individual effort and private capital, it being assumed that settlement and occupation will naturally follow when the lands have been thus rendered more productive and habitable." Allowing Desert Land Entry was eliminated from detailed analysis for this RMP because the Snake River public land parcels are not suitable as defined by the criteria set forth in 43 CFR 2520.0-8, land subject to disposition via desert land entry.

## **Use of Lethal Animal Control Measures**

Use of lethal animal control measures (including M-44's) was eliminated from detailed analysis because of the proximity of private homes and the level of public recreation on the parcels. Using traps or poison devices to control predators or other animal species carries too many risks in this environment. No requests to use these devices to control animals have been received.

## **Establishment of Wilderness Study Areas**

Section 202 of FLPMA requires the BLM to inventory public lands for wilderness qualities and recommend to the President those lands suitable for inclusion in the National Wilderness Preservation System (NWPS). BLM handbook H-6310-1 (Wilderness Inventory and Study Procedures) provides the BLM policy, direction, general procedures, and guidance for making wilderness considerations as part of management plan development.

The federal lands within this planning unit were not found to possess the qualities of wilderness as described in the Wilderness Act of 1964. The lands considered here are of insufficient size to make practicable its preservation and use in an unimpaired condition. Additionally, within the planning unit there are no adjacent, contiguous federal lands managed within the NWPS.

## **Maximum, Unconstrained Alternatives**

Alternatives and general management options that proposed maximum development, production, or protection of one resource at the expense of other resources were not analyzed in detail. The purpose of the approved RMP is to provide multiple use management direction for the planning area. Generally, promoting a single land and resource use by eliminating all others does not meet the objectives of the BLM multiple use management mandate and responsibilities. However, the alternatives analyzed in detail do include various considerations for eliminating or maximizing individual resource values or uses in specific areas where conflicts exist.

# ALTERNATIVES ANALYZED IN DETAIL

## Introduction/Overview

The six alternatives addressed in the Final RMP EIS are detailed in Table 2-1. A complete resource management alternative can be read in each column of the table, from top to bottom. Resources and resource uses are listed in alphabetical order. For each resource, management objectives are listed first, followed by management actions that would be taken or allowed to meet these objectives. Actions that would be the same under all alternatives are listed at the beginning of the table; actions that would differ between the alternatives are listed beginning on page 17. The alternatives may be compared in this table format. Expected environmental consequences of the alternatives are detailed and compared in Table 4-2 in Chapter 4.

*It should be noted that for many resources, actions are listed in the Proposed Plan that would only apply for as long as BLM owns and is actively managing the lands, in the interim period before they are transferred to other public entities or management of resources and programs is transferred. An acquiring agency or entity would have more freedom in managing the lands and resources, as long as the basic requirements of public access, open space, and wildlife habitat are met.*

The Standards for Healthy Rangelands (Appendix 1) would apply to all land uses, so long as the parcels are retained by BLM.

**TABLE 2-1  
COMPARISON OF ALTERNATIVES**

**ACTIONS COMMON TO ALL ALTERNATIVES**

| <b>LAND USE OR RESOURCE</b>                              |  |
|--|--|
| <b>AIR QUALITY MANAGEMENT</b>                            | <p><b>MANAGEMENT OBJECTIVE:</b> Maintain or enhance air quality, protect public health and safety and sensitive resources, and minimize emissions that cause acid rain or degraded visibility.</p> <p><b>MANAGEMENT ACTIONS:</b> Authorized actions on public lands would avoid violation of Wyoming and national air quality standards. This would be accomplished through the coordination of activities with the Wyoming Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency (EPA).</p> <p>Cooperation with EPA on monitoring concentrations and dry deposition at the 3 CASTNet stations in Wyoming would continue.</p> <p>Air quality standards and guidelines would be developed as needed in coordination with the Wyoming DEQ and the EPA.</p>  |
| <b>CULTURAL AND NATURAL HISTORY RESOURCES MANAGEMENT</b> | <p><b>MANAGEMENT ACTIONS:</b> Site-specific inventories for cultural resources would be required before the start of surface-disturbing activities, or if BLM-administered lands are proposed to be transferred out of federal ownership. Adverse effects on significant cultural resources would be mitigated, or the resources themselves would be avoided.</p> <p>Sites listed or eligible for listing on the National Register of Historic Places would be managed for their local and national significance and in compliance with the National Historic Preservation Act, the Archaeological Resources Protection Act, the American Indians Religious Freedom Act, and the Native American Graves Protection and Repatriation Act, as appropriate.</p> <p>Consultation with the State Historic Preservation Office would be consistent with the National Cultural Programmatic Agreement (1994) and the State Protocol Agreement between the Wyoming BLM State Director and the Wyoming State Historic Preservation Officer (1998).</p> <p>If sites considered sacred, sensitive, or respected by Native Americans, or if traditional cultural properties (TCP) are identified, they would be managed in consultation with affected Native American representatives.</p> |
| <b>FIRE MANAGEMENT</b>                                   | <p><b>MANAGEMENT OBJECTIVE:</b> Protect life, property, and resource values from wildfire.</p> <p><b>MANAGEMENT ACTIONS:</b> Fire suppression would be coordinated through a protection agreement with the Bridger-Teton National Forest and an annual operating plan with Teton County.</p> <p>Firefighting would emphasize minimum-impact suppression techniques unless public safety would be jeopardized. For example, the construction of fire lines would be avoided if natural firebreaks can be used.</p> <p>The use of aerial fire suppression agents, surfactants, and foaming agents is approved for emergency fire suppression activities.</p> <p>Fuels management and Emergency Stabilization and Rehabilitation activities could take place.</p>   |
| <b>HAZARD MANAGEMENT AND RESTORATION</b>                 | <p><b>MANAGEMENT OBJECTIVE:</b> Protect public health and safety and the environment on public lands, emphasize waste reduction for authorized actions, comply with applicable federal and state laws, prevent waste contamination from any authorized actions, minimize federal exposure to the liabilities associated with waste management on public lands, mitigate natural and physical hazards, and integrate hazardous materials and waste management policies and controls into all management programs.</p>   |

**TABLE 2-1  
COMPARISON OF ALTERNATIVES**

**ACTIONS COMMON TO ALL ALTERNATIVES**

**LAND USE OR  
RESOURCE**

**HAZARDOUS  
MATERIALS AND  
WASTES  
MANAGEMENT  
(Continued)**

**MANAGEMENT ACTIONS:** For authorized activities that involve hazardous materials or their use, precautions would be taken to guard against releases into the environment. In the event of a release of hazardous materials on the public land, appropriate warnings would be provided to potentially affected communities and individuals, and precautions would be taken against public exposure to contaminated areas.

Sale, exchange, or other transfer of public lands on which storage or disposal of hazardous substances has been known to occur would require public notification of the type and quantity of the substances.

Public lands contaminated with hazardous wastes would be reported, secured, and cleaned up according to federal and state laws, regulations, and contingency plans, including the federal Comprehensive Environmental Response, Compensation, and Liability Act. Parties responsible for contamination would be liable for cleanup and resource damage costs, as prescribed by law.

Surface-disturbing and disruptive activities associated with all types of hazardous materials and waste management on public land parcels would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2.

Sites that have been mitigated or restored would be monitored.

**LANDS AND REALTY  
MANAGEMENT**

*Landownerships  
Adjustments*

*Rights-of-Way*

Parcel 27 would be transferred to Teton County.

Public lands within the Snake River corridor would be identified as unsuitable for agricultural development and would be closed to desert land entry and agricultural lease.

New, amended, or renewed surface-disturbing and disruptive activities associated with all types of right-of-way maintenance and/or development would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2.

The location of communication sites on public lands would be prohibited.

*Withdrawals*

Approximately 2,890 acres of public lands and mineral estate described in PLO 7143 (June 1, 1995) would remain closed to mineral or surface entry until June 1, 2005. (As described in the PLO, "mineral or surface entry" pertains to activities such as the staking and development of mining claims for locatable minerals and desert land entry, but does not apply to the sale, exchange, or transfer of public lands, or mineral leasing, or the extraction of sand and gravel through sales and permits). (Map 10)

Areas with rare or sensitive resources may be proposed for withdrawal from mineral and/or surface entry on a case-by-case basis.

**LIVESTOCK  
GRAZING  
MANAGEMENT**

**MANAGEMENT ACTIONS:** Surface-disturbing and disruptive activities associated with all types of range project construction and maintenance on public land parcels would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2.

**MINERALS  
MANAGEMENT**

**MANAGEMENT ACTIONS:** Public lands and federal mineral estate throughout the planning area would be closed to geothermal leasing consideration.

*Geothermal*



**TABLE 2-1  
COMPARISON OF ALTERNATIVES**

**ACTIONS COMMON TO ALL ALTERNATIVES**

|  |  |
|--|--|
| <b>LAND USE OR RESOURCE</b>                        |  |
| <b>MINERALS MANAGEMENT (Continued) Oil and Gas</b> | Public lands and federal mineral estate in the Snake and Gros Ventre River corridors (within 1/2 mile of either River) (comprising about 3535 acres) would be closed to leasing consideration for oil and gas. (Map 11)  |
| <i>Locatable Minerals</i>                          | The public lands and mineral estate described in Public Land Order (PLO) 7143 (June 1, 1995; see Appendix 7) would remain closed to mineral entry and the staking and development of mining claims until June 1, 2005. (Map 10)  |
| <i>Salable Minerals</i>                            | Gravel extraction would be modified or stopped if damage to the river system or other resources becomes apparent.  |
| <b>PALEONTOLOGICAL RESOURCES MANAGEMENT</b>        | <b>MANAGEMENT ACTIONS:</b> The collection of vertebrate fossils on public lands would generally be prohibited. Only qualified institutions, individuals, or consultants who obtain a permit would be allowed to collect these fossils. Collecting common invertebrate fossils and petrified wood for hobby purposes would be allowed on public lands.  |
| <b>VEGETATION MANAGEMENT</b>                       | <b>MANAGEMENT ACTIONS:</b> Evaluation and designation of critical habitat for threatened or endangered plant species on public lands would be coordinated with the USFWS. If proposed surface-disturbing activities could affect these species, the USFWS would be consulted as required by the Endangered Species Act.<br>Inventories for threatened, endangered, or BLM-Wyoming sensitive plant species would be required before surface-disturbing activities are conducted on public lands in areas with potential habitat for these species.<br>Surface-disturbing and disruptive activities associated with all types of vegetation management on public land parcels would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2. |
| <i>Noxious weeds and other invasive species</i>    | Noxious weeds and other undesirable vegetation on public lands in the Jackson Hole Weed Management Area would be controlled in accordance with the Jackson Hole Weed Management Plan and applicable BLM regulations and policy.<br>Noxious weed treatments on public lands would avoid bird nesting seasons and other times when loss of cover or disturbance by equipment would be detrimental to wildlife. Projects that may affect threatened or endangered animals or plants, or BLM-Wyoming sensitive species, would be postponed or modified to protect these species. As necessary, the USFWS would be consulted.   |
| <b>VISUAL RESOURCE MANAGEMENT</b>                  | Visual resources would be considered before authorizing land uses that may affect them.<br>Facilities or structures, such as power lines and storage tanks, would be screened, painted, buried, and otherwise designed to blend with the surrounding landscape.  |
| <b>WATERSHED MANAGEMENT</b>                        | <b>MANAGEMENT OBJECTIVES:</b> Maintain or improve water quality and comply with Wyoming DEQ water quality standards. Reduce erosion by improving vegetative production and ground cover. Maintain or improve wetland and riparian habitat.<br><b>MANAGEMENT ACTIONS:</b> The protection of watershed resources would be considered in the analysis of project proposals. Wyoming DEQ and Wyoming BLM Best Management Practices would be applied.<br>Applications for water rights for water-related projects on public lands would be filed with the Wyoming State Engineer's office.  |

**TABLE 2-1  
COMPARISON OF ALTERNATIVES**

**ACTIONS COMMON TO ALL ALTERNATIVES**

| <b>LAND USE OR RESOURCE</b>                 |   |
|---|---|
| <b>WATERSHED MANAGEMENT (Continued)</b>     | <p>To reduce the amount of nonpoint source pollution, pollution prevention plans for developments would be required under the "Wyoming Storm Water Discharge Program."</p> <p>Point sources of pollution would be subject to appropriate regulations and cleanup measures.</p> <p>Surface-disturbing and disruptive activities associated with watershed management on public land parcels would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2.</p>   |
| <b>WILDLIFE AND FISH HABITAT MANAGEMENT</b> | <p><b>MANAGEMENT ACTIONS:</b> Surface-disturbing and disruptive activities associated with wildlife and fish management would be subject to appropriate mitigation as developed through the mitigation guidelines described in Appendix 2.</p>  |
| <i>General</i>                              | <p>Public lands in the Snake River corridor would be identified as public safety zones where the use of M-44 sodium cyanide devices, leg-hold traps, and kill-type traps are prohibited. Evaluation of other types of animal control methods undertaken to resolve human-wildlife conflicts would be conducted by and coordinated with USDA, Animal Plant and Health Inspection Service, Wildlife Services.</p> <p>Raptor nest sites and roosts, cottonwood trees, riparian areas, and other habitats related to raptor foraging and concentration areas would be protected by restricting surface-disturbing activities on public lands near these habitat areas.</p> <p>Fence construction on public lands would require site-specific analysis. Fence construction and modification would conform to applicable standards.</p> |
| <i>Threatened and Endangered Species</i>    | <p>The "reasonable and prudent measures" identified by the USFWS in its Biological Opinion for Threatened and Endangered Species would be endorsed. The USFWS would be consulted as required or as necessary in accordance with the ESA.</p> <p>If proposed surface-disturbing or disruptive activities may affect threatened or endangered species, the USFWS would be consulted as required by the ESA.</p> <p>The evaluation and designation of critical habitat for threatened or endangered wildlife species on public lands would be coordinated with the USFWS.</p>  |
| <i>Sensitive Species</i>                    | <p>If proposed surface-disturbing or disruptive activities may affect BLM-Wyoming designated sensitive species or their habitat, the appropriate mitigation would be applied to prevent unnecessary and undue degradation. Mitigation would be consistent with the accepted management objectives and best practices for managing those species, when known.</p>  |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                                     | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D          | ALTERNATIVE E  |
|--|---|--|--|---|------------------------|--|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>           |   |  |  |   |                        |  |
| <b>CULTURAL AND NATURAL HISTORY RESOURCES MANAGEMENT</b> | <p><b>MANAGEMENT OBJECTIVES:</b> Protect and preserve important cultural, natural history, and paleontological resources.</p> <p><b>MANAGEMENT ACTIONS:</b> BLM would not pursue Rural Historic Landscape status.</p> | Same as Proposed Plan.                     | Same as Proposed Plan.   | Same as Proposed Plan.  | Same as Proposed Plan. | Protect and preserve important cultural and natural history resources. Highlight opportunities for public education.<br><br>Same as Alternative C. |
|  | BLM would not develop interpretive facilities.  | Same as Proposed Plan.                     | Interpretive facilities could be developed to highlight historic cultural resources such as old cabin locations, placer mining areas, historic levee constructions, and the remains of dams and bridges. | The public lands in the Snake River corridor would be evaluated to determine their potential for designation as a Rural Historic Landscape. | Same as Proposed Plan. | Same as Alternative B.   |
|  |   |  |  |   |                        |  |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E  |
|--|--|--|--|---|---|--|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>                       |  |  |  |   |   |  |
| <b>CULTURAL AND NATURAL HISTORY RESOURCES MANAGEMENT (Continued)</b> | The potential adverse effect created by transfer or sale of a National Register-eligible historic property to non-Federal ownership would need to be mitigated. Mitigation might include no sale or transfer of the historic property, formal data recovery, or by placing protective covenants on the patent. | Same as Proposed Plan.   | Same as Proposed Plan.   | Same as Proposed Plan.  | The sale of lands containing National Register-eligible cultural resources is defined as an adverse effect under regulations at 36 CFR 800. Lands containing known cultural resources would either not be transferred or sold, or the adverse effect created by the sale or transfer would be subject to the appropriate mitigating treatments. | Same as Proposed Plan.   |
| <b>LANDS AND REALTY MANAGEMENT</b>                                   | <b>MANAGEMENT OBJECTIVE:</b> Maintain existing public access to the parcels. Provide for continuing public access and use of the parcels. Actual ownership and/or management of the parcels would be by other public agencies or entities.   | Maintain existing public access to the parcels. Provide for continuing public access and use of the parcels. | Maintain or improve access for recreation and mining and respond to requests for land use authorizations, land sales, and exchanges. | With an emphasis on protection of wildlife habitat and natural conditions, maintain access for recreation and respond to requests for land use authorizations, land sales, and exchanges. | Respond to requests for land sales and exchanges. All the parcels would be transferred or sold.   | Maintain access for recreation and respond to requests for land use authorizations, land sales, and exchanges, with emphasis on protection of wildlife habitat and natural conditions. |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E                 |
|--|--|--|--|---|---|-------------------------------|
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b></p> <p><i>Access</i></p> | <p><b>MANAGEMENT ACTIONS:</b> Public access to the parcels would be maintained as a condition of their transfer to other agencies.</p>   | <p>In general, opportunities for public access would be maintained. However, access to specific areas may be closed or restricted to protect public health and safety and sensitive resources (e.g., bald eagles).</p> | <p>Same as Alternative A.</p>  | <p>In general, opportunities for public access (primarily nonmotorized) would be maintained. However, access to specific areas may be closed or restricted to protect public health and safety and sensitive resources (e.g., bald eagles).</p> | <p>Existing access would be maintained pending disposal of the parcels.</p> | <p>Same as Alternative C.</p> |
|  | <p>Information and directional signs would be posted on public lands, by the acquiring agency or entity, as appropriate.</p> <p>The Wilson Bridge boat and river access site would be maintained. BLM would not pursue an access easement to the ramp.</p> | <p>No signs would be placed on the parcels.</p>  | <p>Information and directional signs would be posted to identify public lands.</p> | <p>Same as Alternative B.</p>   | <p>Same as Alternative A.</p>   | <p>Same as Proposed Plan.</p> |
|  | <p>A boat and river access site could be developed near the South Park Bridge by an agency or entity other than BLM.</p>   | <p>A boat and river access site could be developed near the South Park Bridge.</p>   | <p>Same as Alternative A.</p>  | <p>No boat ramp would be developed on public land at South Park.</p>  | <p>Same as Alternative C.</p>   | <p>Same as Alternative A.</p> |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|--|---|---|---|---|--|---|
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b><br/><i>Landownersh<br/>Adjustments</i></p> | <p>Ownership of the parcels would be transferred from BLM. Parcels could be disposed of through transfer or sale to other agencies or public government entities to remain available for public use. If BLM were unable to transfer the lands, management agreements would be pursued to allow other agencies or entities to manage public uses on the parcels.</p> | <p>Public lands in the planning area would be retained in public ownership. In some cases, this could include the sale, exchange, or transfer of public lands to meet the needs of the local community for parks and pathways, or for other public purposes, with a contingency for public use to be retained (see Appendix 5).</p> | <p>Proposals for the sale, exchange, or transfer of public lands would be considered case by case. Emphasis would be placed on acquiring public access for recreation (see Appendix 5).</p> | <p>In general, the parcels would be retained in public ownership. Proposals for the sale, exchange, or transfer (through recreation and public purposes lease or other authorizations) of public lands would be considered case by case (see Appendix 5).</p> | <p>Ownership of the parcels would be transferred from BLM. Parcels could be disposed of through transfer to other agencies, exchange for other lands outside the Jackson Hole area, or private sale.</p> | <p>Same as Alternative C.</p>   |
|  | <p>Management responsibility for some uses of the parcels would be transferred to other agencies; the parcels themselves may be retained by BLM or transferred to other public agencies or entities to remain open for public use.</p>  | <p>BLM would retain management responsibility for all uses of the parcels that remain in BLM ownership.</p>   | <p>Same as Proposed Plan.</p>   | <p>Same as Alternative A.</p>   | <p>Management responsibility for the parcels would be transferred with parcel disposition.</p>   | <p>BLM would pursue cooperative management agreements for some public land uses with other county, state, and federal agencies.</p> |
|  | <p>Access easements would not be retained by BLM. Public access would be provided for in the terms of parcel transfer.</p>  | <p>Access easements would not be necessary as parcels would only be disposed for public use.</p>  | <p>Access easements to the river channel and the levees may be retained on lands exchanged or sold out of BLM ownership.</p>  | <p>Same as Alternative B.</p>   | <p>No easements to the parcels would be retained.</p>  | <p>Same as Alternative B.</p>   |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D          | ALTERNATIVE E  |
|--|--|---|---|--|------------------------|--|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>   |  |   |   |  |                        |  |
| <b>LANDS AND REALTY MANAGEMENT (Continued)</b><br><br><i>Landownerships Adjustments (Continued)</i>      | BLM would not acquire recreation easements.  | Same as Proposed Plan.  | Recreation easements may be acquired through the exchange or sale of public lands.  | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Alternative B.   |
|  | Any sale, exchange, or transfer of public land would include, where appropriate, the use of conservation easements to prohibit development and preserve scenic values, wildlife habitat, and open space. | No similar action.  | No similar action.  | Same as Proposed Plan.   | No similar action.     | Same as Proposed Plan.   |
|  | Situations involving trespass on public land would be resolved by removing the unauthorized use, so the lands can be transferred unencumbered to other agencies or entities.                             | Situations involving trespass on public land would be resolved by removing the unauthorized use, by establishing an annual rental of the affected public land, or by land sales or exchanges. | Situations involving trespass on public land would be resolved by removing the unauthorized use, or by land sales or exchanges in some cases. | Situations involving trespass on public land would be resolved by removing the unauthorized use. | Same as Alternative A. | Situations involving trespass on public land would be resolved by removing the unauthorized use, or by establishing an annual rental of the affected public land, at the discretion of the authorized officer. |
| The area would not be designated a Special Project Area for the use of Land and Water Conservation Fund. | Same as Proposed Plan.   | The Snake River corridor would be designated a Special Project Area to allow the use of Land and Water Conservation Fund to acquire recreation and conservation easements.                    | Same as Alternative B.  | Same as Proposed Plan.   | Same as Alternative B. |  |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E                 |
|--|--|---|--|--|--|-------------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>   |  |   |  |  |  |                               |
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b></p> <p><i>Rights-of-Way</i></p>  | <p>Rights-of-way proposals would be addressed case-by-case, with emphasis on avoiding conflict or sensitive areas. The location of rights-of-way to cross the Snake River on public land would only be allowed at Wilson Bridge and South Park Bridge.</p> | <p>Public lands in the planning area would be open to future rights-of-way development. Proposals would be addressed case by case with emphasis on avoiding certain conflict or sensitive areas. The location of rights-of-way to cross the Snake River would only be allowed at Wilson Bridge and South Park Bridge.</p> | <p>Public lands in the planning area would be open to future rights-of-way development. Proposals would be addressed case by case with emphasis on providing access for mineral development and recreation.</p>  | <p>Some public lands in the planning area would be open to future rights-of-way development. Proposals would be addressed case by case with emphasis on avoiding certain conflict or sensitive areas. The location of new rights-of-way to cross the Snake River would be prohibited on public land.</p> | <p>Same as Alternative A, pending disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |
| <p>The following would be right-of-way exclusion areas: raptor nesting and concentration areas; threatened, endangered, proposed, and candidate species habitat; BLM Wyoming sensitive species habitat when the species is documented to occur at that location; Endangered Species Act (ESA)-designated critical habitat.</p> | <p>No similar action.</p>  | <p>No similar action.</p>   | <p>The following would be right-of-way exclusion areas: big game crucial winter habitat; raptor nesting and concentration areas; threatened, endangered, proposed, and candidate species habitat; aquatic and wetland sites; Wyoming BLM sensitive species habitat; important cultural resources that are listed or eligible for listing on the National Historic Register (Map 12).</p> | <p>No similar action.</p>  | <p>Same as Proposed Plan.</p>                                  |                               |



**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE  | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C                 | ALTERNATIVE D  | ALTERNATIVE E                 |
|---|--|--|---|-------------------------------|--|-------------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>  |  |  |   |                               |  |                               |
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b></p> <p><i>Rights-of-Way (Continued)</i></p> | <p>The following would be right-of-way avoidance areas: big game crucial winter habitat; aquatic &amp; wetland sites; Wyoming BLM sensitive species habitat; important cultural resources that are listed or eligible for listing on the National Historic Register; and scenic areas identified as VRM Class II areas (Map 13).</p> | <p>The following would be right-of-way avoidance areas: big game crucial winter habitat; raptor nesting and concentration areas; threatened, endangered, proposed, and candidate species and candidate species habitat; aquatic and wetland sites; Wyoming BLM sensitive species habitat; important cultural resources that are listed or eligible for listing on the National Historic Register; and scenic areas identified as visual resource management (VRM) Class II areas (Map 13).</p> | <p>No similar action.</p>   | <p>No similar action.</p>     | <p>Same as Alternative A, pending disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |
| <p><i>Withdrawals</i></p>   | <p>A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area (15,123 acres) to prohibit the staking and development of mining claims.</p>  | <p>A long-term protective withdrawal would be pursued to go into effect on June 1, 2005, for the public lands and mineral estate covered by the withdrawal area described in PLO 7143 (2,890 acres) (Map 10).</p>  | <p>The public lands and mineral estate described in PLO 7143 (2,890 acres) (Map 10) would be opened to mineral and/or surface entry after the current withdrawal expires in 2005.</p> | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p>                                  | <p>Same as Proposed Plan.</p> |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B                 | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E                 |
|--|--|--|-------------------------------|---|--|-------------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>   |  |  |                               |   |  |                               |
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b><br/><br/> <i>Withdrawals (Continued)</i></p> | <p>A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area (15,123 acres) to prohibit the staking and development of mining claims.</p>  | <p>12,233 acres of public mineral estate outside the area described in PLO 7143 (Map 10) are and would remain open to mineral/surface entry.</p>   | <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p> |
| <p><b>LIVESTOCK GRAZING MANAGEMENT</b></p>   | <p><b>MANAGEMENT OBJECTIVE:</b> Maintain or improve ecological conditions for the benefit of livestock use, wildlife habitat, watershed values, and riparian areas.</p> <p><b>MANAGEMENT ACTIONS:</b> The current amounts, kinds, and seasons of livestock grazing use would continue to be authorized as long as the parcels are held by BLM, unless monitoring indicates a grazing use adjustment is necessary, or an environmental assessment indicates a change in grazing use is appropriate.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p> | <p>Maintain or improve ecological conditions for the benefit of wildlife habitat, watershed values, and riparian areas.</p> | <p>Same as Proposed Plan, pending disposal of the parcels.</p>   | <p>Same as Proposed Plan.</p> |
|  |  | <p>The current amounts, kinds, and seasons of livestock grazing use would continue to be authorized unless monitoring indicates a grazing use adjustment is necessary, or an environmental assessment indicates a change in grazing use is appropriate, or public lands are sold, exchanged, or transferred.</p> | <p>Same as Alternative A.</p> | <p>The parcels would be closed to livestock grazing. All current grazing leases and authorizations would be cancelled.</p>  | <p>The current amounts, kinds, and seasons of livestock grazing use would continue to be authorized, pending the ultimate disposal of the parcels.</p> | <p>Same as Alternative A.</p> |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                            | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B          | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E          |
|---|--|--|------------------------|---|---|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>  |  |  |                        |   |   |                        |
| <b>LIVESTOCK GRAZING MANAGEMENT (Continued)</b> | Existing grazing allotments would be categorized as follows: Walton, I (parcel 9-10); Porter Estate, I (parcel 21); Snake River Ranch, M (parcel 23).  | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan.  | No similar action.  | Same as Proposed Plan. |
|   | Adjustments in the levels, location, and timing of livestock grazing would be made as a result of monitoring and after consultation or negotiation with grazing permittees and other affected interests (including local and state governmental entities, as appropriate).<br><br>Fence construction on BLM parcels would require site-specific analyses. Fence construction and modification would conform to applicable fencing standards. | Same as Proposed Plan.                     | Same as Proposed Plan. | No adjustments in livestock grazing would be necessary, as no grazing would be allowed. | Same as Proposed Plan, pending parcel sale.   | Same as Proposed Plan. |
|   |  | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan.  | Same as Proposed Plan, pending parcel disposal. These restrictions would not apply after parcel disposal. | Same as Proposed Plan. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                            | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B      | ALTERNATIVE C      | ALTERNATIVE D      | ALTERNATIVE E   |
|---|---|--|--------------------|--------------------|--------------------|---|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>  |   |  |                    |                    |                    |   |
| <b>LIVESTOCK GRAZING MANAGEMENT (Continued)</b> | If the lessee's adjacent property for any existing grazing lease were converted to other uses to the extent that livestock grazing is substantially excluded, then that grazing lease would expire, and would not be available to other applicants. This provision could ultimately affect 300 animal unit months (AUMs) of livestock grazing use on about 544 acres. (Map 14)              | No similar action.                         | No similar action. | No similar action. | No similar action. | Same as Proposed Plan.  |
|   | No fall grazing would be permitted on parcels administered by BLM, unless the Standards for Healthy Rangelands are met and the fall grazing follows a plan that will help to achieve vegetation management objectives. An exception will be made for failure to meet Standard 2 for reasons other than livestock management. Generally, the grazing season would end on August 31 annually. | No similar action.                         | No similar action. | No similar action. | No similar action. | No fall grazing would be permitted on parcels administered by BLM. An exception will be made for failure to meet Standard 2 for reasons other than livestock management. Generally, the grazing season would end on August 31 annually. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                            | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A                             | ALTERNATIVE B          | ALTERNATIVE C          | ALTERNATIVE D          | ALTERNATIVE E          |
|---|---|--|------------------------|------------------------|------------------------|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>  |   |  |                        |                        |                        |                        |
| <b>LIVESTOCK GRAZING MANAGEMENT (Continued)</b> | Relocation of fences to ownership boundaries, and marking of public lands contained therein, would be considered case by case to meet management objectives.  | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Proposed Plan. | No similar action.     | Same as Proposed Plan. |
|   | The implementation of management actions on the public lands, such as the use of grazing systems, land treatments, and range improvements, would be consistent with the Guidelines for Livestock Grazing Management. (See Appendix 1)                     | Same as Proposed Plan.   | Same as Proposed Plan. | No similar action.     | Same as Proposed Plan. | Same as Proposed Plan. |
|   | All parcels not currently leased for livestock grazing would be closed to future applications. Priority would be given to the modification of fences that are restricting wildlife movement in crucial big game habitat areas and along migration routes. | Applications to graze on public lands would be addressed case by case. | Same as Alternative A. | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. |
|   |   | No similar action.   | No similar action.     | Same as Proposed Plan. | No similar action.     | Same as Proposed Plan. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D          | ALTERNATIVE E          |
|--|--|---|--|--|------------------------|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |  |   |  |  |                        |                        |
| <b>MINERALS MANAGEMENT</b>                     | <b>MANAGEMENT OBJECTIVE:</b> Provide reduced opportunities for mineral exploration and development while emphasizing protection of other resource values.  | Maintain opportunities for mineral exploration and development while maintaining other resource values. | Provide increased opportunities for mineral exploration and development while maintaining other resource values to the extent possible.  | Same as Proposed Plan.   | Same as Alternative A. | Same as Proposed Plan. |
| <i>General</i>                                 | <b>MANAGEMENT ACTIONS:</b> Surface-disturbing and disruptive activities associated with mineral exploration and development would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2.                                   | Same as Proposed Plan.  | Same as Proposed Plan.   | No similar action required, as no mineral activities would be allowed. | Same as Proposed Plan. | Same as Proposed Plan. |
| <i>Oil and Gas</i>                             | Federal mineral estate outside the Snake and Gros Ventre River corridors (more than 1/2 mile from either River) (11,588 acres) would be closed to leasing consideration for oil and gas. (See page 14 for the decision regarding oil and gas leasing within 1/2 mile of the Rivers.) | Same as Proposed Plan.  | Federal mineral estate outside the Snake and Gros Ventre River corridors (more than 1/2 mile from either River) would be open to leasing consideration for oil and gas, with appropriate mitigation requirements determined case by case. (Map 11) | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Proposed Plan. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C          | ALTERNATIVE D          | ALTERNATIVE E          |
|--|--|--|--|------------------------|------------------------|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>                               |  |  |  |                        |                        |                        |
| <b>MINERALS MANAGEMENT (Continued)</b><br><br><i>Other Leasable Minerals</i> | Public lands and federal mineral estate (15,123 acres) would be closed to leasing consideration for phosphate, sodium, coal and all other leasable minerals.                                     | Same as Proposed Plan.   | Public lands and federal mineral estate (15,123 acres) would be open to leasing consideration for phosphate, sodium, coal, and all other leasable minerals. (Map 2)  | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. |
| <i>Locatable Minerals</i>  | A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area (15,123 acres) to prohibit the staking and development of mining claims. | A long-term protective withdrawal would be pursued to go into effect on June 1, 2005, for the public lands and mineral estate covered by the withdrawal area described in PLO 7143 (2,890 acres) (Map 10). | The public lands and mineral estate described in the PLO (2,890 acres) would be opened to mineral entry after the withdrawal expires in 2005. At that time, the staking and development of mining claims would be allowed. | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. |
|  | A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area (15,123 acres) to prohibit the staking and development of mining claims. | 12,233 acres of public mineral estate outside the area described in PLO 7143 (Map 10) are and would remain open to mineral/surface entry.  | Same as Alternative A.   | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE  | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D          | ALTERNATIVE E          |
|---|---|--|---|--|------------------------|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>                                  |   |  |   |  |                        |                        |
| <b>MINERALS MANAGEMENT (Continued)</b><br><i>Locatable Minerals (Continued)</i> | No similar action because all public lands and federal mineral estate would be closed to locatable mineral exploration and development.   | Plans of operations or notices of intent would be required for locatable minerals exploration and development consistent with regulations (43 CFR 3809). | Same as Alternative A.  | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Proposed Plan. |
| <i>Salable Minerals</i>   | The extraction of sand and gravel would be considered, case-by-case, on public lands and federal mineral estate only in the active, unvegetated channel within the levees.<br><br>The mining of sand and gravel, and associated access across public lands for this purpose, would be subject to seasonal requirements to protect fish spawning, important wildlife habitat areas, and periods of high recreational use.<br><br>Existing access would be continued across public lands near the Wilson and South Park bridges for mining of salable minerals on adjacent privately owned lands. | Same as Proposed Plan.   | The extraction of sand and gravel would be considered, case-by-case, on public lands and federal mineral estate throughout the planning area. | The extraction of sand and gravel would be prohibited on public lands and federal mineral estate throughout the planning area. | Same as Proposed Plan. | Same as Proposed Plan. |



TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE                         | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C                 | ALTERNATIVE D  | ALTERNATIVE E                 |
|--|--|---|--|-------------------------------|--|-------------------------------|
| <p><b>OFF-HIGHWAY VEHICLE MANAGEMENT</b></p> | <p><b>MANAGEMENT OBJECTIVE:</b> Minimize motorized vehicle use.</p> <p>Maintain existing opportunities for non-motorized vehicle use.</p>  | <p>Maintain opportunities for motorized and nonmotorized vehicle use while avoiding adverse effects on other resource values.</p>   | <p>Same as Alternative A.</p>  | <p>Same as Proposed Plan.</p> | <p>Same as Alternative A, pending disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |
|  | <p><b>MANAGEMENT ACTIONS:</b> Use of motorized vehicles on public lands in the planning area would be limited to the following designated roads: the Munger Mountain road; levee road at the Walton parcel; levee road west of the Snake River and south of Wilson Bridge; the access road to the Wilson boat ramp; the Evans Gravel road; and the Fall Creek road. (See Table 2-2.) Other roads may be designated as needed on a case-by-case basis. (Map 15)</p> | <p>Public lands in the planning area would not be designated for motorized and nonmotorized vehicle use, although they would sometimes be limited seasonally where needed to protect wildlife habitat or for administrative purposes.</p> | <p>Public lands in the planning area would be identified as limited to existing roads and trails for motorized and nonmotorized vehicle use.</p> | <p>Same as Proposed Plan.</p> | <p>Same as Alternative A, pending disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE                              | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E                                    |
|---|--|---|--|--|--|--|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>    |  |   |  |  |  |  |
| <b>OFF-HIGHWAY VEHICLE MANAGEMENT (Continued)</b> | While the parcels are owned and managed by the BLM, nonmotorized vehicle use would be limited to designated roads and trails and limited seasonally where needed to protect wildlife habitat, except for authorized use.<br>OHV use limitations would be determined by the acquiring agency or entity. | Nonmotorized vehicle use would not be regulated, except seasonally where needed to protect wildlife habitat or for administrative purposes.   | Nonmotorized vehicle use would be limited to existing roads and trails.  | Same as Proposed Plan.   | Same as Alternative A.   | Same as Proposed Plan.                           |
| <b>PALEONTOLOGY RESOURCES MANAGEMENT</b>          | <b>MANAGEMENT OBJECTIVE:</b> Protect and preserve important paleontological resources.   | No similar action necessary, as vehicle travel would be allowed, except as currently closed for administrative purposes.<br>Over-the-snow motorized vehicle use would not be regulated, except where needed to protect wildlife habitat or for administrative purposes. | Same as Alternative A.<br>Over-the-snow motorized vehicles would be subject to the same requirements and limitations as all other motorized vehicles. An exception could be allowed for grooming cross-country ski trails that are otherwise closed to motorized vehicles. | Vehicle use for levee maintenance and permitted uses for vehicles may be considered on a case-by-case basis.<br>Over-the-snow motorized vehicles would be prohibited on public lands in the planning area. | Same as Alternative A, pending disposal of the parcels.<br>Same as Proposed Plan, pending disposal of the parcels. | Same as Alternative C.<br>Same as Alternative B. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E                 |
|--|---|---|---|---|--|-------------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |   |   |   |   |  |                               |
| <b>RECREATION MANAGEMENT</b>                   | <p><b>MANAGEMENT OBJECTIVE:</b> Increase opportunities for quality recreation use and provide improved visitor services while protecting other sensitive resources. Provide for responsible commercial recreation use for the protection of visitor and public health and safety and natural resources, and manage visitor use.</p> | <p>Provide opportunities for recreation use while providing minimal visitor services.</p> | <p>Increase opportunities for recreation use and provide improved visitor services.</p>   | <p>Reduce opportunities for recreation use in favor of other resource values.</p> | <p>Maintain opportunities for recreation use pending the ultimate disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |
|  | <p><b>MANAGEMENT ACTIONS:</b> No Special Recreation Management Area would be designated.</p>  | <p>Same as Proposed Plan.</p>   | <p>Public lands along the Snake and Gros Ventre rivers would be designated a Special Recreation Management Area to facilitate management of recreational activities such as floating, fishing, hiking, winter sports, and commercial, competitive and group activities.</p> | <p>Same as Alternative B.</p>   | <p>Same as Proposed Plan.</p>  | <p>Same as Alternative B.</p> |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E          |
|--|---|--|--|--|--|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |   |  |  |  |  |                        |
| <b>RECREATION MANAGEMENT (Continued)</b>       | No RAMP would be prepared by BLM. Other agencies or entities would manage recreation use.   | No RAMP would be prepared. No use limits or standards would be put in place.   | A Recreation Area Management Plan (RAMP) would be prepared. The RAMP would provide for the management of public recreation use and the provision of services needed to maintain public health and safety, while protecting natural resources. The RAMP would direct the types and level of recreation use, services, facilities development, and public information. | Same as Alternative B.   | Same as Alternative A.   | Same as Alternative B. |
|  | Public access would be maintained at the Wilson Bridge boat and river access site for river floating.   | Same as Proposed Plan.   | Same as Proposed Plan.   | Same as Proposed Plan.   | Access could be lost if the parcel is sold to a private party. | Same as Proposed Plan. |
|  | A boat and river access site could be developed near the South Park Bridge by an agency or entity other than BLM. Additional river boating access could be developed by an agency or entity other than BLM. | Boat and river access could be developed near the South Park Bridge. No new river boating access would be developed other than at South Park Bridge. | Same as Alternative A. Additional river boating access could be developed.   | No boat ramp would be developed on public lands at South Park Bridge. No other boating access facilities would be developed on public lands. | Same as Alternative C.   | Same as Alternative A. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E   |
|--|---|--|--|--|--|---|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |   |  |  |  |  |   |
| <b>RECREATION MANAGEMENT (Continued)</b>       | BLM would not pursue rights-of-way for public recreation access.                                      | Same as Proposed Plan.   | Rights-of-way for public recreation access would be pursued if necessary.  | Same as Alternative B.                               | Same as Proposed Plan.   | Same as Alternative B.  |
|  | The acquiring or managing agency or entity would determine the requirements for facility development. | There would be no requirement to maintain or develop recreation sites and facilities consistent with the protection of riparian habitat. | Recreation sites and facilities on public lands would be maintained or developed consistent with the protection of riparian habitat. | Same as Alternative B.                               | Same as Alternative A.   | Same as Alternative B.  |
|  | Decisions on signing would be made by the acquiring or managing agency or entity.                     | No signs would be posted on the public land parcels.   | Information and directional signs would be posted to identify public lands.  | Same as Alternative B.                               | Same as Alternative A.   | Information and directional signs would be posted on public lands and recreation easements as appropriate.  |
|  | Decisions on user access fees would be made by the acquiring or managing agency or entity.            | There would be no access fee program.  | A required public access fee program would be established.   | A voluntary access fee program would be established. | Same as Alternative A.   | A user access fee system would be established consistent with other management agencies on the Snake River. |
|  | Development of campgrounds could be considered by an agency or entity other than BLM.                 | The parcels would remain closed to camping.  | Development of campgrounds could be considered.  | Same as Alternative A.                               | The parcels would remain closed to camping pending their disposal. | Same as Alternative B.  |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C          | ALTERNATIVE D  | ALTERNATIVE E  |
|--|--|---|---|------------------------|--|--|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |  |   |   |                        |  |  |
| <b>RECREATION MANAGEMENT (Continued)</b>       | Other agencies or public entities could choose to develop interpretive facilities after acquiring parcel(s) or management responsibility for parcel(s).  | No similar action.  | Interpretive facilities could be developed to highlight historic cultural resources such as old cabin locations, historic levee constructions, and the remains of bridges. Interpretive facilities could be developed to highlight scenic landforms, river processes, wildlife, geologic history, and noxious weed control. | Same as Alternative B. | No similar action.   | The RAMP would direct the level of interpretation, facilities development, and public information. |
|  | In the interim prior to parcel transfer, surface-disturbing and disruptive activities associated with the construction and use of roads and recreational facilities would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2. | Surface-disturbing and disruptive activities associated with the construction and use of roads and recreational facilities would be subject to appropriate mitigation developed through use of the mitigation guidelines described in Appendix 2. | Same as Alternative A.  | Same as Alternative A. | Same as Proposed Plan, pending disposal. These restrictions would not apply after parcel disposal. | Same as Alternative A.   |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE                            | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B          | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E   |
|---|--|--|------------------------|--|---|---|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>  |  |  |                        |  |   |   |
| <b>RECREATION MANAGEMENT (Continued)</b>        | A cooperative agreement(s) for recreation management could be pursued in the interim prior to parcel transfer, if another agency or government entity were found to lead the recreation management effort.   | BLM would retain management responsibility for all uses on the parcels that remain in BLM ownership. | Same as Proposed Plan. | Same as Alternative A.   | Management responsibility for the parcels would be transferred with parcel disposition. | BLM would pursue cooperative management agreements for some public land uses, including recreation, with other county, state, and federal agencies. |
| <b>VEGETATION MANAGEMENT</b>                    | <b>MANAGEMENT OBJECTIVE:</b> Maintain or improve the diversity of plant communities to support wildlife habitat, watershed protection, scenic resources, and livestock grazing; control existing noxious weed infestations and prevent their spread. | Same as Proposed Plan.   | Same as Proposed Plan. | Maintain or improve the diversity of plant communities to support wildlife habitat, watershed protection, and scenic resources; control existing noxious weed infestations and prevent their spread. | Same as Proposed Plan, pending disposal of the parcels.                                 | Same as Proposed Plan.  |
| <i>Noxious weeds and other invasive species</i> | <b>MANAGEMENT ACTIONS:</b> Interpretive signs could be placed at selected public access areas with information on the spread and control of noxious weeds and other invasive species.  | No similar action.   | Same as Proposed Plan. | Same as Proposed Plan.   | No similar action.  | Same as Proposed Plan.  |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE  | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B                 | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E                 |
|---|---|--|-------------------------------|---|--|-------------------------------|
| <p><b>VEGETATION MANAGEMENT (Continued)</b><br/><i>Noxious weeds and other invasive species (Continued)</i></p> | <p>Control of noxious weeds and other invasive species may include manual, mechanical, biological, or chemical methods. If herbicides were proposed for use, those with minimum toxicity to wildlife and fish would be selected. All herbicides applied must be on the BLM-approved list and applied in accordance with EPA label requirements.</p> | <p>Same as Proposed Plan.</p>              | <p>Same as Proposed Plan.</p> | <p>Control of noxious weeds and other invasive species may include manual or biological methods. Chemical and mechanical control would be prohibited.</p> | <p>Same as Proposed Plan, pending disposal of the parcels.</p> | <p>Same as Proposed Plan.</p> |



TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE                           | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C          | ALTERNATIVE D   | ALTERNATIVE E          |
|--|---|--|---|------------------------|---|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |   |  |   |                        |   |                        |
| <b>VISUAL RESOURCE MANAGEMENT</b>              | <b>MANAGEMENT OBJECTIVE:</b> Maintain or improve scenic values throughout the planning area, while allowing for modification and changes to occur to meet other resource objectives.  | Same as Proposed Plan.   | Same as Proposed Plan.  | Same as Proposed Plan. | Maintain scenic values pending disposal of the public land parcels. | Same as Proposed Plan. |
|  | <b>MANAGEMENT ACTIONS:</b> In the interim prior to disposal, public lands would be managed in conformance with Class II VRM objectives, except parcels 13, 26, and 27, which would be Class III. See Table 2-3, Visual Resource Management Classification by Alternative. | Public lands would be managed in conformance with Class II VRM objectives, except parcels 13, 26, and 27, which would be Class III. See Table 2-3, Visual Resource Management Classification by Alternative. | Public lands would be managed in conformance with Class III VRM objectives, except parcel 9, which would remain as a Class II, due to terms included in the judgment dated September 21, 1982. (Available for review in the Pinedale Field Office, BLM) | Same as Alternative A. | Same as Proposed Plan.  | Same as Alternative A. |
|  | Any transfers of public lands would require, where appropriate, the use of conservation easements to prohibit development and preserve scenic values.   | No similar action.   | No similar action.  | Same as Proposed Plan. | No similar action.  | Same as Proposed Plan. |

**TABLE 2-1 - COMPARISON OF ALTERNATIVES**

| LAND USE OR RESOURCE                           | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B          | ALTERNATIVE C          | ALTERNATIVE D  | ALTERNATIVE E          |
|--|--|---|------------------------|------------------------|--|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |  |   |                        |                        |  |                        |
| <b>VISUAL RESOURCE MANAGEMENT (Continued)</b>  | Pending parcel disposal, all proposals for surface-disturbing actions and/or facilities installation would be analyzed for impacts to visual values. Appropriate mitigation would be developed and incorporated into project design in accordance with assigned VRM objectives.                | All proposals for surface-disturbing actions and/or facilities installation would be analyzed for impacts to visual values. Appropriate mitigation would be developed and incorporated into project design in accordance with assigned VRM objectives.      | Same as Alternative A. | Same as Alternative A. | Same as Proposed Plan.   | Same as Alternative A. |
| <b>WATERSHED MANAGEMENT</b>                    | <b>MANAGEMENT ACTIONS:</b> Riparian areas would be maintained for wildlife habitat as a condition of transfer of the public land parcels.<br><br>Efforts would continue to improve water quality by cleaning up dumpsites on public lands, and encouraging dumpsite cleanup on adjacent lands. | Riparian area condition would be monitored and evaluated as part of site-specific activity or implementation plans. Management emphasis would be placed on riparian areas that are in less than proper functioning condition.<br><br>Same as Proposed Plan. | Same as Alternative A. | Same as Alternative A. | These restrictions would not apply after parcel disposal.                    | Same as Alternative A. |
|  |  |   | Same as Proposed Plan. | Same as Proposed Plan. | These efforts would continue in a minimal way until disposal of the parcels. | Same as Proposed Plan. |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE                           | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C          | ALTERNATIVE D   | ALTERNATIVE E          |
|--|--|---|--|------------------------|---|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b> |  |   |  |                        |   |                        |
| <b>WATERSHED MANAGEMENT (Continued)</b>        | Riparian areas would be maintained for wildlife habitat as a condition of transfer of the public land parcels. Riparian habitats that are outside the Snake River channel would be maintained in proper functioning condition. (Riparian habitats on the Snake River proper, between the levees, are in nonfunctioning condition because of the effects of flood control. This condition would remain constant.) | Riparian habitats that are outside the Snake River channel would be maintained in proper functioning condition. (Riparian habitats on the Snake River proper, between the levees, are in nonfunctioning condition because of the effects of flood control. This condition would remain constant.) | Same as Alternative A.   | Same as Alternative A. | Same as Alternative A, pending parcel disposal. These restrictions would not apply after parcel disposal. | Same as Alternative A. |
| <b>WILDLIFE AND FISH HABITAT MANAGEMENT</b>    | <b>MANAGEMENT OBJECTIVE:</b> Maintain or enhance riparian and upland habitat for wildlife and fish and promote species diversity.  | Maintain existing habitat for wildlife and fish.  | Provide for wildlife habitat to the extent possible while allowing other uses.   | Same as Proposed Plan. | Maintain existing habitat for wildlife and fish, pending disposal of the parcels.                         | Same as Proposed Plan. |
| <i>Wildlife Habitat</i>                        | <b>MANAGEMENT ACTIONS:</b> Measures to protect avian habitats would include seasonal restrictions on surface-disturbing activities within distances to be determined based on species, individuals, and/or habitat characteristics.  | Measures to protect only raptor habitats would include seasonal restrictions on surface-disturbing activities within 0.5 to 1 mile of nesting sites, depending on the species.  | Measures to protect raptor habitats would include seasonal restrictions on surface-disturbing activities within 0.5 mile of nesting sites, or within view of nests, whichever is closer. | Same as Alternative A. | Same as Alternative A, pending disposal of the parcels.   | Same as Proposed Plan. |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B          | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E          |
|--|--|---|------------------------|--|--|------------------------|
| <b>ACTIONS THAT DIFFER ACROSS ALTERNATIVES</b>   |  |   |                        |  |  |                        |
| <b>WILDLIFE AND FISH HABITAT MANAGEMENT (Continued)</b><br><i>Wildlife Habitat (Continued)</i> | The acquiring or managing agency or entity would make decisions regarding actions necessary to maintain wildlife habitat.<br><br>Priority would be given to the modification of fences that are restricting wildlife movement in crucial big game habitat areas and along migration routes.<br><br>To the extent possible, suitable habitat and forage would be provided to support wildlife populations defined in the Wyoming Game and Fish Department (WGFD) Strategic Plan objectives. | No seasonal restrictions on recreational or other activities to protect avian habitats. | Same as Alternative A. | Where appropriate, measures to protect avian habitats would include seasonal restrictions on recreational and other disruptive activities.<br><br>Same as Proposed Plan. | Same as Alternative A.   | Same as Alternative C. |
|  |  | No similar action.  | No similar action.     | Same as Proposed Plan.   | No similar action.   | Same as Proposed Plan. |
|  |  | Same as Proposed Plan.  | Same as Proposed Plan. | Same as Proposed Plan.   | Same as Proposed Plan, pending disposal. These restrictions would not apply after parcel disposal. | Same as Proposed Plan. |

TABLE 2-1 - COMPARISON OF ALTERNATIVES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C          | ALTERNATIVE D   | ALTERNATIVE E          |
|--|---|---|---|------------------------|---|------------------------|
| <b>WILDLIFE AND FISH HABITAT MANAGEMENT (Continued)</b><br><br><i>Fish Habitat</i> | Projects that maintain or improve fisheries habitat as much as possible in a leveed system would be considered. Cooperative efforts with WGFD, U.S. Army Corps of Engineers (COE), Teton County, and others would continue. Projects that have the potential to, or do, adversely affect fisheries or aquatic habitats would be mitigated to the extent possible. This mitigation could include, but would not be limited to, actions such as timing the project to minimize effects or disapproving a project if the adverse impacts are unacceptable. | Projects that maintain or improve fisheries habitat as much as possible in a leveed system would be considered. Cooperative efforts with WGFD, U.S. Army Corps of Engineers (COE), Teton County, and others would continue. | Projects that adversely affect fisheries would be mitigated to the extent possible. | Same as Alternative A. | Same as Alternative A, pending disposal of the parcels. | Same as Proposed Plan. |
|  | Surface-disturbing activities that would add sediment to the Snake River would be prohibited when fish are spawning or during egg incubation periods.   | Same as Proposed Plan.  | Projects that adversely affect fisheries would be mitigated to the extent possible. | Same as Proposed Plan. | Same as Proposed Plan, pending disposal of the parcels. | Same as Proposed Plan. |

**TABLE 2-2  
OFF-HIGHWAY VEHICLE DESIGNATION BY ALTERNATIVE**

| <b>OHV Class</b> | <b>Proposed Plan (acres)</b> | <b>No Action Current Management Alternative A (acres)</b> | <b>Alternative B (acres)</b> | <b>Alternative C (acres)</b> | <b>Alternative D (acres)</b> | <b>Alternative E (acres)</b> |
|------------------|------------------------------|---|------------------------------|------------------------------|------------------------------|------------------------------|
| <b>Open</b>      | 0                            | 0   | 0                            | 0                            | 0                            | 0                            |
| <b>Limited</b>   | 631                          | 0   | 981                          | 631                          | 0                            | 631                          |
| <b>Closed</b>    | 350                          | 0   | 0                            | 350                          | 0                            | 350                          |

**TABLE 2-3  
VISUAL RESOURCE MANAGEMENT CLASSIFICATION BY ALTERNATIVE**

| <b>VRM Class</b> | <b>Proposed Plan (acres)</b> | <b>No Action Current Management Alternative A (acres)</b> | <b>Alternative B (acres)</b> | <b>Alternative C (acres)</b> | <b>Alternative D (acres)</b> | <b>Alternative E (acres)</b> |
|------------------|------------------------------|---|------------------------------|------------------------------|------------------------------|------------------------------|
| <b>I</b>         | 0                            | 0   | 0                            | 0                            | 0                            | 0                            |
| <b>II</b>        | 907                          | 907   | 295                          | 907                          | 0                            | 907                          |
| <b>III</b>       | 74                           | 74  | 686                          | 74                           | 0                            | 74                           |
| <b>IV</b>        | 0                            | 0   | 0                            | 0                            | 0                            | 0                            |

# CHAPTER 3

## AFFECTED ENVIRONMENT

### INTRODUCTION

This chapter contains a description of the existing physical, biological, and socioeconomic characteristics of the planning area that would be affected by the alternatives described in Chapter 2. Environmental components that would not be affected or that are not important to the resolution of planning issues are not covered in detail. For descriptions of the public land parcels, see Appendix 4 and Maps 3-9.

Much of this information has been summarized from reports and other material on file in the Pinedale Field Office. Information which is available upon request includes a list of threatened, endangered, and candidate plant and animal species to be covered in the RMP EIS, a geologic map of the planning area, monthly weather station data, vegetative treatment guidelines for the control of noxious weeds, and copies of the judgments and stipulations entered in the court cases settling ownership of the parcels in the 1970s and 1980s.

The following resources are not present in the planning area and are not addressed in this RMP EIS: Prime and Unique Farmlands, Wilderness, Wild Horses, and Forestry (marketable timber). In addition, no areas have been determined to meet the criteria for designation as Areas of Critical Environmental Concern or other special management area designation.

### AFFECTED RESOURCES

#### Climate and Air Quality

##### Climate and Meteorology

The climate of the Snake River area is classified as mid-latitude highland or alpine (Trewartha & Horn 1980; Martner 1986). Alpine climate is characterized by large varieties of local climates, depending on elevation and slope exposure, but is generally a similar and cooler version of nearby lowland climate.

Weather data for the Snake River planning area is available from a weather station located in Jackson. The Jackson weather station is at an elevation of 6,330 feet and is within the Snake River planning area.

Diurnal (morning to night) and seasonal (summer to winter) ranges in temperature are greater in valleys than on slopes (Martner 1986). Mean annual temperature is 39 degrees F. in Jackson. Summer highs are usually in the 70's and low 80's. Winter lows are generally in the single digits but may reach the minus teens (Western Regional Climate Center).

Mean annual precipitation is 16 inches in Jackson. Annual precipitation ranges from 8 inches in drought years to as much as 25 inches in wet years. Monthly precipitation is generally 1 to 1.5 inches throughout the year (Western Regional Climate Center). Total winter snowfall averages

about 4 feet, with most snow occurring from November through March. Mean monthly winter snowfall ranges from 10 to 20 inches (Western Regional Climate Center).

Wind speed and direction are highly variable due to the effect of local topography in the Snake River area. Annual average wind speed in Jackson is 6 miles per hour, and annual wind direction is generally from the northwest, west or southwest (Martner 1986). In mountainous areas like the Snake River area, local topography can strongly affect wind direction, particularly at night and under low wind speed conditions.

## Air Quality

### *Pollutant Concentrations*

Pollutant concentration refers to the mass of pollutant present in the air, and can be reported in units of micrograms per cubic meter ( $\mu\text{g}/\text{m}^3$ ) or parts per billion (ppb) (see Table 3-1). Air quality in the planning area is considered excellent; however, current and complete criteria air pollutant concentration data for the Snake River area are not available. The State of Wyoming has used monitoring and modeling to determine that the Snake River region is in compliance with Wyoming and federal standards. Air quality regulations for the state of Wyoming are listed in Appendix 3.

**TABLE 3-1  
CONCENTRATIONS OF CRITERIA AIR POLLUTANTS**

| Pollutant                                    | Averaging Time | Monitored & Modeled Concentration ( $\mu\text{g}/\text{m}^3$ ) | Percent NAAQS (%) | Percent WAAQS (%) |
|--|----------------|--|-------------------|-------------------|
| Carbon Monoxide (CO)                         | 8 hour         | 1500   | 15                | 15                |
|  | 1 hour         | 3500   | 9                 | 9                 |
| Nitrogen Dioxide (NO <sub>2</sub> )          | Annual         | 9  | 9                 | 9                 |
| Sulfur Dioxide (SO <sub>2</sub> )            | Annual         | 9  | 10                | 15                |
|  | 24 hour        | 43   | 12                | 17                |
|  | 3 hour         | 132  | 10                | 19                |
| Ozone (O <sub>3</sub> )                      | 8 hour         | 139  | 80                | 89                |
|  | 1 hour         | 144  | 61                |                   |
| Particulate Matter (PM <sub>10</sub> )       | Annual         | 12   | 24                | 24                |
|  | 24 hour        | 20   | 13                | 13                |
| Fine Particulate Matter (PM <sub>2.5</sub> ) | Annual         | 6  | 40                |                   |
|  | 24 hour        | 10   | 15                |                   |

### Carbon Monoxide

Carbon monoxide (CO) data were collected in Colorado in conjunction with the proposed oil shale development in the 1980s. Because carbon monoxide data are generally collected only in urban areas where automobile traffic levels are high, recent data are often unavailable for rural areas.



### Nitrogen Dioxide

Nitrogen dioxide (NO<sub>2</sub>) data were collected at the Carbon County Underground Coal Gasification site in 1994 and 1995. Although more recent NO<sub>2</sub> data are not available, monitoring of other nitrogen-containing pollutants shows concentrations at Pinedale and Yellowstone National Park (YNP) of nitric acid (HNO<sub>3</sub>), nitrate (NO<sub>3</sub>), and particulate ammonium (NH<sub>4</sub>) are very low and are not increasing over time.

The Clean Air Status and Trends Network (CASTNet) has measured concentrations of nitric acid, nitrate and ammonium, as well as ozone, sulfur dioxide and sulfate, in the United States since the late 1980s. There are three CASTNet stations in Wyoming: Centennial, Yellowstone National Park, and Pinedale. CASTNet data are available for Pinedale from 1989 through 1999, and for Yellowstone National Park from 1997 through 1999.

Mean annual concentrations of nitric acid (HNO<sub>3</sub>) are less than 0.45 ppb in Pinedale and less than 0.3 ppb in YNP. Nitric acid concentrations typically range from 0.02 to 0.3 ppb in remote areas, and range from 3 to 50 ppb in polluted areas (Seinfeld 1986).

Mean annual concentrations of nitrate (NO<sub>3</sub>) are less than 0.2 ppb in YNP. These concentrations are typical for remote areas. Polluted urban areas show mean annual nitrate concentrations of 1 ppb or more (Stern 1973).

Mean annual concentrations of ammonium (NH<sub>4</sub>) are less than 0.3 ppb in YNP. Ammonium concentrations in remote areas are typically about 0.3 ppb, and about 1.5 ppb in urban areas (Stern 1973).

The Wyoming Air Resources Monitoring System (WARMS) has measured concentrations of nitrate and particulate ammonium, as well as sulfur dioxide and particulate sulfate, in Wyoming since 1999. There are five WARMS stations in Wyoming: Centennial, Buffalo, Sheridan, Newcastle, and Pinedale. Weekly concentrations of nitrate (NO<sub>3</sub>) are below 1.5 µg/m<sup>3</sup>, and concentrations of ammonium (NH<sub>4</sub>) are below 0.5 µg/m<sup>3</sup> at Pinedale. Mean annual concentrations in remote areas are 0.5 µg/m<sup>3</sup> for nitrate (NO<sub>3</sub>) and 0.2 µg/m<sup>3</sup> for ammonium (NH<sub>4</sub>).

Because the chemistry of nitrogen-containing pollutants is very complex, it would be inappropriate to infer nitrogen dioxide (NO<sub>2</sub>) concentrations from concentrations of nitric acid (HNO<sub>3</sub>), nitrate (NO<sub>3</sub>), and ammonium (NH<sub>4</sub>). But it would be unlikely that high nitrogen dioxide (NO<sub>2</sub>) concentrations would occur with low concentrations of other nitrogen-based pollutants.

### Sulfur Dioxide

Sulfur dioxide (SO<sub>2</sub>) data were collected at the LaBarge study area in the 1980s. More recent sulfur dioxide (SO<sub>2</sub>) data were collected by CASTNet in Pinedale and YNP, and by WARMS in Pinedale. Concentrations of sulfate (SO<sub>4</sub>) from CASTNet and WARMS are also available. These concentrations are low and not increasing over time. Concentration of sulfur dioxide (SO<sub>2</sub>) is about 1 ppb in YNP. Mean annual sulfur dioxide (SO<sub>2</sub>) concentrations typically range from 1 to

10 ppb in remote areas, and from 20 to 200 ppb in polluted urban areas (Seinfeld 1986). Mean annual concentrations of sulfate (SO<sub>4</sub>) are about 0.6 ppb in YNP. Sulfate concentrations in remote areas are typically about 0.6 ppb, and about 2.5 ppb in polluted urban areas (Stern 1973).

The weekly WARMS concentrations of sulfur dioxide (SO<sub>2</sub>) from mid-1999 through 2001 were about 1.5 µg/m<sup>3</sup> or less. Mean annual concentrations of sulfur dioxide (SO<sub>2</sub>) are typically less than 25 µg/m<sup>3</sup> in remote areas and range from 50 to 500 µg/m<sup>3</sup> in polluted urban areas (Seinfeld 1986).

Although it may not be appropriate to compare mean annual CASTNet sulfur dioxide (SO<sub>2</sub>) concentrations with national or Wyoming standards, the CASTNet concentrations do suggest that sulfur dioxide (SO<sub>2</sub>) concentrations are well below the NAAQS and WAAQS.

### Ozone

Ozone (O<sub>3</sub>) data were collected by the CASTNet station at Pinedale and YNP. Concentrations are relatively high (over 50% of the standards), but in compliance with the NAAQS and WAAQS. Mean annual ozone (O<sub>3</sub>) concentrations in YNP have remained steady from 1989 through 1999.

### Particulate Matter

Particulate matter (PM<sub>10</sub>) data were collected at the Carbon County Underground Coal Gasification site in 1994 and 1995. Fine particulate matter (PM<sub>2.5</sub>) data were estimated at one half PM<sub>10</sub> concentrations as recommended by EPA. Mean annual PM<sub>10</sub> concentrations were 24% of the NAAQS and WAAQS, and mean annual PM<sub>2.5</sub> were 40% of the NAAQS.

### Visibility

The Inter-Agency Monitoring of Protected Visual Environments (IMPROVE) program has measured visibility in national parks and wilderness areas in the United States since the 1980s. There are four IMPROVE stations in Wyoming: Centennial, Pinedale, YNP, and North Absaroka. Visibility can be expressed in terms of deciviews (dV), a measure for describing perceived changes in visibility. One dV is defined as a change in visibility that is just perceptible to an average person.

Visibility data are calculated for each day, ranked from cleanest to haziest, and divided into three categories:

- 10% cleanest: 10<sup>th</sup> percentile - mean visibility for the 10% of days with the best visibility
- average: the 50<sup>th</sup> percentile - the annual median visibility
- 10% haziest: the 90<sup>th</sup> percentile - mean visibility for the 10% of days with the poorest visibility

In YNP, visual range on the 10% cleanest days varies from 110 to 160 miles, average visual ranges varies from 85 to 115 miles, and visual range for the 10% haziest days varies from 50 to 90 miles. Trend analysis shows that visibility in YNP has improved from 1988 to 1998.

### ***Atmospheric Deposition***

Atmospheric deposition refers to the processes by which air pollutants are removed from the atmosphere and deposited on terrestrial and aquatic ecosystems, and is reported as the mass of material deposited on an area (kilogram per hectare). Air pollutants are deposited by wet deposition (precipitation) and dry deposition (gravitational settling of particles and adherence of gaseous pollutants to soil, water, and vegetation). Substances deposited include:

- acids: such as sulfuric acid ( $H_2SO_4$ ) and nitric acid ( $HNO_3$ ); this acid deposition is sometimes referred to as acid rain
- air toxics: such as pesticides, herbicides and volatile organic compounds (VOC)
- nutrients: such as nitrate ( $NO_3$ ) and ammonium ( $NH_4$ )

The estimation of atmospheric deposition is complicated by the contribution to deposition by several components: rain, snow, cloud water, particle settling, and gaseous pollutants. Deposition varies with precipitation, which, in turn, varies with elevation and time.

### **Wet Deposition**

The National Atmospheric Deposition Program (NADP) assesses wet deposition by measuring the chemical composition of precipitation (rain and snow). There are 8 NADP stations in Wyoming. The natural pH of rainwater ranges from 5.0 to 5.6 (Seinfeld 1986). Mean annual pH at YNP has varied from about 5.1 to 5.7.

Mean annual wet deposition of ammonium ( $NH_4$ ), nitrate ( $NO_3$ ), and sulfate ( $SO_4$ ) at YNP are low: about 0.5 kg/ha for ammonium ( $NH_4$ ), less than 3 kg/ha for nitrate ( $NO_3$ ), and less than 4 kg/ha for sulfate ( $SO_4$ ). Mean annual deposition is typically less than 5 kilograms per hectare in remote areas. Wet deposition values from 1980 through 2000 are low and steady, indicating that deposition has not worsened during that time.

### **Dry Deposition**

Dry deposition refers to the transfer of airborne gaseous and particulate material from the atmosphere to the Earth's surface. The Clean Air Status and Trends network (CASTNet) measures dry deposition of ozone ( $O_3$ ), sulfur dioxide ( $SO_2$ ), nitric acid ( $HNO_3$ ), sulfate ( $SO_4$ ), nitrate ( $NO_3$ ), and ammonium ( $NH_4$ ). Mean annual dry deposition of sulfur- and nitrogen-containing compounds for YNP from 1990 through 1999 has been about 1 kilogram per hectare or less. Mean annual deposition is typically less than 5 kilograms per hectare in remote areas. Dry deposition values are low and steady, indicating that deposition has not worsened during that time.

## Cultural and Natural History Resources

The planning area contains both prehistoric and historic cultural resources. It is not known if the planning area contains traditional cultural properties or sites considered sensitive to modern Native Americans. Less than 100 acres of formal class III inventory have been conducted on public lands and federal mineral estate in the planning area.

### Prehistoric Resources

Prehistoric cultural resources are present in the planning area; however, formal inventory work conducted by the BLM is limited. Preserved sites are few in number on BLM-administered public lands because of the recent age of many of the Snake River floodplain sediments. However, two sites (48TE1195 and 48TE1443) occupy higher land and confirm prehistoric occupation in the planning area. These two known sites are not eligible for the National Register, and are in the “discharged use” category (see Glossary).

The earliest sites found in western Wyoming are Paleoindian localities. One Paleoindian locality of national significance is the Lawrence Site, found at the inlet to Jackson Lake, north of the planning area. Here, artifacts 10,000 to 11,000 years old have been located. More recent Archaic Period sites (9,000 years to 2,000 years old) containing dart points and Late Prehistoric Period sites (2,000 years old to about AD 1800, coming after the introduction of the bow and arrow) also occur in the planning area.

Prehistoric campsites are preserved in alluvial soils on the higher terraces of the Snake River. Sites predicted in this geomorphic setting include lithic scatters (predominantly containing obsidian), campsites, special use or extraction sites, stone alignments, hunting and fishing sites, and especially lithic procurement locales. The bluffs, terraces, and benches overlooking the Snake River can contain Pleistocene-aged quartzite cobble deposits exhibiting evidence of lithic procurement. The Teton Pass area is a major source of obsidian found in southwestern Wyoming archaeological sites and Teton Pass Obsidian will likely be identified in prehistoric sites of the planning area.

The Snake River may be named for the Shoshone (Snake) Indians and was a travel route for this tribe and others, such as the Bannock and the Flathead. Protohistoric Indian use by Numic speakers is postulated by at least one researcher (Butler 1983), so the presence of historic-period Native American sites is possible.

The soils include alluvial loams and extensive river-deposited quartzite cobbles. When cobbles dominate the surface, the potential for finding buried sites is low. The National Park Service (1997, p 27) indicated that regular changes in the river channel would tend to destroy or displace prehistoric sites in the Snake River floodplain.

The few prehistoric sites like 48TE1195 or 48TE1443 discovered on public lands so far may not meet National Register criteria, but they can add to our knowledge of the overall prehistory of the area. The fact of their preservation along the Snake River is noteworthy, in view of the overbank flooding, river channel meandering, and massive events of erosion and deposition. Source analysis of the obsidian recovered from these sites can shed important light on prehistoric trade routes and exchange in the region. Certainly, much of the prehistory along the Snake has been

lost. Studies at Jackson Lake (Conner, et al. 1991) have documented that dam construction and wave action severely damaged the many sites along that water source. Smaller sites such as 48TE1443 shouldn't be overlooked for their potential to increase our knowledge of prehistoric settlement patterns.

There is a low probability of locating rock art on public lands along the Snake River, due to the lack of sandstone cliffs suitable for the inscription of petroglyphs.

## **Historic Resources**

The potential for locating historic period Euroamerican sites in the planning area is good. The first non-Native American to visit the Snake River area was Robert Stuart, an Astorian fur trapper who passed through in 1812 (Rollins 1935). The Snake River valley was settled in the mid- to late-nineteenth century, so Euroamerican cultural resources might be encountered. Historic Period sites projected to be within the planning area include homestead remains, such as the John Dodge homestead (Wilson 1985, p. 314), located on the east side of the Snake River, at the base of Gros Ventre Butte. An examination of Government Land Office maps dating between 1890 and 1917 identified several cabins, homesteads (for example, Harmenson's House, George Bonnet's Cabin), roads, fences, and trails along the Snake River. One site, "Morse's House" near Taylor Creek, is plotted on 1902 maps as being very near public lands on the Snake River. During river reconnaissance in 2001, BLM located the remains of what appears to be the eastern approach of an early Snake River Bridge on Parcel 9. This historic period cultural resource is not recorded, nor is it evaluated for National Register eligibility. Other possible historic period sites include stock maintenance sites, placer mining sites, historic levee constructions, historic dam or bridge remains, ferries, historic trash scatters, and other cultural material remains over fifty years of age.

The Snake River is famous for periodic flooding and many dikes, levees, water diversions, bank stabilizations, and other flood control structures were constructed during the historic period. There is a high potential for some of these features to be found on BLM-administered lands.

Lands along the Snake River may qualify as a rural historic landscape. The Snake River valley retains a high degree of "integrity of setting," as natural topography is unspoiled and frequently breathtaking. It is unknown whether the landscape contains "character-defining features" that contribute to the historical significance of a rural historic landscape. Future inventory may include an assessment of the area's historic landscape potential.

In recent years, there has been an increased interest in the archaeology near Jackson, Wyoming. Spurred by a series of NPS, USFWS, and FS projects, there is an increased understanding of the prehistory of the area. Most of these projects have concentrated on large sites where mitigative excavations took place.

Residents of Jackson frequent the public lands along the Snake River to fish, enjoy the river, walk their dogs, jog, bicycle, and to observe floaters going by. This intense public use may account for the lack of prehistoric tools on recorded, preserved sites in the planning area. No proactive, site-specific cultural inventories have been done for the planning area.

## Fire Management

### Fire History

Fire frequency during recorded history has been low, due to the moist riparian environment which keeps lightning caused fires from spreading. During periods of extreme drought, it is likely that catastrophic fires may have resulted from heavy fuel loading that accumulated during long fire-free intervals. Wildland fire ignitions on the BLM-administered public lands parcels have been infrequent, and are generally suppressed at 0.1 acre or less. In the summer of 2001, the Green Knoll Fire burned over 2,000 acres, mostly on the Bridger-Teton National Forest, in an area south of Wilson, WY, and west of the Snake River. The fire exhibited some extreme fire behavior, and threatened many homes in the area.

### Plant Responses To Fire

Fire can be an effective tool in the long-term maintenance of narrow-leaf cottonwood riparian complexes. Most of the plants associated with the narrow-leaf cottonwood riparian complex are fire tolerant and resprout following light to moderate fires.

Narrowleaf cottonwood (*Populus angustifolia*) resprouts from roots, healthy and fire damaged branches, and root crowns after fire. Post fire sprouting generally occurs after light- to moderate-severity fire in pole sized and recently mature stands. The ability to produce post fire sprouts is greatly affected by stand age and location of the water table. Sprouting potential decreases proportionally as mature trees age. High water tables aid in the sprouting ability and subsequent sprout survival. Water insulates the tree's roots and reduces possibility of the tree being killed by the heat. The ability to resprout from branch fragments may also aid in post fire establishment (USDA 2002).

Fire generally increases the sediment load in streams when the majority of bank stabilizing vegetation is consumed. Narrowleaf cottonwood branch fragments have the ability to trap sediment for localized deposition by impeding stream flow. Fresh, moist, barren alluvium in full sun is very important in the regeneration of narrowleaf cottonwood. Regeneration through seeding is favored by fires that thin the overstory, allow more light penetration, and expose the mineral soil.

Due to the decreased probability of post fire sprouting by older mature trees, prescribed fires in narrowleaf cottonwood stands are not recommended past the pole and early maturation stages of development. Livestock grazing should be excluded for at least five years after fire, with wildlife browsing monitored.

Fire kills the aboveground portion of Canada thistle (*Cirsium arvense*) plants. The roots can survive severe fires. Overall, fire can slightly damage, or can enhance, Canada thistle. The plants can survive fire and sprout vegetatively from extensive perennial root systems, or colonize bare ground via seedling establishment after fire. When sites supporting Canada thistle are burned, its response is variable, and may be affected by season of burn, burn severity, site conditions, and plant community composition and phenology before and after the fire. Existing research provides no clear correlations with these variables (USDA 2002).

Spotted knapweed (*Centaurea maculosa*), a noxious species, will increase following fire (USDA 2002).

### **Fire Management – Appropriate Management Response Category**

In accordance with the 2001 Federal Wildland Fire Management Policy, firefighter and public safety are the first priority in fire management. All parcels fall into Category A – Areas where wildfire is not desired at all. Suppression is required to prevent direct threats to life or property. The USDA Forest Service has fire protection responsibility for the BLM-administered lands in Teton County. Under a mutual aid and protection agreement, Teton County is a first responder to any wildland fire incident on BLM-administered public lands. Burned areas are evaluated to determine whether fire rehabilitation is needed.

### **Fuel Management**

Several communities in the valley were identified as at high risk from wildfire in the August 17, 2001 Federal Register notice. Due to the riparian nature of the parcels and their proximity to private lands chemical treatments to reduce fuel loads are not appropriate. Mechanical or biological treatments could be used to reduce hazardous fuels in the urban interface. Projects will be analyzed on a case-by-case basis and the standard mitigation guidelines will apply.

### **Desired Future Conditions**

Maintain the existing mature cottonwood trees. See the Vegetation section for a description and Table 2-1, Vegetation Management section, for Objectives.

### **Emergency Stabilization and Rehabilitation (ESR)**

Emergency stabilization and rehabilitation refers to activities that may be completed following a wildfire. Activities could include seeding with native or nonnative species, noxious weed control, erosion control, and repairing or building temporary fencing burned in the fire. If an evaluation indicates that any of these activities is needed, an ESR Plan will be prepared and implemented in accordance with the Department of the Interior Handbook and BLM ESR guidance.

### **Hazard Management and Resource Restoration**

Public land administered by the BLM is used for a variety of permitted activities and also for illegal purposes, such as solid and hazardous waste dumping and illegal drug manufacturing. A few known dumpsites are located on the BLM Snake River parcels.

In addition to hazardous substance contamination, BLM lands are damaged by physical and environmental hazards. Natural hazards that can damage BLM lands and facilities include floods, snow loads, mudslides, and windstorms. Biological hazards are a new source of concern for the BLM, and include but are not limited to anthrax, bubonic plague, hantavirus, and foot and mouth disease. With the assortment of threats to human health and the environment, the major emphasis of the Hazard Management and Resource program is to manage hazards on public lands in order

to reduce risks to visitors and employees, restore contaminated lands, and to carry out emergency response activities.

## **Lands and Realty**

### **Access**

Access to the public land parcels is fair. While some parcels are easily accessed, others can be reached only from the river channel (see Appendix 4 and Maps 1 and 3-9). Parcels that have good access include some of the largest parcels and the most valuable for recreation, including parcels 9-10, 12-14, 17-19, and 26. Parcels 3 and 8 are accessible through GTNP, but only by hiking from public roads within the Park. Parcel 23 is accessible from the Fall Creek Road; however, it is difficult to determine where the parcel lies and the risk of trespassing on adjacent private lands is high. Parcel 27 can be accessed from US highway 189/191; however, it contains a trash transfer station and access is controlled by Teton County. Parcels 4-7, 11, 15-16, and 24 can only be accessed from the river, and it is extremely difficult to identify the parcels from the river channel.

Within the Snake River corridor, recreational access is available along levees maintained by the COE and Teton County, especially in the vicinity of Wyoming Highway 22 and Wilson Bridge. About 3 miles of levee on the west side of the river, leading south from Wilson Bridge, and 4 miles of levee east of the river and leading north from Wilson Bridge are accessible for hiking, horseback riding, skiing and other types of nonmotorized recreation. The access east of the river begins on public land near Emily Stevens Park, then crosses 11 acres of private land along an easement held by the Jackson Hole Land Trust, and continues on public land through the 320 acres of the Walton Greenway (Parcels 9-10, Map 5) .

A boat and river access site is located on the west side of the river immediately north of Wilson Bridge, on parcel 13 (Maps 1 and 5). Access to the Wilson boat ramp is currently private. There is no public easement to access the ramp. An easement could ensure continued public access to the Wilson boat ramp.

A second major area for boat and river access is near South Park Bridge, across the river from parcel 26 (Maps 1 and 9). The area is private land leased by the Wyoming Game and Fish Department (WGFD) and used as a take-out and put-in point by boaters floating from upstream or floating downstream. As described in an environmental assessment prepared by the Jackson Ranger District of the Bridger-Teton National Forest (February 7, 2000), the FS has proposed that the boat ramp be moved across the river to BLM-administered public land (parcel 26). The public land parcel is a better location for launching and landing boats during high water when the opposite bank is often flooded, and the public land parcel offers safer vehicle access from U.S. Highway 189/191. Teton County is proceeding, in cooperation with the BLM, to propose a boat ramp to be located on this parcel. A recreation project plan and environmental assessment (EA) for this project are being drafted by Teton County.

Restricted public use is allowed on most of the private lands in the Snake River channel through recreational easements. This access does not extend outside the river levees; in many cases it does not even include the levees themselves. The BLM was granted these easements and the



responsibility for their management as part of the judicial settlements determining the ownership of the Snake River omitted lands (see “Landownership”). These easements allow only very specific uses of the river on private lands, including floating, fishing, wading, hiking, and picnicking. Most notably, boats can be anchored for fishing in these areas. They do not allow individuals to cross upland private lands to reach the river. Other uses, including camping, building fires, and hunting, are prohibited on the easements. No maps of the recreation easements are currently available. However, metes and bounds descriptions of the easement boundaries are available in the Pinedale Field Office. The Pinedale Field Office, together with the BLM Wyoming State Office, is pursuing mapping the recreation easements.

Maintaining “open public access to...natural resource areas,” including the Snake River, for vehicle use, biking, hiking, horseback riding, and skiing is a community goal described in the Jackson/Teton County Comprehensive Plan (1994).

## **Landownership**

Map 1 depicts landownership patterns in the planning area. See Appendix 4 and Maps 3-9 for descriptions of individual parcels of public land administered by the BLM along the Snake River.

The pattern of private, state, and public landownership along the Snake River, and BLM’s administration of recreational easements in that area, has an interesting legal history. Original surveys conducted in the late 1800s ended at “meander lines” established near the then-banks of the very wide, braided channel of the Snake River. At some points, this channel was a mile or more wide. These “omitted lands” (omitted from the official U.S. survey) remained in public ownership as the Jackson Hole valley was settled. As levee construction proceeded in the 1950s, the lands began to be separated from the active channel of the Snake River. In the 1970s and 1980s, after long litigation, many of the “omitted” parcels were awarded to the adjacent private landowners, resulting in the scattered nature of the parcels that remain in public ownership today. For most of the parcels that did go into private ownership, recreation easements to the river channel were granted to the United States (Map 1). Some of these easements include access to the riverbank levees. For the most part the public cannot use the uplands on private lands encumbered by the recreational easements; the easements generally only apply to lands in the Snake River channel that lie between the levees. The broader easements allow the public access to the levees, but never to lands upland of the levees. The later more restrictive easements preclude public access to the levees. These easements do not actually enhance access to the river, but allow activities on the river that are generally not allowed on navigable waters crossing private lands in Wyoming. For instance, on the Snake River through the planning area, recreationists can anchor boats, wade, hike, picnic, and fish on the river as it crosses private lands.

The BLM is also responsible for administering mineral exploration and development on approximately 15,123 acres of federal mineral estate (Map 2). The majority of this mineral estate lies outside the river corridor and underlies privately owned lands.

According to the Jackson Hole Land Trust website, roughly 9,000 acres of conservation easements, along with some private lands, have been purchased in and around Jackson Hole for the preservation of critical wildlife habitat, open space and scenic vistas, and historic ranching heritage.

The Jackson/Teton County Comprehensive Plan (1994) describes the acquisition of conservation easements as “an effective programmatic strategy for accomplishing natural resource protection and preservation of community character.”

There is currently one Recreation and Public Purposes (R&PP) lease on BLM-administered lands. Parcel 27 is leased to Teton County for the Teton County Transfer Site (WYW-82509). Due to current regulations regarding hazardous materials, and Teton County’s interest in this 40-acre site, this parcel should be sold to Teton County before the current lease expires (3/2/2015).

## **Rights of Way**

There are no utility corridors designated on the BLM-administered lands. No interest has been expressed in developing utility corridors on the public land parcels; the parcels are disconnected, interspersed with private lands, and mostly located in riparian habitat on the river. Utility corridors would be more appropriately located in more accessible areas. BLM-administered lands do not contain suitable lands for communication sites. The BLM has granted several rights-of-way in the past for utilities and access roads. It is anticipated that sand and gravel development activity and the population growth in the area will continue to create a demand for rights-of-way.

## **Withdrawals**

Withdrawals are used to preserve sensitive environmental values, protect major federal investments in facilities, support national security, and provide for public health and safety. They segregate a portion of public lands and suspend certain operations of the public land laws, such as desert land entries or mining claims. Land withdrawals can also be used to transfer jurisdiction to other Federal land-managing agencies. It is federal policy to restrict all withdrawals to the minimum time required to serve the public interest, maximize the use of withdrawal lands consistent with their primary purpose and eliminate all withdrawals that are no longer needed.

Approximately 2,890 acres of public lands and mineral estate described in public land order (PLO) 7143 (published on June 1, 1995 in the Federal Register, see Appendix 7) are closed to mineral or surface entry until June 1, 2005 (Map 12). As explained in the PLO, “mineral or surface entry” pertains to activities such as the staking and development of mining claims for locatable minerals and desert land entry, but does not apply to the sale, exchange, or transfer of public lands, or mineral leasing, or the extraction of sand and gravel through sales and permits.

## **Livestock Grazing**

Livestock grazing is authorized in four grazing allotments totaling about 544 acres in the planning area (Map 14). The level of authorized use is 300 animal unit months (AUMs). Sixty-two AUMs are authorized for spring grazing subject to an annual authorization. The remaining use takes place primarily during the summer on 10-year grazing leases issued under section 15 of the Taylor Grazing Act. Only a few range projects have been constructed in these allotments. There are also about 437 acres of unallotted public lands.

No grazing allotment management plans or grazing systems have been implemented in the planning area, but some rangeland monitoring information, including actual use records, utilization studies, and field observations, has been collected. The condition of riparian areas has also been assessed.

The allotment categorization process (see Glossary) helps managers identify the intensity of management activity needed for each allotment. The Walton allotment (Parcels 9-10) was placed in the I (improve) category in 1999. Supporting documentation is available in the Pinedale Field Office.

All of the allotments have been assessed for conformance with the Standards for Healthy Rangelands and Guidelines for Livestock Grazing Management (Appendix 1). The Walton allotment (parcels 9-10) failed to meet standard #4 because of past heavy grazing use on a portion of the allotment, which has reduced the health of the native shrub community. Management changes intended to bring the allotment into compliance with the standard have been agreed to. There has been some difficulty in consistently applying these management changes. The Porter Estate allotment (parcel 21) also failed standard #4, although a cause could not be determined at the time the assessment was made. Monitoring is ongoing to determine a course of action that will address the condition of parcel 21. The Snake River Ranch allotment (parcels 23 and 24) met all the Standards (except Standard #2; see discussion in Watershed section of this chapter). Documentation of Standards assessments and subsequent management of all the allotments is available in the Pinedale Field Office. While parcels 15-16 are also under grazing lease to the Porter Estate, they have not been grazed by livestock in recent years and were not assessed for conformance with the Standards.

Livestock grazing is specifically mentioned in the settlement judgment for parcel 9, the Walton allotment. The Stipulation for Entry of Judgment was filed September 21, 1982, in the case between the United States and the Walton Ranch Company (United States of America v. Donald H. Albrecht, et al., U.S. District Court for the District of Wyoming, September 22, 1982). Item 5 of the Stipulation states:

The United States agrees as part of the settlement entered into by the parties herein, that the Walton Ranch Company, or its successor in interest in ownership ... shall have the right, as long as it or they are eligible under the laws and rules of the United States, to lease from the United States for grazing, agricultural or other authorized uses consistent with the maintenance of such property in its existing condition on the date hereof those parcels identified as 40, 41, 42, 43 and that portion of parcel 44 located north of the right of way line of Wyoming Highway 22, as long as the adjacent property of the Walton Ranch Company ... is utilized for agricultural purposes. The right of the Walton Ranch Company to lease said parcels shall be subject to a determination by the United States in any legally mandated planning procedure that said parcels should be maintained in their existing condition and/or utilized for agricultural purposes. In the event that it is determined by the United States in a legally mandated planning procedure that any part of said parcels should not be maintained in its existing condition and/or utilized for agricultural purposes, the Walton Ranch Company shall have the right to lease the remaining portion of the tracts in accordance with the provisions of this stipulation. The United States agrees that it will, to the greatest

extent possible and permitted by law, insure that any use and/or development of any portion of the above described parcels will be consistent with the maintenance of such parcels in an optimum condition for the protection and preservation of aquatic and wildlife habitat.

## **Minerals and Geology**

The planning area lies at the south end of the Jackson Hole basin (see Map 2). The landscape consists predominately of a floodplain composed of glacial outwash, with the glacial-shaped West Gros Ventre and East Gros Ventre buttes rising out of this plain. Volcanic activity, glaciers, running water, and movement along faults have shaped the present landscape over the last few million years. Glaciers have had the biggest role in current landform design. The Snake River has also had a significant contribution to the present day geomorphology. During the maximum glacial advance about 125,000 years ago (the Bull Lake Stage), ice covered the entire planning area. The ice sheet advanced south to the area of Munger Mountain. It once covered the tops of the Gros Ventre Buttes and was almost 2,000 feet thick in the vicinity of the town of Jackson (Good 1996).

Volcanic activity within the area is represented by basalt and andesite flows deposited on top of the Gros Ventre Buttes. Numerous hot and warm springs in and around the planning area provide evidence of hot magma at depth. Boyles Hill and Abercrombie Warm Springs occur within the planning area but are not located on BLM-managed public lands.

Tectonically, the area is one of the most active and structurally complex regions in the United States. Movement along the Teton and Hoback fault zones continues today, with earthquakes with magnitudes ranging from 1 to 6 occurring every few years. A magnitude 4 earthquake occurred along the Hoback Fault near Camp Davis in the spring of 1998. Higher magnitude earthquakes (greater than 7) occur every few thousand years. It is these more intense earthquakes that can modify landscapes and further displace fault scarps in moraine deposits along the east flank of the Teton Range. Two large Holocene earthquakes that created vertical displacement of 4.1 meters (13 feet) in surface alluvium and glacial deposits along the Teton Fault occurred about 7,175 years ago (Smith 1993). The Teton Range is one of the youngest mountain ranges in North America, with formation beginning about 13 million years ago. Today, the Tetons are still rising, and the Jackson Hole basin is still subsiding and receiving basin fill sediments.

Much of the tectonic activity of Jackson Hole is directly related to geologic events that have occurred in present-day Yellowstone and eastern Idaho over the last several million years. A series of deep magma plumes have risen from the earth's core to the surface over the last 15 million years to create explosive volcanic calderas. These eruptions have migrated northeast across southern Idaho where the most recent volcanic eruption created the Lava Creek Caldera in Yellowstone 600,000 years ago.

## Mineral Resources

### Leasable Minerals

#### *Oil and Gas*

There have been no oil and gas wells drilled within the planning area. The nearest wells to the planning area (all dry holes) were drilled along the Darby Thrust Fault in and around Hoback Junction, about 14 miles south of Jackson. All these wells were drilled in the late 1970s or early 1980s when petroleum prices were at their peak and justified the high risk of exploring a frontier area. The deepest well was drilled in 1981-82 to a depth of 16,350 feet in the Astoria Unit near Hoback Junction. There have been no oil and gas discoveries near the planning area. The nearest show was a noncommercial gas discovery from the Frontier Formation at Game Hill about 12 miles to the southeast.

The petroleum potential within the planning area north of the Cache Creek Thrust Fault is unknown. No deep drilling has taken place to evaluate the potential of the deep post Precambrian section underlying Jackson Hole. South of the Cache Creek Thrust Fault, the planning area is within the overthrust belt with a post-Precambrian rock section up to 20,000 feet thick. Potential for occurrence of hydrocarbons in the southern portion of the planning area is moderate.

In 1995, the US Geological Survey (USGS) conducted an assessment of the oil and gas resources of the United States. The assessment presents information about the undiscovered accumulations of oil and gas in various geologic or structural provinces from which hydrocarbons have been or may be produced. Information from that assessment concerning the Jackson Hole area is presented in Table 3-2.

**TABLE 3-2**  
**USGS CONVENTIONAL PLAY DATA FOR THE SOUTHWESTERN WYOMING PROVINCE**

| Play Name                    | Exploration Status                | Producing | Oil Fields (>1 MMBO) |              | Gas Fields (>6 BCFG) |              |
|------------------------------|-----------------------------------|-----------|----------------------|--------------|----------------------|--------------|
|                              |                                   |           | Size Range           | Number Range | Size Range           | Number Range |
| Moxa Arch<br>LaBarge         | Mature                            | Yes       | 5-20<br>MMBO         | 1-4          | 50-250<br>BCFG       | 2-7          |
| Basin<br>Margin<br>Anticline | Immature-<br>Moderately<br>Mature | Yes       | 5-30<br>MMBO         | 1-3          | 12-100<br>BCFG       | 1-10         |
| Subthrust                    | Immature-<br>Moderately<br>Mature | Yes       | 5-50<br>MMBO         | 1-5          | 20-150<br>BCFG       | 1-5          |
| Jackson<br>Hole              | Immature                          | No        | 2-10<br>MMBO         | 1-3          | 9-40 BCFG            | 1-3          |

For this assessment, undiscovered, technically recoverable resources were defined as estimated quantities of resources hypothesized to exist on the basis of geologic knowledge, data from past discoveries, and resources that may be contained in undiscovered accumulations outside of

known fields. Estimates of resource quantities were determined to be producible using current recovery technology, but without considering economic viability.

As can be seen from the table, the possibility for several oil and gas fields exists in the Jackson Hole area. Potential production of oil and gas would be substantially lower than for other areas in southwest Wyoming. The exploration status of the Jackson Hole area can be described as immature, since little or no drilling has taken place in the area.

### *Geothermal*

The geothermal potential within the study area is moderate to good. However, the potential for commercial development of the resource is low. Legislation has been introduced at the state and federal level on several occasions to protect geothermal resources within the greater Yellowstone ecosystem from drilling and development.

Abercrombie Warm Springs occurs at the north end of East Gros Ventre Butte along the Warm Springs Fault. Boyles Hill Warm Springs occurs along the Jackson Thrust Fault. Kelly and Teton Valley Warm Springs are found just northeast of the planning area while Astoria Warm Springs is located along the Snake River south of the planning area. The water temperature of these warm springs ranges between 80 and 100 degrees Fahrenheit. All the above springs occur on private and state lands.

### *Coal*

No economic coal deposits exist within the planning area. The only coalmine known to exist within the area was on the northwest side of Boyles Hill. The long-abandoned mine went into the hillside at least 30 feet and the zone mined was in the steeply dipping Cretaceous-age Bacon Ridge Sandstone located near the Jackson Thrust Fault (Love 1972). The adit was originally timbered but is now caved in. No coal thickness was determined due to the lack of outcrops. The areal extent of this coal deposit is very limited, probably less than five acres. The coal was probably mined in the early part of the century and used locally to supply the heating needs of the Jackson area. Outcrops of the Aspen Shale in the southern portion of the area may contain low-grade, thinly bedded coal, but are not of economic significance. No other coal deposits are known to exist in the planning area.

### *Sodium, Potassium, and Oil Shale*

The potential for the occurrence of these leasable minerals is low. No deposits are known to exist within the planning area.

### *Phosphate*

The south half of the planning area (the Jackson quadrangle) was mapped in the late 1960s and early 1970s by the USGS in order to classify public lands, to investigate potential mineral resources, and to provide a basis for environmental planning (Love 1972). Actual and potential

resources identified include phosphate, coal, sand and gravel, limestone, and riprap. There are some public lands inside the planning area that have been classified for phosphate.

Nearly all phosphate is contained in the Meade Peak Member of the Phosphoria Formation. Outcrops of the Phosphoria Formation with phosphate-bearing beds occur on both East and West Gros Ventre Buttes. Exposures of the Phosphoria Formation also occur south of Snow King Mountain east of the Hoback Fault and U.S. Highway 189. Gere and others in 1966 exposed phosphate beds in a trench dug on the south side of Snow King Mountain in the northeast corner of sec. 9, T. 40 N., R. 116 W. Two phosphate beds were exposed in the Meade Peak Member. One bed was 4.4 feet thick (containing 23 percent phosphate) and another bed was 12 feet thick (assayed at 15 percent phosphate). Additional lands classified as potentially valuable for phosphate lie west of the planning area and south of Teton Pass.

Outcrops of the Phosphoria Formation in the areas described have very limited extent due to steep bedrock dips of 15 to 60 degrees. Because of these limited exposures and steep dips in mountainous terrain, it is unlikely that any phosphate would be developed.

### **Salable Mineral Deposits**

The most important mineral material occurring within the planning area is gravel. Extensive deposits occur in terraces and along the floodplain of the Snake and Gros Ventre Rivers. The glacial deposits of gravel are generally 50 to 100 feet thick along the Snake River but in some areas, as under the town of Jackson, the gravel thickness may reach 300 feet. The planning area in the past contained many gravel pits and quarries to meet the needs of highway, county, and private road construction. Today, the planning area contains only three gravel operations. Two are companies operating on private lands along the Snake River. The third operation was located north of the South Park highway bridge to supply gravel for widening U.S. Highway 189 south of Jackson. No sand or gravel is currently being commercially produced from federal lands or mineral estate in the planning area.

Demand for sand and gravel in Jackson Hole is increasing as the number of homes, businesses, and roads in the area continues to grow. The private gravel operations have limited resources.

In portions of the river where gravel is currently being extracted from private lands, high river flows in the spring have been replacing the gravels extracted in the previous year. This creates a unique situation where a supply of gravel is available annually, without the creation of an ever-enlarging gravel pit. In some portions of the river, particularly upstream of highway bridges, streambed gravels are building up and have caused channel aggradation of up to nine feet above the 1954 channel level.

Another mineral material of somewhat less importance is riprap. Demand for riprap is great along the Snake River to build and maintain the river levees. Maintaining these levees is important to prevent flooding and thereby protect surrounding real estate. Riprap can be obtained from existing quarries in volcanic rocks located upon East and West Gros Ventre Buttes. Talus debris at the bottom of the buttes may also supply some riprap demands.

## **Locatable Minerals and Mining Claims**

There are no active mining claims within the planning area; however, claims have been located in the past. The most recent claims were located in the late 1960's, with the latest activity in 1982. For the most part, these were placer claims located along the Snake River for gold. All claims in the planning area have been abandoned.

Gold is the primary locatable mineral deposit within the planning area. The potential for the occurrence of gold within the river gravels is low. Placer gold was first discovered in the Snake and Gros Ventre River gravels in the 1860's. The gold occurs as minute flakes and flour within large volumes of sand and gravel. The source area for the gold is unknown.

The potential for placer gold development is low within the study area, since it is unlikely that sufficient amounts of gravel could be mined to make an operation profitable. No past placer operations in Jackson Hole Valley are known to have yielded economically profitable amounts of gold (Love 1972).

### ***Mineral Withdrawal***

Approximately 5,937 acres of public lands and mineral estate described in public land order (PLO) 7143 (published on June 1, 1995 in the *Federal Register*, see Appendix 7) are closed to mineral or surface entry until June 1, 2005 (Map 10). As explained in the PLO, "mineral or surface entry" pertains to activities such as the staking and development of mining claims for locatable minerals and desert land entry, but does not apply to the sale, exchange, or transfer of public lands; mineral leasing; or the extraction of sand and gravel through sales and permits. Public land and mineral estate not included in the area described in PLO 7143 are currently open to locatable mineral or surface entry.

## **Geologic Hazards**

Potential geologic hazards in the planning area include river flooding, earthquakes, and landslides. In general, the risk of property damage (and possible human injury) caused by geologic hazards is increased as development of the Jackson Hole area increases.

### ***Flooding***

The greatest near-term hazard is from river levee failure during extreme high water in the Snake and Gros Ventre rivers. Flows usually peak from mid-May to early July each year. Rapid erosion and possible flooding may occur with flow rates exceeding 20,000 cubic feet per second. The COE is the primary agency responsible for building and maintaining the Snake River levee system and protecting the surrounding lands from flooding.

Construction of the levee system for flood control was begun in the 1950s. The levees have been expanded over the years as needed to improve flood control. Unfortunately, the levees have restricted the river's flow and changed the dynamics of the system, primarily by increasing the



erosive force of the water. Because many homes have been built in the floodplain, an increasing number of private levees are being constructed to protect the real estate.

When flooding along the Snake River does occur, as in the spring of 1986, levees can fail and land with riverbank trees can be swept into the river. Later these trees and other woody debris catch in the river channel and create new "snags." The snags then collect silt and gravel and change the hydrodynamics of the river system. If the snags are left in the river, future erosion of the levees with potential flooding is more likely. The COE estimated in 1988 that the Snake River had about 10,000 snags from the south boundary of GTNP to the South Park Bridge. The COE completed an environmental study in 1989 and 1990, which addressed removing some of these snags to restore some of the main river channel.

Higher than normal snow melt occurred in the spring of 1997 and high water flows destroyed a levee on public land where Butler Creek enters the river. With the levee gone, valuable ranch land was swept into the river.

### *Earthquakes*

Within the planning area are portions of the active Teton and Hoback normal faults. For the most part, earthquakes have been frequent (every year or so) and have been low in intensity. Little property damage due to earthquakes has occurred in the past hundred years. A magnitude 6 earthquake occurred in 1932 near the town of Jackson. A magnitude 6 earthquake also occurred at Teton Pass in 1948 where the Cache Creek and Jackson thrust faults intersect. There have been at least five other earthquakes in the planning area vicinity with magnitudes of 4 or 5 over the past 70 years.

The potential for property damage has increased, especially in the northwestern portion of the planning area. Today, more and more homes are built away from the valley floor upon slopes and loosely consolidated alluvial fan deposits. As a consequence, even small intensity quakes may activate landslides and dislodge boulders, resulting in property damage.

### *Landslides*

Landslides and mudslides are another geologic hazard within the planning area. Landslides caused U.S. Highway 189 to be rerouted from the east bank of the Snake River to the west bank, and the South Park bridge to be built. Here soft Tertiary shale and sandstone rock has slid toward the riverbank as the Snake River exits the Jackson Hole valley and enters the upper Snake River Canyon. The fast moving water has cut into this steep bank as the Snake River makes a sharp bend southeast of the South Park highway bridge.

The most famous recent landslide of the region is the Lower Gros Ventre Slide. This slab-type slide occurred in 1925 when Pennsylvanian-aged rocks on the north slopes of Sheep Mountain slid north, blocking the Gros Ventre River. A natural dam 225 feet high was created. Water backed up behind the debris dam and created Lower Slide Lake, which is two miles long. Two years later in the spring of 1927, the top 50 feet of this natural dam broke and flooded the Gros Ventre valley. This sudden wall of water destroyed the village of Kelly, with a loss of six lives (Love 1997). Other more ancient landslides exist further up the Gros Ventre River drainage

system. The Lower Gros Ventre Slide is located about 12 air miles northeast of the planning area (for the geology of the slide area, see Love 1992).

Further to the south in the spring of 1997, a mudslide blocked U.S. Highway 89 just south of Hoback Junction. Landslides are most prone to happen in the spring when the ground is saturated with snowmelt and glide planes are well lubricated.

## **Off-Highway Vehicles**

Most of the existing roads on the public land parcels are part of the US and/or Teton County transportation system. Off-highway vehicles (OHVs) that are used in the planning area include snowmobiles, motorcycles, all-terrain vehicles, and mountain bikes. OHV use on BLM parcels in the planning area is minimal, due to limited public road access. However, some unauthorized trails are becoming established. Motorized boating occurs but is not currently a popular activity. Mountain biking on the levees is a common recreation activity. Some mountain bike use is also occurring off road and contributes to the maintenance of unauthorized trails.

The BLM recognizes the use of bicycles and other human-powered, mechanized conveyances as appropriate recreational activities. While Federal regulations do not specifically address management of non-motorized vehicle use, a National Mountain Biking Strategic Action Plan was finalized in November 2002. When BLM produces program guidance for managing mountain biking use, this plan will comply with that guidance. There are substantial differences in the types of use, associated impacts, and management approaches between non-motorized and motorized vehicle activities. Until rules for non-motorized vehicle use on public lands are established, the BLM will continue to include non-motorized use within the context of OHV designations.

## **Paleontological Resources**

Pleistocene-age river terrace deposits along the Snake River have a very slight potential to contain vertebrate fossils. The occurrence of fossils in the river gravels and riparian areas is very remote. There is a slightly higher potential for fossil occurrence on parcels that include lands above the river terraces.

## **Recreation**

The types of recreation activities available on BLM-administered lands in the planning area or as a result of public access include: float fishing and scenic floating, both private and guided; waterfowl hunting; mountain biking; hiking, dog walking, wildlife viewing, cross-country skiing and OHV activities. The season of use for the planning area is year long; there are recreation activities for any season of the year. Visitor use is highest during the summer months. In addition to public lands in the planning area, recreation easements on private lands within the river levees provide for recreation access for the purposes of boating, rafting, fishing, hiking, and picnicking. Some of these easements include access to the riverbank levees. For the most part the public cannot use the uplands on private lands encumbered by the recreational easements; the easements generally only apply to lands in the Snake River channel that lie between the levees.

The broader easements allow the public access to the levees, but never to lands upland of the levees. The later more restrictive easements preclude public access to the levees. These easements do not actually enhance access to the river, but allow activities on the river that are generally not allowed on navigable waters crossing private lands in Wyoming. For instance, on the Snake River through the planning area, recreationists can anchor boats, wade, hike, picnic, and fish on the river as it crosses private lands. Unlike most areas in Wyoming, recreationists may anchor boats, wade, swim, and hike in the river channel where the underlying surface is private land. Hunting, open fires, and overnight camping are prohibited on all recreation easements on private lands. Public lands in the planning area are closed to overnight camping.

The majority of river floating activity occurs during the warmest months following the high flows of early summer snow melt. Float fishing use begins in April with the opening of trout fishing season and peaks as fishing conditions improve during late summer and fall. Walking, biking, and horseback riding are the most common upland activities. Swimming and wade fishing are also popular activities and most commonly occur near the public access locations provided at the Wilson Bridge and near Emily Stevens County Park. A few lesser-known road-accessed river locations provide additional river corridor access.

The only developed boating access on public lands is the Wilson Bridge boat ramp (parcel 13, Map 5). The Wilson Bridge boat ramp is a boating take-out and put-in for approximately 23 miles of the Snake River. This access, developed in cooperation with Teton County, consists of a gravel ramp for launching and landing boats, a parking area, restrooms, and information kiosk. The NPS provides boating access at Moose, Wyoming, for floating downstream to the Wilson Bridge access. Private landowners provide some limited floating access.

The WGFD provides other public boating access through an access agreement on private lands located at the north end of the South Park Bridge. An area on public lands on the south side of the South Park bridge (parcel 26, Map 9) has occasionally been used for landing and launching boats, but has not been developed for this purpose. There is currently a proposal to develop a boat launch area on public lands near the South Park bridge.

Commercially guided scenic float and fishing trips are popular in the planning area as part of the tourism-based economy of the town of Jackson. Commercial, competitive, and large group floating activities are currently unregulated within the planning area, except where floating access is provided by the NPS in Moose, Wyoming. The FS regulates commercial, competitive, and group use in river segments below the South Park bridge. Commercial and private floating use fluctuates yearly, but water-based recreation activity and demand throughout the region has increased dramatically over the past 20 years. The demand for these services and activities will likely continue to grow. River use allocation measures have been implemented by other land management agencies to protect wildlife habitat, provide for human health and safety, and maintain a quality recreation experience. The commercial floating and large group floating use is at times at or near maximum use levels. The river segments within the planning unit provide for substantial commercial and private floating use. Rough estimates of floating use in the Wilson to South Park floating segment exceed 25,000 people per floating season. Up to 60 boats per day may launch from the Wilson Bridge boat ramp. Upland use by the public for recreation activities on public lands and easements within the river corridor likely exceeds 25,000 visits per year. The demand for recreation facilities and recreation activities currently exceeds the supply of services and opportunities. This imbalance is expected to continue regardless of applied existing or future

management scenarios. A trend of increasing recreation visitation is also expected to continue, further widening the gap between supply and demand.

## **Recreation Opportunity Spectrum**

Public lands are managed to provide a broad spectrum of recreational opportunities. The recreation opportunity spectrum (ROS) provides the BLM with a framework for determining existing outdoor recreation opportunities and management potential based upon a combination of activity, setting, and experience.

Use of the ROS provides for establishment of outdoor recreation management goals and objectives for specific areas, provides for analysis of the impact of proposed resource management actions on available recreation opportunities, provides for monitoring in terms of established standards for recreation experience and opportunities settings, and provides for specific management objectives and standards for project plans.

The ROS system divides the continuum into six management classes, with “primitive” providing the most isolated, natural, and challenging setting and “urban” providing the most user intensive, developed, and modified setting. The ROS classifications for this planning process were described based upon what the recreationist may see, hear, and experience from the river corridor where public lands and recreation easements allow for public use management. The six classes are: primitive, semi-primitive nonmotorized, semi-primitive motorized, roaded natural, rural, and modern urban. The ROS classifications for the Snake River corridor are depicted on Map 16.

The recreation opportunity spectrum system describes probable physical settings, experiences, and activities for each class and identifies where these combinations occur within the planning area. Area classification allows for flexibility where the overlapping of class characteristics commonly occurs. The use of this system on public lands will help better recognize and meet the public’s growing demand for a wide variety of recreation activities and settings within the planning area.

## **Socioeconomics**

### **Overview**

Jackson is located in northwest Wyoming and serves as a gateway to Grand Teton and Yellowstone National Parks. It is located in a scenic valley known for the surrounding majestic mountains and beautiful vistas. As a result of the beauty of the area, tourism is an important component of the local economy. In addition, given this backdrop, Jackson is a highly desirable place to live. This desirability can be contrasted against the high cost of living in the area.

Due to high housing costs, Teton County is the most expensive county in Wyoming in which to live (State of Wyoming 2001). The cost of living in Teton County is, on average, 41% higher than in all the other counties in Wyoming. This is a significant cost of living differential that sets Jackson apart from the rest of the state.

## Population

The population growth rate from 1970 through 2000 for Jackson and Teton County has been substantially greater than the average for the state of Wyoming, as shown in Table 3-3. This high, sustained growth rate for the 30-year period beginning in 1970 illustrates the desirability of the Jackson area. In addition, it reveals the potential for an increase in demand for local access to public land along the Snake River.

The Wyoming Department of Administration and Information projected the populations of Jackson and Teton County would be 6,701 and 16,280, respectively, by 2008. However, Table 3-3, with information from the 2000 Census, indicates the forecast was underestimated. Both Jackson and Teton County had surpassed the population forecast for 2008 by the year 2000.

**TABLE 3-3  
POPULATION**

| Year   | 1970    | 1980    | 1990    | 2000    |
|--|---------|---------|---------|---------|
| <b>Jackson</b>                                   |         |         |         |         |
| Population (number of persons)*                  | 2,688   | 4,511   | 4,472   | 8,647   |
| Compound Annual Growth Rate (10 year increments) |         | 5.31%   | -0.09%  | 6.82%   |
| Compound Annual Growth Rate (1970 base year)     |         |         |         | 3.97%   |
| <b>Teton County</b>                              |         |         |         |         |
| Population (number of persons)*                  | 4,823   | 9,355   | 11,172  | 18,251  |
| Compound Annual Growth Rate (10 year increments) |         | 6.85%   | 1.79%   | 5.03%   |
| Compound Annual Growth Rate (1970 base year)     |         |         |         | 4.54%   |
| <b>Wyoming</b>                                   |         |         |         |         |
| Population (number of persons)*                  | 332,416 | 469,557 | 453,588 | 493,782 |
| Compound Annual Growth Rate (10 year increments) |         | 3.51%   | -0.35%  | 0.85%   |
| Compound Annual Growth Rate (1970 base year)     |         |         |         | 1.33%   |

\*U.S Bureau of Census

## Income

Tourism is an important component of the local economy in Jackson and Teton County. As illustrated in Table 3-4, the sectors entitled retail trade and services have been growing at an adjusted annual compound rate of 5.54% and 6.48%, respectively, from 1970 through 2000 (measured in 2000 dollars). Moreover, retail trade is growing at a rate that is 73% greater than the growth rate for retail trade for the state of Wyoming (Table 3-5).

It is also interesting to note that services accounted for nearly 25% of personal income in Teton County, compared to only about 13% of personal income in Wyoming, in 2000. Also, in 2000, retail trade constituted nearly 9.5% of personal income in Teton County, compared to only 6.2% of personal income for the state of Wyoming. As a percentage of personal income, the sectors making up the bulk of the tourism economic activity are much more important to the Teton County economy than to the Wyoming economy as a whole.

Teton County has been experiencing a substantial growth rate in population. This is reflected in four of the sectors: construction; retail trade; finance, insurance and real estate; and services. The annual adjusted growth rate difference from 1970 to 2000 in these four categories for Teton County compared to the state of Wyoming is, respectively, 73.26%, 72.99%, 60.45% and 41.35% higher.

**TABLE 3-4  
PERSONAL INCOME, TETON COUNTY**

|  | 1970    | 1980    | 1990    | 2000    | Compound Annual Growth Rate |
|--|---------|---------|---------|---------|-----------------------------|
| Personal income  | 134,933 | 294,069 | 510,621 | 933,387 | 6.66%                       |
| Nonfarm personal income                                | 130,322 | 292,796 | 509,101 | 933,510 | 6.78%                       |
| Farm income <sup>1</sup>                               | 4,611   | 1,273   | 1,520   | -123    |                             |
| Earnings by place of work                              | 97,311  | 210,694 | 360,418 | 638,655 | 6.47%                       |
| less: Personal cont. for social insurance <sup>2</sup> | 3,488   | 9,122   | 24,423  | 42,553  | 8.70%                       |
| plus: Adjustment for residence <sup>3</sup>            | -555    | -6,000  | -40,875 | -97,123 | 18.79%                      |
| equals: Net earnings by place of residence             | 93,268  | 195,572 | 295,121 | 498,979 | 5.75%                       |
| plus: Dividends, interest and rent <sup>4</sup>        | 36,672  | 85,661  | 193,683 | 399,688 | 8.29%                       |
| plus: Transfer payments                                | 4,993   | 12,836  | 21,817  | 34,720  | 6.68%                       |
| Wage and salary disbursements                          | 65,467  | 137,946 | 263,516 | 475,034 | 6.83%                       |
| Other labor income                                     | 2,734   | 13,621  | 27,435  | 41,494  | 9.49%                       |
| Proprietors' income <sup>5</sup>                       | 29,110  | 59,127  | 69,449  | 122,127 | 4.90%                       |
| Farm proprietors' income                               | 2,206   | -698    | 542     | -1,055  |                             |
| Nonfarm proprietors' income                            | 26,904  | 59,825  | 68,908  | 123,182 | 5.20%                       |
| Farm earnings  | 4,611   | 1,273   | 1,520   | -123    |                             |
| Nonfarm earnings                                       | 92,700  | 209,422 | 358,898 | 638,778 | 6.65%                       |
| Private earnings                                       | 75,537  | 176,001 | 312,756 | 561,772 | 6.92%                       |
| Ag. Services, forestry, fishing, & other <sup>6</sup>  | 746     | 788     | 1,760   | 7,967   | 8.22%                       |
| Mining   | 852     | 14,497  | 1,265   | (D)     | 8.16%                       |
| Construction   | 9,218   | 34,699  | 54,898  | 117,143 | 8.84%                       |
| Manufacturing  | 3,488   | 6,382   | 7,822   | 15,083  | 5.01%                       |
| Transportation and public utilities                    | 2,694   | 7,367   | 9,846   | 21,205  | 7.12%                       |
| Wholesale trade  | 1,172   | 4,353   | 5,341   | (D)     |                             |
| Retail trade   | 17,544  | 35,111  | 58,071  | 88,517  | 5.54%                       |
| Finance, insurance, and real estate                    | 4,966   | 9,636   | 17,909  | 66,455  | 9.03%                       |
| Services   | 34,862  | 63,169  | 155,843 | 229,072 | 6.48%                       |
| Government and government enterprises                  | 17,162  | 33,420  | 46,142  | 77,006  | 5.13%                       |

**TABLE 3-5  
PERSONAL INCOME, WYOMING**

|   | 1970      | 1980       | 1990       | 2000       | Compound Annual Growth Rate |
|---|-----------|------------|------------|------------|-----------------------------|
| Personal income                                   | 5,806,353 | 11,646,597 | 10,750,231 | 13,521,575 | 2.86%                       |
| Nonfarm personal income                           | 5,435,440 | 11,466,606 | 10,559,189 | 13,412,188 | 3.06%                       |
| Farm income <sup>1</sup>                          | 370,913   | 179,991    | 191,042    | 109,387    | -3.99%                      |
| Earnings by place of work                         | 4,579,659 | 9,481,940  | 7,530,552  | 8,940,138  | 2.25%                       |
| less: Personal cont. for social ins. <sup>2</sup> | 161,615   | 434,627    | 443,716    | 546,999    | 4.15%                       |
| plus: Adjustment for residence <sup>3</sup>       | 586       | -160,186   | -15,830    | -33,763    |                             |
| equals: Net earnings by place of res.             | 4,418,630 | 8,887,127  | 7,071,006  | 8,359,376  | 2.15%                       |
| plus: Dividends, interest and rent <sup>4</sup>   | 933,448   | 1,941,106  | 2,512,872  | 3,561,517  | 4.56%                       |
| plus: Transfer payments                           | 454,275   | 818,364    | 1,166,353  | 1,600,682  | 4.29%                       |
| Wage and salary disbursements                     | 3,483,912 | 7,382,858  | 5,562,081  | 6,772,578  | 2.24%                       |
| Other labor income                                | 211,952   | 864,057    | 793,082    | 803,106    | 4.54%                       |
| Proprietors' income <sup>5</sup>                  | 883,794   | 1,235,025  | 1,175,390  | 1,364,454  | 1.46%                       |
| Farm proprietors' income                          | 231,556   | 59,840     | 124,188    | 29,084     | -6.68%                      |
| Nonfarm proprietors' income                       | 652,239   | 1,175,186  | 1,051,201  | 1,335,370  | 2.42%                       |
| Farm earnings                                     | 370,913   | 179,991    | 191,042    | 109,387    | -3.99%                      |
| Nonfarm earnings                                  | 4,208,746 | 9,301,949  | 7,339,511  | 8,830,751  | 2.50%                       |
| Private earnings                                  | 3,117,233 | 7,649,396  | 5,366,109  | 6,735,326  | 2.60%                       |
| Ag. Svcs, forestry, fishing, other <sup>6</sup>   | 27,215    | 30,425     | 50,777     | 73,498     | 3.37%                       |
| Mining  | 547,538   | 2,368,178  | 1,310,740  | 1,326,625  | 2.99%                       |
| Construction                                      | 377,198   | 1,131,352  | 498,755    | 760,400    | 2.36%                       |
| Manufacturing                                     | 274,686   | 433,727    | 365,436    | 471,765    | 1.82%                       |
| Transportation and public utilities               | 481,361   | 924,125    | 740,282    | 767,328    | 1.57%                       |
| Wholesale trade                                   | 144,195   | 414,417    | 250,765    | 298,233    | 2.45%                       |
| Retail trade                                      | 536,004   | 875,953    | 695,019    | 837,076    | 1.50%                       |
| Finance, insurance, & real estate                 | 155,961   | 290,903    | 247,437    | 446,889    | 3.57%                       |
| Services  | 573,075   | 1,180,316  | 1,206,898  | 1,753,512  | 3.80%                       |
| Government and govt enterprises                   | 1,091,513 | 1,652,554  | 1,973,401  | 2,095,425  | 2.20%                       |

Footnotes for tables 3-4 and 3-5 (all figures are in 2000 dollars):

<sup>1</sup> Farm income consists of proprietors' income; the cash wages, pay-in-kind, and other labor income of hired farm workers; and the salaries of officers of corporate farms.

<sup>2</sup> Personal contributions for social insurance are included in earnings by type and industry but they are excluded from personal income.

<sup>3</sup> The adjustment for residence is the net inflow of the earnings of interarea commuters.

<sup>4</sup> Rental income of persons includes the capital consumption adjustment.

<sup>5</sup> Proprietors' income includes the inventory valuation adjustment and capital consumption adjustment.

<sup>6</sup> "Other" consists of wage and salary disbursements to U.S. residents employed by international organizations and foreign embassies and consulates in the United States.

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

\*REIS, Regional Economic Information System 1969-98, U.S. Department of Commerce, Economics and Statistics Administration, Bureau of Economic Analysis

## Per Capita Income

Per capita income provides a good indicator of the economic well being of an area. Teton County has, by a large margin, the highest per capita income in the state of Wyoming, with a 2000 per capita income of \$50,913. Per capita income in Teton County is 86% higher than for the state of Wyoming for the year 2000 (Table 3-6).

**TABLE 3-6  
PER CAPITA INCOME, TETON COUNTY AND WYOMING**

|             | <b>2000</b> |
|-------------|-------------|
| Wyoming     | 27,372      |
| Albany      | 23,772      |
| Big Horn    | 19,884      |
| Campbell    | 27,601      |
| Carbon      | 23,434      |
| Converse    | 23,381      |
| Crook       | 22,846      |
| Fremont     | 22,267      |
| Goshen      | 22,921      |
| Hot Springs | 23,393      |
| Johnson     | 24,381      |
| Laramie     | 28,035      |
| Lincoln     | 20,980      |
| Natrona     | 32,112      |
| Niobrara    | 23,355      |
| Park        | 26,686      |
| Platte      | 23,984      |
| Sheridan    | 28,221      |
| Sublette    | 26,927      |
| Sweetwater  | 29,125      |
| Teton       | 50,913      |
| Uinta       | 22,042      |
| Washakie    | 25,428      |
| Weston      | 26,280      |

### Summary

The population growth in Teton County increases the demand for access to public land along the Snake River corridor. Additionally, the growth in tourism increases the demand for access to these same public lands. No other lands along the Snake River in Teton County provide the type of river access, close to town and residences, available on the public lands in the planning area.

The importance of tourism to the Teton County economy points out the consequence of recreational expenditures to the overall vitality of the county's economy. One way of examining these recreational expenditures is to identify the new money coming into the local economy as a result of tourism, and then use a regional model, such as an Input/Output model, to quantify the direct, indirect and induced impacts associated with a particular alternative. However, for this RMP EIS, the analysis will focus on the non market values of the public lands along the Snake River corridor as they relate to the different management alternatives being considered. The private real estate market influences the value of public lands in the Snake River planning area. However, in addition to the high land prices in Teton County, there are additional values attached to these public lands that are not measured in the private market. Non-market values of the BLM parcels were further studied in a Contingent Valuation Methodology study conducted in 2001 (see Appendix 6).



## Soils

Soils found along the Snake River floodplain generally are dark, poorly drained, and have a fine sandy loam surface about 24 to 30 inches thick overlying extremely gravelly loamy sand to a depth of 60 inches or more. These soils are characterized by a fluctuating water table between 3 feet and the surface from May through July and are subject to flooding from May through June.

The plant community is dominated by species that tolerate a high water table. Cottonwood, willow, hawthorn, buffaloberry, silverberry, and currant are common woody species.

Flooding and high water tables put severe limitations on building site development, sanitary facilities, and permanent recreational facilities. Wildlife habitat potential is good and the potential as a gravel source is good. These soils are a poor source for topsoil and for material with which to construct dikes, embankments, or levees.

Upland areas, with slopes from 10 to 90%, are dominated by dark, well drained, silt loam or loam soils greater than 60 inches to bedrock. Some areas have rock fragments throughout the soil profile.

The plant community is characterized by sagebrush along with bitterbrush, serviceberry and snowberry, and grasses in the open areas, while lodgepole pine and Douglas fir are often found on forested hillsides.

Steep slopes are the main limitation to building site development, sanitation facilities, and permanent recreational facilities. Wildlife habitat potential is fair to good. These soils are a poor source for gravel or topsoil.

Detailed soils information for this area can be found in: Soil Survey of Teton County, Wyoming, Grand Teton National Park Area, 1982, USDA-Natural Resource Conservation Service.

## Special Status Plant Species

Complete floristic inventories have not been conducted on a large scale in the Bureau; information available on each species varies, as do potential threats and opportunities for management and protection. Site specific and general inventories have been conducted for some species; however, areas inventoried but having no candidate plants frequently were not mapped and/or the information was never placed in reports that could be referenced. Permanent transects have been established and baseline information gathered for other species. Complete information is lacking for many of the species.

The BLM is required by law to protect and manage for threatened, endangered, proposed, and candidate species identified by the USFWS. Four plants known to occur in Wyoming have been listed as threatened or endangered under the Endangered Species Act (ESA). BLM is also required to protect and manage for state listed species. The State of Wyoming does not have an official list of rare, threatened, or endangered plant species. Wyoming BLM has established a list of BLM state sensitive species. BLM is required to protect these plants at the minimum level of

protection as a federal candidate species. State and federal agencies have historically given these species special consideration until their status is accurately assessed.

### Federally Listed Species

The planning area has one known federally listed plant species near its boundaries. The other listed or proposed species are located in the central and eastern portions of Wyoming.

Ute Ladies'-tresses (*Spiranthes diluvialis*), an orchid listed as threatened, has been located along the South Fork of the Snake River in Idaho, and similar habitat occurs along the Snake River corridor in Wyoming. Several searches have found suitable habitat but no individuals within the planning area. A survey conducted for the Fall Creek Road improvement project also found no individuals of this species. This species does not produce growth every year, so it is possible that the species does occur and has not been found yet; however, the elevation of Jackson Hole is thought to be too high for the species. The likelihood that the Ute ladies'-tresses occurs in the planning area is low.

### BLM Sensitive Species

The Pinedale Field Office has six BLM sensitive species within its boundary. Their habitat is not found within the Snake River Corridor and the species are not likely to be found in the planning area. Table 3-7 lists the species and their associated habitats.

**TABLE 3-7  
SENSITIVE SPECIES**

| Common Name              | Scientific Name                                      | Habitat  |
|--------------------------|--|--|
| meadow pussytoes         | <i>Antennaria arcuata</i>                            | Moist, hummocky meadows, seeps or springs surrounded by sage/grasslands 4,950-7,900'                           |
| Trelease's milkvetch     | <i>Astragalus racemosus</i><br><i>var. treleasei</i> | Sparsely vegetated sagebrush communities on shale or limestone outcrops and barren clay slopes at 6,500-8,200' |
| Cedar Rim thistle        | <i>Cirsium aridum</i>                                | Barren, chalky hills, gravelly slopes, and fine textured, sandy-shaley draws 6,700-7,200'                      |
| large-fruited bladderpod | <i>Lesquerella macrocarpa</i>                        | Gypsum-clay hills and benches, clay flats, and barren hills 7,200-7,700'                                       |
| Beaver Rim phlox         | <i>Phlox pungens</i>                                 | Sparsely vegetated slopes on sandstone, siltstone, or limestone substrates 6,000-7,400'                        |
| tufted twinpod           | <i>Physaria condensata</i>                           | Sparsely vegetated shale slopes and ridges 6,500-7,000'  |

# Vegetation

## General Description

Most plants found on the Snake River floodplain are intricately related to sediment deposition and water discharge patterns over time. Sediment deposition provides the substrate (soil) for plants, while water levels relative to sediment surfaces provide water for growth of established plants and seed germination (Merigliano 1996).

The COE has developed generalized categories in which to group the vegetation cover types of the Snake River in Jackson Hole. These are: Riparian Forested, Riparian Shrubland, Riparian Grassland, Upland and Palustrine, and Riverine. While all of these types may occur to some degree along the river reaches under BLM's jurisdiction, the principal cover type is the Riparian Forested.

A narrow-leaf cottonwood riparian complex dominates the Riparian Forested cover type within the river corridor. Common riparian plants found along the Snake River include:

- Canada goldenrod (*Solidago canadensis*)
- Douglas fir (*Pseudotsuga menziesii*)
- Engelmann spruce (*Picea engelmannii*)
- goldenaster (*Heterotheca villosa*)
- Kentucky bluegrass (*Poa pratensis*)
- licorice root (*Glycyrrhiza lepidota*)
- lodgepole pine (*Pinus contorta*)
- narrow-leaf cottonwood (*Populus angustifolia*)
- quaking aspen (*Populus tremuloides*)
- red-osier dogwood (*Cornus stolonifera*)
- redtop (*Agrostis stolonifera*)
- reed canarygrass (*Phalaris arundinacea*)
- sandbar willow (*Salix exigua*)
- silverberry (*Elaeagnus commutata*)
- subalpine fir (*Abies lasiocarpa*)
- water birch (*Betula occidentalis*)
- western serviceberry (*Amelanchier alnifolia*)
- western wheatgrass (*Elymus smithii*)
- yellow willow (*Salix lutea*)

This vegetation screens much of the river corridor from human intrusions and alterations. However, land uses occurring along much of the river's edge are altering the natural vegetation.

## Condition

In 1990, the USFWS predicted a declining trend for the cottonwood forests along the Snake River corridor due to a lack of overbank flooding necessary for new stand stimulation. Cover type mapping performed by the COE supports this hypothesis. Long-term replacement of these stands depends on periodic habitat conditions caused by flooding and floodplain scouring. The declining trend in vegetation condition is likely to continue with the operation and maintenance of the flood-control levees.

Disturbances, such as maintenance and construction of levees, open large areas for colonization by opportunistic species. The disturbance reduces or eliminates other plant species and allows for exploitation of the resources present. The levees, and activities associated with them, create a corridor of disturbance that initiates a shift in the herbaceous species composition from one dominated by natives to one dominated by exotic (and noxious) weeds.

Noxious weeds common to the Snake River corridor include: spotted knapweed (*Centaurea maculosa*), Dalmatian toadflax (*Linaria dalmatica*), houndstongue (*Cynoglossum officinale*), Canada thistle (*Cirsium arvense*), and musk thistle (*Carduus nutans*).

## Present Use

The mature riparian forests are beneficial to many wildlife species. These stands provide hiding, nesting and thermal cover for a broad variety of birds and mammals. The vegetation communities provide forage for domestic livestock and for native wildlife. The cottonwood forests provide aesthetically pleasing stop-over areas for river floaters. Mushroom hunters search for morels under cottonwood stands during the spring and early summer.

## Visual Resources

The Snake River and its cottonwood forest, backed by the Teton, Gros Ventre, and Snake River mountain vistas, provides some of the greatest scenic values in Wyoming. This scenery is also integral to the recreation and tourism-based economy of Jackson and Teton County. Several of the public land parcels provide views of the Grand Teton and other peaks in the Teton Range. The river and cottonwood forests provide scenic backdrop to many homes in the area.

A visual resource inventory and classification process was performed for the planning area as viewed from the riparian corridor of the Snake River, where most human activity on public lands occurs. A visual resource inventory provides 1) an inventory tool that portrays the relative visual quality of a landscape, and 2) a management tool that delineates visual protection standards by which surface disturbing activities may occur and establishes guidelines for the rehabilitation of existing projects, facilities and disturbances. The visual resource inventory and classification process is based upon a qualitative analysis of like scenery, as observed from appropriate distance zones and with consideration of the public's sensitivity to viewshed modification. The inventory unit for this RMP effort included the foreground-middle ground distance zone, as viewed from the riparian corridor. The public lands within this inventory unit were classified as visual resource inventory class II.

The visual resource management classes are assigned through decisions made in the RMP process. Visual resource management classes are determined with consideration for other natural resource values, land uses, and watershed manageability. Land uses common to this inventory unit include light industrial, residential, commercial, agricultural, concentrated and dispersed recreation activities, and wildlife management. The objectives for visual resource classes are as follows:

- Class I: Preserve the existing character of the landscape. This class provides for natural ecological changes; however, it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention.
- Class II: Retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen but should not attract the attention of the casual observer. Any changes should repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.
- Class III: Partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract the attention but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.
- Class IV: Provide for management activities which require major modification of the existing landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements.

## **Watershed**

The planning area is located in the upper reaches of the Columbia River Basin. The area includes approximately 23 miles of the Snake River, 4 miles of the Gros Ventre River, and associated wetlands.

Both rivers can provide sizeable amounts of water and sediment. The Snake River was traditionally a wide, sometimes braided channel with multiple overflow channels. The Jackson Lake Dam and the almost continuous levee system have altered the flow of water and sediment in the system to the point that the landform between the levees is rapidly changing. The levee system has reduced the river's access to many of its historic overflow channels. This has resulted in changes to the channel system, as well as changes in sediment and energy transport and distribution.

The Snake River Water Catchment above the confluence with the Gros Ventre River is larger and has a greater volume of flow than the Gros Ventre River (Table 3-8).

**TABLE 3-8**  
**WATER FLOW OF THE SNAKE AND GROS VENTRE RIVERS**

| USGS<br>Water Monitoring<br>Station  | Water<br>Catchment<br>Area (mi <sup>2</sup> ) | Minimum<br>Flow<br>(Ft <sup>3</sup> /sec) | Mean<br>Flow<br>(Ft <sup>3</sup> /sec) | Maximum<br>Flow<br>(Ft <sup>3</sup> /sec) |
|--------------------------------------|---|---|--|---|
| Snake River at Moose WY - #13013650  | 1,697   | 3,720                                     | 4,010                                  | 4,360                                     |
| Gros Ventre at Zenith WY - #13015000 | 683   | 1.2                                       | 91                                     | 287                                       |

The Jackson Lake Dam, originally constructed in 1910-1911, provides some moderating influence on flow fluctuations in the Snake River. It can also maintain high flows for extended periods of time. The Gros Ventre River has few significant artificial flow restricting structures, and thus has a more variable, but lower total volume, flow. The effect that this difference has upon sediment transport is unknown at this time.

The Snake River channel primarily consists of material from glacial outwash deposits from the upstream portion of the Snake, and landslide material from the Gros Ventre and other landslides located along the two rivers.

Prior to 1955, there were a few short, unconnected levees along the Snake River. There were some minor bank structures as early as 1947. Between 1955 and 1964, about 13 miles of continuous levees were constructed. The levee system was expanded in later years and levee construction continues, although at a slower rate. Currently, the system encompasses about 20 miles of channel. Land use and property values have virtually assured the maintenance and expansion of the levee system in the future.

Analysis of pre-1955 photographs suggests that approximately 1/4 of the land that is currently within the levee system consisted of wooded islands. The percentage of wooded islands between the levees is considerably less at this time. Many of the islands have been completely removed while others are actively eroding. There is little evidence of island building.

Within the levee system, the average slope of the river is about 18 to 25 feet of channel drop per mile of channel length. Up and down stream from the levee system the river is less steep, with channel drops averaging between 13 and 22 feet per mile. This results in an overall greater amount of kinetic energy within the leveed portions of the channel.

The higher energies within the leveed reaches of the river have created an overall erosion of the stream channel. If the movement of material between the levees was uniform, the overall loss of material would be about 0.85 feet between 1954 (prior to major levee construction) and 1988.

The distribution of the material between the levees is not even. Some areas have dropped while others have gained in elevation. Some stream reaches have shown a fluctuation in the elevation of the deepest portion of the channel (thalweg) varying from 7 feet below to 9 feet above the 1954 survey level. There are theories for this uneven distribution of material, the most likely being constrictions within the channel restricting the flow of bedload material. Continued building up of the gravel substrate in some portions of the river could create a risk of floods or damage to

highway bridges. The channel's shape is still changing, so it is not known if the current patterns will remain constant over time.

As a result of the high bed load and high flows, the thread of the river tends to switch channels frequently. This, in combination with the artificially confined nature of the channel, has created some concern for the remaining islands within the levee system as well as for the stability of the levee system itself. The Snake River Restoration Project has been proposed by Teton County and the COE to help address this situation.

The BLM manages a relatively small amount of land within the Wyoming portion of the Snake River corridor. This, in combination with the high percentage of private land, the levee system, and efforts to manipulate the channel within the levees suggests that the overall effect on water quality from activities taking place on BLM managed lands is minor in comparison to the potential presented by the surrounding lands. Recreation related activities and unauthorized dumping are the actions that are most likely to take place on BLM managed lands that could directly affect water quality. Sanitation facilities at key recreation sites and site visits to BLM parcels by land managers help to reduce negative impacts but cannot prevent all undesirable activities.

The Snake River on the BLM parcels was assessed for Proper Functioning Condition on August 15, 1996. On all parcels, the river was determined to be in nonfunctioning condition, primarily because the river levees prevent its access to its natural floodplain, prevent regeneration of the cottonwood stands along its banks, and channelize the flow.

The BLM parcels contain some lentic surface water features, such as oxbow lakes and wetlands, which have water tables closely tied to the stage of the river. These features are generally located away from the main recreation corridor. Within the levee system, movements of the main channel and efforts to restrain this movement can have a marked effect on the water quality of an individual water body through both erosion and stagnation behind newly constructed features. Given the comparatively small size of these water bodies, the effect that they have on water quality in the Snake River is most likely undetectable.

Water features that exist on BLM parcels outside of the levee system appear to have water levels closely tied to the level of the Snake River. Seeps and springs that have other water sources may exist but they are not immediately evident. Conditions of the water features outside the levees tend to be less disturbed than those within. Conditions also appear to be closely tied to the level of grazing and recreational activity associated with the area.

## **Wild and Scenic Rivers**

Assessment of the parcels for eligibility and suitability under the Wild and Scenic Rivers (WSR) Act has been conducted. All the parcels on the Snake River were found to be eligible for inclusion in the WSR system, due to their importance for recreation and wildlife habitat and valuable scenic qualities. However, the parcels were not found suitable for inclusion in the WSR system, chiefly due to their small size and each parcel's orientation along one side only of the river, leading to difficulty of managing them as part of the Wild and Scenic Rivers system.

## Wildlife and Fisheries

The ribbon of cottonwood riparian forest surrounded by sagebrush or open field creates extremely important habitat for a diversity of wildlife (Brinson, et al. 1981; Brockmann 1993; Cerovski, et al. 2001; Oneale 1993; Simpson, et al. 1982). The Snake River riparian corridor is a major migration route and breeding area for migratory songbirds and raptors (Minta and Campbell 1991a). The productivity of bald eagle (*Haliaeetus leucocephalus*) nests along the Snake River is credited for the eagle recovery of the entire Greater Yellowstone region (Swenson, et al. 1986). This area is not identified as a major waterfowl flyway, though many species do nest or transition through the corridor (Bellrose 1976). The river corridor supports migration routes for elk (*Cervus elaphus*) and mule deer (*Odocoileus hemionus*), as well as limited crucial winter range for these species and the moose (*Alces shirasi*). The planning area includes two elk feedgrounds. Teton County (1994) identifies a variety of wildlife as “Species of Special Concern (SSC)” from the investigation conducted by Biota Research and Consulting, Inc. (Minta and Campbell 1991a,b). Some of these species are considered because of their dependence on the river for survival (obligates), others are chosen due to their use of a habitat that provides a range of desired conditions, i.e., cover, forage, a zone free of human disturbance or influence.

The wildlife resources are dependent on a functioning environment, which provides all of the elements for survival in the proper balance, and the riparian system is considered the most valuable (Bull 1977; Carothers and Johnson 1975). Human activities, i.e., “channel alteration, ground water pumping, surface diversion, impoundment, direct removal of riparian vegetation, alteration of flooding regimes, and urbanization...contaminants, recreation, grazing, and habitat fragmentation...” are having a detrimental impact to the riparian corridors of the Snake River which is resulting in degradation and losses of wildlife habitats (Cerovski, et al. 2001; USFWS 1986b, 1992). The current levee system has resulted in a reduction in riparian/wetland habitats, which in turn is changing the composition of species (UW undated). Key to the survival of all the wildlife species that use the Snake River corridor for some or all of their life-cycle is the need for protection from encroachment by human factors, i.e., direct presence (close interactions, pets, off-road vehicle use), and human-made altering of the habitat (levees/channelization, fences, vegetative manipulations-tree/snag removal) (Bull 1977; Cerovski, et al. 2001; Edwards 1978; Minta and Campbell 1991a,b; Olendorff and Kochert 1992; Teton County 1994). The relationship of healthy, productive and diverse wildlife populations to their habitats is specifically recognized in the WGFD Strategic Plan (WGFD 1998). Within “Goal 1” of this Plan is the intent to “maintain and enhance terrestrial wildlife habitats...[and] minimize loss of habitats through protection....”

### Terrestrial Resources - Avian

Over 400 avian fauna species have been documented in Wyoming, and 73 of these use riparian habitats (Cerovski, et al. 2001). GTNP reports over 300 species of birds within its boundaries (NPS 1997). GTNP has been “accepted, contacted but permission pending” for inclusion in the National Audubon Society’s Important Bird Area program which is confirmation of the avian values associated with the Yellowstone/Jackson ecosystem. The variety of birds throughout the planning area exceeds 150 species. Nearly 80% of these species breed along the Snake River corridor. The remaining species make use of the cottonwood-riparian habitat type for foraging and as an interlude on the spring and fall migrations, and some can be found as winter inhabitants. The vast majority (75%) of the avian species are classified as passerine or songbirds and over half of these are considered year-round residents (USFWS 1990, 1991, 1992). The



cottonwood-willow dominated lands of the riparian corridor are critical to sustaining avian biodiversity (Finch 1986; USFWS 1990). Degradation in the quantity and quality of avian habitats, principally riparian types, has led to declines in species diversity on a national scale (Olendorff and Kochert 1992; Pashley, et al. 2000). USFS (undated) notes that “24 of 53 avian species listed in the “blue list” were recorded during the summer of 1977 along the Snake River.” This “blue list” is identified as a nationwide listing of birds with evidence of “population declines” as reported by the Audubon Society in the Journal of American Birds.

Protection for most avian species comes under the Migratory Bird Treaty Act (MBTA) (16 U.S.C. 703-711)(CFR 2001). Adherence to the MBTA and participation in various avian conservation programs was emphasized in Executive Order 13186, *Responsibilities of Federal Agencies to Protect Migratory Birds* (66 FR [Federal Register] 3853), dated January 10, 2001. Federal agencies are directed to focus on such things as restoring and enhancing habitat as well as avoiding or minimizing adverse impacts to migratory bird populations.

Raptors find the habitat along the Snake River corridor an ideal area for seasonal use, migration interludes and year-round dwelling (USFWS 1992). The foraging opportunities are plentiful for species that rely on a diet of fish, waterfowl, or small animals that occupy the riparian habitat. The cottonwood canopy provides excellent perching and nesting sites, and the heavier vegetated areas limit the amount of human disturbance. In the food-chain hierarchy, raptors are considered at the top among avian species and are a representative indicator species of environmental condition (USFWS 1999). “Habitat is the key to managing raptor populations!” (Olendorff and Kochert 1992). Protecting nesting habitat and ensuring an adequate, “uncontaminated” food supply is crucial to sustaining a raptor population (Redig 1979). Raptors that utilize the Snake River corridor include: falcons - American kestrel (*Falco sparverius*), merlin (*F. columbiaris*), prairie falcon (*F. mexicanus*), and the peregrine falcon (*F. peregrinus*); hawks - red-tailed (*Buteo jamaicensis*), Swainson's (*B. swainsonii*), sharp-tailed (*Accipiter striatus*), Cooper's (*A. cooperi*), and northern goshawk (*A. gentilis*); and owls - the western screech-owl (*Otus asio*), great horned owl (*Bubo virginianus*), long-eared owl (*Asio otus*), and northern saw-whet owl (*Aegolius acadicus*), and the great gray owl (*Stix nebulosa*) (COE 1989; USFWS 1990, 1991).

The fish-rich Snake River system provides an ideal habitat for the fish-dependant osprey (*Pandion haliaetus*). This species in particular finds the partially dead or dead-standing trees along the river readily available for nesting and perching, though snags are valuable habitat components for other wildlife species (Bull 1977; Brockmann 1993; Miller 1977). Artificial nesting structures have been located along the river that serve as alternate, as well as convenient, nesting sites. The dependence of the osprey on the river system for most phases of its life cycle is complicated by its vulnerability to human disturbance during nesting, incubation and the early nestling period. The impact seems to depend on the timing and frequency of human activity, and the degree to which the osprey habituate to the disturbance early in the mating cycle (Zarn 1974).

Golden eagles (*Aquila chrysaetos*) and the federally threatened bald eagle (see Threatened and Endangered section) are year-long residents. Golden eagles are observed more often outside of the flood plain, while bald eagles use the riparian corridor extensively for nesting, perching and feeding (USFWS 1990, 1991).

The Snake River and its tributaries are prime habitats for resident and migratory waterfowl during spring/fall staging, breeding, nesting, brood rearing, and wintering (Fralick 1989). Duck species

include the dabbling ducks: mallard (*Anas platyrhynchos*) and American widgeon (*Mareca americana*); and the sea ducks: Barrow's goldeneye (*Bucephala islandica*), common goldeneye (*B. clangula*), ring-necked duck (*Aythya collaris*) and hooded merganser (*Lophodytes cucullatus*) (USFWS 1991). Canada geese (*Branta canadensis*) find the islands along the Snake River that are not subject to inundation by high water to provide nesting habitat among log debris and willows, while affording protection from some predators (USFWS 1990). The most important nesting areas for Canada geese on the Snake River are south of the Wilson Bridge to the South Park Bridge, with an average of 2.0 pairs per mile (COE 1989; Fralick 1989; USFS undated; USFWS 1991). This area is a major fall staging and migration route (USFWS 1990). The North American Waterfowl Management Plan (NAWMP) (USFWS 1986a) states that habitat conservation, maintenance and improvement are imperative to succeed with the goals of the Plan. The overall North American population trend for waterfowl is showing a positive response (increasing or stable) to the management strategies of the NAWMP. By monitoring the population trends in specific wetland areas, it may be possible to detect factors that are or could adversely affect waterfowl, as well as other wildlife (USFWS 1998b).

Wading birds observed in the planning area include the greater sandhill crane (*Grus canadensis*) and the great blue heron (*Ardea herodias*). Both species utilize beaver ponds and seasonally flooded emergent wetland habitats; cranes use these areas as suitable nesting habitat, and herons for a varied available diet of aquatic insects, amphibians, reptiles and small mammals (USFWS 1990, 1991). The surrounding hay meadows provide cranes with foraging areas. The southern planning area serves as a staging area for the crane's fall migration, and as a spring migration stopover. The National Elk Refuge (NER), which adjoins the planning area, serves as a "major staging area" (USFWS 1990). The largest Wyoming great blue heron rookery is located in the South Park area (COE 1989; USFWS 1990). Freedom from human disturbance and sustained foraging areas are critical to maintaining a heronry (Minta and Campbell 1991b). Heron overwintering may occur in the planning area (USFWS 1990, 1991).

### **Terrestrial Resources - Mammals**

Populations of some small mammals are cyclic in nature, with densities varying by season. However, if sufficient habitat is available, populations are relatively high (Clark and Stromberg 1987). Diversity in vegetative cover-types found in viable riparian systems provides a preferred habitat for small mammals (Snyder 1980). Predators in the area, such as hawks, owls, long-tailed weasels (*Mustela frenata*), red fox (*Vulpes vulva*), bobcat (*Lynx rufus*), and coyote (*Canis latrans*) all prey on these small mammals.

The small mammal group includes the bats. Four species found in the planning area include the hoary (*Lasiurus cinereus cinereus*), the silver-haired (*Lasionycterus noctivagans*), the long-eared (*Myotis evotis evotis*), and the little-brown (*M. lucifugus carissima*). The abundance of insects along the riparian bottoms makes for a reliable food source for bats (USFWS 1990, 1991).

Furbearers found in the planning area include the mink (*Mustela vison*), muskrat (*Ondatra zibethicus*), river otter (*Lutra canadensis*), and beaver (*Castor canadensis*). Mink densities are low in the planning area. Muskrats inhabit ponds, oxbows, and spring creeks, and feed on aquatic vegetation. Their population numbers generally have not been considered a threat to maintaining wetland habitat in Wyoming (Oneale 1993). This species is a harvested furbearer within and adjacent to the planning area (USFWS 1991).

The Snake River is identified as one of the most significant areas in Wyoming for the river otter (Rudd, et al. 1986; USFWS 1991), as it provides excellent denning (stream banks, beaver lodges, log jams and piles) and foraging habitat (pools and oxbows) with adequate populations of fish. Those reaches of the Snake River that are constrained by levees do not provide suitable otter habitat (COE 1989), thus the tributaries and areas free of human disturbance are more common locales (GTNP 2000b). Alterations in habitat, including “development of waterways for recreational or industrial uses” can adversely impact otter populations (NYROP 1984). Otters are protected by State law and are not harvested.

Beavers principally inhabit river tributaries, side channels and oxbows. They utilize the cottonwoods outside of the levee-system for constructing lodges and dams, while relying on the willow-shrub understory for food. Beaver activity has improved riparian/wetlands by retarding the effects of flood control projects. Where beaver ponds are created, there is an increase in wildlife biodiversity when the shrub and other riparian vegetation components are established (Olsen and Hubert 1994). This furbearer is harvested, with the annual take being controlled by the WGFD.

The elk population in the Jackson Hole area (which includes YNP) is one of the largest in North America, with a summer population up to 15,000 elk that inhabit over 1,000 square miles (COE 1989; USFWS 1990, 1991). Portions of the herd summer in southern YNP, then migrate south as far as 60 miles to their winter range (Clark 1981). The planning area north of the Wilson Bridge lies within the WGFD Jackson Elk Herd Unit (JE) while the area to the south is within the WGFD Fall Creek Elk Herd Unit (FCE). These herd units consist mostly of large areas outside the planning area. With the recommendations from the WGFD, the Wyoming Game and Fish Commission sets big game population and annual harvest objectives. The elk herd population objective for JE is 11,029 animals, and the estimated post-2000 hunt population was 14,300 (WGFD 2001). The number of elk from the JE that use the planning area is low during the spring to fall seasons. The principal activity comes during the migration across parcels adjacent to GTNP en route to and from the National Elk Refuge, which provides both natural and enhanced winter range with supplemental feeding over its 24,000 acres (USFWS 1991). Approximately one-quarter of the FCE inhabits the WGFD South Park Habitat Unit. The planning area south of the Wilson Bridge has some elk that summer primarily on private lands, but the principal summer range lies to the west in the surrounding mountains (USFWS 1991). The FCE objective is 4392 animals, with the estimated population at 4849, post-hunt 2000. The South Park elk feedground falls within the FCE (quota: 1000) and 1,112 animals were counted in 2000 (WGFD 2001). Elk move to the South Park feedground using BLM parcels south of the Wilson Bridge (Andrews 2000, personal observation). Elk parturition on BLM parcels in the planning area is not documented.

Moose are found throughout the Snake River planning area in the WGFD’s Jackson Moose Herd (north of the Wilson Bridge) and Sublette Moose Herd (south of the Wilson Bridge) Units (JM and SM, respectively). There is a year-round population of moose in the river and creek bottoms, which increases during winter as moose migrate from the National Parks and surrounding National Forest land (NPS 2000). The WGFD has designated portions of each of these herd units as crucial winter range (Map 17). The JM population objective is 3,600 moose. Because only a small portion of the SM falls within the planning area, it is not feasible to assign a population objective over this segment. However, the number of moose that use this stretch of the Snake River varies from 15-30, depending on the forage demand and winter conditions (Fralick 2002,

personal communication). Moose densities (1982-89) range from 4.3 per mile in the SM to 6 per mile in the JM (USFWS 1990, 1991).

Mule deer herds in the planning area include the Jackson Deer Herd Unit (JD) which is north of Wilson Bridge and the Sublette Deer Herd Unit (SD) to the south. Most of the seasonal use is spring, summer and fall in both units (COE 1989; USFWS 1990). Only a small area in the JD includes designated crucial winter range (Map 17). Wintering areas outside of the planning area include the traditional west-facing slopes. The SD within the planning area contains very little crucial winter range, as the winter range for these deer is in the Green River basin; however, a few animals have been observed to over-winter (USFWS 1990; WGFD 2001). Mule deer migration patterns exhibit a movement through the planning area to winter ranges on the east side of the Snake River (USFWS 1991).

Some white-tailed deer (*O. virginianus*) have been observed in the Snake River drainage but their numbers are low and the animals are widely dispersed (USFWS 1990, 1991).

Pronghorn antelope (*Antilocapra americana*) are not a common animal within the planning area. They use the flood plain and sagebrush benches of the Upper Snake River drainage, outside the planning area, during the summer (USFWS 1990).

Bison (*Bison bison*) in the Jackson Bison Herd (JB) inhabit the NER and uplands of GTNP. The JB management population objective is 400 animals (winter population). The population in this herd was 552 during the winter of 2000-2001 (WGFD 2001). Bison would probably not be affected by this management plan.

Bighorn sheep (*Ovis canadensis canadensis*) seasonal ranges lie outside of the planning area (WGFD 2001; USFWS 1990). The Jackson Bighorn Sheep Herd Unit would not be affected by this management plan. Big game crucial winter ranges are shown on Map 17.

Black bears are intermittent users in the planning area, principally in areas adjacent to GTNP where there is a lower level of human disturbance (Minta and Campbell 1991b). Mountain lions are not likely users of the BLM parcels; they are rare in GTNP, even in the appropriate habitat (GTNP 2000a). However, lions are present on the NER and occasionally in or near the town of Jackson. The actions of this management plan would not affect these species due to the diversity and size of their home ranges.

### **Terrestrial Resources - Amphibians and Reptiles**

Forty-two varieties of amphibians and reptiles have been noted in Wyoming (Baxter and Stone 1980). Only a few have geographic ranges into the planning area: tiger salamander (*Ambystoma tigrinum*), Western (boreal) toad (*Bufo boreas boreas*), northern leopard frog (*Rana pipiens*), Columbia spotted frog (*R. luteiventris*) [previously known as the spotted frog (*R. pretiosa*)], boreal chorus frog (*Pseudacris triseriata maculata*), wandering garter snake (*Thamnophis elegans vagrans*), valley garter snake (*T. sirtalis fitchi*), rubber boa (*Charina bottae*), and bull snake (*Pitophis melanoleucas*) (NPS 1997; USFWS 1990, 1991; Van Kirk, et al. 2000). As identified in Van Kirk, et al. (2000), "Amphibian population distribution and abundance may

shed light on the health and connectedness of GYE [Greater Yellowstone Ecosystem] wetlands and riparian habitats.”

## Fisheries

The Snake River through Jackson Hole is designated as a Class 1 or blue-ribbon trout stream by the WGFD. This designation indicates that the river is of national importance as a trout stream. Among the many game and nongame fish species present, the indigenous fine-spotted cutthroat trout (*Oncorhynchus clarki ssp.2*) is economically the most important species, as it is the major game fish sought by anglers in the Snake River. The fine-spotted cutthroat trout is a self-sustaining (naturally reproducing) subspecies found only in the Snake River drainage from Palisades Reservoir in Idaho, upstream to the headwaters in YNP. This wild stock maintains its current population by spawning in suitable habitat, regionally known as “spring creeks,” without stocking of juvenile or adult fish to the river system. This trout supplies the major sport fishery in the Snake River, from Jackson Lake Dam down through the canyon area of the Snake River above Palisades Reservoir. Butler Creek, a spring creek, crosses BLM parcel 23.

Spawning, rearing, and overwintering habitat are considered to be the major limiting factors for fine-spotted cutthroat trout. Most fine-spotted cutthroat trout spawning occurs during the period from March through June in the spring creeks that enter the river. Openings to many of these spring creeks are currently blocked by levees, making them inaccessible to the fish. Little or no spawning habitat exists in the main river due to large sediment bedloads and turbidity in the springtime flows (during the spawning period), human-induced modifications to the channel, and a cobble substrate that is typically too large for fine-spotted cutthroat trout spawning. Sloughs and side channels are important sources of rearing and overwintering habitat, particularly for young age classes of fine-spotted cutthroat trout.

The once braided, multi-channel system with its diverse adjacent habitats has been replaced with a single or double channel and cobbled shoreline. The value of the shoreline and the diversity of the braided river channel has changed significantly. As the leveed reach has become increasingly less diverse, overwintering habitat has become a significant limiting factor for some species. Survival through the harsh low-flow winter months is a critical life cycle period. Harsh winter temperatures and low flows limit fine-spotted cutthroat trout survival. During the winter months, trout can survive only in pools that provide protection from ice and predators. Winter predators such as bald eagles, river otters, and fish-eating waterfowl can easily prey on the trout within their restricted areas of habitation.

Other trout species found in this region of the river are less abundant. They include brook (*Salvelinus fontinalis*), rainbow (*Oncorhynchus mykiss*), brown (*Salmo trutta*), and lake (*Salvelinus namaycush*) trout (which may pass through Jackson Lake Dam). Another game species that is apparently abundant but little utilized by anglers is mountain whitefish (*Prosopium williamsoni*).

Nongame fish species include suckers (an important food source for bald eagles), and five species of the minnow (Cyprinidae) family. These include Utah suckers (*Catostomus ardens*), redbreast shiners (*Richardsonius balteatus*), and sculpins (*Cottus spp.*). Small fish may be used as prey by fine-spotted cutthroat trout.

Levee construction and other human activities have led to significant decreases in the amount and quality of spawning, rearing, and overwintering habitat for aquatic species. Increases in these resource types will be needed to promote the future viability of game and nongame fish.

### Threatened and Endangered Species

Threatened and Endangered Species are protected under the Endangered Species Act of 1973 (16 U.S.C. [United States Code] 1513 *et seq.*), as amended. In accordance with the Code of Federal Regulations (CFR), 50 CFR 17, the Canada lynx (*Lynx canadensis*) is listed as a Federally Endangered species; the grizzly bear (*Ursus arctos horribilis*) and the bald eagle are listed as Federally Threatened species; the whooping crane (*Grus americana*) and the gray wolf (*Canis lupus*) are listed as Federally Endangered and Federally Threatened “nonessential experimental populations,” respectively.

The presence of Canada lynx is not expected in the planning area due to the lack of suitable habitat (spruce/fir/late-seral conifer forest on slopes of 8-12 degrees), poor abundance of its principal prey species (the snowshoe hare [*Lepus americanus*] and red squirrel [*Tamiasciurus hudsonicus*]) and the high level of human disturbance (Beauvais, et al. 2001; NPS 2000; Ruediger, et al. 2000). A single, radio-collared lynx (now deceased) had been documented to travel the area from the northern Bridger-Teton National Forest to the lower extent of the Wyoming Range but his location on parcels in this management plan is not confirmed (Laurion and Oakleaf undated). The USFWS issued a Biological Opinion on October 25, 2000, regarding the effects on Canada lynx of BLM land use plans. For those existing plans, the determination was that no actions were “likely to jeopardize the continued existence of the lynx.” The alternatives in this management plan are not expected to alter that determination.

The grizzly bear recovery zone, now identified as the “Primary Conservation Area” lies beyond the planning area (USFWS 1990, 1991, 2000). Due to the general lack of suitable forage in areas also free of high human disturbance, it is not anticipated that grizzly bears will inhabit the limited areas covered by this management plan (COE 1989; Moody, et al. 2002). In accordance with 50 CFR 17, if a grizzly bear encounter poses an immediate human threat, then the offending bear may be taken; actions other than killing may be required when the threat is not “immediate.”

Special protection is afforded the bald eagle through the Bald Eagle Protection Act (16 U.S.C. 668-668d). Bald eagle reproduction along the Snake River corridor has been exceptional, with one area in the management plan being identified as “some of the most important eagle habitat on the entire upper Snake River” (WGFD 1993). From 1982-88, 6 bald eagle pairs located on the Snake River between Moose and the South Park bridge produced 50 young, or 41 percent of the total production (Minta and Campbell 1991b; Swenson, et al. 1986). Under the Pacific Bald Eagle Recovery Plan (USFWS 1986b) the Upper Snake River (WY) Key Area is within Recovery Zone 18, which contained 17 nesting territories and a wintering population of 40-60 birds. The availability of food early in the nesting season, tree size in relationship to the surrounding trees, and areas where the river lacks restriction are factors in nest area selection (Swenson, et al. 1986; USFWS 1986b, 1990, 1991). Human disturbance is known to affect the entire nesting chronology: nest tree selection, nest building, breeding, egg laying and incubation, brood rearing and fledging (GYBEWG 1996; Harmata 1989; Swenson, et al. 1986; USFWS 1986b). Fall and winter use includes both resident bald eagles and an influx of migrants (NPS 2000). Bald eagle food habits are highly dependent on the availability of fish, which account for over 60 percent of

the annual diet (Harmata 1989; Swenson, et al. 1986). This food abundance also impacts reproductive success (GYBEWG 1996). Foraging success is influenced by the condition of the river (water turbidity, velocities), the quantity of fish occupying accessible river reaches, and the level of human disturbance on the river (floaters/rafters and those fishing) (Stalmaster 1976). Other food sources include ungulate carrion during the winter, and waterfowl during the spring runoff (COE 1989; Swenson, et al. 1986; USFWS 1986b).

The USFWS has determined that no whooping cranes remain from the Grays Lake experimental flock (Alex Schubert, pers. comm. 2003)

The gray wolf has been observed on the NER. Two monitored wolf packs are located east of the planning area on the Gros Ventre River and the northeastern corner of GTNP. Based on the occurrence of wolves following and killing elk on winter feedgrounds (USFWS, et al. 2002), it is possible that wolves could travel through some of the management parcels to reach either the NER or the WGFD South Park elk feedground. Nearly 90 percent of the wolf diet in this area is reported as elk. In accordance with 50 CFR 17.84, actions to control, or take, wolves in this population are specifically limited (USFWS 1998a). Based on the success of the wolf introduction program it is possible that the USFWS may consider "delisting" in 2003 (USFWS, et al. 2002).

### **BLM Sensitive Species List**

In April 2001, BLM Wyoming prepared a Sensitive Species List and guidance for inclusion of these species "when undertaking actions on public lands" (BLM 2001). The intent of this List is to "ensure actions authorized, funded, or carried out by BLM do not contribute to the need for any species to become listed as a candidate, or for any candidate species to become listed as threatened or endangered." This List is in compliance with BLM Manual 6840, Special Status Species Management, Release 6-121, January 19, 2001. Species on this list which might occur in the area of this plan include Mammal: long-eared myotis; Birds: trumpeter swan, northern goshawk, peregrine falcon, yellow-billed cuckoo (*Coccyzus americanus*) and loggerhead shrike (*Lanius ludovicianus*); and Amphibians: northern leopard frog and Columbia spotted frog (listed as spotted frog) (BLM 2001; USFWS 1990). Also on the list of species in the area of the Snake River corridor and the BLM's Sensitive Species List are the ferruginous hawk (*Buteo regalis*) and Brewer's sparrow (*Spizella breweri*) (USFWS 1990). However, the appropriate habitats for these two species are not believed to occur in the planning area.

Trumpeter swans (*Olor buccinator*) are common winter residents in the planning area (USFWS 1990). Crucial winter habitat for trumpeter swans is primarily located downstream from the Wilson Bridge. The spring fed tributaries and wintering areas (South Park, Fish Creek, and Lower Flat Creek) account for nearly 35 percent of the swan winter-use areas, with Fish Creek being the prime location (USFWS 1990, 1991; WGFD 1993). The planning area and surrounding river corridor areas included within GTNP do not provide suitable nesting habitat for swans (COE 1989; NPS 1997).

The yellow-billed cuckoo is a candidate species for listing under the Endangered Species Act (65 FR 8104). Breeding has been documented in GTNP and the cottonwood-willow riparian corridor of the Snake River is suitable breeding habitat. However, selection of an area may depend on size (to as large as 100 acres) and an adequate food supply. Fragmentation of the cuckoo's

habitat is a serious problem (Hughes 1999). The western United States population is being adversely impacted by a loss of riparian breeding habitat (USFWS 2001).

Information on the Snake River fine-spotted cutthroat trout (*Oncorhynchus clarki ssp<sup>2</sup>*) is found in this chapter under the “Fisheries” section.

### **Human-Wildlife Interaction**

Within the scope of the RMP is the goal to provide a quality recreational experience while protecting the varied wildlife and fragile habitats. Human-wildlife conflicts sometimes occur. In cases where these interactions pose a threat to human health and safety, it may be necessary to involve the WGFD or the USDA-Animal and Plant Health Inspection Service-Wildlife Services (WS) office to rectify the situation. The BLM and WS have a Memorandum of Understanding (MOU), dated April 3, 1995, to address potential conflicts. The MOU is updated through an annual Work Plan (WS and BLM 2002). The BLM parcels occur within designated Human Safety Zones as identified in the Work Plan, thereby restricting corrective measures to emergency situations. WS also has agreements with the WGFD and USFWS to take the actions necessary when human health and safety are a concern in dealing with predators or threatened and endangered species (WS and BLM 2002). Whenever possible, a non-lethal resolution to the conflict is the preferred outcome.



## **CHAPTER 4**

# **ENVIRONMENTAL CONSEQUENCES**

## **INTRODUCTION**

This chapter presents the environmental consequences of management actions described in Chapter 2. Both beneficial and adverse effects (impacts) are described.

Assumptions used in analyzing the environmental consequences are described in this chapter and are based on previous events, experience of personnel, and knowledge of the resources in the planning area.

Impacts described in this chapter are estimates based on the alternatives. In some cases, existing data were used; in others, very little data were available. Lack of data has contributed a degree of uncertainty to the impact estimates. The alternatives, however, include professional judgments and projections of anticipated actions and levels that provide an adequate and reasonable range for analysis.

This chapter addresses impacts to all resource elements for each particular alternative. As in Chapter 2, the impacts related to the Proposed Plan are listed first. Actions Common to All Alternatives are taken into account in analyzing the impacts for each alternative. In addition, impact causes and relationships common to all alternatives are included within this analysis.

For the purpose of analysis, short-term impacts described in this document are those that would last less than 10 years; long-term impacts would last 10 years or more. Irreversible or irretrievable commitments of resources and unavoidable adverse effects are discussed in the analysis if they would occur. Similarly, effects on a given environmental component caused by a particular management action are discussed if they would occur. Otherwise, such effects are not discussed.

The following resources are not present in the planning area and are not addressed in this RMP EIS: Prime and Unique Farmlands, Wilderness, Wild Horses, and Forestry (marketable timber). In addition, no areas have been determined to meet the criteria for designation as Areas of Critical Environmental Concern or other special management area designation.

## **ASSUMPTIONS AND ASSESSMENT GUIDELINES**

Assumptions used for analysis of environmental consequences are listed in Table 4-1.

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C          | ALTERNATIVE D          | ALTERNATIVE E |  |                        |   |   |                        |                        |
|--|---|---|---|------------------------|------------------------|---------------|--|------------------------|---|---|------------------------|------------------------|
| <b>AIR QUALITY MANAGEMENT</b>  | <p>Cooperation with USDA Forest Service, DEQ, and EPA on monitoring for acid rain and its impacts on the Class I airshed of affected wilderness areas would continue at the 8 NADP stations in Wyoming, and at the lake chemistry sampling sites in the Bridger and other wildernesses.</p> <p>The Interagency Monitoring of Protected Visual Environments (IMPROVE) program would be continued at the 4 IMPROVE stations in Wyoming and at WDEQ visibility stations.</p> <p>The Wyoming Department of Environmental Quality, Air Quality Division would monitor and enforce compliance with Wyoming air quality regulations.</p>   |   |   |                        |                        |               |  |                        |   |   |                        |                        |
| <b>CULTURAL AND NATURAL HISTORY RESOURCES MANAGEMENT</b>   | <p>Preserved prehistoric cultural resource sites are rare in the Snake River corridor because of the recent age of the floodplain deposits and sediments. Sites may be more common on public lands outside the levees and on higher lands away from the river.</p> <p>All cultural resources may be lost to effective management if transfer out of Federal ownership occurs. However, Class III cultural resource inventory and National Register evaluation would precede any potential transfers.</p>  |   |   |                        |                        |               |  |                        |   |   |                        |                        |
| <b>FIRE MANAGEMENT</b>   | <p>Most wildfires on public lands could burn 5 acres or less before being suppressed.</p> <p>Prescribed fire would not be used.</p>   |   |   |                        |                        |               |  |                        |   |   |                        |                        |
| <b>LANDS AND REALTY MANAGEMENT</b><br><i>Conservation Easements</i>  | <p>Interest in protecting open spaces through the use of conservation easements would increase.</p> <table border="1" data-bbox="887 62 1266 1800"> <tr> <td data-bbox="887 1507 1266 1800">The use of conservation easements would probably not be necessary as public entities would acquire the lands, retain them, and agree to manage them according to BLM management prescriptions.</td> <td data-bbox="887 1196 1266 1507">Same as Proposed Plan.</td> <td data-bbox="887 913 1266 1196">Any parcels sold to private individuals could be developed in the future, as no conservation easements would be retained.</td> <td data-bbox="887 636 1266 913">Parcels sold or transferred from BLM ownership would not be developed, as conservation easements would be retained.</td> <td data-bbox="887 360 1266 636">Same as Alternative B.</td> <td data-bbox="887 62 1266 360">Same as Alternative C.</td> </tr> </table> |   |   |                        |                        |               | The use of conservation easements would probably not be necessary as public entities would acquire the lands, retain them, and agree to manage them according to BLM management prescriptions. | Same as Proposed Plan. | Any parcels sold to private individuals could be developed in the future, as no conservation easements would be retained. | Parcels sold or transferred from BLM ownership would not be developed, as conservation easements would be retained. | Same as Alternative B. | Same as Alternative C. |
| The use of conservation easements would probably not be necessary as public entities would acquire the lands, retain them, and agree to manage them according to BLM management prescriptions. | Same as Proposed Plan.  | Any parcels sold to private individuals could be developed in the future, as no conservation easements would be retained. | Parcels sold or transferred from BLM ownership would not be developed, as conservation easements would be retained. | Same as Alternative B. | Same as Alternative C. |               |  |                        |   |   |                        |                        |
| <b>Land Ownership Adjustment</b>   | <p>Consultation would be conducted with the USFWS prior to finalizing any parcel transfer in accordance with Section 7 of the Endangered Species Act.</p> <p>Private demand to purchase the parcels is high. Government agencies are interested in some parcels, but not all of them. Some entities, including Teton County, are interested in the parcels in order to extract gravel.</p>  |   |   |                        |                        |               |  |                        |   |   |                        |                        |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| <b>LAND USE OR RESOURCE</b>  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>          | <b>ALTERNATIVE C</b>          | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>          |
|--|--|---|-------------------------------|-------------------------------|---|-------------------------------|
| <p><b>LANDS AND REALTY MANAGEMENT (Continued)</b></p> <p><i>Land Ownership Adjustment (Continued)</i></p>                | <p>All the public land parcels would be transferred to other government or public agencies. The parcels would be retained by those agencies or entities and managed for public access, recreation, open space, and wildlife habitat.</p> | <p>Most of the public land parcels would remain in BLM ownership. A few parcels could be transferred to other local, state, or Federal agencies or sold to private individuals. Transfer or sale of the parcels would be conducted only if public benefits would ensue.</p> | <p>Same as Alternative A.</p> | <p>Same as Alternative A.</p> | <p>All the public land parcels would be transferred or sold out of BLM ownership. The likelihood is high that the parcels would end up in private ownership even if initially transferred to other government agencies.</p> | <p>Same as Alternative A.</p> |
| <p><b>LIVESTOCK GRAZING MANAGEMENT</b></p>   | <p>Other government or public agencies or entities could be found to acquire all the parcels and agree to retain them in public ownership and manage them for public access, recreation, open space, and wildlife habitat.</p>           | <p>Most of the public land parcels would be retained by the BLM.</p>  | <p>Same as Alternative A.</p> | <p>Same as Alternative A.</p> | <p>Most or all of the parcels would end up in private ownership, and be closed to public access. Some would be developed as home sites.</p>   | <p>Same as Alternative A.</p> |
| <p>Actual use by livestock on public lands in the planning area was 300 AUMs during the 1999 base year for analysis.</p> |  |   |                               |                               |   |                               |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| LAND USE OR RESOURCE                            | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E  |
|---|---|--|---|--|---|--|
| <b>LIVESTOCK GRAZING MANAGEMENT (Continued)</b> | Livestock grazing may or may not be allowed by the entities that acquire the parcels.   | The estimated livestock grazing use on public lands in the planning area would be about 300 AUMs annually. | Livestock grazing use on public lands could increase to about 600 AUMs annually if grazing were permitted on all BLM parcels. | No AUMs would be used for livestock grazing.   | The public or private parties that acquire the parcels would not allow livestock grazing. | The estimated livestock grazing use on public lands in the planning area would be about 300 AUMs annually, or less if some leases are cancelled. |
|   | The elk feedground at South Park, and high populations of elk within the Snake River corridor, could present a brucellosis risk to livestock on public lands. | Same as Proposed Plan.   | Same as Proposed Plan.  | This would not affect public lands management, as there would be no livestock grazing. | Same as Proposed Plan.  | Same as Proposed Plan.   |
|   | Weed treatments could improve forage for livestock on public land.  | Same as Proposed Plan.   | Same as Proposed Plan.  | No similar effect, as no livestock grazing would be permitted.                         | Same as Proposed Plan.  | Same as Proposed Plan.   |
| <b>MINERALS MANAGEMENT</b>                      | No geothermal development is anticipated.   |  |   |  |   |  |
| <i>Geothermal</i>                               |   |  |   |  |   |  |
| <i>Locatable Minerals</i>                       | The potential for occurrence of economically viable locatable mineral deposits is low, although there are small amounts of flour gold in the Snake River.     | Same as Proposed Plan.   | Same as Proposed Plan; there could be some small-scale recreational gold panning in the Snake River.                          | Same as Proposed Plan.   | Same as Proposed Plan.  | Same as Proposed Plan.   |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| <b>LAND USE OR RESOURCE</b>  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b> | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>   |
|--|---|---|--|---|------------------------|------------------------|
| <b>MINERALS MANAGEMENT (Continued)</b><br><br><i>Oil and Gas</i>   | Public lands and mineral estate would not be leased for oil and gas exploration and development.  | Same as Proposed Plan.                            | Public lands outside the Snake River corridor could be leased for oil and gas exploration and development with the result that 1 or 2 exploratory wells may be drilled during the analysis period. | Same as Proposed Plan.  | Same as Proposed Plan. | Same as Proposed Plan. |
| <i>Salable Minerals</i>  | All federal mineral estate would be retained in federal ownership.<br><br>The demand for sand and gravel in the planning area (on lands of all ownership) would likely increase during the analysis period because of the county's high growth rate and construction and maintenance needs.<br><br>During the analysis period, the demand for sand and gravel in the planning area (on lands of all ownership) would exceed 500,000 cubic yards per year.<br><br>If the demand for sand and gravel exceeds local supply, road construction costs would increase because of the greater haul distances involved. |   |  |   |                        |                        |
| <b>MISCELLANEOUS LAND USES</b>   | The COE would continue to obtain sand, gravel, and riprap, from public lands for levee maintenance. The Snake River Restoration project, now in the planning stage, would begin in 2003.  | Same as Proposed Plan.                            | Same as Proposed Plan.   | No gravel would be extracted from federal mineral estate for any purpose. | Same as Proposed Plan. | Same as Proposed Plan. |
| Protective measures would be applied to public land parcels as conditions of land and resource use to (a) minimize soil movement; (b) minimize disturbance of vegetation in sensitive areas such as riparian areas; (c) protect important cultural and paleontological resources, recreational values, and wildlife resources; and (d) protect visual quality. |   |   |  |   |                        |                        |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| LAND USE OR RESOURCE                             | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B          | ALTERNATIVE C          | ALTERNATIVE D  | ALTERNATIVE E          |
|--|--|--|------------------------|------------------------|--|------------------------|
| <b>REASONABLY FORSEEABLE DEVELOPMENT</b>         | No development of feasible minerals on split estate would occur in the foreseeable future.<br><br>No locatable mineral development would take place.   | Development of locatable minerals on federal mineral estate would be minimal in the areas where it is permitted. | Same as Alternative A. | Same as Proposed Plan. | Same as Proposed Plan.   | Same as Proposed Plan. |
| <b>RECREATION MANAGEMENT</b>                     | During the analysis period, growth in the demand for recreation in the planning area is expected to increase.<br><br>The allocation of use by other federal agencies would impact or affect the recreational demand for use of BLM-administered lands.<br><br>BLM regulations would not apply after parcel transfer.   | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Proposed Plan. | There would be no recreational access to the parcels after transfer or sale. | Same as Proposed Plan. |
| <b>SOCIOECONOMIC FACTORS AFFECTING LAND USES</b> | The resident population of Teton County in 2000 was about 18,251 (Census 2000, Jackson Hole News, 3/28/2001).<br><br>The majority of county residents live within the Snake River RMP EIS planning area boundaries.  | BLM regulation and policy require recreation use to protect natural resources and public health.                 | Same as Alternative A. | Same as Alternative A. | BLM regulations would not apply after parcel sale.                           | Same as Alternative A. |
| <b>VEGETATION MANAGEMENT</b>                     | During the 1999 base year for analysis, noxious weeds occurred on all the public land parcels.<br><br>Flooding, sufficient to cause cottonwoods to regenerate by seed, would not occur on most public lands in the Snake River corridor.<br><br>Weed treatments should improve forage production.<br><br>Activities associated with levee maintenance and construction could increase the spread of noxious weeds. |  |                        |                        |  |                        |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| LAND USE OR RESOURCE  | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B                 | ALTERNATIVE C                 | ALTERNATIVE D                 | ALTERNATIVE E                 |
|---|--|--|-------------------------------|-------------------------------|-------------------------------|-------------------------------|
| <p><b>VISUAL RESOURCE MANAGEMENT</b></p> <p><b>WATERSHED MANAGEMENT</b></p> | <p>Interest in protecting open spaces through the use of conservation easements should increase during the analysis period.</p> <p>Levees would continue to be maintained. New levee construction could occur on about 9 miles of privately owned riverbank during the analysis period.</p> <p>The Snake River levee system would continue to cause erosion in the river bed and along the banks by concentrating the flow of water in a small channel and increasing the river's velocity. The BLM-administered public lands in the river corridor would continue to change in size and shape because of erosion and deposition and channel movement.</p> <p>Weed treatments should improve forage production.</p> <p>All wildlife species react to human interaction. The level of reaction, e.g., internal stress, flush/flee, and the physical distance at which a reaction will occur is a function of the species and/or the individual animal.</p> <p>Riparian habitats typically contain a disproportionate number of plant and animal species compared to other vegetative communities. Maintaining riparian areas in a properly functioning condition would stabilize watersheds and maintain wildlife associated with riparian areas.</p> |  |                               |                               |                               |                               |
| <p><b>WILDLIFE AND FISH HABITAT MANAGEMENT</b></p>                          | <p>The lands would no longer be subject to the Wyoming Standards for Healthy Rangelands after transfer or sale.</p> <p>Meeting the Wyoming Standards for Healthy Rangelands is intended to maintain or improve biological and structural diversity in vegetative communities. Meeting these objectives should, in turn, maintain or improve the biological diversity of wildlife.</p>  |  | <p>Same as Alternative A.</p> | <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> | <p>Same as Alternative A.</p> |

**TABLE 4-1  
ASSUMPTIONS FOR ANALYSIS BY ALTERNATIVE**

| LAND USE OR RESOURCE                                    | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A                                 | ALTERNATIVE B  | ALTERNATIVE C          | ALTERNATIVE D   | ALTERNATIVE E          |
|---|--|--|--|------------------------|---|------------------------|
| <b>WILDLIFE AND FISH HABITAT MANAGEMENT (Continued)</b> | Human presence on accessible parcels would increase.<br>Human presence on isolated parcels would remain low. | Human presence on accessible parcels would increase.                       | Human presence on accessible parcels would increase.<br>Human presence on isolated parcels that may be transferred or sold would remain low. | Same as Alternative B. | Human presence on the parcels would be reduced as they are sold into private ownership. | Same as Alternative B. |
|   | Parcels would be retained for public use and not developed.  | Parcels would not be developed unless wildlife impacts could be mitigated. | Development may occur on isolated parcels that may be transferred or sold.   | Same as Proposed Plan. | Development activity may occur on the parcels after sale into private ownership.        | Same as Alternative B. |



## IMPACT ANALYSIS

The comparative analysis of environmental consequences of the alternatives is found in Table 4-2.

For the Proposed Plan and Alternative D, the impact analysis is focused on those impacts that would occur after the parcels are transferred or sold out of BLM ownership.

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E                 |
|--|--|---|--|---|---|-------------------------------|
| <p><b>AIR QUALITY MANAGEMENT</b></p>   | <p>Noise and airborne dust would result from the use of motorized vehicles along levees and at the Wilson Bridge boat and river access site, and from the mining of sand and gravel.</p> | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>  | <p>Compared to the Proposed Plan, noise and dust would be reduced. Some noise generated by vehicles transporting sand and gravel into the planning area from other areas.</p> | <p>Compared to the Proposed Plan, noise and dust could be reduced since public vehicle access to the river could be lost. However, uses by future landowners may cause similar impacts.</p> | <p>Same as Proposed Plan.</p> |
|  | <p>Noise, dust, and vehicle emissions would be increased by truck traffic on highways if it is necessary to haul gravel in from outside the valley.</p>                                  | <p>Same as Proposed Plan.</p>   | <p>This impact would be less, as more gravel would be available from the public lands.</p> | <p>This impact could be greater, as no gravel would be available from the public lands in the planning area.</p>  | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> |
|  | <p>Noise and dust would increase if additional river access or recreation sites were developed.</p>  | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>  | <p>No similar impact.</p>   | <p>No similar impact.</p>   | <p>Same as Proposed Plan.</p> |
|  | <p>The effects of noise and dust would be local and temporary, lasting a few minutes as vehicles travel along levees, and during periods of active sand and gravel mining.</p>           | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>  | <p>The relatively minor effects of noise and dust would be local and temporary. There would be no dust or noise generated from sand and gravel mining.</p>                    | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> |
| <p><b>CULTURAL AND NATURAL HISTORY RESOURCES</b></p>   | <p>Smoke from campfires at primitive campgrounds would affect air quality on a local basis during the summer.</p>  | <p>No similar impact, as there would be no camping on BLM parcels under this alternative.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Alternative A.</p>   | <p>Same as Alternative A.</p>   | <p>Same as Proposed Plan.</p> |
| <p>Permits issued for the scientific study of cultural resources on public lands would ensure that important sites are protected and new scientific information is made available to the public.</p> |  |   |  |   |   |                               |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE  | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B          | ALTERNATIVE C          | ALTERNATIVE D  | ALTERNATIVE E          |
|---|---|--|------------------------|------------------------|--|------------------------|
| <b>CULTURAL AND NATURAL HISTORY RESOURCES</b><br><br>There would be no adverse effects on <b>identified</b> significant cultural or natural history resources from the sale, exchange, or transfer of public lands. Any <b>unidentified</b> significant cultural or natural history resources could suffer adverse effects from the sale, exchange or transfer of public lands. | The inventory and protection of cultural resources would prevent unintentional damage to these resources from surface-disturbing activities. New information about these resources would be acquired through detailed inventories.<br><br>The use of minimum-impact suppression techniques for fighting wildfires would protect some cultural resources from surface-disturbing activities.<br><br>Inventories conducted for proposed surface-disturbing activities or proposed land transfers out of Federal ownership would identify any potentially threatened sites. Significant sites would be either avoided or mitigated as appropriate. | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan. | The required inventory and study of cultural resources before parcel sale would add time and expense to the disposal of the parcels. New information about these resources would be acquired through detailed inventories. | Same as Proposed Plan. |
|   |   | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan. | No similar impact.   | Same as Proposed Plan. |
|   |   | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. The potential for discovery of significant sites would be lost when the parcels are sold.   | Same as Proposed Plan. |

**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                               | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>  | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>   | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|---|---|--|---|--|---|---|
| <b>CULTURAL AND NATURAL HISTORY RESOURCES (Continued)</b> | <p>Interpretive signs could increase public appreciation for, and the protection of, cultural resources, if used by the acquiring agencies and/or entities.</p> <p>Sporadic unauthorized collection of cultural resources would take place. Inventories conducted for proposed surface-disturbing activities would mitigate the loss of data to some extent. Unauthorized collection will always result in some loss of data.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p>  | <p>The use of interpretive signs could increase public appreciation for, and the protection of, rare and sensitive resources.</p> <p>Compared to the Proposed Plan, greater visitor use associated with river floating and visits to recreational sites would increase the potential for unauthorized collecting.</p> | <p>Compared to Alternative B, the beneficial effects could be greater because of the added emphasis on interpretive signs.</p> <p>Same as Proposed Plan.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |
| <b>FIRE MANAGEMENT</b>                                    | <p>There would be some potential for wildfires due to human activities on the public land parcels.</p> <p>The use of campfires at campgrounds would increase the risk of wildfire.</p>  | <p>There would be more potential for wildfires because the area is open to OHV use.</p> <p>No risk of wildfire from campgrounds.</p> | <p>Same as Alternative A.</p> <p>Same as Proposed Plan.</p>   | <p>Potential for wildfires from unauthorized camping would be reduced.</p> <p>Same as Alternative A.</p>   | <p>The risk of wildfires from human activities would be lessened, as public access is lost; however, the activities of future landowners could also lead to a risk of fire.</p> <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>        | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>  | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>   | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>   |
|------------------------------------|---|--|---|------------------------|---|------------------------|
| <b>HAZARDOUS MATERIALS</b>         | As the demand for use of the public lands increases, so does the potential for hazardous material spills and unauthorized dumping. Although industrial operations are regulated to minimize any potential spills, accidents can never be completely eliminated. | Same as Proposed Plan.   | Same as Proposed Plan.  | Same as Proposed Plan. | BLM would not regulate operations that might cause hazardous material spills after the lands are transferred from BLM ownership.  | Same as Proposed Plan. |
|                                    | Increased recreational activities on BLM lands will put visitors at a greater risk of encountering a variety of hazards: chemical and physical hazards left over from past industrial operations; illegal waste dumping; and illegal drug manufacturing wastes. | Same as Proposed Plan.   | Same as Proposed Plan.  | Same as Proposed Plan. | As the lands are transferred into private ownership and closed to public access, risks to the public from encountering hazardous materials on the parcels would decrease. | Same as Proposed Plan. |
| <b>LANDS AND REALTY MANAGEMENT</b> | Opportunities for the management of public areas by Teton County, or jointly by the county, state, and (or) federal agencies, would increase; this increase would be greater than under other alternatives.   | Opportunities for the management of public areas by Teton County, or jointly by the county, state, and (or) federal agencies, would increase to a lesser extent. | Opportunities for the management of public areas by Teton County, or jointly by the county, state, and (or) federal agencies, would increase. | Same as Alternative A. | Opportunities for the management of public areas by Teton County, or jointly by the county, state, and (or) federal agencies, could increase.                             | Same as Alternative B. |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE                    | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B   | ALTERNATIVE C                 | ALTERNATIVE D   | ALTERNATIVE E  |
|---|---|--|---|-------------------------------|---|--|
| LANDS AND REALTY MANAGEMENT (Continued) | <p>Landownership adjustments would not affect the level of public use of lands within the Snake River corridor.</p> <p>By retaining public lands for public use, this alternative would help to ensure affordable recreational opportunities for low-income residents of Teton County. This alternative is appropriate to meet the requirements of Environmental Justice (E.O. 12898).</p> <p>The posting of informational and directional signs could enhance recreational experiences and reduce trespass, if acquiring agencies or entities choose to erect the signs.</p> | <p>Same as Proposed Plan.</p>              | <p>Landownership adjustments could increase the level of public use and access to some lands within the Snake River corridor, through the acquisition of lands for public access and improved recreation opportunities. Access to some remote parcels could be lost.</p> <p>This alternative is less appropriate to meet the requirements of Environmental Justice.</p> <p>The posting of informational and directional signs to identify public lands with public access would enhance recreational experiences, protect resources, and reduce trespass.</p> | <p>Same as Alternative B.</p> | <p>Landownership adjustments could eliminate public use of lands within the Snake River corridor.</p> <p>Private sales could eliminate these opportunities. Potential for all access onto current public parcels to be lost.</p> <p>This alternative is less appropriate to meet the requirements of Environmental Justice.</p> <p>Impacts to natural resources may occur. Private lands trespass would be more likely.</p> | <p>Landownership adjustments could reduce the level of public use of some lands within the Snake River corridor, although this effect may be mitigated where recreation easements are retained or offset by the consolidation of public lands in areas of high recreational use.</p> <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR REALTY MANAGEMENT (Continued) | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E   |
|---|--|---|--|--|---|---|
| LANDS AND REALTY MANAGEMENT (Continued)   | <p>The level of public use would decline seasonally on public lands that are developed for sand and gravel mining.</p> <p>Attempts to resolve occupancy trespass through removal would be difficult and may result in litigation.</p>  | <p>Same as Proposed Plan.</p> <p>Trespass resolution would be less difficult than under the Proposed Plan, as the authorized officer would have more options for resolution.</p>  | <p>Compared to the Proposed Plan, the decline of public use would be greater and more use would be concentrated on adjacent public lands.</p> <p>The option of resolving agricultural or occupancy trespass on public land through land sales or exchanges could encourage these unauthorized land uses.</p> | <p>Public use would not be impacted by sand and gravel mining on public lands or mineral estate.</p> <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative A.</p> |
| LIVESTOCK GRAGING MANAGEMENT              | <p>The prohibition of some forms of predator control on public lands to protect the safety of recreational users and their pets could result in livestock losses to predators. However, these effects would be minimal.</p> <p>There could be some temporary reductions in forage from certain allowed surface-disturbing activities such as development of rights-of-way. Following reclamation of these areas, forage production could return to pre-disturbance levels.</p> | <p>Temporary reductions in forage would be greater than under the Proposed Plan as more surface-disturbing activities would be allowed. Following reclamation of disturbed areas, forage production could return to pre-disturbance levels.</p> | <p>Temporary reductions in available forage from surface-disturbing activities would be the greatest of all alternatives. Following reclamation of these areas, forage production could return to pre-disturbance levels.</p>  | <p>Temporary forage reductions would not impact livestock, as no grazing would be permitted.</p>                                   | <p>Same as Alternative A.</p>                               | <p>Same as Proposed Plan.</p>                               |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE                     | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E   |
|--|---|---|---|--|---|---|
| LIVESTOCK GRAZING MANAGEMENT (Continued) | <p>The transfer of parcels could cause a reduction in livestock grazing, if grazing is determined to be incompatible with the uses to be established by the acquiring agencies or entities.</p> <p>Recreational use could cause conflicts with livestock grazing, if grazing continues to be allowed after transfer of the parcels. No similar impact if livestock grazing is not allowed.</p> <p>Continued suppression of all fires would affect the vegetation and possibly the grazing capacity of the parcels.</p> <p>A long-term withdrawal to prohibit the staking and development of mining claims would keep land undisturbed for livestock grazing and other purposes.</p> | <p>The potential transfer of parcels could cause a reduction in livestock grazing, if grazing is determined to be incompatible with the uses to be established by the acquiring agencies or entities.</p> <p>Recreational use could cause minor conflicts with livestock grazing.</p> | <p>Same as Alternative A.</p> <p>Recreational use could cause conflicts with livestock grazing, although the potential for this would be reduced by the posting of signs at boat and river access sites with information on safety, river etiquette, and minimum impact recreation.</p> <p>Same as Proposed Plan.</p> | <p>Livestock grazing would be reduced by 300 AUMs on 620 acres of land that is currently grazed by livestock.</p> <p>Recreational use would not impact livestock grazing on public land parcels, because no livestock grazing would be permitted.</p> <p>Changes in the vegetation and grazing capacity of the parcels would not impact livestock, as no grazing would be permitted.</p> <p>Same as Proposed Plan.</p> | <p>Transfer and sale of all the parcels would reduce the acreage available for livestock grazing. Potentially, all the parcels could be removed from livestock grazing use.</p> <p>Same as Alternative A, although this impact could disappear if the lands are sold and no longer available for recreation or livestock grazing use.</p> <p>Same as Proposed Plan.</p> | <p>Same as Alternative A.</p> <p>Same as Alternative B.</p> <p>Same as Proposed Plan.</p> |
|  |   |   |   |  |   |   |
|  |   |   |   |  |   |   |



**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                            | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>                                     |
|--|--|---|---|---|---|--|
| <p><b>LIVESTOCK GRAZING MANAGEMENT (Continued)</b></p> | <p>Minor conflicts between campground development and livestock use could occur, if these uses are allowed by the agencies or entities that acquire the parcels.<br/>Requirements to blend livestock management structures on public lands with the landscape could increase operator costs, if livestock grazing is allowed by the agencies or entities that acquire the parcels.</p> | <p>There would be no impacts to campgrounds on public lands from livestock grazing (no campgrounds under this alternative).<br/>Modifying livestock management structures or range improvements to blend with the landscape could increase costs and reduce options for livestock management.</p> | <p>Campground development would conflict with livestock grazing due to loss of acreage as cattle are fenced out.<br/>Same as Alternative A.</p> | <p>Same as Alternative A.<br/>No impact on livestock on public lands as no grazing would be permitted. However, requirements to modify livestock management structures, particularly fences on the public land parcels, could affect management of livestock on adjacent private lands.</p> | <p>Uses specified by the new parcel owners would control the potential impacts. There would be no conflicts with public livestock grazing.<br/>Same as Proposed Plan.</p> | <p>Same as Alternative B.<br/>Same as Alternative A.</p> |
| <p><b>MINERAL RESOURCES</b></p>                        | <p>There would be no effects related to the management prescriptions for geothermal energy, phosphate, sodium, and coal because these resources are not anticipated to exist in commercial amounts on public lands in the planning area.<br/>There would be no development of oil and gas in the planning area from public lands.</p>  | <p>Same as Proposed Plan.</p>   | <p>There would be potential for oil and gas development from one or two wells.</p>  | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>                            |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>          | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>   |
|--------------------------------------|---|---|--|---|------------------------|------------------------|
| <b>MINERAL RESOURCES (Continued)</b> | 2,890 acres of public land and mineral estate included in PLO 7143 (Map 10) would be closed to locatable mineral entry.                                     | Same as Proposed Plan.  | Public lands and mineral estate inside the area included in PLO 7143 (Map 10) (2,890 acres) would be opened to locatable mineral development after June 1, 2005. Small-scale recreational gold panning and dredging could take place on public lands within the Snake River channel. The discovery of commercial amounts of gold is not anticipated. | Same as Proposed Plan.  | Same as Proposed Plan. | Same as Proposed Plan. |
|                                      | 12,233 acres of public lands and federal mineral estate outside the PLO area would be closed to locatable mineral entry.                                    | Public lands and federal mineral estate outside the area included in PLO 7143 (12,233 acres) would be available for locatable mineral development. (Map 10) | Same as Alternative A.   | Same as Proposed Plan.  | Same as Proposed Plan. | Same as Proposed Plan. |
|                                      | Longer haul distances for gravel would result in more truck traffic and potential for accidents, both to other motorists and to wildlife crossing highways. | Same as Proposed Plan.  | This impact would be less, as more gravel extraction from the public lands would be allowed.   | This impact would be greater, as no gravel would be available from public lands in the planning area. | Same as Proposed Plan. | Same as Proposed Plan. |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE      | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E          |
|---------------------------|--|--|--|--|---|------------------------|
| OFF-HIGHWAY VEHICLES      | Motorized access to certain parcels and levees would be prohibited. The opportunity to recreate on public lands by a small portion of the public would be foregone. Recreational use could decrease on some parcels.   | Motorized access to the parcels would be the greatest under this alternative; however, some parcels would still be inaccessible to motorized vehicles. | Compared to alternative A, motorized and non-motorized recreational opportunities would be less. The loss of this opportunity would be minimal since the public lands parcels are small and access is limited. | Motorized access to certain parcels and levees would be prohibited. The opportunity to recreate on public lands by a small portion of the public would be foregone. Recreational use would decrease on some parcels. | The opportunity for public use of motorized OHVs on public lands would be foregone. | Same as Proposed Plan. |
| PALEONTOLOGICAL RESOURCES | <p>There would be no adverse effects on <b>identified</b> significant paleontological resources from the sale, exchange, or transfer of public lands. Any <b>unidentified</b> significant paleontological resources would suffer adverse effects from the sale, exchange, or transfer of public lands.</p> <p>Sand and gravel operations in the river channel would not impact vertebrate fossils.</p> <p>Permits issued for the scientific study of paleontological resources on public lands would ensure that important sites are protected and new scientific information is made available to the public.</p> | Same as Proposed Plan.   | There is a small potential that sand and gravel operations outside the active river channel could impact vertebrate fossils. Same as Proposed Plan.  | There would be no impact from sand and gravel extraction on fossils. Same as Proposed Plan.  | Same as Proposed Plan.  | Same as Proposed Plan. |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>           | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|--|--|---|--|---|---|---|
| <b>PALEONTOLOGICAL RESOURCES (Continued)</b> | <p>The use of minimum-impact suppression techniques for fighting wildfires could protect some paleontological resources from surface-disturbing activities.</p> <p>Sporadic unauthorized collection of paleontological resources could take place.</p> <p>Inventories conducted for proposed surface-disturbing activities would mitigate the loss of data to some extent.</p> <p>Unauthorized collection will always result in some loss of data.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Compared to the Proposed Plan, greater visitor use associated with river floating and visits to recreational sites would increase the potential for unauthorized collecting, although the potential for finding significant vertebrate fossils is very low.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>There is a small chance that paleontological resources could be affected, as BLM restrictions would not apply.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p>   |
| <b>RECREATION</b>                            | <p>Landownerships would not affect the level of public use of lands within the Snake River corridor.</p>   | <p>Same as Proposed Plan.</p>                               | <p>Landownerships could increase the level of public use and access to some lands within the Snake River corridor, through the acquisition of lands for public access and improved recreation opportunities. Access to some remote parcels could be lost.</p>                                    | <p>Same as Alternative B.</p>                               | <p>Landownerships adjustments could eliminate public use of lands within the Snake River corridor.</p>  | <p>Landownerships adjustments could reduce the level of public use of some lands within the Snake River corridor, although this effect may be mitigated where recreation easements are retained or offset by the consolidation of public lands in areas of high recreational use.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE      | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E   |
|---------------------------|--|--|---|--|---|---|
| RECREATION<br>(Continued) | <p>Information and directional signs posted on public lands where appropriate could enhance recreational experiences and reduce trespassing on private lands, if the signs are used by the acquiring agencies and/or entities.</p> <p>The benefits listed for Alternative A would be realized if the managing agency or entity develops boat access at South Park (parcel 26).</p> | <p>Confusion about parcel location and appropriate uses would continue.</p>  | <p>Information and directional signs posted on all public lands may enhance the recreational experience and reduce trespass.</p>                      | <p>Same as Alternative B.</p>  | <p>Public access to the parcels would be lost; signs would not be necessary.</p>    | <p>Information and directional signs posted on public lands where appropriate could enhance recreational experiences and reduce trespassing on private lands.</p> |
|                           | <p>If recreation easements were acquired by the managing agency or entity, they would enhance recreation opportunities and public access.</p>  | <p>The development of boating access at South Park (parcel 26) would improve vehicle access, reducing traffic hazards. Visitor experience would be enhanced with improved facilities and river access.</p> | <p>Same as Alternative A.</p>   | <p>The traffic hazards associated with the existing public access (located on private land) would remain the same.</p> | <p>No recreation access after parcel disposal, thus no related traffic hazards.</p> | <p>Same as d Alternative A.</p>   |
|                           |  | <p>No similar impact.</p>  | <p>The acquisition of recreation easements through the sale or exchange of public lands would enhance recreation opportunities and public access.</p> | <p>No similar impact.</p>  | <p>No similar impact.</p>   | <p>Same as Alternative B.</p>   |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B  | ALTERNATIVE C                 | ALTERNATIVE D                                      | ALTERNATIVE E                 |
|------------------------|---|--|--|-------------------------------|--|-------------------------------|
| RECREATION (Continued) | <p>Withdrawal of the federal mineral estate from locatable minerals development after June 1, 2005 provides for long-term protection of recreation opportunities.</p>                           | <p>Same as Proposed Plan.</p>              | <p>Lands not withdrawn from the federal mineral estate for locatable minerals after June 1, 2005 are at risk for staking and development. Some long-term recreation opportunities may be forgone if lands are not withdrawn.</p>   | <p>Same as Proposed Plan.</p> | <p>No recreation access after parcel disposal.</p> | <p>Same as Proposed Plan.</p> |
|                        | <p>The closure of federal lands and mineral estate in the planning area to oil and gas leasing would ensure long-term recreation benefits would not be impacted by oil and gas development.</p> | <p>Same as Proposed Plan.</p>              | <p>The development of oil and gas extraction on federal lands and mineral estate outside the Snake River corridor could create some long-term impacts to recreation facilities and opportunities, although closure of the river corridor to leasing for oil and gas would preserve most recreation benefits.</p> | <p>Same as Proposed Plan.</p> | <p>No recreation access after parcel disposal.</p> | <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>   | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>           | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|-------------------------------|--|---|--|---|---|---|
| <b>RECREATION (Continued)</b> | <p>The closure of leasing on federal lands and mineral estate in the planning area to phosphate, sodium and other leasable minerals would ensure long-term recreation benefits would not be impacted by development of these minerals.</p> <p>The closure of federal lands and mineral estate in the planning area to geothermal leasing would ensure long-term recreation benefits would not be impacted by geothermal development.</p> <p>Recreational use could decline on public lands that are developed for sand and gravel mining. With mitigation, impacts to recreation would be low.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>The development of phosphate, sodium, and other leasable minerals on federal lands and mineral estate in the planning area could create long-term impacts to recreation facilities and opportunities.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>No recreation access after parcel disposal.</p> <p>No recreation access after parcel disposal.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>   | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b> | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>                                  | <b>ALTERNATIVE D</b>                        | <b>ALTERNATIVE E</b>   |
|-------------------------------|--|---|------------------------|---|---|------------------------|
| <b>RECREATION (Continued)</b> | <p>Industrial vehicle access across public lands for mining sand and gravel would reduce the quality of recreational experiences and increase hazards to public health and safety. With mitigation and seasonal restrictions these impacts would be minimal.</p> <p>Plans of operations submitted for saleable mineral exploration and development must address the protection of natural resource values. Mitigation of recreation impacts could be stipulated.</p> | Same as Proposed Plan.                            | Same as Proposed Plan. | No similar impact.                                    | No recreation access after parcel disposal. | Same as Proposed Plan. |
|                               |  | Same as Proposed Plan.                            | Same as Proposed Plan. | No similar impact, as no minerals could be developed. | No recreation access after parcel disposal. | Same as Proposed Plan. |



TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A               | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E   |
|------------------------|--|--|--|---|---|---|
| RECREATION (Continued) | <p>No similar impact.</p>  | <p>No similar impact.</p>                                | <p>No similar impact.</p>  | <p>The prohibition on the use of motorized vehicles, except at the Wilson Bridge boat and river access site, would make some levee pathways and fishing areas inaccessible to people unable to travel without mechanized transportation. Recreational experiences for boaters and hikers, by comparison, would improve.</p> | <p>No similar impact. No recreation access after parcel disposal.</p>               | <p>No similar impact.</p>   |
|                        | <p>The quality of recreational experience would likely deteriorate without recreation management (e.g., education, signing, regulating use levels). If a cooperative agreement(s) for management were reached, this effect could be mitigated.</p> | <p>Same as Proposed Plan.</p>                            | <p>Same as Alternative E. Public benefits for river floating and upland activities may increase as management prescriptions emphasize expanding facilities and services to meet public demand.</p> | <p>Same as Alternative E except that public benefits for river floating and upland activities may decrease as management prescriptions emphasize reducing public use to protect wildlife habitat.</p>   | <p>No recreation access after parcel disposal.</p>                                  | <p>The quality of recreational experience would improve as management provides services, resolves conflicts, regulates use for desired future conditions developed through the Limits of Acceptable Change process (LAC), and provides for the protection of natural resources.</p> |
|                        | <p>Commercial floating opportunities would be improved.</p>  | <p>The commercial floating experience would decline.</p> | <p>The benefits enjoyed from commercial recreation use would continue.</p>   | <p>Same as Alternative B.</p>   | <p>Commercial floating use may continue, but would not be regulated by the BLM.</p> | <p>Same as Alternative B.</p>   |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C  | ALTERNATIVE D  | ALTERNATIVE E   |
|--|--|--|---|--|--|---|
| <b>RECREATION (Continued)</b>  | <p>The maintenance of the Wilson Bridge river access would provide continued recreation opportunities.</p> <p>The development of facilities at the South Park location would enhance recreational opportunities.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p> <p>The improvement of visitor facilities at the Wilson Bridge boat and river access site and the development of facilities at the South Park location would enhance recreational opportunities.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>No similar impact.</p>                      | <p>Public benefits of the Wilson boat ramp could be lost.</p> <p>No recreation access after parcel disposal.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p> |
| <p>Adverse effects on public safety could be mitigated by development of a boat and river access site in the South Park area, which could include improvements made to the exit off U.S. Highway 191.</p> <p>Recreation facilities and services would be maintained by the managing agency or entity. Impacts are likely to be similar to Alternative B.</p> | <p>Same as Proposed Plan.</p> <p>Facilities and services would continue to be minimally maintained through agreements with Teton County.</p> <p>The quality of recreational experience could decrease.</p>           | <p>Same as Proposed Plan.</p> <p>The implementation of an access fee program would allow for the enhancement of visitor services and facilities. A fee system could deter or eliminate recreational use by some of the public.</p> | <p>No similar impact.</p> <p>Same as Alternative B except that the choice of contributing to user services would be voluntary.</p> <p>Revenue income for recreation management and natural resource protection would be uncertain.</p>                          | <p>No similar impact.</p> <p>No recreation access after parcel disposal.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p>  |   |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b> | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|-----------------------------|--|---|--|---|---|---|
| <b>RECREATION</b>           | <p>Benefits could be realized if the managing agencies and/or entities develop additional boating access.</p> <p>The benefits of authorized camping could be realized if the managing agencies and/or entities develop camping facilities.</p> <p>Other agencies could, after acquiring parcels, close them to hunting. This would reduce the opportunity for hunting in the Jackson Hole valley. The potential extent of this impact is not known</p> | <p>The Wilson Bridge and South Park river access facilities would remain congested, as no other access facilities would be developed.</p> <p>Some unauthorized camping would occur along the Snake River corridor. Authorized camping opportunities would be forgone.</p> <p>Access to the parcels for hunting would be preserved, as BLM would retain the parcels.</p> | <p>Added river boating access facilities could ease congestion and provide an enhanced recreational experience.</p> <p>Unauthorized camping would be reduced because camping would be allowed in designated campgrounds on public lands.</p> <p>Same as Alternative A.</p> | <p>The Wilson Bridge boat ramp would remain very congested, as no other access facilities would be developed.</p> <p>Same as Alternative A.</p> <p>Same as Alternative A.</p> | <p>Public river access may be lost after parcel disposal.</p> <p>Same as Alternative A.</p> <p>Same as Alternative B.</p> | <p>Same as Alternative B.</p> <p>Same as Alternative B.</p> <p>Same as Alternative A.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E   |
|------------------------|---|---|---|---|---|---|
| <b>SOCIO-ECONOMICS</b> | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, the Proposed Plan is superior to Alternatives A, B, and D, inferior to Alternative C, and equal to Alternative E.  | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, Alternative A is inferior to the Proposed Plan and Alternatives C and E, and superior to Alternatives B and D.   | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, Alternative B is inferior to the Proposed Plan and Alternatives A, C, and E; and superior to Alternative D.  | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, Alternative C is superior to the Proposed Plan and all other alternatives.   | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, Alternative D is inferior to the Proposed Plan and all other alternatives.   | Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay (WTP) considerations, Alternative E is equal to the Proposed Plan, superior to Alternatives A, B, and D, and inferior to Alternative C.  |
| <b>VEGETATION</b>      | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. | Surface-disturbing and disruptive activities could cause a loss of vegetation and an increase in weeds. Fire suppression efforts may lead to spread of noxious weeds and other invasive species through soil disturbance or introduction of seed from outside sources. Access and rights-of-way could lead to surface disturbance or the introduction of noxious weed seed dispersal agents. Stipulations and management actions implemented to protect other resources could prevent surface disturbances and protect vegetation and Special Status Plant Species. |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B          | ALTERNATIVE C  | ALTERNATIVE D          | ALTERNATIVE E          |
|------------------------|--|--|------------------------|--|------------------------|------------------------|
| VEGETATION (Continued) | The absence of flooding outside the levees and the exclusion of fire would inhibit cottonwood regeneration. The cottonwood-dominated community would change to a shrub-grass or conifer community with time. | Same as Proposed Plan.                     | Same as Proposed Plan. | The absence of flooding outside the levees and the exclusion of fire would inhibit cottonwood regeneration. The cottonwood-dominated community would change to a shrub-grass or conifer community with time. | Same as Proposed Plan. | Same as Proposed Plan. |
|                        | Increases in public access or facilities (e.g., South Park access site) could cause the removal of vegetation and the increase of weeds.   | Same as Proposed Plan.                     | Same as Proposed Plan. | No similar impact.   | No similar impact.     | Same as Proposed Plan. |
|                        | The resolution of agriculture or occupancy trespass and subsequent reclamation could benefit native vegetation in the long term.   | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan.   | No similar impact.     | Same as Proposed Plan. |
|                        | Elimination of fall livestock grazing would allow for an increase in shrub production and diversity of understory habitats in cottonwood stands.   | Same as Proposed Plan.                     | No similar impact.     | Elimination of all livestock grazing would allow for greater shrub production and diversity of understory habitats in cottonwood stands.   | No similar impact.     | Same as Proposed Plan. |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A              | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|------------------------|---|---|--|---|--|---|
| VEGETATION (Continued) | <p>Salt and mineral supplements used for livestock can leach into the soil, affecting plant survival and growth. These supplements can also attract wildlife.</p> <p>No similar impact.</p> | <p>Same as Proposed Plan.</p> <p>No similar impact.</p> | <p>Same as Proposed Plan.</p> <p>Oil and gas development on federal mineral estate outside the Snake River corridor could cause a short-term loss of vegetation followed by an increase in vegetation with the reestablishment of desirable grass and forb species after reclamation measures. The long-term loss in vegetation would not be significant. There could be an increase in weeds in the short-term until reclamation success.</p> | <p>Plant survival and growth would be benefited, as salt and mineral supplements would not be used, as there would be no livestock grazing allowed.</p> <p>No similar impact.</p> | <p>Same as Proposed Plan, pending disposal of the parcels.</p> <p>No similar impact.</p> | <p>Same as Proposed Plan.</p> <p>No similar impact.</p> |

**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>   | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>       | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>                                    | <b>ALTERNATIVE D</b>                                    | <b>ALTERNATIVE E</b>                                    |
|-------------------------------|--|---|---|---|---|---|
| <b>VEGETATION (Continued)</b> | <p>No similar impact.</p> <p>A long-term protective withdrawal to prohibit the staking and development of mining claims could benefit vegetation in the long term.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p> | <p>Other leasable minerals development on federal mineral estate outside the Snake River corridor could cause a short-term loss of vegetation followed by an increase in vegetation with the reestablishment of desirable grass and forb species after reclamation measures. The long-term loss in vegetation would not be significant. There could be an increase in weeds in the short-term until reclamation success.</p> <p>Opening public lands and federal mineral estate to the staking and development of mining claims in 2005 could cause removal of vegetation and an increase in weeds.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p> | <p>No similar impact.</p> <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>   | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b> | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>   | <b>ALTERNATIVE D</b>                                    | <b>ALTERNATIVE E</b>   |
|-------------------------------|--|---|--|--|---|------------------------|
| <b>VEGETATION (Continued)</b> | The extraction of sand and gravel on public lands and federal mineral estate only within the active unvegetated channel could cause a temporary increase in weeds in the area during each season of use. | Same as Proposed Plan.                            | The extraction of sand and gravel on public lands and federal mineral estate could cause the loss of vegetation and an increase in weeds in the area for the duration of the operations. Reclamation activities would cause an increase in desirable species in the long term. | No similar impact.   | Same as Proposed Plan, pending disposal of the parcels. | Same as Proposed Plan. |
|                               | An increase in the number of visitors and improvement or development of new facilities or camping areas could cause an increase of disturbance, loss of vegetation, and an increase in weeds.            | No similar impact.                                | Same as Proposed Plan.   | A decrease in the number of visitors and fewer improvements or developments of new facilities could cause an increase of vegetation and a decrease in weeds, causing an overall beneficial effect to the native plant species. | No similar impact.                                      | Same as Proposed Plan. |
|                               | Visual resource management could benefit Class II VRM management actions on selected parcels to maintain or improve scenic values.   | Same as Proposed Plan.                            | Visual resource management could benefit vegetation less than the Proposed Plan through conformance with Class III VRM management actions.   | Same as Proposed Plan.   | No similar impact.                                      | Same as Proposed Plan. |



TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE                 | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C                 | ALTERNATIVE D   | ALTERNATIVE E                 |
|--------------------------------------|--|---|---|-------------------------------|---|-------------------------------|
| <p><b>VEGETATION (Continued)</b></p> | <p>Repeated OHV use would damage vegetation because vehicle tires crush and tear plant tissues and eventually destroy plant cover. OHV activity often occurs in areas that are erosive. The combination of vegetation loss and activity on erosive soils produces excessive soil erosion and causes further impacts associated with sedimentation on adjacent areas. The impacts could be the most beneficial to vegetation as public lands in the planning area would be closed to motorized vehicle use except at the Wilson Bridge and certain designated roads and non-motorized vehicles would be limited to designated roads and trails.</p> | <p>The impacts could be greater than under the Proposed Plan as more areas would be open for motorized and non-motorized use.</p> | <p>The impacts could be greater than under the Proposed Plan as public lands in the planning area would be either closed or limited to existing roads and trails.</p> | <p>Same as Proposed Plan.</p> | <p>Repeated off-road vehicle (OHV) use would damage vegetation because vehicle tires crush and tear plant tissues and eventually destroy plant cover. OHV activity often occurs in areas that are erosive. The combination of vegetation loss and activity on erosive soils produces excessive soil erosion and causes further impacts associated with sedimentation on adjacent areas.</p> | <p>Same as Proposed Plan.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE                            | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B          | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E          |
|---|---|--|------------------------|---|---|------------------------|
| VEGETATION (Continued)                          | Livestock grazing, recreational use, interpretive sites, and additional access, and surface-disturbing activities would result in seed dispersal and the increased establishment of noxious weeds and other invasive species. Seed dispersal would occur both within and outside of the planning area. These effects would be mitigated by implementation of the Jackson Hole Weed Management Plan. | Same as Proposed Plan.   | Same as Proposed Plan. | Impacts would be less than those described for the Proposed Plan because there would be no livestock grazing. | Livestock grazing, recreational use, interpretive sites, and surface-disturbing activities would not cause seed dispersal or the increased establishment of noxious weeds and other invasive species. However, uses of the new parcel landowners could contribute to establishment of weeds. Seed dispersal would occur both within and outside of the planning area. | Same as Proposed Plan. |
| <i>Noxious weeds and other invasive species</i> | Strict water quality protection measures for public lands could reduce ability to treat noxious weeds and other invasive species with chemicals.<br><br>Delaying weed treatments on public lands to avoid special wildlife needs could impede efforts to control noxious weeds and other invasive species.  | Same as Proposed Plan.   | Same as Proposed Plan. | Same as Proposed Plan.  | Same as Alternative A.  | Same as Proposed Plan. |
| <i>Riparian</i>                                 | Interpretive sites, improved visitor services, and recreation easements could increase the potential for noxious weed dispersal (i.e., vehicles, pets, humans).<br><br>More options would be available for the control of noxious weeds on public lands.  | These impacts would not occur, as these developments would not be implemented.<br><br>Same as Proposed Plan. | Same as Proposed Plan. | Removal of chemical control will impede efforts to control noxious weeds and other invasive species.          | Same as Proposed Plan.  | Same as Proposed Plan. |
|   | There would be no adverse impact to riparian/wetland areas in the Snake River Corridor due to geothermal or oil and gas development activities.   |  |                        |   |   |                        |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE  | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E   |
|---|---|--|---|---|---|---|
| <p><b>VEGETATION (Continued)</b></p> <p><i>Riparian (Continued)</i></p> | <p>All vegetation management activities on public lands would be designed to enhance riparian/wetland health and would have positive impacts.</p> <p>All wildlife and watershed management activities on public lands would be designed with riparian/wetland health as a priority and would thus positively benefit this resource.</p> <p>Fire management activities (i.e., suppression) would be mitigated through emergency fire rehabilitation, if needed, resulting in no adverse impact to riparian/wetland areas.</p> <p>Actions to protect public lands from hazardous waste would positively benefit riparian/wetland areas.</p> <p>Closing the parcels along the Snake River to Desert Land Entry would benefit riparian/wetland areas.</p> <p>Sale or transfer of public lands could remove riparian/wetlands from BLM management.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Sale of public lands could remove riparian/wetlands from BLM management. Exchange of riparian/wetlands for other lands may not be for those of equal or better functional value or habitat value.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Sale of public lands could remove riparian/wetlands from BLM management but would allow public access to other riparian/wetland areas.</p> | <p>No similar impact.</p> <p>No similar impact.</p> <p>Private sale would have similar impacts to Desert Land Entry.</p> <p>Sale of public lands will remove riparian/wetlands in Teton County from BLM management.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Alternative C.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C  | ALTERNATIVE D   | ALTERNATIVE E  |
|--|--|---|--|--|---|--|
| <p>VEGETATION (Continued)</p> <p><i>Riparian</i> (Continued)</p> | <p>BLM would not be managing the riparian/wetland areas.</p> <p>The imposition of conservation easements on disposals could assist the management and protection of riparian/wetland areas.</p> <p>Resolving occupancy trespass by removing the trespass would have no impact or would be a positive impact to riparian/wetland areas.</p> | <p>This impact would not occur, as BLM would not be acquiring parcels.</p> <p>This impact would not occur, as BLM would not be retaining conservation easements.</p> <p>Resolving occupancy trespass by removing the trespass would have no impact or would have a positive impact to riparian/wetland areas.</p> | <p>BLM management of riparian/wetland areas may be improved through acquisition or exchange of parcels.</p> <p>Same as Alternative A.</p> <p>Land sales in the case of occupancy trespass could result in removal of riparian/wetland areas from BLM management.</p> | <p>Same as Alternative B.</p> <p>The imposition of conservation easements on disposals would assist the management and protection of riparian/wetland areas.</p> <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative A.</p> <p>No similar impact.</p> | <p>Same as Alternative B.</p> <p>Same as Alternative C.</p> <p>Resolving agricultural or occupancy trespass by removing the trespass would have no impact or would be a positive impact to riparian/wetland areas. However, resolving the issue through rental agreement would continue any impacts that may be occurring.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D                 | ALTERNATIVE E                 |
|--|--|---|--|---|-------------------------------|-------------------------------|
| <p><b>VEGETATION (Continued)</b><br/><i>Riparian (Continued)</i></p> | <p>Riparian/wetland areas would generally be avoided by ROW development. Mitigation measures to rehabilitate areas would be developed case by case. However, some trees could be lost.</p>   | <p>Same as Proposed Plan.</p>   | <p>Some riparian/wetland areas could be permanently lost (e.g., from road development). Other situations (e.g., buried utility lines) could be mitigated through rehabilitation of the affected area. Trees could be permanently lost.</p> | <p>Aquatic and wetland sites are exclusion areas for ROW development. Other riparian areas would be restored if ROWs were allowed. However, some trees could be lost.</p> | <p>No similar impact.</p>     | <p>Same as Proposed Plan.</p> |
|  | <p>Elimination of fall grazing unless the Standards for Healthy Rangelands are met and a grazing plan is in place would increase the recovery and productivity of riparian/wetland shrub species. Should grazing permits be relinquished in the future, the removal of livestock grazing would allow for quicker recovery of any degraded vegetative conditions.</p> | <p>Fall grazing would likely be detrimental to riparian/wetland shrub condition. Should grazing permits be relinquished in the future, the removal of livestock grazing would allow for quicker recovery of any degraded vegetative conditions.</p> | <p>Same as Alternative A.</p>  | <p>Elimination of livestock grazing would lead to a greater increase in the recovery and productivity of riparian/wetland shrub species than under the Proposed Plan.</p> | <p>Same as Alternative A.</p> | <p>Same as Proposed Plan.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D                 | ALTERNATIVE E                 |
|--|---|---|---|---|-------------------------------|-------------------------------|
| <p><b>VEGETATION (Continued)</b><br/><i>Riparian (Continued)</i></p> | <p>There would be no adverse impact to riparian/wetland areas in the Snake River Corridor due to any feasible minerals.</p>   | <p>Same as Proposed Plan.</p>   | <p>Leasing lands for phosphate, sodium, or other leasable minerals have an adverse impact to riparian/wetland areas during development (surface disturbance and vegetation loss).</p> | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> |
|  | <p>A long-term mineral withdrawal in the planning area would protect riparian/wetland areas from mineral development.</p>   | <p>Public mineral estate outside the area included in PLO 7143 (2896 acres) would be available for locatable mineral development. This could affect riparian or wetland habitats in some areas.</p> | <p>Public mineral estate in the planning area (15,123 acres) would be available for locatable mineral development. This could affect riparian or wetland habitats in some areas.</p>  | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> |
|  | <p>Confining sand and gravel operations to the active, unvegetated channel within the levees would have minimal adverse effect on the riparian/wetland plant community.</p> | <p>Same as Proposed Plan.</p>   | <p>Sand and Gravel operations could result in widespread loss of riparian/wetland habitat outside the levees.</p>   | <p>There would be no impact to riparian/wetland habitat due to Salable mineral development.</p> | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E   |
|--|---|--|--|---|---|---|
| <p><b>VEGETATION (Continued)</b><br/><i>Riparian (Continued)</i></p> | <p>Increased access to public lands may have an adverse effect on riparian/wetland areas, depending on the level and type of use by the public. Restrictions on motorized access would benefit riparian/wetland resources.</p> <p>Limiting motorized vehicle use to specific existing roads, non-motorized traffic to designated roads and trails and possibly limiting all but authorized traffic seasonally where needed would benefit riparian/wetland resources.</p> <p>There could be some limited adverse impact to riparian/wetland shrubs due to over-the-snow vehicles, primarily in low snow years.</p> | <p>Increased access to public lands may have an adverse effect on riparian/wetland areas depending on the level and type of use by the public. Access, by itself, has no impact to riparian/wetland areas.</p> <p>Riparian/wetland habitat could be adversely affected by allowing all public lands to be open to OHVs. This could create new roads and trails over time, and increase erosion and the destruction of riparian/wetland plants.</p> <p>Same as Proposed Plan.</p> | <p>Same as Alternative A.</p> <p>Limiting OHVs to existing roads and trails, and closing trails causing resource damage, would be beneficial to riparian/wetland habitats.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p> <p>There would be no adverse impact to riparian/wetland resource due to over-the-snow vehicles.</p> | <p>No similar impact. Access to the parcels would decrease or be lost entirely.</p> <p>No similar impact.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D                                       | ALTERNATIVE E   |
|--|---|---|---|---|---|---|
| <p>VEGETATION (Continued)</p> <p><i>Riparian</i> (Continued)</p> | <p>Riparian/wetland resources could be impacted negatively with increased "land-based" recreation activity; however, monitoring, mitigation, and informational signing could help to alleviate these impacts.</p> <p>These benefits could be realized if the managing agencies and/or entities maintain the existing boat access facilities, and develop additional boating accesses.</p> | <p>Most recreational activity in this area has not impacted the riparian/wetland resource. However, some negative impact to riparian/wetland resources has occurred due to "land-based" recreation. This impact has been limited to specific areas and has been a result of unauthorized activity.</p> <p>Maintaining existing and developing additional float boating access and visitor facilities at specific locations may be beneficial to riparian/wetland resources by concentrating use in designated areas, providing educational opportunities, and eliminating unintended encroachment into other areas.</p> | <p>Riparian/wetland resources could be impacted negatively with increased "land-based" recreation activity; however, monitoring, mitigation, and informational signing could help to alleviate these impacts.</p> <p>Same as Alternative A.</p> | <p>The decrease in "land-based" recreation and the implementation of signing and a fee system could protect riparian/wetland resources.</p> <p>Maintaining existing float boating access and visitor facilities at specific locations may be more beneficial to riparian/wetland resources by concentrating use in fewer designated areas, providing educational opportunities, and eliminating unintended encroachment into other areas.</p> | <p>No similar impact.</p> <p>No similar impact.</p> | <p>Same as Alternative B.</p> <p>Same as Alternative A.</p> |



TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE   | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|--|--|--|--|---|--|---|
| <p><b>VEGETATION (Continued)</b><br/><i>Riparian (Continued)</i></p> | <p>If additional boat ramp facilities (such as parking areas) cannot be located outside of riparian areas, a limited amount of riparian vegetation could be permanently lost.<br/>Regulated overnight camping at specific boat-camping in campground areas could have some localized adverse effect to riparian/wetland resources.<br/>Chemical control of noxious weeds and other invasive species could damage some riparian plants in the short term, but long-term vegetation health should be improved.<br/>Riparian/wetland areas may not be managed specifically for proper functioning condition, but for more broadly defined wildlife habitat goals.</p> | <p>Same as Proposed Plan.<br/>No camping would be allowed, so there would be no impact to riparian/wetland resources.</p>  | <p>Same as Proposed Plan.<br/>Same as Proposed Plan.</p> | <p>This impact would not occur, as no additional facilities would be constructed.<br/>Same as Alternative A.</p>                                    | <p>Same as Alternative C.<br/>No similar impact.</p>   | <p>Same as Proposed Plan.<br/>Same as Proposed Plan.<br/>Same as Proposed Plan.</p> |
|  |  | <p>Same as Proposed Plan.<br/>Managing riparian/wetland areas to maintain proper functioning condition or later seral stages (outside of the levees) would be beneficial to this resource.</p> | <p>Same as Proposed Plan.<br/>Same as Alternative A.</p> | <p>This impact would not occur, as chemical control of noxious weeds and other invasive species would be prohibited.<br/>Same as Alternative A.</p> | <p>Same as Proposed Plan.<br/>Riparian/wetland areas would probably not be managed for proper functioning condition.</p> | <p>Same as Proposed Plan.<br/>Same as Alternative A.</p>                            |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE           | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A   | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|--------------------------------|--|--|---|---|--|---|
| <p><b>VISUAL RESOURCES</b></p> | <p>Visibility would be affected on a local and temporary basis by airborne dust from the use of motorized vehicles along levees and by mining of sand and gravel.</p>  | <p>Same as Proposed Plan.</p>  | <p>Compared to the Proposed Plan, dust and associated visual impacts could increase as additional areas are mined for sand and gravel.</p>  | <p>Compared to the Proposed Plan, dust and associated visual impacts would be reduced since mining would be prohibited and motorized vehicle use would be confined to the Wilson Bridge boat and river access site.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p>   |
|                                | <p>Management of the parcels by the acquiring agencies or entities for wildlife habitat and open space would probably allow for a low degree of alteration to the existing scenic values.</p> <p>Some impacts to visual quality could occur; the extent of visual changes is difficult to predict, as BLM would not be managing the parcels.</p> | <p>Management of visual resources to assigned VRM objectives would allow for a low degree of alteration to the existing scenic values.</p> <p>Changes in visual quality would be minimal due to restrictions on development.</p> | <p>Compared to the Proposed Plan, the management of visual resources to assigned VRM objectives would allow a greater degree of alteration to the existing scenic values.</p> <p>Changes in visual quality would be increased under this alternative.</p> | <p>Management of visual resources to assigned VRM objectives would allow for a low degree of alteration to the existing scenic values.</p> <p>Changes in visual quality would be the least under this alternative.</p>  | <p>No VRM objectives would be assigned. Private landowners could make alterations to scenic values.</p> <p>Changes in visual quality could be greatest under this alternative.</p> | <p>Management of visual resources to assigned VRM objectives would allow for a low degree of alteration to the existing scenic values.</p> <p>Changes in visual quality would be minimal.</p> |
|                                | <p>Smoke from campfires at primitive campgrounds, if allowed by the managing agencies or entities, would affect visibility locally during the summer.</p>  | <p>This impact would not occur, as no camping would be allowed.</p>  | <p>Smoke from campfires at primitive campgrounds would affect visibility locally during the summer.</p>   | <p>This impact would not occur, as no camping would be allowed.</p>   | <p>This impact would not occur, as no camping would be allowed. However, management by private landowners may result in similar impacts.</p>                                       | <p>Same as Alternative B.</p>   |
| <p><b>WATERSHED</b></p>        | <p>The existence of the levee system will be the primary long-term factor affecting channel condition and sediment related water quality.</p>  |  |   |   |  |   |

**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE         | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B          | ALTERNATIVE C          | ALTERNATIVE D   | ALTERNATIVE E          |
|------------------------------|--|--|------------------------|------------------------|---|------------------------|
| <b>WATERSHED (Continued)</b> | <p>The use of surfactants and foaming agents for fire suppressing activities has the potential to produce local changes in water quality. However, the level of dilution that could be provided by the Snake River, the rapid biological breakdown of the agents, and the practice of avoiding direct application of surfactant or foam solutions to open waters would likely reduce concentrations to acceptable levels.</p> <p>Given the existence and the extent of the levee system and the comparatively small amount of public land involved, the actions taken on public land will most likely have only minor impacts on the channel condition and non-point source related water quality.</p> <p>Isolated oxbows, within the levee system, would continue to be affected by both the movements of the active channel and channel reclamation efforts.</p> <p>Aerial fire retardants would most likely not cause adverse changes in watershed function or water quality. The use of aerial fire suppressants has the potential to produce short-term local changes in the level of nutrients in adjacent waters. Avoiding application of aerial fire retardants to open waters, and the relatively large amount of dilution that can be provided by the discharge of the Snake River, would most likely reduce this effect further in terms of concentration and duration.</p> | Same as Proposed Plan.                     | Same as Proposed Plan. | Same as Proposed Plan. | Same as Proposed Plan. After parcel sale, Teton County would make the decisions regarding fire retardant use. | Same as Proposed Plan. |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE         | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E          |
|------------------------------|--|--|--|---|--|------------------------|
| <b>WATERSHED (Continued)</b> | The lower levels of mining or soil disturbance under this alternative would create a lower potential for water quality degradation.  | Same as Proposed Plan.                     | The higher levels of disturbance within and outside the levees would create a greater potential for water quality degradation, due not only to greater levels of direct disturbance but increased channel modification as well.    | As this alternative has the lowest levels of soil disturbance and no mining activity, water quality degradation from these activities would be the lowest of all alternatives.  | Same as Proposed Plan.   | Same as Proposed Plan. |
|                              | Disturbance within the channel due to gravel mining could create short-term decreases in water quality. Continued mining over time will have both short-term local and long-term remote effects on river morphology. | Same as Proposed Plan.                     | The areas outside the levees that might be disturbed under this alternative would have a less direct and smaller initial effect on water quality and watershed function but would most likely exist longer as visual disturbances. | Same as Proposed Plan.  | Same as Proposed Plan.   | Same as Proposed Plan. |
|                              | Continued grazing at past levels would result in the maintenance of existing grazing related conditions. If grazing pressures were altered, the impacts to the system would change.                                  | Same as Proposed Plan.                     | The extended grazing season would create additional disturbance to vegetation and soil, increasing the potential for water quality degradation over the Proposed Plan.   | The removal of grazing by domestic animals would result in a lower potential for water quality degradation. Because grazing would still take place on private lands, the effect would not be entirely eliminated from the system. | No similar impact; there would be no livestock grazing. However, management by private landowners may result in similar impacts. | Same as Proposed Plan. |

**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>  | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>   |
|------------------------------|--|--|---|---|---|--|
| <b>WATERSHED (Continued)</b> | <p>Impacts from OHV activity would be dependent on the OHV management practiced by the acquiring or managing agencies or entities.</p> <p>The potential for water quality degradation would increase with increased recreation activities. Actions taken to inform and direct the recreating public could reduce the potential per capita influence, but the overall level of recreation related disturbance would increase.</p> | <p>Increased runoff from OHV related disturbances would create a potential for water quality degradation.</p>  | <p>Compared to the Proposed Plan, the higher levels of OHV use and potential loss of management ability due to potential land sales would create a potential for increased water quality degradation.</p> | <p>Compared to the Proposed Plan, the potential for water quality degradation would be less due to lower levels of OHV-related disturbance.</p> | <p>There would be no similar impact as there would be no public access to the parcels. However, management by private landowners may result in similar impacts.</p>   | <p>OHV activity will most likely increase with time. Improved management of this activity could reduce the potential for accelerated runoff from public lands and the associated water quality degradation. Given the relatively small size of the public lands in comparison to the planning area, this would not eliminate the potential for OHV related damage.</p> <p>Same as Proposed Plan.</p> |
|                              |  | <p>Runoff from recreation related disturbances would create a potential for water quality degradation. With increased recreation pressures, the potential for recreation related disturbance would increase.</p> | <p>The higher levels of recreational use and loss of management ability due to potential land sales would create a potential for water quality degradation greater than the Proposed Plan.</p>            | <p>Same as Proposed Plan.</p>   | <p>There would be a lower potential for general public related water quality impacts and an increased potential for impacts due to the management practices of private landowners with the increased privatization of the land.</p> |  |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE                    | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E                 |
|---|--|---|--|---|---|-------------------------------|
| <p><b>WATERSHED (Continued)</b></p>     | <p>The addition of a boat ramp at the South Park bridge and the signing of public land, if carried out by the acquiring or managing agencies or entities, would create areas of concentrated disturbance but could also assist in reducing overall disturbance.</p> <p>Sanitation facilities provided at key recreation sites would reduce water quality impacts from human waste.</p>   | <p>This impact would be lessened, as the South Park boat ramp would be built but no signs would be placed on the public land parcels.</p> | <p>The addition of a boat ramp at the South Park bridge and the signing of public land would create areas of concentrated disturbance but could also assist in reducing overall disturbance.</p> | <p>The signing of public land would create areas of concentrated disturbance but could also assist in reducing overall disturbance.</p> | <p>There would be no public access to the parcels after sale; no similar impacts.</p> | <p>Same as Alternative B.</p> |
| <p><b>WILDLIFE AND FISH HABITAT</b></p> | <p>Fire suppression would generally benefit wildlife habitats. The potential exists for adverse impacts due to human-wildlife interactions or habitat alterations from construction of fire breaks/roads.</p> <p>Actions to clean up hazardous materials and wastes on public lands, and prevent their release onto public lands and water, would benefit wildlife, fish, and amphibians.</p> <p>Changes in landownership that increase the incidence of human-wildlife interactions may cause adverse impacts to wildlife. Construction of parks and pathways could expand human presence into new areas not previously accessible.</p> <p>The removal of trespasses on public land could benefit wildlife if human-wildlife interactions are reduced.</p> <p>Allowing future rights-of-way on public lands could adversely impact wildlife if this permits increased human-wildlife interactions or destruction of forage.</p> <p>Closing public lands and federal mineral estate to geothermal leasing would benefit wildlife by preventing potential adverse development in sensitive habitats.</p> <p>Closing public lands and federal mineral estate in the Snake River corridor to oil and gas leasing would benefit wildlife by preventing potential adverse development in sensitive habitats.</p> <p>Prohibiting mineral or surface entry through June 1, 2005 under PLO 7143 would prevent adverse impacts to foraging, nesting and wintering habitats.</p> <p>Under the Snake River Restoration Project, fisheries habitat may be improved. "Spring creeks" or channels which cross some BLM parcels could provide fish habitat if, in the future, connection to the Snake River were made suitable to fish passage and barriers were removed.</p> | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p>   | <p>No public recreation sites on the parcels; this impact would not occur.</p>        | <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|--|--|---|---|---|---|---|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>There would be no "jeopardy" effects on threatened or endangered species including Canada lynx, gray wolves, grizzly bears, bald eagles, and whooping cranes.</p> <p>Prohibiting firewood harvest on public lands would benefit wildlife that require deadwood for nesting or reproductive habitat.</p> <p>Closing public lands to Desert Land Entry and agricultural lease could benefit wildlife by prohibiting development or impacts to forage.</p> <p>Maintaining public access to the parcels could adversely impact wildlife due to human-wildlife interactions. However, seasonal closures/restrictions would minimize adverse impacts.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Actions of private landowners that might impact threatened or endangered species cannot be predicted.</p> <p>This prohibition would not be in effect on the lands; impacts to wildlife habitat could occur.</p> <p>Sale of the parcels into private ownership may have the same impacts as Desert Land Entry.</p> <p>Reducing or eliminating public access to the parcels may benefit wildlife by reducing human presence and human-wildlife interactions.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

TABLE 4-2

COMPARISON OF ENVIRONMENTAL CONSEQUENCES

| LAND USE OR RESOURCE                  | PROPOSED PLAN  | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B  | ALTERNATIVE C   | ALTERNATIVE D   | ALTERNATIVE E                 |
|---------------------------------------|--|---|--|---|---|-------------------------------|
| WILDLIFE AND FISH HABITAT (Continued) | <p>Requiring the acquiring or managing agencies or entities to manage the lands for open space and wildlife habitat would protect wildlife migration routes and corridors.</p> | <p>Wildlife migration routes and corridors would not receive special protection.</p>  | <p>Same as Alternative A.</p>  | <p>Wildlife migration corridors would be protected to the extent possible by landownership adjustments to consolidate public lands, the use of conservation easements, management prescriptions for fence modification, and prohibitions on mining.</p> | <p>No protection of wildlife migration corridors.</p> | <p>Same as Alternative C.</p> |
|                                       | <p>No additional recreation easements would be acquired by BLM; there would be no impact to wildlife from additional human presence due to acquired recreation easements.</p>  | <p>Same as Proposed Plan.</p>   | <p>The acquisition of recreational easements using Land and Water Conservation Fund could adversely impact wildlife by increasing the potential human-wildlife interactions.</p> | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>                         | <p>Same as Alternative B.</p> |
|                                       | <p>The retention of conservation easements would benefit wildlife by protecting select areas from development-related wildlife disturbances.</p>                               | <p>Parcels sold or transferred out of BLM ownership would not be protected by conservation easements; development of these parcels would cause wildlife disturbances and impacts to habitat quantity and quality.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p>   | <p>Same as Alternative A.</p>                         | <p>Same as Proposed Plan.</p> |



TABLE 4-2

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| LAND USE OR RESOURCE                                | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|---|---|---|---|---|--|---|
| <p><b>WILDLIFE AND FISH HABITAT (Continued)</b></p> | <p>Linear rights-of-way that cross the Snake River could create some adverse impact to fish habitat due to short-term sedimentation.</p> <p>Prohibiting communication sites on public lands would eliminate the potential for avian-tower collisions. The potential for human-wildlife interactions associated with maintenance activities at these sites would be eliminated.</p> <p>Implementation of management actions consistent with the Guidelines for Livestock Grazing Management could benefit certain wildlife species dependent on post-grazing forage for fall/winter survival.</p> <p>Impacts to wildlife forage could occur if livestock grazing were allowed by the acquiring or managing agencies or entities.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>These impacts would not occur as no rights-of-way would be allowed to cross the Snake River.</p> <p>Same as Proposed Plan.</p> <p>Wildlife species dependent on post-grazing forage would benefit, as there would be no livestock grazing.</p> <p>There would be no impact to wildlife forage from livestock grazing on public land parcels.</p> | <p>Same as Proposed Plan.</p> <p>Impacts to raptors and other birds may occur, as these restrictions would not apply after parcel sale.</p> <p>Same as Alternative C; however, other impacts may occur due to the management practices of private landowners.</p> <p>There would be no impact to wildlife forage from livestock grazing on public land parcels; impacts may occur due to the management practices of private landowners.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>There would be no additional impact to wildlife forage, as no additional livestock grazing would be allowed.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>  |
|--|---|---|--|---|--|---|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>Conformance to applicable fencing standards would ensure minimal disruption to wildlife movements.</p> <p>Closing federal mineral estate outside the Snake River corridor to oil and gas leasing would benefit wildlife by preventing potential adverse development in sensitive habitats and preventing potential increases in human disturbances.</p> <p>Closing public lands and federal mineral estate to phosphate, sodium, and other leasable minerals to leasing would benefit wildlife by preventing potential adverse development in suitable habitats.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Leasing for oil and gas on federal mineral estate outside the Snake River corridor could have detrimental impacts on wildlife due to direct loss of habitat or increases in human disturbance.</p> <p>Leasing on public lands and federal mineral estate for phosphate, sodium, and other leasable minerals could have detrimental impacts on wildlife due to direct loss of habitat or increases in human disturbance.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Fences not compatible with wildlife movements may be constructed, impacting wildlife migration and other movements.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

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| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>          | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>          |
|--|---|---|---|-------------------------------|--|-------------------------------|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>Pursuing a long-term protective withdrawal to prohibit the staking and development of mining claims (inside the PLO 7143 area) would benefit wildlife by preventing potential adverse impacts to foraging, nesting or wintering habitats.</p> <p>The use of appropriate mitigation measures for surface-disturbing and disruptive activities on public lands could reduce adverse impacts to wildlife.</p> <p>Pursuing a long-term protective withdrawal to prohibit the staking and development of mining claims (including the area outside PLO 7143) would benefit wildlife by preventing potential adverse impacts to foraging, nesting or wintering habitats.</p> | <p>Same as Proposed Plan.</p>   | <p>Allowing mineral and/or surface entry in the area included in PLO 7143 after the withdrawal expires in 2005 could adversely impact wildlife forage/habitat and increase the potential for human-wildlife interactions.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p> |
|  |   | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan; benefits from the use of mitigation measures would be lost as the parcels are sold into private ownership.</p> | <p>Same as Proposed Plan.</p> |
|  |   | <p>Allowing mineral and/or surface entry outside the PLO 7143 area could adversely impact wildlife forage/habitat and increase the potential for human-wildlife interactions.</p> | <p>Same as Alternative A.</p>   | <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p>  | <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b> | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>   |
|--|---|---|--|---|---|------------------------|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | Sand and gravel mining would be most likely during mid-fall to late winter when river flows are lowest, and operations would remain outside critical wintering habitats and nest site buffer zones. These factors and the use of site-specific seasonal requirements would prevent most impacts to nesting, foraging, and wintering habitat on the Snake River and tributaries. Fish habitat could be affected through channel manipulation and sedimentation.<br>Permitting access across public lands near the Wilson and South Park bridges for mining of salable minerals on adjacent privately-owned lands could have an adverse impact on nesting or foraging birds, or other wildlife that encounter an increased human disturbance. | Same as Proposed Plan.                            | Impacts to migrating and wintering avian species from sand and gravel mining would be greatest under this alternative. | The prohibition on mining and the use of site-specific seasonal requirements for other surface-disturbing and disruptive activities would prevent most impacts to nesting, foraging, and wintering habitat on the Snake River and tributaries. There would be no adverse fisheries impacts. | Same as Proposed Plan.  | Same as Proposed Plan. |
|  |   | Same as Proposed Plan.                            | Same as Proposed Plan.   | These impacts would not occur as mining for salable minerals would not occur on public lands or mineral estate.   | No similar impact. BLM would not have authority to grant access across private lands. Impacts may occur if private landowners grant access. | Same as Proposed Plan. |

**TABLE 4-2**

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| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>   | <b>ALTERNATIVE D</b>  | <b>ALTERNATIVE E</b>  |
|--|--|---|--|--|---|---|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>Collecting of fossils could adversely impact wildlife due to increased human-wildlife interactions or destruction of vegetation from excavation.</p> <p>Maintaining visitor facilities at the Wilson Bridge boat and river access would have an undetermined impact on wildlife due to the potential for future increased use.</p> <p>Development of a boat and river access near the South Park Bridge could have an adverse impact to avian species which nest or forage near the facilities. If this development increases on-river use, adverse impacts could increase proportionally due to adverse human-wildlife interactions.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Improving the visitor facilities at the Wilson Bridge boat and river access could have a detrimental impact on wildlife if this promotes an increased use of river-related activities that cause higher levels of human-wildlife conflicts or impact corridor vegetation.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>These impacts would not occur, as no boat ramp would be constructed on public lands near the South Park Bridge.</p> | <p>Same as Proposed Plan.</p> <p>Impacts cannot be determined, as it is not known whether public access to the Wilson Bridge boat ramp site would be available after parcel sale.</p> <p>Same as Alternative C.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

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COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>  | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>  |
|--|---|---|--|---|--|---|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>Development of additional boat ramps/river access points could have detrimental effects to wildlife due to direct loss of habitats or increases in human-wildlife conflicts.</p> <p>Development of campgrounds could have detrimental effects to wildlife due to direct loss of habitats, human excursions into previously undisturbed habitats, or increases in human-wildlife conflicts.</p> <p>Overnight camping could have detrimental effects to wildlife due to direct impacts on vegetation, human incursions into previously undisturbed habitats or increases in human-wildlife conflicts, if camping is allowed by the acquiring or managing agencies or entities.</p> | <p>These impacts would not occur, as no additional boat access facilities would be constructed.</p> <p>These impacts would not occur, as no campgrounds would be constructed.</p> <p>Continued prohibition of overnight camping would prevent detrimental impacts to vegetation and wildlife habitat due to firewood harvest and nighttime disturbance of wildlife.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Overnight camping could have detrimental effects to wildlife due to direct impacts on vegetation, human incursions into previously undisturbed habitats or increases in human-wildlife conflicts.</p> | <p>Same as Alternative A.</p> <p>Same as Alternative A.</p> <p>Same as Alternative A.</p> | <p>Same as Alternative A; however, private landowners may result in similar impacts.</p> <p>Same as Alternative A; however, private landowners may result in similar impacts.</p> <p>No similar impact; however, management by private landowners may result in similar impacts.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Alternative B.</p> |

**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>  | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b> | <b>ALTERNATIVE B</b>  | <b>ALTERNATIVE C</b>          | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>          |
|--|---|---|---|-------------------------------|--|-------------------------------|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | <p>Posting signs at boat and river access sites on public land to educate river users about potential wildlife impacts, could help to minimize conflicts and to heighten awareness of viewable wildlife, if the signs were posted by the acquiring or managing agencies or entities.</p> <p>Maintaining riparian habitats (outside the Snake River channel) in proper functioning condition would benefit wildlife habitat by providing a sustained level of available forage and water quality.</p> <p>With expansion of recreational activities into big game habitat, human-wildlife interactions would increase. Human injuries could occur and some wildlife might be displaced. Depending on the extent of the activities, wildlife reproductive success and species diversity could be affected.</p> | <p>No similar impact.</p>                         | <p>Posting signs at boat and river access sites on public land to educate river users about potential wildlife impacts could help to minimize conflicts and to heighten awareness of viewable wildlife.</p> | <p>Same as Proposed Plan.</p> | <p>No similar impact.</p>  | <p>Same as Alternative B.</p> |
|  |   | <p>Same as Proposed Plan.</p>                     | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> | <p>Habitats may be of lesser quality, as proper functioning condition of riparian areas may not be maintained.</p>   | <p>Same as Proposed Plan.</p> |
|  |   | <p>Same as Proposed Plan.</p>                     | <p>Same as Proposed Plan.</p>   | <p>Same as Proposed Plan.</p> | <p>No similar impact. There would be no public recreational access to the parcels. However, private landowners' uses of the parcels may cause other impacts to wildlife or wildlife habitat.</p> | <p>Same as Proposed Plan.</p> |

**TABLE 4-2  
COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| <b>LAND USE OR RESOURCE</b>                  | <b>PROPOSED PLAN</b>   | <b>NO ACTION CURRENT MANAGEMENT ALTERNATIVE A</b>   | <b>ALTERNATIVE B</b>   | <b>ALTERNATIVE C</b>   | <b>ALTERNATIVE D</b>   | <b>ALTERNATIVE E</b>   |
|--|--|---|--|--|--|------------------------|
| <b>WILDLIFE AND FISH HABITAT (Continued)</b> | Any level of human activity in areas of breeding, nesting or foraging raptors can be expected to influence raptor behaviors. Some degree of adverse impacts may be possible.   | River activities such as fishing and floating may adversely affect spring nesting and young rearing by birds that depend on the Snake River. The effects would be greatest on bald eagle nesting areas that are viewable from some portion of the river or its banks. | Compared to the Proposed Plan, these effects would be increased by the higher levels of river recreation and emphasis on mining. | Compared to the Proposed Plan, impacts on raptors due to recreation activity would be less.  | Same as Proposed Plan.   | Same as Proposed Plan. |
|  | An increase in land-based recreational use would likely increase the potential for adverse impacts to wildlife due to detrimental, direct effects to vegetation/forage, and/or increased human-wildlife conflicts.<br><br>Control of noxious weeds and other undesirable vegetation would benefit wildlife by providing appropriate vegetation/forage types, so long as the control method minimizes toxicity. | Same as Proposed Plan.  | Same as Proposed Plan.   | Same as Proposed Plan.   | A decrease in land-based recreational use would likely benefit wildlife by reducing impacts to vegetation/forage or decreasing human-wildlife conflicts. | Same as Proposed Plan. |
|  |  | Same as Proposed Plan.  | Same as Proposed Plan.   | Lesser ability to control noxious weeds and other undesirable vegetation could impact wildlife habitat through the presence of more weeds. Prohibition on the use of chemical control would reduce the potential for a toxic affect to wildlife. | Impacts are unknown as the extent of weed control that private landowners would employ is unknown.   | Same as Proposed Plan. |



**TABLE 4-2**

**COMPARISON OF ENVIRONMENTAL CONSEQUENCES**

| LAND USE OR RESOURCE                  | PROPOSED PLAN   | NO ACTION CURRENT MANAGEMENT ALTERNATIVE A  | ALTERNATIVE B   | ALTERNATIVE C   | ALTERNATIVE D  | ALTERNATIVE E   |
|---------------------------------------|---|---|---|---|--|---|
| WILDLIFE AND FISH HABITAT (Continued) | <p>Cooperation with the WGFDD and USFWS to identify active or historic raptor nest locations and to impose seasonal restrictions to reduce human intrusions would ensure minimal impacts on nesting pairs and nestlings.</p> <p>River recreation and sand and gravel mining could cause impacts to bald eagle nesting success due to disturbance of the birds from human presence.</p> <p>Anticipated actions and activities would not adversely affect smaller mammals, such as furbearers and predators, or amphibians and reptiles. Anticipated beneficial management practices in riparian areas would enhance habitat for these animals.</p> | <p>Same as Proposed Plan.</p> <p>Impacts could be greater, as recreation would be unregulated and could increase substantially.</p> <p>Same as Proposed Plan.</p> | <p>Same as Proposed Plan.</p> <p>The higher levels of river recreation and emphasis on mining under this alternative could cause greater impacts to bald eagle nesting success.</p> <p>Compared to the Proposed Plan, increased recreational activity in riparian areas, such as pulling rafts through vegetation and foot travel creating new trails, would negatively affect these animals.</p> | <p>Same as Proposed Plan.</p> <p>These impacts would be less than under the Proposed Plan, as no sand and gravel mining would be allowed.</p> <p>Same as Proposed Plan.</p> | <p>Private landowners' management of habitats near raptor nest locations may cause impacts on nesting pairs and nestlings. Landowners would still be subject to certain provisions of the ESA.</p> <p>Impacts would be similar to Alternative A until parcel sale. Other impacts to bald eagle nesting and habitat could occur after parcel sale due to the management practices of private landowners.</p> <p>The impacts of private landowners' actions cannot be predicted. Benefits from BLM management practices would not be realized.</p> | <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> <p>Same as Proposed Plan.</p> |

# CUMULATIVE IMPACTS OF THE ALTERNATIVES

## INTRODUCTION

Cumulative effects are defined as “the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions (40 CFR 1508.7). Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

The Bureau of Land Management (BLM) is a minority landowner in Jackson Hole. The public land parcels cover about 29% of the length of the Snake River between Grand Teton National Park and the South Park Bridge (about 20 miles; see Map 1). The parcels occur randomly spaced along a very narrow corridor, and this number overestimates the total amount of the river’s riparian area or former floodplain that is managed by BLM. For this reason, the cumulative impacts of BLM actions that would be taken under these alternatives are minor in proportion to potential impacts from actions on private lands in the Valley.

However, BLM does control the majority of public access to the river corridor. Public land parcels are located at both highway bridges over the Snake River, and at other points that allow a substantial amount of public access and recreation use. The wildlife habitat value of the public land parcels is also important, as undeveloped areas usable by certain wildlife species, particularly bald eagles, are located mostly on the BLM parcels.

This section analyzes differences between the alternatives and the overall impacts associated with implementing each alternative. It is assumed that there would be impacts from many other activities (i.e., residential and commercial development, new roads, increased traffic) in the valley outside of the control of BLM, but these activities are not specifically addressed.

### **Proposed Plan**

The Proposed Plan assumes that the BLM would transfer the public land parcels to another public land managing agency, or to other public or government entities. While no specific restrictions for management would be placed on the parcels as they are transferred, acquiring agencies or entities would be required to manage the parcels to preserve public access, recreation use, open space, and wildlife habitat values.

Existence of the public land parcels is instrumental in maintaining public access to this section of the river. Ensuring that the parcels remain open for public use would positively benefit recreation users. Limited overnight camping could be provided on public lands, and the number and type of river floaters could be regulated through a permit process. This would result in improved facilities for river users, but also may cause conflicts if users cannot get a river permit or if campgrounds do not have the capacity to answer the demand. Signs and interpretive facilities on public land parcels could enable users to locate and use the parcels with less likelihood of trespassing on adjacent private lands. However, increasing the numbers of users on the parcels also could cause an increase in incidental trespass. Increases in public access or use in areas of sensitive wildlife habitats could cause adverse human-wildlife interactions.

While signing or efforts to make the public aware of wildlife issues could help to reduce conflicts, the potential for impacts would remain.

This alternative would limit access to minerals. Public lands and mineral estate would be closed to leasing for oil and gas and other leasable minerals. These areas also would be closed to locatable mineral (gold, silver, diamonds) entry. Salable minerals, in particular sand and gravel, would be available only in the active river channel; access to sand and gravel would be subject to provisions to protect sensitive resources. These actions would benefit the river system, wildlife habitats, and the recreation experience. The extractive mineral industry in general, and local prices for and availability of construction materials, would be negatively impacted to the extent that materials from BLM-administered mineral estate contribute to the overall availability of mineral materials in Teton County.

The Proposed Plan would maintain or increase the amount of land in Jackson Hole that is managed by two or more entities. The BLM would retain all federal mineral estate; thus all minerals management activities, particularly gravel sales, would be carried out in the Pinedale BLM office. In addition, if conservation easements or other management agreements were retained on any parcels that are sold or transferred, another layer of ownership would also be added to the management of those parcels.

### **Alternative A**

Alternative A, Continuation of Existing Management, would continue current management practices based on compliance with federal laws, regulations, and BLM policy, as well as adherence to court decisions granting recreational access and allocating livestock grazing within the Snake River corridor. Alternative A would provide for the retention of public lands for public purposes and would allow the current levels of recreational activity to continue and expand to the possible detriment of wildlife and the recreational experience. Generally, mineral development would be prohibited, although mining for mineral materials, such as sand and gravel, would be allowed case-by-case. There would be little active management, although some restrictions would exist where necessary to protect sensitive resources.

Overnight camping would continue to be prohibited on the parcels, and no access fee or recreation permit system would be established. Retaining the parcels for public use would benefit recreation users. This alternative would result in fewer facilities and options for river users, but also would not limit use of the river. A continued lack of signs and interpretive facilities on public land parcels would result in continued confusion about the location of and access to the parcels. Conflicts and trespass would increase. The cumulative effects of no management would negatively impact important resources.

Impacts of this alternative on mineral development would be similar to those listed for the Proposed Plan.

This alternative would not include the option of sale or transfer of public lands out of public ownership (with the exception of parcel 27, the trash transfer station). The lands may be transferred to another public agency, with the requirement that the lands remain open for public use. This may allow for some opportunity to provide improved access or better protection to some parcels; however, much of the opportunity to achieve consolidation or better access to the parcels through private exchange would be lost. It is likely that the current configuration of parcel locations, sizes, and access would continue under this alternative.

## **Alternative B**

Alternative B would reduce the level of land use restrictions while providing for higher levels of mineral development and recreational use. The development of two primitive, boat-in campsites, the construction of a new boat and river access site, and the posting of interpretive and directional signs would emphasize recreation. Under Alternative B, some lands could be removed from public ownership and use.

Alternative B would emphasize the development and consumptive use of non-renewable resources and increased recreation. Negative impacts to visual, wildlife, vegetation, and watershed resources would be greatest under this alternative. Access to mineral resources would be greatest, providing for local sources of minerals and limited economic development.

Because Alternative B would allow for the sale of parcels into private ownership, there could be a loss of areas available for recreation use. Overnight camping would be provided on public lands, and the number and type of both private and commercial river floaters would be regulated through a permit process. This would result in improved facilities for river users, but may also cause conflicts if users cannot get a river permit or if campgrounds do not have the capacity to answer the demand. Signs and interpretive facilities on public land parcels would enable users to locate and use the parcels with less likelihood of trespassing on adjacent private lands. However, increasing the numbers of users on the parcels also could cause an increase in incidental trespass and may also lead to additional adverse human-wildlife interactions.

This alternative would emphasize access to minerals. Public lands and mineral estate outside the river corridor would be opened to leasing for oil and gas, and all public mineral estate would be opened to leasing for other leasable minerals. The areas also would be opened to locatable mineral (gold, silver, diamonds) entry after expiration of the withdrawal in 2005. Salable minerals, in particular sand and gravel, would be available on federal mineral estate throughout the planning area. These actions would impact the river system, wildlife habitats, and the recreation experience. The extractive mineral industry in general, and local prices for and availability of construction materials, could be positively impacted to the extent that materials from federal mineral estate contribute to the overall availability of mineral resources in Teton County.

The opportunity would remain to provide improved access or better protection to some parcels, through exchange or transfer of public land parcels. Transfer of any parcels out of public ownership likely would result in loss of public access in an area where access to the river is already limited; however, some exchanges could result in improved river access at another point, better management of other parcels, or other public benefits.

Wildlife, vegetation and watershed resources would experience the most negative impacts under this alternative.

## **Alternative C**

Alternative C is a resource protection alternative. The protection of wildlife habitat and a more isolated recreational experience would be pursued through a reduced level of river floating. Public education would be highlighted through the use of interpretive signs. Generally, Alternative C would provide for the retention and possible consolidation of public lands. In cases where lands might be removed from

public ownership and use, these parcels would be protected from development through the use of conservation easements.

Recreation uses on or originating from public lands would be limited: camping would be prohibited, as well as commercial, competitive, and organized recreational events. This would adversely affect access to the river, especially for residents of Jackson Hole, who might be less likely to use organized guide services operating out of Grand Teton National Park or the Bridger-Teton National Forest.

In addition to the limitations on access to minerals of the Proposed Plan, Alternative C disallows access to salable minerals. No minerals could be developed on federal mineral estate in the planning area under this alternative. Impacts would be similar to those listed for the Proposed Plan, with slightly more negative impact on the availability and price of construction material.

The opportunity would remain to provide improved access or better protection to some parcels, through exchange or transfer of public land parcels. Transfer of any parcels out of public ownership likely would result in loss of public access in an area where access to the river is already limited; however, some exchanges could result in improved river access at another point, better management of other parcels, or other public benefits.

Alternative C includes the greatest provisions for the protection of wildlife habitats, fisheries, vegetation and watershed health, while keeping the parcels available for recreation to the extent possible. Wildlife, vegetation and watershed resources would benefit under this alternative because of the mitigating measures and restrictions on surface-disturbing and consumptive uses.

#### **Alternative D**

Alternative D is a disposal alternative. Under Alternative D, BLM would seek to end its management responsibility for surface lands and resources in the planning area. Other agencies or private individuals would manage the parcels (except for the mineral estate, which would be retained by the BLM). Protective restrictions put in place by BLM under other alternatives in this EIS would no longer apply to management of the parcels. Protections required by law, such as cultural resource inventories and ESA Section 7 consultation on Threatened and Endangered Species prior to land disposal, would apply.

Transfer or sale of the parcels into private ownership would greatly impact recreation use of the river, especially for local residents. There would be no public camping, boat launching, or other recreational facilities. Private individuals would control access to the river between GTNP and the South Park bridge, with the potential for all access to be lost, or for high access fees to be charged. This would change the recreation dynamic for many residents of the valley, for whom the river levees are a primary source of recreation. Congestion at other recreation sites in the valley, including walking paths and parks, would increase.

Transfer of the parcels into private ownership could also result in development of the parcels as home sites or for other uses. These activities would impact vegetation, soil, and water quality and riparian characteristics of the parcels, ultimately making them less desirable or unusable as wildlife habitat. The open space and scenic character of the parcels would also be lost. Density of homes and other developments along the river corridor would increase.

This alternative is similar to the Proposed Plan in management of federal mineral resources. Impacts would be similar to those listed for the Proposed Plan. In addition, with loss of public access across the BLM land parcels, gaining access to lands containing federal sand and gravel resources could become more difficult.

All opportunities for the BLM to provide access to or protection of the parcels would be lost. Access to the Snake River through Jackson Hole would become extremely limited. There may be some opportunity for private conservation groups or other agencies to acquire and protect some parcels; however, this cannot be predicted.

It is difficult to predict impacts on wildlife, vegetation, and watershed resources. While reduction of public access may be a benefit to wildlife, this effect would be countered by the potential for development of some of the last remaining undeveloped parcels of wildlife habitat along the river. Vegetation and watersheds would also be impacted if the parcels were developed after sale. Sale of the parcels into private ownership could fundamentally change the character of the river corridor, in regard to public access, wildlife habitat, and recreation opportunities.

### **Alternative E**

Alternative E is similar to the Proposed Plan, with the exception that management would be carried out by the BLM. For that reason, impacts would, for the most part, be similar to those listed for the Proposed Plan.

Alternative E is a resource protection alternative that includes greater provisions for the protection of wildlife habitats, fisheries, cultural resources, recreation use and public access to the parcels. Impacts from surface-disturbing activities, such as mineral extraction, would be reduced. In general, there would be more active management of the parcels, with recreation fee programs, informational signs and interpretive facilities, limitations on livestock grazing, and restrictions on activities that would impact sensitive resources.

Alternative E is similar to Alternative C in its approach to sale, exchange, or transfer of public land parcels. Impacts would be similar to those listed for Alternative C.

This alternative would limit access to minerals. Public lands and mineral estate would be closed to leasing for oil and gas and other leasable minerals. These areas also would be closed to locatable mineral (gold, silver, diamonds) entry. Salable minerals, in particular sand and gravel, would be available only in the active river channel; access to sand and gravel would be subject to provisions to protect sensitive resources. These actions would benefit the river system, wildlife habitats, and the recreation experience. The extractive mineral industry in general, and local prices for and availability of construction materials, would be negatively impacted to the extent that materials from BLM-administered mineral estate contribute to the overall availability of mineral materials in Teton County.

Existence of the public land parcels is instrumental in maintaining public access to this section of the river. Ensuring that the parcels remain open for public use would positively benefit recreation users. Limited overnight camping could be provided on public lands, and the number and type of river floaters could be regulated through a permit process. This would result in improved facilities for river users, but also may cause conflicts if users cannot get a river permit or if campgrounds do not have the capacity to

answer the demand. Signs and interpretive facilities on public land parcels could enable users to locate and use the parcels with less likelihood of trespassing on adjacent private lands. However, increasing the numbers of users on the parcels also could cause an increase in incidental trespass.

Wildlife, vegetation and watershed resources would benefit under this alternative because of the mitigating measures and restrictions on surface-disturbing and consumptive uses. However, development of additional recreation facilities could have negative impacts on some wildlife species and habitats. Increases in public access or use in areas of sensitive wildlife habitats could cause adverse human-wildlife interactions. While signing or efforts to make the public aware of wildlife issues could help to reduce conflicts, the potential for impacts would remain.

## CHAPTER 5

### CONSULTATION AND COORDINATION

The Snake River RMP EIS was prepared by an interdisciplinary team of specialists from the Pinedale Field Office, the Rock Springs Field Office, and the Wyoming State Office of the BLM (Table 5-1). Both the field office and state office staffs provided reviews for accuracy and consistency.

**TABLE 5-1  
SNAKE RIVER RMP LIST OF PREPARERS**

| NAME                             | JOB TITLE                             | RMP RESPONSIBILITY   |
|----------------------------------|---------------------------------------|--|
| <b>Pinedale Field Office</b>     |                                       |  |
| Prill Mecham                     | Field Manager                         | Team Supervision, RMP Oversight  |
| Kellie M. Roadifer               | Planning and Environmental Specialist | Team Leader, Livestock Grazing   |
| Martin Hudson                    | Outdoor Recreation Planner            | Technical Coordinator, Off-road Vehicles, Recreation, Visual Resource Management, Wild and Scenic Rivers |
| Keith J. Andrews                 | Wildlife Biologist                    | Wildlife   |
| Frank Bain                       | Geologist (2002-2003)                 | Minerals, Paleontology, Geology  |
| Rosalie Bennett                  | Office Automation Clerk               | Support  |
| Phil Howland                     | Geologist (1999-2001)                 | Minerals, Paleontology, Geology  |
| Steve Laster                     | Rangeland Management Specialist       | Vegetation, Sensitive Plants, Livestock Grazing  |
| Karen Rogers                     | GIS Specialist                        | Maps   |
| Dave Vlcek                       | Archeologist                          | Cultural, Historic, Native American Concerns   |
| Bill Wadsworth                   | Realty Specialist                     | Lands, Access, Transportation, Land Ownership  |
| <b>Rock Springs Field Office</b> |                                       |  |
| Renee Dana                       | Resource Advisor                      | Coordination, NEPA, Assistant Team Leader  |
| Dennis Doncaster                 | Hydrologist                           | Watershed, Hydrology   |
| Jim Glennon                      | Botanist                              | Vegetation, Sensitive/T&E plants   |
| John Henderson                   | Fisheries Biologist                   | Fish, Riparian, Wetlands   |
| John MacDonald                   | Natural Resource Specialist           | Soils  |
| Angelina Pryich                  | Writer/Editor                         | Editing  |



| NAME                        | JOB TITLE   | RMP RESPONSIBILITY   |
|-----------------------------|---|--|
| <b>Wyoming State Office</b> |   |  |
| Robert A. Bennett           | State Director  | Decision Maker   |
| Joe Patti                   | Natural Resource Specialist<br>Field Planning Coordinator | Planning process guidance; technical review and training; Field/WSO coordination |
| Roy Allen                   | Economist   | Socioeconomics   |
| Susan Caplan                | Physical Scientist  | Air Quality  |
| Ken Henke                   | Natural Resource Specialist                               | Hazardous Materials  |
| Vicki Herren                | Fire Ecologist  | Fire Ecology and Management  |
| Sheri Morris                | Printing Technician                                       | Publications Preparation   |
| Roger Alexander             | Webmaster   | Website Maintenance  |
| Tamera Hammack              | Web Specialist  | Website Maintenance  |
| Esther Simons               | Supervisory Cartography Technician                        | GIS Assistance   |
| Zach Puls                   | Cartography Technician                                    | GIS Assistance   |

Consultation, coordination, and public involvement have occurred throughout the process through public meetings, informal meetings, individual contacts, surveys, comment periods, news releases, and *Federal Register* notices.

The process began in the 1980s after the settlement of lawsuits dealing with ownership of the lands along the Snake River. A charter for preparation of the Snake River RMP was finalized in 1999.

## **PUBLIC PARTICIPATION**

Public participation was addressed in the project charter to ensure that the public would have numerous opportunities to be actively involved in the planning and environmental process. Formal and informal input has been encouraged and used.

As part of the ongoing consultation and coordination, the BLM has prepared a biological assessment for threatened and endangered species. The U.S. Fish and Wildlife Service will issue a biological opinion prior to finalization of the Record of Decision for the Snake River RMP. The BLM will continue to coordinate with the USFWS, as required by Section 7 of the Endangered Species Act of 1973, as amended.

A public meeting was held on January 27, 2000, to gather comments and input on the Management Situation Analysis, released in December 1999. A Contingent Valuation Methodology study was conducted during the summer and fall of 2000, to identify non-market values associated with the public land parcels. Representatives of the Pinedale Field Office continue to meet regularly with the Teton

County Commission and other area government agencies at a monthly Interagency Breakfast. Formal public comments were received on the Scoping Letter and Notice of Intent (December 1999), the preliminary Planning Criteria and Planning Issues (May 2000), the Management Situation Analysis (February 2001), the Preliminary Alternatives (January 2002), and the Draft EIS (May 2003). An open house and a formal public hearing on the Draft EIS were held in Jackson on March 26, 2003. BLM personnel have also met formally or informally with many members of the outfitting and ranching industries and the general public.

The Snake River RMP Draft EIS was mailed for public review and input in early February 2003. The *Federal Register* notice announcing the availability of the Snake River RMP Draft EIS was published on February 14, 2003. This initiated the 90-day comment period for review of the draft, which ended on May 16, 2003.

When the comment period closed, 68 comment letters had been submitted as well as 290 form letters submitted electronically. Additional form letters continue to arrive at the Pinedale Field Office, but so far none has offered any new information not provided in the comments received by May 16, 2003. Seven (7) letters were submitted by government agencies and representatives, 11 from businesses, 9 from organizations and affiliations, and 42 from individuals. Some parties submitted more than one letter. Two individuals gave testimony at the public hearing. One of these testimonies is included as a comment on the DEIS; the other testimony was substantially identical to a comment letter received and is not repeated here.

Table 5-2 provides a list of letters received. Many letters were received with common issues, thoughts, and questions. The comment letters are reproduced in Appendix 8. BLM responses to the comments are also included in Appendix 8.

**TABLE 5-2  
COMMENT LETTER INDEX**

| LETTER # | COMMENTER NAME                             |
|----------|--|
| 1        | David Ellerstein, Jackson Hole Anglers     |
| 2        | Scott Hocking, Teton Troutfitters          |
| 3        | Beatrice van Roijen                        |
| 4        | Len Carlman                                |
| 5        | Steve Poole                                |
| 6        | Emilie Lewis                               |
| 7        | George Hendley                             |
| 8        | Richard Greenwood, Greenwood Mapping, Inc. |
| 9        | Matthew Hall                               |
| 10       | Kurt and Deb Henry                         |
| 11       | Garth and Christy Gillespie                |
| 12       | Mike Craig                                 |
| 13       | Jim Wallace                                |
| 14       | Denny Emory                                |
| 15       | Sarah Maclean                              |
| 16       | Scott Bosse, Greater Yellowstone Coalition |
| 17       | Jan Momchilovich                           |

| LETTER # | COMMENTS NAME   |
|----------|---|
| 18       | Len H. Carpenter, Wildlife Management Institute   |
| 19       | John Hanlon   |
| 20       | Paul N. Scherbel, Surveyor Scherbel, Ltd.   |
| 21       | Marjorie S. Hunt  |
| 22       | Georgie Stanley   |
| 23       | Richard R. Klene  |
| 24       | Bill Resor, Snake River Ranch   |
| 25       | Stephen Aufried   |
| 26       | Patty Ewing   |
| 27       | William P. Paddleford, Teton County Commission  |
| 28       | Henry C. Phibbs II, Phibbs Law Office P.C.  |
| 29       | Henry C. Phibbs II, Phibbs Law Office P.C.  |
| 30       | Barry Reiswig, USFWS National Elk Refuge  |
| 31       | Brian Remlinger   |
| 32       | Ralph and Rosanne Coppola   |
| 33       | Henry C. Phibbs II, Phibbs Law Office P.C.  |
| 34       | Henry C. Phibbs II, Phibbs Law Office P.C.  |
| 35       | Stephen P. Martin, Grand Teton National Park  |
| 36       | Page McNeill  |
| 37       | Bruce A. Bugbee, American Public Land Exchange  |
| 38       | Paul Bruun  |
| 39       | Anne Hayden, Jackson Hole Conservation Alliance<br>Meredith Taylor, Wyoming Outdoor Council |
| 40       | Bruce James, Jack Dennis Fishing Trips  |
| 41       | Lexey Wauters   |
| 42       | Ian Levenson  |
| 43       | Carol Kaminski  |
| 44       | Mike Varilone   |
| 45       | Carol Wauters   |
| 46       | Jonathan Wylie, Live Water Properties   |
| 47       | Guy Turck   |
| 48       | Gregg Dean and Dick Ream  |
| 49       | Scott Hocking, Teton Troutfitters   |
| 50       | Alex Maher, Live Water Properties   |
| 51       | Peter Freyman, Teton Troutfitters   |
| 52       | Lee Riddell   |
| 53       | Stu Levit, American Wildlands   |
| 54       | Reynolds Pomeroy  |
| 55       | David Vandenberg, Friends of Pathways   |
| 56       | Aaron Pruzan, Snake River Fund  |
| 57       | Sava Malachowski (hearing testimony)  |
| 58       | Jodi L. Bush, US Fish and Wildlife Service  |
| 59       | Kip Worthington   |
| 60       | Leslie Mattson, Jackson Hole Land Trust   |
| 61       | Jim Stanford  |
| 62       | Cynthia Cody, US EPA Region 8   |
| 63       | Tracy Williams, State of Wyoming  |

| LETTER # | COMMENTS NAME                                  |
|----------|--|
| 64       | Patrick Huber                                  |
| 65       | Represents 290 emails received                 |
| 66       | Richard P. Maynard                             |
| 67       | Kniffy Hamilton, Bridger-Teton National Forest |
| 68       | Eric K. Simpson, TSR Limited                   |

## CONSISTENCY

Coordination with other agencies and consistency with other plans was accomplished through frequent communications and cooperative efforts between the BLM and involved federal, state, and local agencies and organizations (Table 5-3).

**TABLE 5-3  
KEY COORDINATION ACTIONS**

| AGENCY  | COORDINATION/RESPONSIBILITY  |
|---|--|
| <b>FEDERAL AGENCIES</b>                                       |  |
| <b>U.S. Department of the Interior</b>                        |  |
| Fish and Wildlife Service                                     | Review actions affecting threatened or endangered species of fish, wildlife, or plants.  |
| Geological Survey   | Review of RMP for consistency with USGS planning.  |
| Minerals Management Service                                   | Review of RMP for consistency with MMS planning.   |
| <b>U.S. Department of Agriculture</b>                         |  |
| Animal and Plant Health Inspection Service, Wildlife Services | Review of RMP for consistency with Wyoming Predator Damage Management Plan as it relates to resolving conflicts in human-wildlife interactions; i.e., presence of grizzly bears and gray wolves.           |
| Forest Service  | Review of RMP for consistency with the management actions. The proposed actions would also be discussed with the Wyoming State Forestry Division and other agencies involved in wild land fire management. |
| <b>TETON COUNTY</b>   | Review RMP for consistency; zoning; access permits.  |

The Wyoming Governor's Clearinghouse received 18 copies of the Draft EIS for review to ensure consistency with ongoing State plans. The RMP team has reviewed the Teton County plan to ensure consistency. Meetings have been held with the respective county planners and commissioners to promote greater understanding of goals, objectives, and resources of both the county and the BLM.

## CONSULTATION AND COORDINATION

Members of the RMP team have consulted formally or informally with numerous agencies, groups, and individuals in the RMP development process. The following list is representative of the businesses, agencies, organizations, and individuals who have indicated an interest in the Snake River RMP and who

have been contacted during the planning process. This list is not all-inclusive. A complete list is on file in the Pinedale Field Office of the BLM.

### **Federal Agencies**

Department of the Army

U.S. Army Corps of Engineers

Department of the Interior

Bureau of Indian Affairs

Bureau of Land Management

Fish and Wildlife Service

Geological Survey

National Park Service

Office of Environmental Affairs

Department of Agriculture

Animal and Plant Health Inspection Service, Wildlife Services

Forest Service

Natural Resources Conservation Service

Department of Commerce

Department of Defense

Department of Energy

Department of Housing and Urban Development

Department of Transportation

Environmental Protection Agency

### **State of Wyoming**

Department of Environmental Quality

Game and Fish Department

Geological Survey of Wyoming

Governor of Wyoming

State Clearinghouse

State Engineer

State Highway Department

State Historic Preservation Office

Wyoming Recreation Commission

## **Federal Elected Officials**

Congresswoman Barbara Cubin

Senator Mike Enzi

Senator Craig Thomas

## **State Elected Officials**

Senators and Representatives of Teton and Sublette Counties

## **Local Governments**

County governments of Teton and Sublette Counties

Mayors' offices of Jackson, Pinedale, Afton, Alpine, Wilson, Moose, Teton Village

## **Tribal Councils**

Arapaho

Bannock

Shoshoni

Ute

## **Industry**

EOG Resources

ExxonMobil

Evans Gravel Co.

Independent Petroleum Association of Mountain States

Klabzuba Oil and Gas

Marathon Oil Co.

Pacificorp

Petroleum Association of Wyoming

Petroleum Information Corp.

Questar Gas Management Co.

Southwest Wyoming Industrial Association

Southwest Wyoming Mineral Association

Walters Ready Mix Inc.

Western Gas Resources

Wexpro Company

Wyoming Mining Association

Wyoming Oil and Gas Conservation Commission

## **Associations and Interest Groups**

American Wildlands  
Biodiversity Conservation Alliance  
Defenders of Wildlife  
Environmental Defense Fund  
Friends of Pathways  
Greater Yellowstone Coalition  
Humane Society of the United States  
Jackson Hole Alliance for Responsible Planning  
Jackson Hole Conservation Alliance  
Munger Mountain Home Owners  
National Wildlife Federation  
Natural Resources Defense Council  
Oregon and California Trails Association - Wyoming  
People for the West  
Sierra Club Wyoming Chapter  
Southwest Wyoming Mule Deer Foundation  
The Fund for Animals  
The Nature Conservancy Public Lands Program  
Trout Unlimited  
Western Wyoming Mule Deer Foundation  
Wyoming Association of Professional Archeologists  
Wyoming Association of Professional Historians  
Wyoming Outdoor Council  
Wyoming Public Lands Council  
Wyoming Wildlife Federation

## **Others**

Many individuals were contacted, including all adjacent landowners, grazing lessees, and known recreation outfitters.

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## GLOSSARY

**Activity Plan:** Site-specific plan which precedes actual development. This is the most detailed level of BLM planning.

**Actual Use:** The amount of animal unit months consumed by livestock based on the numbers of livestock and grazing dates submitted by the livestock operator and confirmed by periodic field checks by the BLM.

**Air Quality:** Refers to standards for various classes of land as designated by the Clean Air Act (as amended).

**All-Terrain Vehicle:** A wheeled or tracked vehicle, other than a snowmobile or work vehicle, designed primarily for recreational use or for the transportation of property or equipment exclusively on undeveloped road rights of way, marshland, open country or other unprepared surfaces.

**Allotment:** An area of land where one or more livestock operators graze their livestock. Allotments generally consist of BLM lands but may also include other federally managed, state owned, and private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

**Allotment Categorization:** Grazing allotments and rangeland areas used for livestock grazing are assigned to an allotment category during resource management planning. Allotment categorization is used to establish priorities for distributing available funds and personnel during plan implementation to achieve cost-effective improvement of rangeland resources. Categorization is also used to organize allotments into similar groups for purposes of developing multiple use prescriptions, analyzing site-specific and cumulative impacts, and determining trade-offs. The three categories, in order of priority for management, are I (improve), M (maintain), and C (custodial).

**Allotment Management Plan:** A written program of livestock grazing management, including supportive measures if required, designed to attain specific management goals in a grazing allotment.

**Alluvium:** Any sediment deposited by flowing water, as in a riverbed, floodplain, or delta.

**Amendment:** The process for considering or making changes in the terms, conditions, and decisions of approved Resource Management Plans or Management Framework Plans using the prescribed provisions for resource management planning appropriate to the proposed action or circumstances. Usually only one or two issues are considered that involve only a portion of the planning area.

**Animal Unit Month:** A standardized measurement of the amount of forage necessary for the sustenance of one cow unit or its equivalent for 1 month. Approximately 800 pounds of forage.

**Assessment:** The act of evaluating and interpreting data and information for a defined purpose.

**Avoidance Areas:** Areas with sensitive resource values where rights-of-way and Section 302 permits, leases, and easements would be strongly discouraged. Authorizations made in avoidance areas would have to be compatible with the purpose for which the area was designated and not otherwise feasible on lands outside the avoidance area.

**Basalt:** Fine-grained, dark-colored igneous rock that is extrusive, high in mafic minerals, and low in silica.

**Bedload:** Sediment in a stream that moves by sliding, rolling, or bouncing on or near the streambed.

**Big Game:** Large species of wildlife that are hunted, such as elk, mule or white-tailed deer, moose, bighorn sheep, and pronghorn antelope.

**Biological Assessment:** The gathering and evaluation of information on endangered and threatened species and designated critical habitat. Required when a management action potentially conflicts with endangered or threatened species, the biological assessment is the way federal agencies enter into formal consultation with the USFWS and describe a proposed action and the consequences to the species the action would affect.

**Cambrian:** The oldest of the periods of the Paleozoic Era; also the system of strata deposited during that period.

**Candidate Species:** Any species included in a *Federal Register* notice of review that are being considered for listing as threatened or endangered by the USFWS.

**Canopy:** The uppermost layer consisting of the crowns of trees or shrubs in a forest or woodland.

**Channel:** An open conduit either naturally or artificially created which periodically or continuously contains moving water or forms a connecting link between two bodies of water.

**Clean Air Act:** Federal legislation governing air pollution.

**Closed:** Generally denotes that an area is not available for a particular use or uses; refer to specific definitions found in law, regulations, or policy guidance for application to individual programs.

**Closed Area or Trail:** Designated areas and trails where the use of off-road vehicles is permanently or temporarily prohibited. The use of off-road vehicles in closed areas may be allowed only with the approval of the authorized officer.

**Closed Road:** A road or segment that is restricted from certain types of use during certain seasons of the year. The prohibited use and the time period of closure are specified.

**Code of Federal Regulations:** The official, legal tabulation or regulations directing federal government activities.

**Community:** An assemblage of plant and animal populations in a common spatial arrangement.

**Conformance:** That a proposed action shall be specifically provided for in the land use plan or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved land use plan.

**Consistency:** The proposed land use plan does not conflict with officially approved plans, programs, and policies of tribes, other Federal agencies, and State, and local governments to the extent practical within Federal law, regulation, and policy.

**Council on Environmental Quality:** An advisory council to the President of the United States established by the National Environmental Policy Act of 1969. It reviews Federal programs for their effect on the environment, conducts environmental studies, and advises the President on environmental matters.

**Cover:** Any form of environmental protection that helps an animal stay alive (mainly shelter from weather and concealment from predators).

**Critical Habitat:** An area occupied by a threatened or endangered species "on which are found those physical and biological features (1) essential to the conservation of the species, and (2) which may require special management considerations or protection."

**Cultural Resources:** Nonrenewable elements of the physical and human environment including archaeological remains (evidence of prehistoric or historic human activities) and sociocultural values traditionally held by ethnic groups (sacred places, traditionally utilized raw materials, etc.).

**Cumulative Impact:** The impact on the environment that results from the incremental impact of the action when added to other past, present, or reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

**Designated Roads and Trails:** Specific roads and trails where some types of motorized vehicle use are allowed either seasonally or yearlong.

**Discharge (Water):** The rate of flow or volume of water flowing in a stream at a given place or within a given period of time.

**Discharged Use:** A cultural property category indicating that the property has no remaining identifiable use (BLM Manual 8110.42).

**Discovery:** Knowledge of the presence of valuable minerals within the lines of a location, or in such proximity thereto as to justify a reasonable belief in their existence. Discovery is an extremely important to public lands mining because the Mining Law of 1872 provides that mining claims can be located only after a discovery is made.

**Dispersed/Extensive Recreation:** Recreation activities of an unstructured type that are not confined to specific locations such as recreation sites. Example of these activities may be hunting, fishing, off-road vehicle use, hiking, and sightseeing.

**Diurnal:** Describes a cyclic event recurring daily; or the nature or habit of an organism to be active during daylight hours.

**Diversity:** The relative abundance of wildlife species, plant species, communities, habitats, or habitat features per unit of area.

**Easement:** A right afforded a person or agency to make limited use of another's real property for access or other purposes.

**Ecosystem:** A complete, interacting system of living organisms and the land and water that make up their environment; the home places of all living things, including humans.

**Endangered Species:** A plant or animal species whose prospects for survival and reproduction are in immediate jeopardy, as designated by the Secretary of the Interior, and as is further defined by the Endangered Species Act.

**Environmental Assessment:** A concise public document that analyzes the environmental impacts of a proposed federal action and provides sufficient evidence to determine the level of significance of the impacts.

**Environmental Impact Statement:** A detailed written statement required by the National Environmental Policy Act when an agency proposes a major federal action significantly affecting the quality of the human environment.

**Erosion:** The wearing away of the land surface by running water, wind, ice, or other geological agents.

**Exclusion Area:** Areas with sensitive resource values where rights-of-way and 302 permits, leases, and easements would not be authorized.

**Extensive Recreation Management Area:** Areas where significant recreation opportunities and problems are limited and explicit recreation management is not required. Minimal management actions related to the Bureau's stewardship responsibilities are adequate in these areas.

**Federal Land Policy and Management Act of 1976:** Public Law 94-579. October 21, 1976, often referred to as the BLM's "Organic Act," which provides the majority of the BLM's legislated authority, direction, policy, and basic management guidance.

**Federal Register:** A daily publication that reports Presidential and Federal Agency documents.

**Fishery:** Habitat that supports the propagation and maintenance of fish.

**Flood Plain:** The relatively flat area or lowlands adjoining a body of standing or flowing water that has been or might be covered by floodwater.

**Forage:** All browse and herbaceous foods available to grazing animals, which may be grazed or harvested for feeding.

**Goal:** A broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

**Grazing System:** The manipulation of livestock grazing to accomplish a desired result.

**Guidelines:** Actions or management practices that may be used to achieve desired outcomes, sometimes expressed as best management practices. Guidelines may be identified during the land use planning process, but they are not considered a land use plan decision unless the plan specifies that they are mandatory.

**Habitat:** A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

**Herbaceous:** Pertaining to or characteristic of an herb (fleshy-stem plant) as distinguished from the woody tissue of shrubs and trees.

**Historic:** Period wherein nonnative cultural activities took place, based primarily upon European roots, having no origin in the traditional Native American culture(s).

**Home Range:** The area in which an animal travels in the scope of natural activities.

**Impact:** A modification of the existing environment caused by an action (such as construction or operation of facilities).

**Impacts (or Effects):** Environmental consequences (the scientific and analytical basis for comparison of alternatives) as a result of a proposed action. Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable, or cumulative.

**Implementation Plan:** A site-specific plan written to implement decisions made in a land use plan. An implementation plan usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with “activity” plans. Examples of implementation plans include interdisciplinary management plans, habitat management plans, and allotment management plans.

**Interdisciplinary Team:** A group of individuals with different training, representing the physical sciences, social sciences, and environmental design arts, assembled to solve a problem or perform a task. The members of the team proceed to a solution with frequent interaction so that each discipline may

provide insights to any stage of the problem and disciplines may combine to provide new solutions. The number and disciplines of the members preparing the plan vary with circumstances. A member may represent one or more discipline or Bureau program interest.

**Interior Board of Land Appeals:** The Department of the Interior, Office of Hearings and Appeals board that acts for the Secretary of the Interior in responding to appeals of decisions on the use and disposition of public lands and resources. Because the Interior Board of Land Appeals acts for and on behalf of the Secretary of the Interior, its decisions usually represent the Department's final decision but are subject to the courts.

**Jurisdiction:** The legal right to control or regulate use of a transportation facility. Jurisdiction requires authority, but not necessarily ownership.

**Land Use Plan:** A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process, regardless of the scale at which the decisions were developed.

**Leasable Minerals:** Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920. They include coal, phosphate, asphalt, sulfur, potassium, and sodium minerals, and oil, gas, and geothermal.

**Limited Areas or Trails:** Designated areas or trails where the use of off-road vehicles is subject to restrictions, such as limiting the number or types of vehicles allowed, dates and times of use (seasonal restrictions), limiting use to existing roads and trails, or limiting use to designated roads and trails. Under the designated roads and trails designation, use would be allowed only on roads and trails that are signed for use. Combinations of restrictions are possible, such as limiting use to certain types of vehicles during certain times of the year.

**Limits of Acceptable Change:** A framework for establishing acceptable and appropriate resource and social conditions in recreation settings. A system of management planning.

**Locatable Minerals:** Minerals subject to exploration, development, and disposal by staking mining claims as authorized by the Mining Law of 1872, as amended. This includes deposits of gold, silver, and other uncommon minerals not subject to lease or sale.

**Management Decision:** A decision made by the BLM to manage public lands. Management decisions include both land use plan decisions and implementation decisions.

**Management Situation Analysis:** Assessment of the current management direction. It includes a consolidation of existing data needed to analyze and resolve identified issues, a description of current BLM management guidance, and a discussion of existing problems and opportunities for solving them.

**Mineral Entry:** The filing of a claim on public land to obtain the right to any locatable minerals it may contain.

**Mineral Estate:** The ownership of minerals, including rights necessary for access, exploration, development, mining, ore dressing, and transportation operations.

**Mineral Materials:** Materials such as common varieties of sand, stone, gravel, pumice, pumicite, and clay, that are not obtainable under the mining or leasing laws but that can be acquired under the Mineral Materials Act of 1947, as amended.

**Mineral Withdrawal:** A formal order that withholds federal lands and minerals from entry under the Mining Law of 1872 and closes the area to mineral location (staking mining claims) and development.

**Mining Claim:** A parcel of land that a miner takes and holds for mining purposes, having acquired the right of possession by complying with the Mining Law and local laws and rules. A single mining claim may contain as many adjoining locations as the locator may make or buy. There are four categories of mining claims: lode, placer, millsite, and tunnel site.

**Moraine:** An accumulation of boulders, stones, and other earth debris carried and deposited by a glacier.

**Multiple Use:** The management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the lands for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some lands for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long term needs of future generations for renewable and nonrenewable resources, including but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the lands and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or greatest unit output.

**National Ambient Air Quality Standards:** The allowable concentrations of air pollutants in the ambient (public outdoor) air. National ambient air quality standards are based on the air quality criteria and divided into primary standards (allowing an adequate margin of safety to protect the public health) and secondary standards (allowing an adequate margin of safety to protect the public welfare). Welfare is defined as including (but not limited to) effects on soils, water, crops, vegetation, human-made materials, animals, wildlife, weather, visibility, climate, and hazards to transportation, as well as effects on economic values and on personal comfort and well-being.

**National Environmental Policy Act of 1969:** An Act that encourages productive and enjoyable harmony between man and his environment and promotes efforts to prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; enriches the understanding or the ecological systems and natural resources important to the Nation, and establishes the Council on Environmental Quality.

**National Register of Historic Places:** A register of districts, sites, buildings, structures, and objects, significant in American history, architecture, archaeology and culture, established by the "Historic Preservation Act" of 1966 and maintained by the Secretary of the Interior.

**National Wild and Scenic Rivers System:** A system of nationally designated rivers and their immediate environments that have outstanding scenic, recreational, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in a free-flowing condition. The system consists of three types of streams: (1) recreation—rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past, (2) scenic—rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped but accessible in places by roads, and (3) wild—rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted.

**Noxious Weeds:** A plant species designated by Federal or State law as generally possessing one or more of the following characteristics: aggressive and difficult to manage; parasitic; a carrier or host of serious insects or disease; or nonnative, new, or not common to the United States.

**Objective:** A description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement.

**Open:** Generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs.

**Off-Highway Vehicle (off-road vehicle):** Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding: (1) Any nonamphibious registered motorboat; (2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; (4) Vehicles in official use; and (5) Any combat or combat support vehicle when used in times of national defense emergencies.

**Official Use:** Use by an employee, agent, or designated representative of the Federal Government or one of its contractors, in the course of his employment, agency, or representation.

**Open Areas and Trails:** Designated areas and trails where off-road vehicles may be operated, subject to operating regulations and vehicle standards or an area where all types of vehicle use is permitted at all times, subject to standards.

**Outstandingly Remarkable River Values:** Values among those listed in Section 1(b) of the Wild and Scenic Rivers Act are “scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values . . .” Other similar values that may be considered include botanical, hydrological, paleontological, or scientific. Professional judgment is used to determine whether values exist to an outstandingly remarkable degree.

**Overstory:** The layer of foliage in a forest canopy.

**Paleontological Resources (Fossils):** The physical remains of plants and animals preserved in soils and sedimentary rock formations. Paleontological resources are important for understanding past environments, environmental change, and the evolution of life.



**Particulate Matter:** Fine liquid or solid particles suspended in the air and consisting of dust, smoke, mist, fumes, and compounds containing sulfur, nitrogen, and metals.

**Passerine Birds:** Birds of the order Passeriformes, which includes perching birds and songbirds such as blackbirds, jays, finches, warblers, and sparrows. More than half of all birds belong to this order.

**Personal Income:** The sum of wage and salary disbursements, other labor income, proprietors' income, rental income of persons, personal dividend income, personal interest income, and transfer payments to persons, less personal contributions for social insurance.

**pH:** A measure of acidity or hydrogen ion activity. Neutral is pH 7.0. All values below 7.0 are acidic, and all values above 7.0 are alkaline.

**Plan:** A document that contains a set of comprehensive, long-range decisions concerning the use and management of Bureau-administered resources in a specific geographic area.

**Planning Area:** A geographical area for which land use and resource management plans are developed and maintained.

**Planning Criteria:** The standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

**Planning Base:** Includes law, regulation, policy, land use plan decisions (e.g., Resource Management Plans, Resource Management Plan Amendments, and Management Framework Plan Amendments), National Environmental Policy Act documents (e.g., Environmental Impact Statements, Administrative Determinations, Environmental Assessments and Categorical Exclusion Reviews), and supporting data (e.g., automated data bases, research and evaluations).

**Population:** Within a species, a distinct group of individuals that tend to mate only with members of the group. Because of generations of inbreeding, members of a population tend to have similar genetic characteristics.

**Potential Wild and Scenic River:** A flowing body of water or estuary or a section, portion, or tributary thereof, including rivers, streams, creeks, runs, kills, rills, and small lakes.

**Precambrian Era:** The earliest era of geological history, extending from 4.5 billion to 540 million years ago and encompassing 7/8 of the earth's history. Just before the end of the Precambrian, complex multicellular organisms, including animals, evolved.

**Prehistoric:** Refers to the period wherein Native American cultural activities took place, which were not yet influenced by contact with historic nonnative culture(s).

**Prescribed Fire:** The introduction of fire to an area under regulated conditions for specific management purposes.

**Public Land:** Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos.

**Range Trend:** The direction of change in range condition.

**Raptor:** Bird of prey with sharp talons and strongly curved beaks such as hawks, owls, vultures, and eagles.

**Recreation Opportunity Spectrum:** A planning process that provides a framework for defining classes of outdoor recreation environments, activities, and experience opportunities. The settings, activities, and opportunities for experiences are arranged along a continuum or spectrum of six classes: primitive, semi-primitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban. The resulting analysis defines specific geographic areas on the ground, each of which encompasses one of the six classes.

**Recreational River Areas:** Those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.

**Resource Management Plan:** A land use plan as prescribed by the Federal Land Policy and Management Act which establishes, for a given area of land, land-use allocations, coordination guidelines for multiple-use, objectives and actions to be achieved.

**Right-of-way:** A permit or an easement which authorizes the use of public lands for certain specified purposes, commonly for pipelines, roads, telephone lines, electric lines, reservoirs, etc.; also, the lands covered by such an easement or permit.

**Riparian Area:** A form of wetland transition between permanently saturated wetlands and upland areas. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, glacial potholes, and the shores of lakes and reservoirs with stable water levels. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

**River Eligibility:** Qualification of a river for inclusion into the National Wild and Scenic Rivers System through the determination (professional judgment) that it is free-flowing and, with its adjacent land area, possesses at least one river-related value considered outstandingly remarkable.

**Runoff:** The water that flows on the land surface from an area in response to rainfall or snowmelt.

**Salable Minerals:** Common variety minerals on the public lands, such as sand and gravel, which are used mainly for construction and are disposed of by sales to the general public, or special permits to local governments and non-profit organizations.

**Scenic Quality:** The degree of harmony, contrast, and variety within a landscape.

**Scenic River:** A river or section of a river that is free of impoundments and whose shorelines are largely undeveloped but accessible in places by roads.

**Scoping:** The process of identifying the range of issues, management concerns, preliminary alternatives, and other components of an environmental impact statement or land-use planning document. It involves both internal and public viewpoints.

**Sensitive Species:** All species that are under status review, have small or declining populations, live in unique habitats, or need special management. Sensitive species include threatened, endangered, and proposed species as classified by the USFWS and National Marine Fisheries Service.

**Shrub:** A low, woody plant, usually with several stems, that may provide food and/or cover for animals.

**Spawning Gravels:** Stream-bottom gravels where fish deposit and fertilize their eggs. The covering of these gravels with silt can block the supply of oxygen to the eggs or serve as a cementing agent to prevent fry from emerging.

**Special Recreation Management Area:** Areas that require explicit recreation management to achieve recreation objectives and provide specific recreation opportunities.

**Special Status Species:** Includes proposed species, listed species, and candidate species under the Endangered Species Act; State-listed species; and BLM State Director-designated sensitive species (see BLM Manual 6840 - Special Status Species Policy).

**Standard:** A description of the physical and biological conditions or degree of function required for healthy, sustainable lands (e.g., land health standards).

**Substrate:** The mineral or organic material that forms the bed of a stream; the base upon which an organism lives; the surface on which a plant or animal grows or is attached.

**Take:** As defined by the Endangered Species Act, "to harass, harm, pursue, hunt, shoot, wound, kill, capture, or collect, or attempt to engage in any such conduct."

**Thermal Cover:** Vegetation or topography that prevents radiational heat loss, reduces wind chill during cold weather, and intercepts solar radiation during warm weather.

**Threatened Species:** Any plant or animal species defined under the Endangered Species Act as likely to become endangered within the foreseeable future throughout all or a significant portion of its range; listings are published in the *Federal Register*.

**Thrust Fault:** A reverse fault that is characterized by a low angle of inclination with reference to a horizontal plane.

**Turbidity:** Interference to the passage of light through water due to insoluble particles of soil, organics, microorganisms, and other materials.

**Uplands:** Lands at higher elevations than alluvial plains or low stream terraces; all lands outside the riparian-wetland and aquatic zones.

**Utilization (rangeland):** The proportion of the current year's forage production that is consumed or destroyed by grazing animals. Utilization is usually expressed as a percentage.

**Visual Resources:** The visible physical features of a landscape (topography, water, vegetation, animals, structures, and other features) that constitute the scenery of an area.

### **Visual Resource Management Classes (definition of).**

**Class I.** The objective of this class is to maintain a landscape setting that appears unaltered by humans. It is applied to designated wilderness areas, wilderness study areas, some natural areas, wild portions of the wild scenic rivers, and other similar situations where management activities are to be restricted.

**Class II.** The objective of this class is to design proposed alterations so as to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.

**Class III.** The objective of this class is to design proposed alterations so as to partially retain the existing character of the landscape. Contrasts to the basic elements (form, line, color, and texture) caused by a management activity may be evident and begin to attract attention in the characteristic landscape. Structures located in the foreground distance zone (0 to ½ mile) often create a contrast that exceeds the VRM class, even when designed to harmonize and blend with the characteristic landscape. This may be especially true when a distinctive architectural motif or style is designed. Approval by the Field Manager is required on case-by-case basis to determine whether the structure(s) meet the acceptable VRM class standards, and if not, whether they add acceptable visual variety to the landscape.

**Class IV.** The objective of this class is to provide for management activities that require major modification of the existing character of the landscape. Contrasts may attract attention and be a dominant feature of the landscape in terms of scale however, the change should repeat the basic elements (form, line, color, and texture) inherent in the characteristic landscape. Structures located in the foreground distance zone (0 to ½ mile) often create a contrast that exceeds the VRM class, even when designed to harmonize and blend with the characteristic landscape. This may be especially true when a distinctive architectural motif or style is designed. Approval by the Field Manager is required on a case-by-case basis to determine whether the structure(s) meet the acceptable VRM class standards, and if not, whether they add acceptable visual variety to the landscape.

**Rehabilitation Area.** Change is needed or change may add acceptable visual variety to an area. This class applies to areas where the naturalistic character has been disturbed to a point where rehabilitation is needed to bring it back into character with the surrounding landscape. This class would apply to areas identified in the scenic evaluation where the quality class has been reduced because of unacceptable cultural modification. The contrast is inharmonious with the characteristic landscape. It may also be applied to areas that have the potential for enhancement; i.e., add acceptable visual variety to an area or site. It should be considered an interim or short-term classification until one of the other VRM class objectives can be reached through rehabilitation or enhancement. The desired visual resource management class should be identified.

**Water Table:** The surface in a groundwater body where the water pressure is atmospheric. It is the level at which water stands in a well that penetrates the water body just far enough to hold standing water.

**Watershed:** All lands that are enclosed by a continuous hydrologic drainage divide and lie upslope from a specified point on a stream.

**Wetlands:** Areas that are inundated or saturated by surface or ground water often and long enough to support and under normal circumstances do support a prevalence of vegetation typically adapted for life in saturated soil conditions.

**Wild, Scenic or Recreational River:** The three classes of what is traditionally referred to as a "Wild and Scenic River." Designated river segments are classified as wild, scenic, or recreational, and the segments cannot overlap.

**Wilderness:** A congressionally designated area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, that is protected and managed to preserve its natural conditions and that (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough to make practical its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historic value.

**Wild River:** Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

**Wildland Fire:** Any nonstructure fire, other than prescribed fire, that occurs in the wildland.

**Winter Range:** Habitat used by wildlife during winter.

**Withdrawal:** An action that restricts the use of public lands by removing them from the operation of some or all of the public land or mining laws.

## ACRONYMS

|                          |   |
|--------------------------|---|
| $\mu\text{g}/\text{m}^3$ | micrograms per cubic meter                              |
| APHIS                    | USDA-Animal and Plant Health Inspection Services        |
| ATV                      | all-terrain vehicle                                     |
| AUM                      | animal unit month                                       |
| BLM                      | Bureau of Land Management                               |
| CASTNet                  | Clean Air Status and Trends Network                     |
| CEQ                      | Council of Environmental Quality                        |
| CFR                      | Code of Federal Regulations                             |
| cfs                      | cubic feet per second                                   |
| COE                      | U.S. Army Corps of Engineers                            |
| CVM                      | Contingent Valuation Model                              |
| DEIS                     | Draft Environmental Impact Statement                    |
| DEQ                      | Department of Environmental Quality (State of Wyoming)  |
| dV                       | deciview  |
| EIS                      | environmental impact statement                          |
| EPA                      | Environmental Protection Agency                         |
| ESA                      | Endangered Species Act                                  |
| ESR                      | Emergency Stabilization and Rehabilitation              |
| FLPMA                    | Federal Land Policy and Management Act of 1976          |
| FR                       | Federal Register  |
| FS                       | Forest Service  |
| GTNP                     | Grand Teton National Park                               |
| IMPROVE                  | Interagency Monitoring of Protected Visual Environments |
| LAC                      | limits of acceptable change                             |
| MBTA                     | Migratory Bird Treaty Act                               |
| MOU                      | Memorandum of Understanding                             |
| NAAQS                    | National Ambient Air Quality Standards                  |
| NADP                     | National Atmospheric Deposition Program                 |
| NAWMP                    | North American Waterfowl Management Plan                |
| NEPA                     | National Environmental Policy Act of 1969               |
| NER                      | National Elk Refuge                                     |
| NPS                      | National Park Service                                   |
| NYROP                    | New York River Otter Project                            |
| OHV                      | off-highway vehicle                                     |
| PCA                      | Primary Conservation Area (grizzly bear)                |
| PFO                      | Pinedale Field Office                                   |
| PLO                      | Public Land Order                                       |
| PM <sub>2.5</sub>        | fine particulate matter                                 |
| PM <sub>10</sub>         | inhalable particulate matter                            |

|        |   |
|--------|---|
| ppb    | parts per billion                       |
| R&PP   | Recreation and Public Purposes Act      |
| RAMP   | Recreation Area Management Plan         |
| RFD    | reasonably foreseeable development      |
| RMP    | resource management plan                |
| ROS    | recreation opportunity spectrum         |
| SRMA   | special recreation management area      |
| TCP    | traditional cultural properties         |
| TES    | threatened and endangered species       |
| U.S.C. | United States Code                      |
| USDA   | U.S. Department of Agriculture          |
| USFWS  | U.S. Fish and Wildlife Service          |
| USGS   | U.S. Geological Survey                  |
| VOC    | volatile organic compound               |
| WAAQS  | Wyoming Ambient Air Quality Standards   |
| WARMS  | Wyoming Air Resources Monitoring System |
| WGBMP  | Wyoming Grizzly Bear Management Plan    |
| WGFD   | Wyoming Game and Fish Department        |
| WS     | USDA-APHIS-Wildlife Services            |
| WSR    | Wild and Scenic Rivers                  |
| WTP    | willingness to pay                      |
| WYDOT  | Wyoming Department of Transportation    |
| YNP    | Yellowstone National Park               |

**APPENDIX 1**

**STANDARDS FOR HEALTHY RANGELANDS  
AND  
GUIDELINES FOR LIVESTOCK GRAZING MANAGEMENT  
FOR THE  
PUBLIC LANDS ADMINISTERED BY THE  
BUREAU OF LAND MANAGEMENT  
IN THE STATE OF WYOMING**

**INTRODUCTION**

According to the Department of the Interior's final rule for grazing administration, effective August 21, 1995, the Wyoming Bureau of Land Management (BLM) State Director is responsible for the development of standards for healthy rangelands and guidelines for livestock grazing management on 18 million acres of Wyoming's public rangelands. The development and application of these standards and guidelines are to achieve the four fundamentals of rangeland health outlined in the grazing regulations (43 CFR 4180.1). Those four fundamentals are: (1) watersheds are functioning properly; (2) water, nutrients, and energy are cycling properly; (3) water quality meets State standards; and (4) habitat for special status species is protected.

Standards address the health, productivity, and sustainability of the BLM administered public rangelands and represent the minimum acceptable conditions for the public rangelands. The standards apply to all resource uses on public lands. Their application will be determined as use-specific guidelines are developed. Standards are synonymous with goals and are observed on a landscape scale. They describe healthy rangelands rather than important rangeland by-products. The achievement of a standard is determined by observing, measuring, and monitoring appropriate indicators. An indicator is a component of a system whose characteristics (e.g., presence, absence, quantity, and distribution) can be observed, measured, or monitored based on sound scientific principles.

Guidelines provide for, and guide the development and implementation of, reasonable, responsible, and cost-effective management practices at the grazing allotment and watershed level. The guidelines in this document apply specifically to livestock grazing management practices on the BLM administered public lands. These management practices will either maintain existing desirable conditions or move rangelands toward statewide standards within reasonable timeframes. Appropriate guidelines will ensure that the resultant management practices reflect the potential for the watershed, consider other uses and natural influences, and balance resource goals with social, cultural/historic, and economic opportunities to sustain viable local communities. Guidelines, like standards, apply statewide.

Implementation of the Wyoming standards and guidelines will generally be done in the following manner: Grazing allotments or groups of allotments in a watershed will be reviewed based on the BLM's current allotment categorization and prioritization process. Allotments with existing management plans and high-priority allotments will be reviewed first. Lower priority allotments will be reviewed as time allows or when it becomes necessary for BLM to review the permit/lease for other reasons such as permit/lease transfers, permittee/lessee requests for change in use, etc. The permittees and interested publics will be



notified when allotments are scheduled for review and encouraged to participate in the review. The review will first determine if an allotment meets each of the six standards. If it does, no further action will be necessary. If any of the standards aren't being met, then rationale explaining the contributing factors will be prepared. If livestock grazing practices are found to be among the contributing factors, corrective actions consistent with the guidelines will be developed and implemented before the next grazing season in accordance with 43 CFR 4180. If a lack of data prohibits the reviewers from determining if a standard is being met, then a strategy will be developed to acquire the data in a timely manner.

On a continuing basis, the Standards for Healthy Rangelands will direct on-the-ground management on the public lands. They will serve to focus the on-going development and implementation of activity plans toward the maintenance or the attainment of healthy rangelands.

Quantifiable resource objectives and specific management practices to maintain or achieve the standards will be developed at the local BLM District and Resource Area levels and will consider all reasonable and practical options available to achieve desired results on a watershed or grazing allotment scale. The objectives shall be reflected in site-specific activity or implementation plans as well as in livestock grazing permits/leases for the public lands. These objectives and practices may be developed formally or informally through mechanisms available and suited to local needs (such as Coordinated Resource Management (CRM) efforts).

The development and implementation of standards and guidelines will enable on-the-ground management of the public rangelands to maintain a clear and responsible focus on both the health of the land and its dependent natural and human communities. This development and implementation will ensure that any mechanisms currently being employed or that may be developed in the future will maintain a consistent focus on these essential concerns. This development and implementation will also enable immediate attention to be brought to bear on existing resource concerns.

These standards and guidelines are compatible with BLM's three-tiered land use planning process. The first tier includes the laws, regulations, and policies governing BLM's administration and management of the public lands and their uses. The previously mentioned fundamentals of rangeland health specified in 43 CFR 4180.1, the requirement for BLM to develop these State (or regional) standards and guidelines, and the standards and guidelines themselves, are part of this first tier. Also part of this first tier are the specific requirements of various Federal laws and the objectives of 43 CFR 4100.2 that require BLM to consider the social and economic well-being of the local communities in its management process.

These standards and guidelines will provide for statewide consistency and guidance in the preparation, amendment, and maintenance of BLM land use plans, which represent the second tier of the planning process. The BLM land use plans provide general allocation decisions concerning the kinds of resource and land uses that can occur on the BLM administered public lands, where they can occur, and the types of conditional requirements under which they can occur. In general, the standards will be the basis for development of planning area-specific management objectives concerning rangeland health and productivity, and the guidelines will direct development of livestock grazing management actions to help accomplish those objectives.

The third tier of the BLM planning process, activity or implementation planning, is directed by the applicable land use plan and, therefore, by the standards and guidelines. The standards and guidelines, as BLM statewide policy, will also directly guide development of the site-specific objectives and the methods and practices used to implement the land use plan decisions. Activity or implementation plans contain objectives that describe the site-specific conditions desired. Grazing permits/leases for the public lands contain terms and conditions that describe specific actions required to attain or maintain the desired

conditions. Through monitoring and evaluation, the BLM, grazing permittees, and other interested parties determine if progress is being made to achieve activity plan objectives.

Wyoming rangelands support a variety of uses that are of significant economic importance to the State and its communities. These uses include oil and gas production, mining, recreation and tourism, fishing, hunting, wildlife viewing, and livestock grazing. Rangelands also provide amenities that contribute to the quality of life in Wyoming such as open spaces, solitude, and opportunities for personal renewal. Wyoming's rangelands should be managed with consideration of the State's historical, cultural, and social development and in a manner which contributes to a diverse, balanced, competitive, and resilient economy in order to provide opportunity for economic development. Healthy rangelands can best sustain these uses.

To varying degrees, BLM management of the public lands and resources plays a role in the social and economic well-being of Wyoming communities. The National Environmental Policy Act (part of the above-mentioned first planning tier) and various other laws and regulations mandate the BLM to analyze the socioeconomic impacts of actions occurring on public rangelands. These analyses occur during the environmental analysis process of land use planning (second planning tier), where resource allocations are made, and during the environmental analysis process of activity or implementation planning (third planning tier). In many situations, factors that affect the social and economic well-being of local communities extend far beyond the scope of BLM management or individual public land users' responsibilities. In addition, since standards relate primarily to physical and biological features of the landscape, it is very difficult to provide measurable socioeconomic indicators that relate to the health of rangelands. It is important that standards be realistic and within the control of the land manager and users to achieve.

## STANDARDS FOR HEALTHY PUBLIC RANGELANDS

### STANDARD #1

**Within the potential of the ecological site (soil type, landform, climate, and geology), soils are stable and allow for water infiltration to provide for optimal plant growth and minimal surface runoff.**

#### THIS MEANS THAT:

The hydrologic cycle will be supported by providing for water capture, storage, and sustained release. Adequate energy flow and nutrient cycling through the system will be achieved as optimal plant growth occurs. Plant communities are highly varied within Wyoming.

#### INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:

- Water infiltration rates;
- Soil compaction;
- Erosion (rills, gullies, pedestals, capping);
- Soil micro-organisms;
- Vegetative cover (gully bottoms and slopes); and
- Bare ground and litter.

The above indicators are applied as appropriate to the potential of the ecological site.

### STANDARD #2

**Riparian and wetland vegetation has structural, age, and species diversity characteristic of the stage of channel succession and is resilient and capable of recovering from natural and human disturbance in order to provide forage and cover, capture sediment, dissipate energy, and provide for ground water recharge.**

#### THIS MEANS THAT:

Wyoming has highly varied riparian and wetland systems on public lands. These systems vary from large rivers to small streams and from springs to large wet meadows. These systems are in various stages of natural cycles and may also reflect other disturbance that is either localized or widespread throughout the watershed. Riparian vegetation captures sediments and associated materials, thus enhancing the nutrient cycle by capturing and utilizing nutrients that would otherwise move through a system unused.

#### INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:

- Erosion and deposition rate;
- Channel morphology and flood plain function;
- Channel succession and erosion cycle;
- Vegetative cover;
- Plant composition and diversity (species, age class, structure, successional stages, desired plant community, etc.);
- Bank stability;
- Woody debris and instream cover; and
- Bare ground and litter.

The above indicators are applied as appropriate to the potential of the ecological site.

### STANDARD #3

**Upland vegetation on each ecological site consists of plant communities appropriate to the site which are resilient, diverse, and able to recover from natural and human disturbance.**

**THIS MEANS THAT:**

In order to maintain desirable conditions and/or recover from disturbance within acceptable timeframes, plant communities must have the components present to support the nutrient cycle and adequate energy flow. Plants depend on nutrients in the soil and energy derived from sunlight. Nutrients stored in the soil are used over and over by plants, animals, and microorganisms. The amount of nutrients available and the speed with which they cycle among plants, animals, and the soil are fundamental components of rangeland health. The amount, timing, and distribution of energy captured through photosynthesis are fundamental to the function of rangeland ecosystems.

**INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:**

- Vegetative cover;
- Plant composition and diversity (species, age class, structure, successional stages, desired plant community, etc.);
- Bare ground and litter;
- Erosion (rills, gullies, pedestals, capping); and
- Water infiltration rates.

The above indicators are applied as appropriate to the potential of the ecological site.

### STANDARD #4

**Rangelands are capable of sustaining viable populations and a diversity of native plant and animal species appropriate to the habitat. Habitats that support or could support threatened species, endangered species, species of special concern, or sensitive species will be maintained or enhanced.**

**THIS MEANS THAT:**

The management of Wyoming rangelands will achieve or maintain adequate habitat conditions that support diverse plant and animal species. These may include listed threatened or endangered species (U.S. Fish and Wildlife-designated), species of special concern (BLM-designated), and other sensitive species (State of Wyoming-designated). The intent of this standard is to allow the listed species to recover and be delisted, and to avoid or prevent additional species becoming listed.

**INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:**

- Noxious weeds;
- Species diversity;
- Age class distribution;
- All indicators associated with the upland and riparian standards;
- Population trends; and
- Habitat fragmentation.

The above indicators are applied as appropriate to the potential of the ecological site.

### STANDARD #5

**Water quality meets State standards.**

**THIS MEANS THAT:**

The State of Wyoming is authorized to administer the Clean Water Act. BLM management actions or use authorizations will comply with all Federal and State water quality laws, rules and regulations to address water quality issues that originate on public lands. Provisions for the establishment of water quality standards are included in the Clean Water Act, as amended, and the Wyoming Environmental Quality Act, as amended. Regulations are found in Part 40 of the Code of Federal Regulations and in *Wyoming's Water Quality Rules and Regulations*. The latter regulations contain Quality Standards for Wyoming Surface Waters.

Natural processes and human actions influence the chemical, physical, and biological characteristics of water. Water quality varies from place to place with the seasons, the climate, and the kind substrate through which water moves. Therefore, the assessment of water quality takes these factors into account.

**INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:**

- Chemical characteristics (e.g., pH, conductivity, dissolved oxygen);
- Physical characteristics (e.g., sediment, temperature, color); and
- Biological characteristics (e.g., macro- and micro-invertebrates, fecal coliform, and plant and animal species).

**STANDARD #6**

**Air quality meets State standards.**

**THIS MEANS THAT:**

The State of Wyoming is authorized to administer the Clean Air Act. BLM management actions or use authorizations will comply with all Federal and State air quality laws, rules, regulations and standards. Provisions for the establishment of air quality standards are included in the Clean Air Act, as amended, and the Wyoming Environmental Quality Act, as amended. Regulations are found in Part 40 of the Code of Federal Regulations and in *Wyoming Air Quality Standards and Regulations*.

**INDICATORS MAY INCLUDE BUT ARE NOT LIMITED TO:**

- Particulate matter;
- Sulfur dioxide;
- Photochemical oxidants (ozone);
- Volatile organic compounds (hydrocarbons);
- Nitrogen oxides;
- Carbon monoxide;
- Odors; and
- Visibility.

**BLM WYOMING GUIDELINES FOR LIVESTOCK GRAZING MANAGEMENT**

1. Timing, duration, and levels of authorized grazing will ensure that adequate amounts of vegetative ground cover, including standing plant material and litter, remain after authorized use to support infiltration, maintain soil moisture storage, stabilize soils, allow the release of sufficient water to

maintain system function, and to maintain subsurface soil conditions that support permeability rates and other processes appropriate to the site.

2. Grazing management practices will restore, maintain, or improve riparian plant communities. Grazing management strategies consider hydrology, physical attributes, and potential for the watershed and the ecological site. Grazing management will maintain adequate residual plant cover to provide for plant recovery, residual forage, sediment capture, energy dissipation, and ground water recharge.
3. Range improvement practices (instream structures, fences, water troughs, etc.) in and adjacent to riparian areas will ensure that stream channel morphology (e.g., gradient, width/depth ratio, channel roughness and sinuosity) and functions appropriate to climate and landform are maintained or enhanced. The development of springs, seeps, or other projects affecting water and associated resources shall be designed to protect the ecological and hydrological functions, wildlife habitat, and significant cultural, historical, and archaeological values associated with the water source. Range improvements will be located away from riparian areas if they conflict with achieving or maintaining riparian function.
4. Grazing practices that consider the biotic communities as more than just a forage base will be designed in order to ensure that the appropriate kinds and amounts of soil organisms, plants, and animals to support the hydrologic cycle, nutrient cycle, and energy flow are maintained or enhanced.
5. Continuous season-long or other grazing management practices that hinder the completion of plants' life-sustaining reproductive and/or nutrient cycling processes will be modified to ensure adequate periods of rest at the appropriate times. The rest periods will provide for seedling establishment or other necessary processes at levels sufficient to move the ecological site condition toward the resource objective and subsequent achievement of the standard.
6. Grazing management practices and range improvements will adequately protect vegetative cover and physical conditions and maintain, restore, or enhance water quality to meet resource objectives. The effects of new range improvements (water developments, fences, etc.) on the health and function of rangelands will be carefully considered prior to their implementation.
7. Grazing management practices will incorporate the kinds and amounts of use that will restore, maintain, or enhance habitats to assist in the recovery of Federal threatened and endangered species or the conservation of federally-listed species of concern and other State-designated special status species. Grazing management practices will maintain existing habitat or facilitate vegetation change toward desired habitats. Grazing management will consider threatened and endangered species and their habitats.
8. Grazing management practices and range improvements will be designed to maintain or promote the physical and biological conditions necessary to sustain native animal populations and plant communities. This will involve emphasizing native plant species in the support of ecological function and incorporating the use of non-native species only in those situations in which native plant species are not available in sufficient quantities or are incapable of maintaining or achieving properly functioning conditions and biological health.
9. Grazing management practices on uplands will maintain desired plant communities or facilitate change toward desired plant communities.

## DEFINITIONS FOR STANDARDS AND GUIDELINES

### ACTIVITY PLANS

Allotment Management Plans (AMPs), Habitat Management Plans (HMPs), Watershed Management Plans (WMPs), Wild Horse Management Plans (WHMPs), and other plans developed at the local level to address specific concerns and accomplish specific objectives.

### COORDINATED RESOURCE MANAGEMENT (CRM)

A group of people working together to develop common resource goals and resolve natural resource concerns. CRM is a people process that strives for win-win situations through consensus-based decision-making.

### DESIRED PLANT COMMUNITY

A plant community that produces the kind, proportion, and amount of vegetation necessary for meeting or exceeding the land use plan/activity plan objectives established for an ecological site(s). The desired plant community must be consistent with the site's capability to produce the desired vegetation through management, land treatment, or a combination of the two.

### ECOLOGICAL SITE

An area of land with specific physical characteristics that differs from other areas both in its ability to produce distinctive kinds and amounts of vegetation and in its response to management.

### EROSION

(v.) Detachment and movement of soil or rock fragments by water, wind, ice, or gravity. (n.) The land surface worn away by running water, wind, ice, or other geological agents, including such processes as gravitational creep.

### GRAZING MANAGEMENT PRACTICES

Grazing management practices include such things as grazing systems (rest-rotation, deferred rotation, etc.), timing and duration of grazing, herding, salting, etc. They do not include physical range improvements.

### GUIDELINES (For Grazing Management)

Guidelines provide for, and guide the development and implementation of, reasonable, responsible, and cost-effective management actions at the allotment and watershed level which move rangelands toward statewide standards or maintain existing desirable conditions. Appropriate guidelines will ensure that the resultant management actions reflect the potential for the watershed, consider other uses and natural influences, and balance resource goals with social, cultural/historic, and economic opportunities to sustain viable local communities. Guidelines, and therefore, the management actions they engender, are based on sound science, past and present management experience, and public input.

### INDICATOR

An indicator is a component of a system whose characteristics (e.g., presence, absence, quantity, and distribution) can be observed, measured, or monitored based on sound scientific principles. An indicator can be evaluated at a site- or species-specific level. Monitoring of an indicator must be able to show change within timeframes acceptable to management and be capable of showing how the health of the ecosystem is changing in response to specific management actions. Selection of the appropriate indicators to be observed, measured, or monitored in a particular allotment is a critical aspect of early communication among the interests involved on-the-ground. The most useful indicators are those for

which change or trend can be easily quantified and for which agreement as to the significance of the indicator is broad based.

### **LITTER**

The uppermost layer of organic debris on the soil surface, essentially the freshly fallen or slightly decomposed vegetal material.

### **MANAGEMENT ACTIONS**

Management actions are the specific actions prescribed by the BLM to achieve resource objectives, land use allocations, or other program or multiple use goals. Management actions include both grazing management practices and range improvements.

### **OBJECTIVE**

An objective is a site-specific statement of a desired rangeland condition. It may contain either or both qualitative elements and quantitative elements. Objectives frequently speak to change. They are the focus of monitoring and evaluation activities at the local level. Monitoring of the indicators would show negative changes or positive changes. Objectives should focus on indicators of greatest interest for the area in question.

### **RANGE IMPROVEMENTS**

Range improvements include such things as corrals, fences, water developments (reservoirs, spring developments, pipelines, wells, etc.) and land treatments (prescribed fire, herbicide treatments, mechanical treatments, etc.).

### **RANGELAND**

Land on which the native vegetation (climax or natural potential) is predominantly grasses, grass-like plants, forbs, or shrubs. This includes lands revegetated naturally or artificially when routine management of that vegetation is accomplished mainly through manipulation of grazing. Rangelands include natural grasslands, savannas, shrublands, most deserts, tundra, alpine communities, coastal marshes, and wet meadows.

### **RANGELAND HEALTH**

The degree to which the integrity of the soil and ecological processes of rangeland ecosystems are sustained.

### **RIPARIAN**

An area of land directly influenced by permanent water. It has visible vegetation or physical characteristics reflective of permanent water influence. Lakeshores and streambanks are typical riparian areas. Excluded are such sites as ephemeral streams or washes that do not have vegetation dependent on free water in the soil.

### **STANDARDS**

Standards are synonymous with goals and are observed on a landscape scale. Standards apply to rangeland health and not to the important by-products of healthy rangelands. Standards relate to the current capability or realistic potential of a specific site to produce these by-products, not to the presence or absence of the products themselves. It is the sustainability of the processes, or rangeland health, that produces these by-products.

### **TERMS AND CONDITIONS**

Terms and conditions are very specific land use requirements that are made a part of the land use authorization in order to assure maintenance or attainment of the standard. Terms and conditions may



incorporate or reference the appropriate portions of activity plans (e.g., Allotment Management Plans). In other words, where an activity plan exists that contains objectives focused on meeting the standards, compliance with the plan may be the only term and condition necessary in that allotment.

### **UPLAND**

Those portions of the landscape that do not receive additional moisture for plant growth from run-off, streamflow, etc. Typically these are hills, ridgetops, valley slopes, and rolling plains.

## APPENDIX 2

# WYOMING BUREAU OF LAND MANAGEMENT (BLM) MITIGATION GUIDELINES FOR SURFACE-DISTURBING AND DISRUPTIVE ACTIVITIES

### INTRODUCTION

These guidelines are primarily for the purpose of attaining statewide consistency in how requirements are determined for avoiding and mitigating environmental impacts and resource and land use conflicts. Consistency in this sense does not mean that identical requirements would be applied for all similar types of land use activities that may cause similar types of impacts. Nor does it mean that the requirements or guidelines for a single land use activity would be identical in all areas.

There are two ways the mitigation guidelines are used in the resource management plan (RMP) and environmental impact statement (EIS) process: (1) as part of the planning criteria in developing the RMP alternatives, and (2) in the analytical processes of both developing the alternatives and analyzing the impacts of the alternatives. In the first case, an assumption is made that any one or more of the mitigations will be appropriately included as conditions of relevant actions being proposed or considered in each alternative. In the second case, the mitigations are used (1) to develop a baseline for measuring and comparing impacts among the alternatives; (2) to identify other actions and alternatives that should be considered, and (3) to help determine whether more stringent or less stringent mitigations should be considered.

The EIS for the RMP does not decide or dictate the exact wording or inclusion of these guidelines. Rather, the guidelines are used in the RMP EIS process as a tool to help develop the RMP alternatives and to provide a baseline for comparative impact analysis in arriving at RMP decisions. These guidelines will be used in the same manner in analyzing activity plans and other site-specific proposals. These guidelines and their wording are matters of policy. As such, specific wording is subject to change primarily through administrative review, not through the RMP EIS process. Any further changes that may be made in the continuing refinement of these guidelines and any development of program-specific standard stipulations will be handled in another forum, including appropriate public involvement and input.

### PURPOSE

The purposes of the "Wyoming BLM Mitigation Guidelines" are (1) to reserve, for the BLM, the right to modify the operations of all surface and other human presence disturbance activities as part of the statutory requirements for environmental protection, and (2) to inform a potential lessee, permittee, or operator of the requirements that must be met when using BLM-administered public lands. These guidelines have been written in a format that will allow for (1) their direct use as stipulations, and (2) the addition of specific or specialized mitigation following the submission of a detailed plan of development or other project proposal, and an environmental analysis.

Those resource activities or programs currently without a standardized set of permit or operation stipulations can use the mitigation guidelines as stipulations or as conditions of approval, or as a baseline for developing specific stipulations for a given activity or program.

Because use of the mitigation guidelines was integrated into the RMP EIS process and will be integrated into the site-specific environmental analysis process, the application of stipulations or mitigation requirements derived through the guidelines will provide more consistency with planning decisions and plan implementation than has occurred in the past. Application of the mitigation guidelines to all surface and other human presence disturbance activities concerning BLM-administered public lands and resources will provide more uniformity in mitigation than has occurred in the past.

## **MITIGATION GUIDELINES**

### **1. Surface Disturbance Mitigation Guideline**

Surface disturbance will be prohibited in any of the following areas or conditions. The Authorized Officer may approve exception, waiver, or modification of this limitation in writing, including documented supporting analysis.

- a. Slopes in excess of 25 percent.
- b. Within important scenic areas (Class I and II Visual Resource Management Areas).
- c. Within 500 feet of surface water and/or riparian areas.
- d. Within either one-quarter mile or the visual horizon (whichever is closer) of historic trails.
- e. Construction with frozen material or during periods when the soil material is saturated or when watershed damage is likely to occur.

### **Guidance**

The intent of the SURFACE DISTURBANCE MITIGATION GUIDELINE is to inform interested parties (potential lessees, permittees, or operators) that when one or more of the five (1a through 1e) conditions exist, surface-disturbing activities will be prohibited unless or until a permittee or his designated representative and the surface management agency (SMA) arrive at an acceptable plan for mitigation of anticipated impacts. This negotiation will occur prior to development.

Specific criteria (for example, 500 feet from water) have been established based upon the best information available. However, such items as geographical areas and seasons must be delineated at the field level.

Exception, waiver, or modification of requirements developed from this guideline must be based upon environmental analysis of proposals (for example, activity plans, plans of development, plans of operation, applications for permit to drill) and, if necessary, must allow for other mitigation to be applied on a site-specific basis.

### **2. Wildlife Mitigation Guideline**

- a. To protect important big game winter habitat, activities or surface use will not be allowed from November 15 to April 30 within certain areas encompassed by the authorization. The same criteria apply to defined big game birthing areas from May 1 to June 30.

Application of this limitation to operation and maintenance of a developed project must be based on environmental analysis of the operational or production aspects.

The Authorized Officer may approve exception, waiver, or modification of this limitation in any year in writing, including documented supporting analysis.

b. To protect important raptor and/or sage and sharp-tailed grouse nesting habitat, activities or surface use will not be allowed from February 1 to July 31 within certain areas encompassed by the authorization. The same criteria apply to defined raptor and game bird winter concentration areas from November 15 to April 30.

Application of this limitation to operation and maintenance of a developed project must be based on environmental analysis of the operational or production aspects.

The Authorized Officer may approve exception, waiver, or modification of this limitation in any year in writing, including documented supporting analysis.

c. No activities or surface use will be allowed on that portion of the authorization area identified within (legal description) for the purpose of protecting (for example, sage/sharp-tailed grouse breeding grounds, and/or other species/activities) habitat.

The Authorized Officer may approve exception, waiver, or modification of this limitation in any year in writing, including documented supporting analysis.

d. Portions of the authorized use area legally described as (legal description), are known or suspected to be essential habitat for (name) which is a threatened or endangered species. Prior to conducting any onsite activities, the lessee/permittee will be required to conduct inventories or studies in accordance with BLM and U.S. Fish and Wildlife Service guidelines to verify the presence or absence of this species. In the event that (name) occurrence is identified, the lessee/permittee will be required to modify operational plans to include the protection requirements of this species and its habitat (for example, seasonal use restrictions, occupancy limitations, facility design modifications).

## **Guidance**

The WILDLIFE MITIGATION GUIDELINE is intended to provide two basic types of protection: seasonal restriction (2a and 2b) and prohibition of activities or surface use (2c). Item 2d is specific to situations involving threatened or endangered species. Legal descriptions will ultimately be required and should be measurable and legally definable. There are no minimum subdivision requirements at this time. The area delineated can and should be defined as necessary, based upon current biological data, prior to the time of processing an application and issuing the use authorization. The legal description must eventually become a part of the condition for approval of the permit, plan of development, and/or other use authorization.

The seasonal restriction section identifies three example groups of species and delineates three similar time frame restrictions. The big game species including elk, moose, deer, antelope, and bighorn sheep, all require protection of crucial winter range between November 15 and April 30. Elk and bighorn sheep also require protection from disturbance from May 1 to June 30, when they typically occupy distinct calving and lambing areas. Raptors include eagles, accipiters, falcons (peregrine, prairie, and merlin), buteos (ferruginous and Swainson's hawks), osprey, and burrowing owls. The raptors and sage and sharp-tailed grouse require nesting protection between February 1 and July 31. The same birds often require protection from disturbance from November 15 through April 30 while they occupy winter concentration areas.

Item 2c, the prohibition of activity or surface use, is intended for protection of specific wildlife habitat areas or values within the use area that cannot be protected by using seasonal restrictions. These areas or

values must be factors that limit life-cycle activities (for example, sage grouse strutting grounds, known threatened and endangered species habitat).

Exception, waiver, or modification of requirements developed from this guideline must be based upon environmental analysis of proposals (for example, activity plans, plans of development, plans of operation, applications for permit to drill) and, if necessary, must allow for other mitigation to be applied on a site-specific basis.

### **3. Cultural Resource Mitigation Guideline**

When a proposed discretionary land use has potential for affecting the characteristics that qualify a cultural property for the National Register of Historic Places (National Register), mitigation will be considered. In accordance with Section 106 of the Historic Preservation Act, procedures specified in 36 CFR 800 will be used in consultation with the Wyoming State Historic Preservation Officer in arriving at determinations regarding the need and type of mitigation to be required.

#### **Guidance**

The preferred strategy for treating potential adverse effects on cultural properties is "avoidance." If avoidance involves project relocation, the new project area may also require cultural resource inventory. If avoidance is imprudent or unfeasible, appropriate mitigation may include excavation (data recovery), stabilization, monitoring, protection barriers and signs, or other physical and administrative measures.

Reports documenting results of cultural resource inventory, evaluation, and the establishment of mitigation alternatives (if necessary) shall be written according to standards contained in BLM Manuals, the cultural resource permit stipulations, and in other policy issued by the BLM. These reports must provide sufficient information for Section 106 consultation. The appropriate BLM cultural resource specialist shall review reports for adequacy. If cultural properties on, or eligible for, the National Register are located within these areas of potential impact and cannot be avoided, the Authorized Officer shall begin the Section 106 consultation process in accordance with the Wyoming Protocol to the National Programmatic Agreement.

Mitigation measures shall be implemented according to the mitigation plan approved by the BLM Authorized Officer. The land use applicant according to BLM specifications usually prepares such plans. Mitigation plans will be reviewed as part of Section 106 consultation for National Register eligible or listed properties. The extent and nature of recommended mitigation shall be commensurate with the significance of the cultural resource involved and the anticipated extent of damage. Reasonable costs for mitigation will be borne by the land use applicant. Mitigation must be cost effective and realistic. It must consider project requirements and limitations, input from concerned parties, and be BLM approved or BLM formulated.

Mitigation of paleontological and natural history sites will be treated on a case-by-case basis. Factors such as site significance, economics, safety, and project urgency must be taken into account when making a decision to mitigate. Authority to protect (through mitigation) such values is provided for in FLPMA, Section 102(a)(8). When avoidance is not possible, appropriate mitigation may include excavation (data recovery), stabilization, monitoring, protection barriers and signs, or other physical and administrative protection measures.

#### **4. Special Resource Mitigation Guideline**

To protect (resource value), activities or surface use will not be allowed (that is, within a specific distance of the resource value or between date to date) in (legal description).

Application of this limitation to operation and maintenance of a developed project must be based on environmental analysis of the operational or production aspects.

The Authorized Officer may approve exception, waiver, or modification of this limitation in any year in writing, including documented supporting analysis.

Example Resource Categories (Select or identify category and specific resource value):

- a. Recreation areas.
- b. Special natural history or paleontological features.
- c. Special management areas.
- d. Sections of major rivers.
- e. Prior existing rights-of-way.
- f. Occupied dwellings.
- g. Other (specify).

#### **Guidance**

The SPECIAL RESOURCE MITIGATION GUIDELINE is intended for use only in site-specific situations where one of the first three general mitigation guidelines will not adequately address the concern. The resource value, location, and specific restrictions must be clearly identified. A detailed plan addressing specific mitigation and special restrictions will be required prior to disturbance or development and will become a condition for approval of the permit, plan of development, or other use authorization.

Exception, waiver, or modification of requirements developed from this guideline must be based upon environmental analysis of proposals (for example, activity plans, plans of development, plans of operation, applications for permit to drill) and, if necessary, must allow for other mitigation to be applied on a site-specific basis.

#### **5. No Surface Occupancy Guideline**

No Surface Occupancy will be allowed on the following described lands (legal description) because of (resource value).

Example Resource Categories (Select or identify category and specific resource value):

- a. Recreation Areas (for example, campgrounds, historic trails, national monuments).
- b. Major reservoirs/dams.

c. Special management area (for example, known threatened or endangered species habitat, areas suitable for consideration for wild and scenic rivers designation).

d. Other (specify).

### **Guidance**

The NO SURFACE OCCUPANCY (NSO) MITIGATION GUIDELINE is intended for use only when other mitigation is determined insufficient to adequately protect the public interest and is the only alternative to "no development" or "no leasing." The legal description and resource value of concern must be identified and be tied to an NSO land use planning decision.

Waiver of, or exception(s) to, the NSO requirement will be subject to the same test used to initially justify its imposition. If, upon evaluation of a site-specific proposal, it is found that less restrictive mitigation would adequately protect the public interest or value of concern, then a waiver or exception to the NSO requirement is possible. The record must show that because conditions or uses have changed, less restrictive requirements will protect the public interest. An environmental analysis must be conducted and documented (for example, environmental assessment, environmental impact statement, etc., as necessary) in order to provide the basis for a waiver or exception to an NSO planning decision. Modification of the NSO requirement will pertain only to refinement or correction of the location(s) to which it applied. If the waiver, exception, or modification is found to be consistent with the intent of the planning decision, it may be granted. If it is found inconsistent with the intent of the planning decision, a plan amendment would be required before the waiver, exception, or modification could be granted.

When considering the "no development" or "no leasing" option, a rigorous test must be met and fully documented in the record. This test must be based upon stringent standards described in the land use planning document. Since rejection of all development rights is more severe than the most restrictive mitigation requirement, the record must show that consideration was given to development subject to reasonable mitigation, including "no surface occupancy." The record must also show that other mitigation was determined to be insufficient to adequately protect the public interest. A "no development" or "no leasing" decision should not be made solely because it appears that conventional methods of development would be unfeasible, especially where an NSO restriction may be acceptable to a potential permittee. In such cases, the potential permittee should have the opportunity to decide whether or not to go ahead with the proposal (or accept the use authorization), recognizing that an NSO restriction is involved.

## APPENDIX 3

### AIR QUALITY REGULATIONS

The basic framework for controlling air pollutants in the United States is mandated by the 1970 Clean Air Act and its amendments, and the 1999 Regional Haze Regulations. The Clean Air Act addresses criteria air pollutants, State and national ambient air quality standards for criteria air pollutants, and the Prevention of Significant Deterioration program. The Regional Haze Regulations address visibility impairment.

#### POLLUTANTS

Air Pollutants addressed in this study include criteria pollutants, hazardous air pollutants (HAP) and sulfur and nitrogen compounds.

#### Criteria Pollutants

Criteria pollutants are those for which national standards of concentration have been established. Pollutant concentrations greater than these standards represent a risk to human health. Criteria pollutants include carbon monoxide (CO), nitrogen dioxide (NO<sub>2</sub>), ozone (O<sub>3</sub>), sulfur dioxide (SO<sub>2</sub>), particulate matter (PM<sub>10</sub>, PM<sub>2.5</sub>), and lead (Pb).

CO is an odorless, colorless gas formed during any combustion process, such as operation of engines, fireplaces, furnaces, etc. High concentrations of CO affect the oxygen-carrying capacity of the blood and can lead to unconsciousness and asphyxiation. Forest fires are a natural source of CO.

NO<sub>2</sub> is a red-brown gas formed during the operation of internal combustion engines. Such engines emit a mixture of nitrogen gases, collectively called nitrogen oxides (NO<sub>x</sub>). NO<sub>2</sub> can contribute to brown cloud conditions, and can convert to ammonium and nitrate particles and nitric acid, which can cause visibility impairment and acid rain. Bacterial action in soil can be a natural source of nitrogen compounds.

O<sub>3</sub> is a faintly blue gas that is generally not emitted directly into the atmosphere, but is formed from NO<sub>x</sub> and volatile organic compound (VOC) emissions. As stated above, internal combustion engines are the main source of NO<sub>x</sub>. Volatile organic compounds like terpenes are very reactive. Sources of VOC include paint, varnish and some types of vegetation. The faint acrid smell common after thunderstorms is due to ozone formation by lightning. O<sub>3</sub> is a strong oxidizing chemical that can burn lungs and eyes, and damage plants.

SO<sub>2</sub> forms during combustion from trace levels of sulfur in coal or diesel fuel, and can convert to ammonium sulfate (SO<sub>4</sub><sup>-</sup>) and sulfuric acid (H<sub>2</sub>SO<sub>4</sub>), which can cause visibility impairment and acid rain. Volcanoes are a natural source of SO<sub>2</sub>.

Particulate matter (i.e., soil particles, hair, pollen, etc.) is essentially the small particles suspended in the air, which settle to the ground slowly and may be re-suspended if disturbed. Separate allowable concentration levels for particulate matter are based on the relative size of the particle:

PM<sub>10</sub>, particles with diameters less than 10 micrometers, are small enough to be inhaled and can cause adverse health effects.



PM<sub>2.5</sub>, particles with diameters less than 2.5 micrometers, are so small that they can be drawn deeply into the lungs and cause serious health problems. These particles are also the main cause of visibility impairment.

### **Hazardous Air Pollutants**

There are a wide variety of hazardous air pollutants including N-hexane, ethylbenzene, toluene, xylene, formaldehyde and benzene. Although hazardous air pollutants do not have federal standards, they do have "significance thresholds" set by various States and are typically evaluated for potential chronic inhalation and cancer risks.

Hazardous air pollutant emissions are associated with industrial activity, including oil and gas operations, refineries, paint facilities, wood working shops and dry cleaners.

### **Sulfur and Nitrogen Compounds**

Sulfur and nitrogen compounds that can be deposited on terrestrial and aquatic ecosystems include nitric acid (HNO<sub>3</sub>), nitrate (NO<sub>3</sub>), ammonium (NH<sub>4</sub>), and sulfate (SO<sub>4</sub>).

Nitric acid (HNO<sub>3</sub>) and nitrate (NO<sub>3</sub>) are not emitted directly into the air, but form in the atmosphere from industrial and automotive emissions of nitrogen oxides (NO<sub>x</sub>). Sulfate (SO<sub>4</sub>) is formed in the atmosphere from industrial emission of sulfur dioxide (SO<sub>2</sub>). Deposition of HNO<sub>3</sub>, NO<sub>3</sub> and SO<sub>4</sub> can adversely affect plant growth, soil chemistry, lichens, and petroglyphs.

Ammonium (NH<sub>4</sub>) is associated with feedlots and agricultural fertilization. Deposition of NH<sub>4</sub> can affect vegetation. While deposition may be beneficial as a fertilizer, it can adversely affect the timing of plant growth and dormancy.

## **WYOMING AND NATIONAL AMBIENT AIR QUALITY STANDARDS**

Wyoming Ambient Air Quality Standards (WAAQS) and National Ambient Air Quality Standards (NAAQS) set the absolute upper limits for criteria air pollutant concentrations at all locations to which the public has access. The WAAQS and NAAQS are legally enforceable standards. Concentrations above the WAAQS and NAAQS represent a risk to human health. State standards must be equally or more strict than federal standards.

The EPA has developed standards for each criteria pollutant for a specific averaging time. Short averaging times (1, 3, and 24 hours) address short-term exposure, while the annual standards address long-term exposure. Annual standards are set to lower allowable concentrations than are short-term standards to recognize the cumulative effects of long-term exposure.

**TABLE A3-1  
NATIONAL AND WYOMING AIR QUALITY STANDARDS  
FOR CRITERIA POLLUTANTS**

| Pollutant                                    | Averaging Time | PSD Increment (mg/m <sup>3</sup> ) |          |
|--|----------------|------------------------------------|----------|
|  |                | Class I                            | Class II |
| Carbon monoxide (CO)                         | 1 hour         | 40,000                             | 40,000   |
|  | 8 hour         | 10,000                             | 10,000   |
| Nitrogen dioxide (NO <sub>2</sub> )          | Annual         | 100                                | 100      |
| Sulfur dioxide (SO <sub>2</sub> )            | 3 hour         | 1300                               | 695      |
|  | 24 hour        | 365                                | 260      |
|  | Annual         | 80                                 | 60       |
| Ozone (O <sub>3</sub> )                      | 1 hour         | 235                                |          |
|  | 8 hour         | 157                                | 157      |
| Particulate matter (PM <sub>10</sub> )       | 24 hour        | 150                                | 150      |
|  | Annual         | 50                                 | 50       |
| Fine particulate matter (PM <sub>2.5</sub> ) | 24 hour        | 65                                 |          |
|  | Annual         | 15                                 |          |

**PREVENTION OF SIGNIFICANT DETERIORATION**

The goal of the Prevention of Significant Deterioration (PSD) program is to ensure that air quality in areas with clean air does not significantly deteriorate, while maintaining a margin for future industrial growth. Under PSD, each area in the United States is classified by the air quality in that region:

- PSD Class I Areas: Areas with pristine air quality, such as wilderness areas, national parks and Indian reservations, are accorded the strictest protection. Only very small incremental increases in concentration are allowed in order to maintain the very clean air quality in these areas.
- PSD Class II Areas: Essentially, all areas that are not designated Class I are designated Class II. Moderate incremental increases in concentration are allowed, although the concentrations are not allowed to reach the concentrations set by Wyoming and federal standards (WAAQS and NAAQS).
- PSD Class III Areas: No areas have yet been designated Class III. Concentrations would be allowed to increase all the way up to the WAAQS and NAAQS.

**TABLE A3-2  
PSD INCREMENTS**

| Pollutant                              | Averaging Time | PSD Increment (mg/m <sup>3</sup> ) |          |
|--|----------------|------------------------------------|----------|
|  |                | Class I                            | Class II |
| Nitrogen dioxide (NO <sub>2</sub> )    | Annual         | 2.5                                | 25       |
| Sulfur dioxide (SO <sub>2</sub> )      | 3 hour         | 25                                 | 512      |
|  | 24 hour        | 5                                  | 91       |
|  | Annual         | 2                                  | 20       |
| Particulate matter (PM <sub>10</sub> ) | 24 hour        | 8                                  | 30       |
|  | Annual         | 4                                  | 17       |

Mandatory PSD Class I areas in the Snake River region include the Bridger, Fitzpatrick and Washakie Wilderness Areas and Grand Teton and Yellowstone National Parks. Special status Class II areas include the Popo Agie Wilderness Area and the Wind River Roadless Area. The Snake River project area is also classified as PSD Class II.

Comparisons of potential NO<sub>2</sub> and SO<sub>2</sub> concentrations with PSD increments are intended only to evaluate a threshold of concern and do not represent a regulatory PSD Increment Consumption analysis. Consumption analyses are applied to large industrial sources and are solely the responsibility of the State and the Environmental Protection Agency.

## **REGIONAL HAZE REGULATIONS**

Visibility impairment is an indicator of air pollution concentration. Visibility can be defined as the furthest distance at which one can perceive color, contrast and detail. Fine particulate matter (PM<sub>2.5</sub>) is the main cause of visibility impairment. Visual range, one of several ways to express visibility, is the furthest distance a person can distinguish a dark landscape feature from a light background like the sky. Without human-caused visibility impairment, natural visual range would average about 150 miles in the western United States and about 70 miles in the eastern United States.

The Regional Haze Regulations were developed by the EPA in response to the Clean Air Act Amendments of 1990. They are intended to maintain and improve visibility in PSD Class I areas across the United States, so that visibility in these areas is returned to natural conditions. These regulations require States to demonstrate reasonable progress in maintaining or improving visibility in PSD Class I areas.

## APPENDIX 4

### DESCRIPTION OF THE PUBLIC LAND PARCELS

Parcels are listed and numbered from north to south. Acreages are estimated as closely as possible given the changing nature of the river. Boundary lines for these parcels include the thread of the Snake River, which regularly changes; as a result, the parcels shrink and grow in size with changes in river morphology. Parcels without realty case numbers are U.S. surface that was not included in the litigation of ownership of riparian lands along the river. Case number 111691 includes all lands adjacent to State of Wyoming lands, and includes several parcels along the length of the river.

| Parcel Number | Realty Case Number               | Location                           | Size (approx) | Description   |
|---------------|----------------------------------|------------------------------------|---------------|---|
| 1             | WYW-111703                       | T42N,<br>R116W,<br>Sec 9, 10       | 19 acres      | This parcel lies mostly between the levees along the right bank of the Snake River. It lies within the boundary of GTNP, and is over 1 mile long. The parcel became part of GTNP in the ownership litigation.   |
| 2             | WYW-111691                       | T42N,<br>R116W,<br>Sec. 16<br>NW   | 178 acres     | The parcel lies completely inside the levee along the right bank. This parcel lies adjacent to a parcel of State land within the boundary of GTNP, and directly west of the Jackson Hole Airport. The parcel became part of GTNP in the ownership litigation.   |
| 3             | WYW-111691                       | T42N,<br>R116W,<br>Sec 20, 21      | 12 acres      | Lies between the levees, along the right bank and adjacent to the south boundary of GTNP. Contains cottonwood trees and grassy and gravelly openings. Wildlife and visual resource values. Access is from the river or through the Park. A portion of parcel 3 lies inside the boundary of GTNP and became part of GTNP in the ownership litigation. (Map 3)  |
| 4             | No case number                   | T42N,<br>R116W,<br>Sec. 20<br>NESE | 5 acres       | Lies inside the levee along the right bank. This parcel appears to be U.S. property that was not litigated in the 1970's suits. Consists mostly of a gravel bar. Access is from the river. (Map 3)  |
| 5             | 111691                           | T42N,<br>R116W,<br>Sec. 20<br>SESE | 5 acres       | Lies inside the levee along the right bank, and adjacent to approximately 40 acres of State land. The parcel has been eroded away. (Map 3)  |
| 6             | WYW-121768,<br>121769,<br>121770 | T42N,<br>R116W,<br>Sec 29 NE       | 25 acres      | Portions of two large islands. Much of the area is gravel bar and subject to annual flooding. Some cottonwood trees are present on the south end. Access is from the river only. (Map 3)  |
| 7             | WYW-111693                       | T41N,<br>R116W,<br>Sec 5,6         | 78 acres      | Lies both within and outside the levee along the right bank, at the confluence of the Gros Ventre River. Includes a portion of a large island, and about 30 acres of uplands outside the levee; a portion of this area is marshy and provides good wildlife habitat. Many cottonwood trees on uplands and the island. Some cold springs. The boundaries of this parcel were fixed in the judgment. Access is from the river only. (Map 4) |

| Parcel Number | Realty Case Number | Location                       | Size (approx) | Description   |
|---------------|--------------------|--------------------------------|---------------|---|
| 8             | No case number     | T42N, R116W, Sec 34            | 41 acres      | This parcel lies on the left bank of the Gros Ventre river, adjacent to GTNP and across the river from the Jackson Hole Country Club. It was not disputed in the 1979 suits. Cottonwood riparian area. A portion of the area has been mined for gravel. Provides scenic backdrop to the river as viewed from the golf course. Access is through the Park or from the river. Some historical ranching and rural trash dumps. The fence is not on line, and livestock have grazed part of the parcel. (Map 4)   |
| 9             | WYW-112092         | T41N, R116W, Sec. 6, 7, 12, 13 | 295 acres     | Lies within and outside the levee along the left bank, beginning below the confluence of the Gros Ventre in section 6 and extending almost to the Wilson Bridge; about 3 miles in length. Known as the Walton Greenway or Rabbit Flats. A large area outside the levee contains extensive cottonwood woodland. The Walton Ranch holds a grazing authorization on this parcel. The parcel did not meet Standard #4. A quarry on the north end of the area on private land generates fairly heavy truck traffic. This parcel is very popular with local people as a recreation area for hiking, dog walking, cross-country skiing, etc. Adjacent to Emily Stevens Park at the south end. Access is available for foot traffic from Wyoming Highway 22; the levee road is gated and locked and allows only quarry traffic and other authorized vehicles. The south boundary line of the parcel is fixed in accordance with the judgment. The judgment also specified the closing of the levee road, and that the United States would maintain the parcel "in an optimum condition for the protection and preservation of aquatic and wildlife habitat". Mineral extraction is prohibited, and a portion of the parcel is closed to gravel extraction, in accordance with the judgment. There are patches of young to middle-aged cottonwoods within the levees. There is a potentially significant historic site, consisting of an old roadbed and causeway. (Map 5) |
| 10            | WYW-111691         | T41N, R117W, Sec. 13 NENE      | 25 acres      | Lies along the left bank, adjacent to a parcel that was State land at the time of the judgments, about in the middle of the Walton Greenway. Characteristics, access, and condition similar to that of the Walton Greenway. (Map 5)   |
| 11            | WYW-111695         | T41N, R117W, Sec. 24 NWNW      | 3 acres       | Lies along the right bank, both inside and outside the levee. This is the northernmost "rabbit ear" of Rabbit Flats. Cottonwood riparian; a small channel runs through it. Boundary line is fixed in the judgment. Access from the levee from the Wilson Bridge boat ramp. (Map 5)  |
| 12            | WYW-111710         | T41N, R117W, Sec. 24           | 6 acres       | Lies along the right bank, both inside and outside the levee. The southern "rabbit ear". Characteristics, access, and condition similar to those of the northern rabbit ear. There is a gravel processing operation on private land adjacent to this parcel. (Map 5)  |

| Parcel Number | Realty Case Number | Location                 | Size (approx) | Description  |
|---------------|--------------------|--------------------------|---------------|--|
| 13            | WYW-112088         | T41N, R117W, Sec. 23-24  | 11 acres      | Lies along the right bank, outside the levee. Just north of the Wilson bridge. Access from a road off of the Teton Village road. This parcel contains the Wilson Bridge boat ramp. Public land extends to the levee only, not to the water's edge. The easement is limited to boat launching and takeout only. This boat ramp is a major river access point both for leaving the river and for launching. Parking at the area is very limited. (Map 5) |
| 14            | WYW-121762         | T41N, R117W, Sec. 24     | 5 acres       | Lies along the left bank, north of the Wilson bridge and adjacent to Emily Stevens Park. Cottonwood riparian area. Access from Wyoming Highway 22. (Map 5)   |
| 15            | WYW-121772         | T41N, R117W, Sec. 26     | 21 acres      | Lies along the left bank, south of the Wilson bridge. Wooded islands. This area is under grazing lease to the R. Bruce Porter Estate. Cottonwood riparian area with grassy meadow openings. Access is from the river only. (Map 6)   |
| 16            | WYW-111714         | T41N, R117W, Sec. 26, 35 | 51 acres      | Lies along the left bank, inside the levee. Adjacent to and under grazing lease with parcel 15. Similar conditions and uses exist. Access from the river only. (Map 6)   |
| 17            | WYW-111713         | T41N, R117W, Sec. 26     | 19 acres      | Lies along the right bank in the center of section 26, inside and outside the levee. The cottonwood and understory shrub condition is very good. Access from the levee south from Wilson Bridge. (Map 6)   |
| 18            | WYW-121767         | T41N, R117W, Sec 26      | 25 acres      | Lies along the right bank, inside and outside the levee. Condition similar to parcel 17. The south boundary of the parcel is fixed in the judgment. Access from the levee south from Wilson Bridge. There has been unauthorized camping on the parcel in the past. (Map 6)   |
| 19            | WYW-111691         | T41N, R117W, Sec. 35     | 144 acres     | Lies along the right bank, mostly outside the levee. Both north and south boundaries are fixed. Cottonwood riparian area, with several channels and old oxbows present. Access from the levee south from Wilson Bridge. Popular with locals for recreation, horse trails, OHV trails. (Map 6)  |
| 21            | WYW-111691         | T40N, R117W, Sec. 14     | 61 acres      | Lies on the left bank, mostly outside the levee; extends for about ½ mile east of the river. Cottonwood riparian area with several channels (spring creeks) across area. Access from the river only. Elk migration route to the South Park feedground. Did not meet land health Standard #3; cause not yet determined or verified. (Map 7)   |
| 23            | WYW-111715         | T40N, R117W, Sec. 24, 25 | 89 acres      | Consists of 2 parcels lying along the right bank, mostly outside the levee. Good condition cottonwood lowland, with channels running through. Parcel under grazing lease to Snake River Ranch Co. There is access from the Fall Creek Road, a Teton County road. This parcel was resurveyed in 1998. This parcel met the land health standards. A couple small buildings and several corrals are located on the parcel. (Map 8)                        |

| Parcel Number | Realty Case Number | Location  | Size (approx) | Description  |
|---------------|--------------------|---|---------------|--|
| 24            | No case number     | T40N,<br>R117W,<br>Sec. 25;<br>T40N,<br>R116W,<br>Sec. 30 | 2 acres       | Lies along the right bank. Access from the river only. There is no levee in this area. Former size about 150 acres; most of this has been lost due to erosion by the shifting riverbed. The parcel may have eroded completely away. (Map 8)  |
| 25            | WYW-111691         | T40N,<br>R116W,<br>Sec. 28,<br>29, 32, 33,<br>34          | 210 acres     | Lies along the left bank, just upstream of the South Park bridge, and extends for about 1.5 miles. The parcel has been transferred to the WGFD through the R&PP process and is now a part of the South Park Elk Feedground. (Map 9)  |
| 26            | No case number     | T40N,<br>R116W,<br>Sec. 34                                | 23 acres      | Lies along the right bank, on both sides of U.S. Highway 191/189 at the South Park Bridge. Grassy meadow, cottonwood trees, and willow bars. Supports some recreation from the adjacent Evans trailer park. Gravel extraction from the river is taking place just downstream of this parcel. Access from U.S. Highway 191/189 and the Munger Mountain road. The area on the west side of U.S. Highway 189/191 is a popular vehicle access for shore fishing. (Map 9) |
| 27            | No case number     | T40N,<br>R116W,<br>Sec 27<br>SESW                         | 40 acres      | Parcel is not on the river; this is the trash transfer station site. Access on U.S. Highway 191/189. (Map 9)   |

## **APPENDIX 5**

### **DISPOSAL CRITERIA**

The Federal Land Policy Act of 1976 provides for retention of the public lands in federal ownership and management by BLM for multiple use and sustained yield of the lands and resources, with environmental integrity. Public lands may be transferred from BLM to other federal agencies for management. Disposal by sale, exchange or Recreation and Public Purpose patent remains an option if such an action will serve an important objective and have a public benefit.

Prior to any disposal, a site-specific analysis must determine that the lands considered contain no significant wildlife, recreation, or other resource values the loss of which cannot be mitigated; have no overriding public values; and represent no substantial public investments. Disposal must serve the public interest.

#### **EXCHANGES**

The policy is to promote land exchanges that serve the national interest and are beneficial to BLM programs or which support the programs of other agencies (reference Sections 102, 205, and 206 or FLPMA).

Transfer of leasable minerals out of Federal ownership should be avoided except where non-Federal leasable minerals are to be received in return. It is preferable to trade both surface and subsurface (mineral) estates.

Exchanges should involve lands similar in character and/or value. Proposals will not be considered where it is the intent to transfer acquired lands out of Federal ownership or control.

Exchanges should not be made solely for the purpose of blocking up Federal land ownership.

#### **SALES**

Public land sale proposals are the result of either a BLM initiative or in response to expressed public interest or need. Lands to be considered for disposal, at a minimum, must meet the following criteria as outlined in Section 203 of the Federal Land Policy and Management Act.

1. They are difficult and uneconomical to manage, and are not suitable for management by another Federal agency.
2. Disposal would serve important public objectives, including but not limited to community expansion or economic development that could not be achieved prudently or feasibly on land other than public lands and which outweigh other public objectives or values.
3. Such tract was acquired for a specific purpose, and the tract is no longer required for that purpose or any other Federal purpose.



## **SALES/EXCHANGES INVOLVING WETLANDS**

Bureau policy is to retain wetlands in Federal ownership unless Federal, State, public and private institutions, and parties have demonstrated the ability to maintain, restore, and protect wetlands and riparian habitats on a continuous basis (BLM Manual 6740). Sales/exchanges may be authorized when:

1. The tract of public wetlands is either so small or remote that it is uneconomical to manage.
2. The tract of public wetlands is not suitable for management by another Federal agency.
3. The patent contains restrictions of uses and prohibited by identified Federal, State, or local wetlands regulations.
4. The patent contains restrictions and conditions that ensure the patentee can maintain, restore, and protect the wetlands on a continuous basis.

## **RECREATION AND PUBLIC PURPOSES LEASE/PATENT**

The objective of the R&PP act is to meet the needs of State and local governmental agencies and other qualified organizations for public lands required for recreational and public purposes. Use of the R&PP Act protects public values in the land through its reversionary provisions and helps qualified entities obtain the more liberal pricing authorized under the act.

Public lands shall be conveyed or leased only for an established or definitely proposed project for which there is a reasonable timetable of development and satisfactory development and management plans. No more land that is reasonably necessary for the proposed use shall be conveyed.

## APPENDIX 6

### CONTINGENT VALUATION METHODOLOGY STUDY

#### BACKGROUND

BLM commissioned a report, authored by Dr. John Loomis, to use a Contingent Valuation Methodology approach to determine the public's willingness to pay for public resources under four different management strategies. The report is entitled BLM UPPER SNAKE RIVER, CONTINGENT VALUATION METHODOLOGY, published in April of 2001. A copy is located at the Pinedale Field Office, BLM. The study was conducted to determine non-market values for resources and uses of the public land parcels in the Snake River planning area.

To gather the necessary data to be used in the report, a 12-page survey was developed and given to a random sample of visitors at four locations along the Snake River corridor in Jackson Hole. The fieldwork for the report was conducted during the summer of 2000, over a 21-day period between August and the Labor Day weekend. A total of 655 surveys were handed out to river visitors during this time period.

Most visitors who received the surveys took them home to give their answers some careful thought and then return the surveys. They were also asked for their name and address so a follow up contact could be made in the event they did not return the survey. Of the 655 surveys handed out, 418 were returned, constituting a 65.2% response rate (Table 1).

**TABLE A6-1  
BLM SURVEY RESPONSE RATE**

|                      | <b>Teton<br/>County</b> | <b>Rest of WY</b> | <b>Rest of U.S</b> | <b>Visitors</b> | <b>Total</b> |
|----------------------|-------------------------|-------------------|--------------------|-----------------|--------------|
| Surveys Mailed       | 800                     | 800               | 800                | 657             | 3,057        |
| Undeliverable        | 165                     | 50                | 44                 | 16              | 275          |
| Deceased             | 4                       | 10                | 6                  | 0               | 20           |
| Net Sample           | 631                     | 740               | 750                | 641             | 2,762        |
| Returned             | 372                     | 386               | 254                | 418             | 1,430        |
| <b>Response Rate</b> | <b>59.0%</b>            | <b>52.2%</b>      | <b>33.9%</b>       | <b>65.2%</b>    | <b>51.8%</b> |

In addition to the visitor survey, there were three random surveys mailed to households in Teton County, Rest of Wyoming, and throughout the rest of the United States. There were 800 surveys mailed to each of these geographic areas for a total of 2,400 surveys. Table 1 indicates the specifics of each mailing and depicts the response rates for all three.

As expected, the response rate was highest for the visitors who were personally handed a survey, and the lowest for the random sample sent out to the rest of the United States. But overall, the response rate amounted to nearly 52%, which provided a good representation of those surveyed and could be used to draw meaningful conclusions regarding the management strategies being examined.

#### WILLINGNESS TO PAY

The survey was based on four Management Strategies:

- Management Strategy A: Sale of Lands to Private Landowners
- Management Strategy B: Increased Recreation Use
- Management Strategy C: Retention of Public Lands and Increased Wildlife Habitat Management to Maintain Habitat
- Management Strategy D: Sand and Gravel Mining and Expanded Livestock Grazing

Respondents were asked to vote on Management Strategy comparisons where Strategy A was compared to Strategies B, C, and D. All Management Strategies, other than A, required payment of higher annual taxes. Depending on the survey respondents received, the annual tax increase in their survey ranged from a low of \$2 to a high of \$295.

The results of the voting are illustrated in Table 2. Notice the Willingness to Pay (WTP) is the highest for Management Strategy C vs. A across all samples. For example, the WTP for C vs. A ranges from a high of \$288 for Visitors to a low of \$52 for the Rest of WY. It is important to note that while the WTP for Rest of WY and Rest of U.S. is relatively low compared to the WTP for Visitors and Teton County Residents, the number of households in the U.S. is much greater. When the WTP is extrapolated over approximately 100 million households nationwide, the value for Management Strategy C vs. A becomes substantial.

**TABLE A6-2  
ESTIMATES OF WILLINGNESS TO PAY (WTP)**

|                               | <b>Strategy</b> | <b>Median WTP</b> |
|-------------------------------|-----------------|-------------------|
| <b>Visitors</b>               | B vs. A         | \$202             |
|                               | C vs. A         | \$288             |
|                               | D vs. A         | \$39              |
| <b>Teton County Residents</b> | B vs. A         | \$177             |
|                               | C vs. A         | \$245             |
|                               | D vs. A         | \$37              |
| <b>Rest of Wyoming</b>        | B vs. A         | \$49              |
|                               | C vs. A         | \$52              |
|                               | D vs. A         | (\$47)            |
| <b>Rest of United States</b>  | B vs. A         | \$5               |
|                               | C vs. A         | \$68              |
|                               | D vs. A         | (\$108)           |

Numbers in parentheses are negative

### MANAGEMENT STRATEGY PREFERENCE

In addition to the WTP questions in the survey, respondents were asked which of the four Management Strategies they preferred if there were no cost associated with any of the choices. The results of the voting are illustrated in Table 3.

Strategy A, involving the sale of the BLM-administered land, was the least popular choice across all samples. The most popular choice was Management Strategy C, which emphasized retention of public lands, wildlife protection at the expense of slightly lower recreation use, elimination of livestock grazing,

and the prohibition of sand and gravel mining. The second most popular choice was Management Strategy B, emphasizing increased recreation use in conjunction with more recreation facilities. The third most popular choice was Management Strategy D, which favored sand and gravel mining and expanded livestock grazing.

**TABLE A6-3  
MANAGEMENT STRATEGY PREFERENCE**

| Strategy | Visitors | Teton County Residents | Rest of Wyoming | Rest of US |
|----------|----------|------------------------|-----------------|------------|
| A        | 2.4%     | 2.4%                   | 4.0%            | 5.7%       |
| B        | 29.0%    | 25.4%                  | 29.1%           | 26.0%      |
| C        | 59.5%    | 54.9%                  | 45.1%           | 55.1%      |
| D        | 9.1%     | 17.4%                  | 21.7%           | 13.2%      |
| Total    | 100%     | 100%                   | 100%            | 100%       |

## SUMMARY

The study entitled BLM UPPER SNAKE RIVER, CONTINGENT VALUATION METHODOLOGY points out one common theme. That theme is that the public lands being considered in this RMP represent a valuable resource that has a non-market component that greatly exceeds the private market value of the lands. The resource is not only valuable to the visitors and residents of Teton County, but to the nation as a whole. Moreover, it is clear from the study that the preference of the public is to keep the parcels in public ownership.

Another interesting observation pointed out in the BLM UPPER SNAKE RIVER study is derived from the random selection of respondents living in the Rest of WY and Rest of U.S. Many of the respondents from this sample set have never visited the Jackson Hole area, but are still willing to pay to have it maintained in public ownership. The public's willingness to pay to maintain these lands in public ownership emphasizes the importance of this area from a national preservation standpoint. Also, it further illustrates the importance of the non-market component of value for these lands.

Given the scope of the study, it is not possible to accurately quantify the WTP of each of the alternatives being evaluated in the SRRMP. With that said, a subjective analysis will be used to examine the salient features of each alternative and determine whether the WTP is expected to go up or down based on the responses in the BLM UPPER SNAKE RIVER study. Following that discussion, a subjective comparative analysis will be used to rank the WTP associated with each alternative.

The BLM UPPER SNAKE RIVER study is available for review. By reviewing that document, the reader will have access to the details of the study that have been summarized in this appendix. For a more thorough understanding of this study, please refer to the report entitled BLM UPPER SNAKE RIVER, CONTINGENT VALUATION METHODOLOGY published in April of 2001.

## APPENDIX 7

### PUBLIC LAND ORDER 7143

43 CFR Public Land Order 7143 [WY-930-1430-01; WYW-128871]

**Withdrawal of Public Lands and Federal Minerals for the Snake River Riparian Lands; Wyoming**

**AGENCY:** Bureau of Land Management, Interior

**ACTION:** Public land order.

**SUMMARY:** This order withdraws from mineral or surface entry, for a period of 10 years, a total of 5,937 acres of public lands, 663 acres of lands as to which the United States owns both the surface and mineral estate, 1,993 acres of lands as to which the United States owns only the surface estate, and 3,281 acres of lands as to which the United States owns only the mineral estate, except that such public lands may be exchanged or sold pursuant to the Federal Land Policy and Management Act of 1976, 43 U.S.C. 1701 (1988), or conveyed pursuant to the Recreation and Public Purposes Act, 43 U.S.C. 869 (1988). The lands are collectively known as the Snake River Riparian Lands, located in Teton County, near Jackson, Wyoming. This action will protect and preserve highly significant recreation, scenic, riparian, and wildlife resources until land use planning for the area can be completed. The lands have been and will remain open to mineral leasing.

**EFFECTIVE DATE:** June 1, 1995.

**FOR FURTHER INFORMATION CONTACT:** Tamara Gertsch, Wyoming State Office, P.O. Box 1828, Cheyenne, Wyoming 82003, 307-775-6115.

By virtue of the authority vested in the Secretary of the Interior by Section 204 of the Federal Land Policy and Management Act of 1967, 43 U.S.C. 1714 (1988), it is ordered as follows:

1. To protect significant recreation, scenic, riparian and wildlife resources, the public lands, including lands as to which the United States owns both the surface and mineral estate, the surface estate only, and the mineral estate only, found within the following described areas are hereby withdrawn, subject to valid existing rights, from settlement, location, or entry, including entry under the mining laws of the United States (30 U.S.C. Ch 2(1988)), but not from leasing pursuant to applicable mineral leasing laws, exchange or sale pursuant to the Federal Policy and Management Act of 1976, 43 U.S.C. 1701 (1988), or conveyance pursuant to the Recreation and Public Purpose Act, 43 U.S.C. 869 (1988):

Sixth Principal Meridian

T. 40N., R. 116 W., Secs. 28, 29, 30, 31, 32, 33, and 34.

T. 40N., R 117 W., Secs. 3, 10, 11, 14, 23, 24, and 25.

T. 41N., R 116 W., Secs. 5, 6, 7, and 18.

T. 41 N., R 117 W., Secs. 12, 13, 23, 24, 25, 26, 34, and 35.

T. 42 N., R 116 W., Secs. 20, 21, 29, 32, and 34.

The areas described contain a total of 5,937 acres of public lands in Teton County, 663 acres of lands as to which the United States owns both the surface and the mineral estate, 1,993 acres of lands as to which the United States owns only the surface estate, and 3,281 acres of lands as to which the United States owns only the mineral estate.

2. The withdrawal made by this order does not alter the applicability of those public land laws governing the use of the lands under lease, license, or permit, or governing the disposal of their mineral or vegetative resources other than under the mining laws.

3. This withdrawal will expire 10 years from the effective date of this order unless, as a result of a review conducted before the expiration date pursuant to Section 204(f) of the Federal Land Policy and Management Act of 1976, 43 U.S.C. 1714(f) (1988), the Secretary determines that the withdrawal shall be extended.

## **APPENDIX 8**

### **PUBLIC COMMENTS ON THE DRAFT EIS BLM RESPONSES TO COMMENTS**

#### **COMMENTS AND RESPONSES**

Comments received through U.S Mail, electronic mail, and at the March 26 public hearing are included here and answered. Many public comments received were essentially opinions in support of or in opposition to one or more management prescriptions. The comment letters are reproduced in their entirety, followed by BLM responses to substantive comments in Table A8-1.



Jhangers@aol.com  
02/25/03 02:19 PM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: Snake River RMP

time.

Thank you, Scott Hocking, owner Teton Troutfitters guide service.

To whom it may concern,

I am a commercial fishing outfitter on the Snake River in Jackson Hole. I am writing with a concern I have with your preferred alternative for the Snake River RMP. It would seem that some of your action alternatives hand over control of recreation activities to another government agency (The National Forest Service or National Park Service). I am one of a small number of outfitters who operate on BLM land and do not have Forest Service or Park Service Permits. It is my concern that if control is handed over to one of these other agencies, they will allow their current permittees to operate on BLM lands without offering new permits to companies that don't hold Forest or Park Permits. Handing over control to these other agencies could put many small outfitters out of work.

I understand that the BLM does not want to continue to manage the Wilson to Southpark stretch of the Snake River, but I would ask that the RMP looks after those of us who make our living on it. If control is handed over to another agency, please make them issue a new set of permits to outfitters that currently use the BLM access points exclusively.

Thank you for your attention to this matter and please don't hesitate to call or write me with any questions or concerns.

Enjoy.

David Ellerstein  
Jackson Hole Anglers  
PO Box 9005  
Jackson, WY 83002  
307-690-5717

Sincerely,

Signature

- header.htm



"tetontrout"  
<tetontrout@onewest.net>  
02/26/03 07:58 AM

To: "BLM Snake R. RMP team leader BLM" <pinedale\_wymail@blm.gov>  
cc:  
Subject: BLM letter- S.Park access, Feb 26,03.doc



Beatrice van Roijen  
<bvanr@earthlink.net>  
03/14/03 07:12 AM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: Snake River BLM

I approved your plan to put your blm land along the Snake into land preservation. Let's not let it go to private developers who have access to those in the know. Thanks, sincerely Bea van Roijen post office box 332, Wilson, WY. 83014 phone 307 733 6420

## Teton Troutfitters

P.O.Box 530

Wilson, WY 83014

office:307 733-5362

Fax 307 733-5360

info@tetontroutfitters.com

February 26, 2003

Dear Snake RiverRMPteam leader,

This letter is in reference to the BLM plan to develop a boat ramp at the SouthParkSnake Riveraccess, in TetonCounty.

Please allow the Forest Service to manage this proposed boat ramp in Teton County. Growingriver use and quality of river experience need the direction that the Forest Service has already allowed for in their management plan for the Snake River in Teton Co., Wy.

I am unable to attend your meeting on March 26,2003at the Teton Co. Commissionersmeeting room. I will attend these meetings whenever possible, and would appreciate be kept up to date on this proposal.

Please enter my e-mail address on your contact list and feel free to update me at any





U.S. Department of the Interior  
Bureau of Land Management  
Pinedale Field Office  
Pinedale, Wyoming



Open House for Snake River Resource Management Plan  
Draft Environmental Impact Statement

3/26/2003

LEAVE COMMENTS AT REGISTRATION TABLE OR MAIL THEM TO: Bureau of Land Management, Kellie Roadster, Project Manager, Pinedale Field Office, P.O. Box 768, Pinedale, Wyoming 82941.

Please Read Carefully

Comments, including names and street addresses of respondents will be available for public review at the Wyoming during regular business hours (7:30 a.m. to 4:30 p.m.) Monday through Friday, except holidays. Individual respondents may request confidentiality. If you wish to withhold your name or address from public review or from disclosure under the Freedom of Information Act, you must state this prominently at the beginning of your comments. Such requests will be honored to the extent allowed by law. All submissions from organizations or businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, will be made available for public inspection in their entirety.

Name/Organization: LEN CARLSON  
Address: PO Box 1230 Wilson, Wyo 83014 Zip Code: Wyo 83014

Comments:

1. Re BLM Snake River Riparian Parcels in Teton County, Wyo

1. I support the riparian parcels

2. (2) Consolidation of scattered parcels into 5 or 6 larger riparian sites

3. (3) Wild life habitat protection as a riparian zone of other riparian areas (e.g. riparian areas along the Snake River, etc.)

4. (4) Stewardship by local agency - T&E Land Trust, Teton County or Wyo. DNR

I thank you, Len Carlson

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<lewisem2@msu.edu>  
03/31/03 09:40 AM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: 1073 acres of Public Land

Snake River RFP Team Leader,

Hello my name is Emilie Lewis and I am citizen of Teton County.

I have a keen interest and appreciation for the Snake River along with the majority of Teton County. I was saddened to hear that you had a low turn out for you meeting about the public access land. I am currently living in Quito Ecuador or else I would have been there.

I would like to write you about my concerns and suggestions for the land. With the controversy surrounding the Canyon Club and the already overabundant developing in Teton County I urge you not to let the land go to private interests and development. We all live in Jackson and surrounding areas for its natural beauty and opportunities it provides. Please support a plan that consists of public access so the population of the greater Teton area can enjoy our river. Please do not this valuable asset fall to the hands a few private investors.

Thank you for your time,

Emilie

5

7



Steve Poole  
<stevepoole@earthlink.net>  
03/29/03 11:04 AM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: BLM land along Snake River

Thank you for the opportunity to comment on the BLM land that is found in Teton County along the Snake River. Please enter this comment into your public record for this project. I am a long time resident of Teton county who has enjoyed the Snake River recreational opportunities since the early 1980's. I would like to ask that you preserve the land for public use. The River frontage is under great pressure in Teton county from development and increased use. I would like to see the parcels used for primitive overnight camping, allowing users to travel the length of the river from Jackson lake through the snake river canyon to Alpine. Please consider trading these parcels to the National Forest Service and ask them to utilize the parcels for public recreation.

Thanks again,  
Steve Poole  
PO Box 237  
Wilson, WY 83014



"George Hendley"  
<geohendley@onews.net>  
03/31/03 12:41 PM

To: <pinedale\_wymail@blm.gov>  
cc:  
Subject: snake river public use

1. Hello, I strongly support the obviously fair and justified public access to blm controlled lands along the snake river. the politically controlled judiciary has denied public access without allowing reasonable due process. I believe the osbourne decision denied the use of federal lands. Wyoming cronyism at its best. good luck to you in your endeavour.

I have a notion you will find Just Us, rather than justice. all the best,  
George Hendley, Wilson



Richard Greenwood  
<Rich@GreenwoodMap.com>  
04/01/03 10:49 AM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: Snake River management plan comments

Dear Reader,

1 I am writing to express my support for management of the Snake River BLM lands for public access. Although the private lands within Jackson Hole are surrounded by vast areas of public lands, access is not as easy as it might seem. All too frequently access to public lands, or the Snake River recreational easement, is blocked by private ownership. In many cases a strip of private land only a few hundred yards in width precludes convenient access public lands, forcing people get in their car and drive to recreation.

One example that comes to mind are the BLM lands in Sections 24 and 25, T40N, R117W (see link below for a map). The BLM lands "connect" Fall Creek County Road to the Snake River, but because of fencing and "No Trespassing" signs, the public has no idea where the BLM land is.

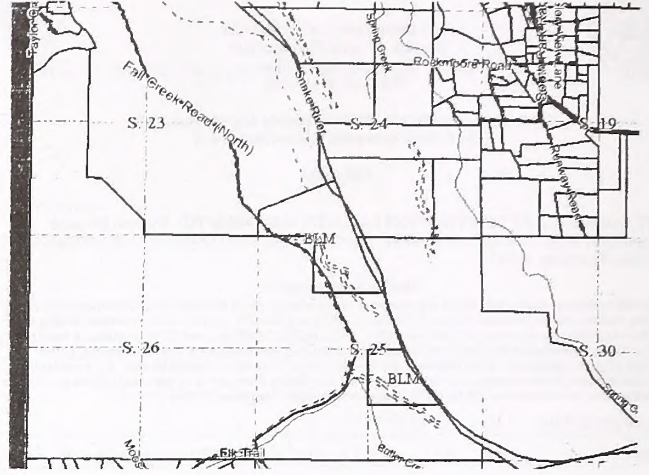
2 I would imagine that the BLM is under pressure from adjoining lands owners to NOT manage these lands for public access, and to dispose of these into private ownership. Don't do it! The public has a right to use these lands and the BLM has the responsibility to protect the rights of the general public over the self interest of a few individuals.

The March 21, 2003 issue of the Jackson Hole daily ran a story that suggested some frustration on the part of the BLM at a lack of attendance at a recent meeting. I would point out that we all have busy lives - you, me, most everybody - we all have trouble finding time to do everything we would like to do. So please do not interpret a lower than hoped for attendance as a lack of support. It is your job to manage these lands, the rest of us have to take time away from our jobs, or personal lives, to attend meetings.

Sincerely,  
Richard Greenwood

Link to map of BLM land between Snake River and Fall Creek Road:

[http://www2.tetonwyo.org/mapserver/mapserv.exe?MAP\\_LEGEND\\_STATUS=&MAP\\_REFERENCE\\_STATUS=ON&imgext=2421178.017712+1380675.997272+2435638.867236+1391554.219350&map=tc%2Ftc\\_map&mapext=shapes&mode=browse&zoomsize=](http://www2.tetonwyo.org/mapserver/mapserv.exe?MAP_LEGEND_STATUS=&MAP_REFERENCE_STATUS=ON&imgext=2421178.017712+1380675.997272+2435638.867236+1391554.219350&map=tc%2Ftc_map&mapext=shapes&mode=browse&zoomsize=)



[2&template=tc.html&layers=Roads+PLS+ownership+Water+state\\_fed&zoomdir=0&imgxy=264+145&imgbox=264+145+264+145&map\\_size=645+485](http://www2.tetonwyo.org/mapserver/mapserv.exe?MAP_LEGEND_STATUS=&MAP_REFERENCE_STATUS=ON&imgext=2421178.017712+1380675.997272+2435638.867236+1391554.219350&map=tc%2Ftc_map&mapext=shapes&mode=browse&zoomsize=)

Richard W. Greenwood, PLS  
Greenwood Mapping, Inc.  
Rich@GreenwoodMap.com  
(307) 733-0203  
<http://www.GreenwoodMap.com>



"Hall, Matthew"  
<mwhall@pardec.com>  
>  
04/02/03 01:19 PM

To: "pinedale\_wymail@blm.gov" <pinedale\_wymail@blm.gov>  
cc:  
Subject: Snake River RMP

To Whom It May Concern:

1 I write to urge the Bureau of Land Management to retain ownership  
2 of  
3 the 22 parcels along the Snake River in Jackson Hole, totaling more than 1,000 acres, which it is considering conveying to other agencies, and to manage them in a way that provides maximum protection for their natural and wildlife values. If the BLM does choose to transfer any of these tracts to other agencies, I urge that they be designated as "Areas of Critical Environmental Concern" and managed primarily to protect natural and wildlife values. These riparian areas are important wildlife habitat and migration routes, and they provide BLM with an opportunity to counterbalance to some small degree the damage to those values occurring on other BLM properties, such as along the Green River, where wildlife interests are being sacrificed to allow the development of natural gas reserves. That trade off may be justified there but great harm is being done nonetheless, and this current situation provides some opportunity for BLM to redress the balance. There are other areas in Jackson Hole where recreational values can and should be a major land use component, but the BLM should use its unique position to protect wildlife values in these immensely important areas.

Thank you for your consideration.

Sincerely,  
Matthew W. Hall  
65 Huckleberry Drive  
Jackson, WY 83001

3/30/03

ATTN: SNAKE RIVER RMP TEAM LEADER

Sorry we missed the meeting. Our comment is that we support 100% keeping BLM lands along the Snake River public. Who maintains or administers the property is not as important as long as it is a public agency and public access is guaranteed and protected. Public land needs to remain public.

THANKS

KURT & DEB HENRY P.O. Box 1115 JACKSON, WY 83001



"mike craig" <zl1ght73@hotmail.com>

To: pinedale\_wymail@blm.gov cc: Subject: Snake River land

04/03/03 03:23 PM

As a lifelong Wyoming resident and a seventeen year resident of Teton County I vehemently oppose any more land giveaways to the wealthy elite. For way too long I have seen our land management bureaucrats make sweatheart deals with wealthy land owners and developers at the cost of public trust.

Some of the BLM acreage in question lies along the Wilson levee, which was fenced off and the little access roads into the trees were trenched giving giving public land the appearance of private land. Then without any public input the gate that was once two and a half to three miles down the levee road was moved up to the Wilson bridge undoubtedly at the behest of a few wealthy landowners. The Wilson levee is an object lesson how the public is either denied or hindered access to their own lands by a few bureaucrats to favor a handful elite. By denying motorized traffic along the levee the powers that be also denied access to the elderly and other physically impaired to some decent fishing. This same levee is maintained at no small cost by taxpayer money. The public must rise up against any more dubious deals made with their lands.

What then should be done with the land in question? It should be kept public that's for sure. Why not give it to Fish and Game who could manage it in partnership with Ducks Unlimited, Trout Unlimited, Rocky Mountain Elk Federation and like groups. These river bottom parcels are way too precious to be turned into yet more snobbish gated communities with their goddamned golf courses. The Tetons might be the backbone of this valley but the Snake River is it's life's blood. very sincerely yours Mike Craig, Jackson WY.



"Gillespie, Garth" <Garth.Gillespie@sothebys.com>

To: "pinedale\_wymail@blm.gov" <pinedale\_wymail@blm.gov> cc: Subject: Snake River Lands

04/03/03 12:58 PM

To: The Snake River RMP Team Leader

I am writing you to let you know that I am in agreement with the policy being put forth to keep BLM lands throughout the Teton County valley open to the public. I have read two articles in recent papers that there has not been much public input on the issue and that has worried some officials. This interests me that some officials are concerned that public support is not making their voice heard. I would like to turn this around and say that maybe most of us are in agreement with the policy set forth and we are happy with the decision. Why in these times that every issue is debated to death do we always have to create comments? The argument I hear that when there is a lot of comments is that there tend to be form letters and those are discounted. For once I believe the general public is supporting the issue and we should not look for reasons why people are not commenting. If the BLM had decided to develop all these lands I believe we would see lawsuits, debates, hearing ect. Let's save some money and move forward with the plan.

As for the plan--I am in full agreement with the plans set forth. I believe we could get a little more creative as the plans move forward. For example-a BLM/forest service campground at the South Snake river bridge property would be welcomed by our summer visitors. Here is a property right on the Snake River, ample land for campers, and close to Jackson. As for property land locked on the snake we should post these areas and encourage day use for floaters. Maybe the forest service could set up overnight camping on the Snake-a much needed resource. I also believe that these properties should stay open for gravel mining as we are going to continue to need gravel in the valley and the digging that takes place seems to encourage island growth in the Snake River.

With that said, I agree with the plan outlined by the BLM.

Regards,

Garth and Christy Gillespie P.O. Box 11600 Jackson, WY 83002 307-734-3838



jt Wallace <jtwallace@ft.newyorklife.com>

To: "pinedale\_wymail@blm.gov" <pinedale\_wymail@blm.gov> cc: Subject: Snake River RMP Team Leader

04/03/03 03:59 PM

Thank you for allowing continued input and most importantly, having the vision to see that public lands in Teton County are very limited and continue to decrease at an alarming rate. Thank you for caring.

As a 25year plus resident of Teton County and past river guide on the Snake, I truly understand how important it is to maintain these riparian lands in public trust. Such lands are few and critical to wildlife. The general recreationists needs these lands today and more so tomorrow. The development, poor land use and nazi style character of some of property owners on the Snake River have greatly stressed wildlife and recreationists. Without these lands in public trust, the Snake River, from the Moose Bridge to the South Park Bridge could become a large irrigation ditch barren of wildlife and native plants. As outrageous as this may sound, you know this could become reality.

Although my voice is heard through this correspondence, many interested and affected persons remain silent. However, I can offer witness that the large majority of citizens of Teton County, and I suspect, the vast majority of the State of Wyoming and the United States do strongly support maintaining these lands in public trust.

Thank you for keeping America great and beautiful. Your children and grandchildren will be proud of you for doing the right things.

If I can help, in anyway, please let me know. Best wishes, Jim Wallace



"Denny Emory"  
<dennyemory@earthlink.net>  
04/06/03 01:03 PM

To: <pinedale\_wymail@blm.gov>  
cc:  
Subject: Snake River RMP

Greetings from Wilson, Wyoming.

I want to record my strong support for the BLM lands along the Snake River in Teton County, Wyoming to be managed for public access and maintained in public ownership. Under no circumstances should these lands be sold or transferred into private ownership.

As this region continues to grow in population and attract an innumerable number of visitors every year, recreational pressures increase and the need for public access to a resource like the Snake River is invaluable and irreplaceable.

Thank you for your time and your efforts.

Denny Emory  
P. O. Box 190  
Wilson, Wyo. 83014  
307 / 733-3601  
DennyEmory@EarthLink.net  
Thank you.



**Greater Yellowstone Coalition**  
13 South Wilson, Suite 2 • P.O. Box 1874 • Bozeman, Montana 59711 • phone: (406) 586-1593  
fax: (406) 586-0851 • email: gyc@greateryellowstone.org • web: www.greateryellowstone.org

April 11, 2003

Kellie Roadfifer  
Snake River RMP Team Leader  
U.S. Bureau of Land Management  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941



RE: Snake River Resource Management Plan

Dear Ms. Roadfifer:

Thank you for providing us the opportunity to comment on the DEIS for the Snake River Resource Management Plan. The following comments represent the views of the Greater Yellowstone Coalition. GYC is a non-profit conservation organization of over 12,000 members dedicated to protecting the lands, waters, and wildlife of the Greater Yellowstone Ecosystem. Based in Bozeman, Montana, we also have offices in Jackson, Wyoming, and Idaho Falls, Idaho.

**Overview**

Let me begin by saying that we appreciate the BLM's overall objective of protecting the 1,073 acres of surface lands along the Snake River and the 15,123 acres of federal mineral estate from activities that would compromise the area's national-caliber fish, wildlife, recreational, and visual resources. Clearly, preserving the existing natural values of the BLM lands along the Snake and Gros Ventre rivers far outweighs the short-term economic benefits that would be derived from mining, oil and gas development, grazing, OHV use, and other potentially damaging activities. It is for this reason that we support Alternative C - BLM Management for Preservation - with a few suggested changes. Please refer to the attached tables for details.

**Land Ownership**

The BLM states in the DEIS that the reason it wants to dispose of these riverfront lands is because they are located far from the Pinedale District Office, they are scattered and irregularly shaped, and because adjacent landowners along the Snake River have expressed an interest in acquiring them. While all of these things may be true, there are other ways to address these challenges without disposing of these lands. For instance, if management oversight is difficult because of the distance from Pinedale, the BLM could easily transfer some of its Pinedale staff to Jackson, where they could share space with another federal agency that already has an office there. It is our understanding that even if the BLM chooses to develop a Recreational Area Management Plan, it would need only two or three staff in Jackson.

Idaho Office: 162 North Woodruff Avenue, Idaho Falls, Idaho 83401 • phone: (208) 522-7927 • fax: (208) 522-1048  
Wyoming Office: 330 East Snow King, P.O. Box 4857, Jackson, Wyoming 83001 • phone: (307) 734-6004 • fax: (307) 734-6019



"Sarah."  
<medieval\_3@hotmail.com>  
04/11/03 08:09 AM

To: pinedale\_wymail@blm.gov  
cc:  
Subject: snake river

I don't know if I'm too late to send this, but it can't hurt. I grew up in Pinedale and spent every weekend possible on either the Green River or the Snake honing my new kayaking skills and marveling at the landscape. The sections of land that are in question should undoubtedly be used for public access. Fishing, boating (rafting, kayaking, canoeing), general hiking and lounging are just a few of the recreational activities that drive the Jackson Hole community. If the land is developed for more houses or used to unknowingly drill for oil, it will eventually die and become brown and barren. The lure of the land will drastically decrease and people won't come from hundreds to thousands of miles away to look at what we have. The economy will die. But more importantly, the mental escape the land offers will disappear. People won't be able to float the river with easy access to the put in and take out when all they want to do is relax for a day. Another consideration is the habitat the section of the river offers animals. Often I paddled past a bald eagle flying overhead or perched on a rock feasting on a trout. Herons sit on the banks and deer and moose patrol the shores. Please put the land to good use and apply it to public access.

-Sarah Maclean

Page 2 of 4

- 3 Likewise, if it is problematic that the BLM parcels along the Snake River are scattered and irregularly shaped, the BLM could seek to consolidate them by designating a Special Project Area, thus allowing Land and Water Conservation Act funds to be tapped. When confronted with similar challenges along the South Fork of the Snake River in the mid-1980s, the BLM's Idaho Falls field office chose to aggressively consolidate its scattered riverfront lands rather than dispose of them. Since 1991, the Idaho Falls field office has acquired fee title to 24 properties and conservation easements on 23 other properties at a cost of nearly \$22 million. In so doing, they have assembled a river corridor that is second to none for its abundant wildlife, thriving coldwater fisheries, and diverse, high-quality recreational opportunities. The reason they were able to accomplish this impressive feat this was because they looked at their scattered properties as a potential asset worth cultivating rather than a liability that needed to be unloaded.
- 4 As for the option of selling BLM lands to adjacent landowners, we strongly oppose this alternative for multiple reasons. First, it makes little sense to sell public lands to private interests when demand for public recreation along the Snake River already exceeds supply. As the DEIS states on page 67, "No other lands along the Snake River in Teton County provide the type of river access, close to town and residences, available on public lands in the planning area." Second, as evidenced by the Canyon Club fiasco in the Snake River Canyon below Hoback Junction, there exists the very real possibility that if the BLM sold its riverfront lands to private interests, they would be developed in a manner that damages irreplaceable ecological, recreational, and visual resources. Indeed, had the Forest Service acquired the Edgecomb property when it was up for sale a few years ago, the Canyon Club development never would have happened, and the U.S. Fish and Wildlife Service never would have had to issue an incidental take permit allowing the killing of 18 federally threatened bald eagles.
- 5 Finally, while it may be tempting to hand these parcels over to a non-governmental organization such as a land trust, we discourage this for two reasons. First, it is highly unlikely that a land trust would have the resources (i.e. staff and money) to manage these lands for recreational use, as this is not a primary objective of most land trusts. And second, because riverfront property around Jackson is so expensive, it would be nearly impossible for a land trust to acquire adjacent lands in order to establish a more contiguous public corridor. Having said that, if the BLM opts to transfer some of its parcels to non-governmental organizations or private interests, we believe that any qualifying lands must first have a conservation easement placed upon them.

**Mining, Oil & Gas Development, and Salable Minerals**

While we agree with the majority of the management actions described in the preferred alternative, we believe there is more the BLM can do to ensure that its lands continue to support healthy fish and wildlife populations and provide world-class recreational opportunities. To begin with, we believe the BLM should close all of the surface lands and federal mineral estate in the planning area to mining, oil and gas development, and sand and gravel extraction. In particular, we feel very strongly that sand and gravel extraction should not be allowed in the active river channel, as would be permitted under the preferred alternative. Such activity would alter the Snake River's form and function, thus adversely impacting riparian vegetation and fish

and wildlife. If sand and gravel extraction is absolutely necessary to protect public infrastructure (e.g. bridges and levees), the RMP could make that exception.

**Livestock Grazing**

We also believe the preferred alternative does not go far enough to ensure that excessive livestock grazing does not degrade soils, vegetation, and other critical components of healthy fish and wildlife habitat. Rather than allowing existing livestock grazing to continue at current levels, we recommend that grazing be reduced or eliminated on allotments where overgrazing has been documented to be a chronic problem. According to the DEIS, two out of the four current grazing allotments in the planning area – the Walton allotment and one of the Porter Estate allotments – have failed standard #4 of the BLM's Standards of Healthy Rangelands and Guidelines for Livestock Grazing Management due to heavy grazing use and damage to the native shrub community. At the very least, the BLM needs to develop grazing management plans for all of its existing grazing allotments. We concur with the recommendations in the preferred alternative that all parcels currently not leased for grazing should be closed to future applications, and existing grazing leases should be retired if and when the lessee's adjacent property is converted to uses other than grazing.

**Off-Highway Vehicle Use**

We concur with the preferred alternative's management objectives for OHV use – that it should be restricted to existing designated roads and trails – except where there are significant conflicts with non-motorized recreation. We share the BLM's concern that unauthorized trails are a growing problem. We therefore recommend that problem areas be clearly identified and targeted for vegetative restoration. We also concur with the management objective in the preferred alternative that would prohibit over-the-snow vehicles in the planning area.

**Fish and Wildlife**

We concur with most of the management objectives in the preferred alternative pertaining to the protection of fish and wildlife. However, in order to optimize conditions for fish and wildlife, we believe that all surface lands and federal mineral estate in the planning area should be withdrawn from mining, oil and gas development, and extraction of salable minerals. We furthermore believe that grazing impacts need to be reduced, OHV use should be limited to existing roads and trails, and noxious weed control should exclude chemical treatment, especially along the Snake River, adjacent wetlands, and tributary streams. We also believe that the development of a Recreation Area Management Plan could reduce or eliminate recreational activities that harm sensitive resources (i.e. nesting bald eagles).

| LAND USE OR RESOURCE               | GYC ALTERNATIVE   |
|------------------------------------|---|
| Land Ownership                     | Parcels should remain in BLM ownership. Any qualifying lands that are transferred to private ownership would be required to have a conservation easement placed on them prior to the transfer.                                  |
| Mineral Withdrawals                | A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area to prohibit the staking and development of mining claims.   |
| Oil and Gas                        | The federal mineral estate throughout the entire planning area would be closed to leasing consideration for oil and gas.  |
| Other Leasable Minerals            | Public lands and federal mineral estate would be closed to leasing consideration for phosphate, coal, sodium, and other leasable minerals.  |
| Salable Minerals (Sand and Gravel) | The extraction of sand and gravel would be prohibited on public lands and federal mineral estate throughout the planning area.  |
| Livestock Grazing                  | Grazing Management Plans would be developed on current grazing allotments. All parcels not currently leased for livestock grazing would be closed to future applications.   |
| Livestock Grazing, continued       | Livestock grazing would be reduced or eliminated on allotments that have not met the BLM's Standards of Healthy Rangelands and Guidelines for Livestock Grazing.  |
| Noxious Weeds                      | Control of noxious weeds may include biological, mechanical, or manual methods. Herbicides would not be permitted in the planning area.   |
| Off-Highway Vehicle Management     | Motorized use would be limited to existing designated roads and trails. Where OHV use has been shown to have caused resource damage, those roads and trails will be closed to OHVs. Over-the-snow vehicles would be prohibited. |
| Fisheries                          | Projects that maintain or improve fisheries habitat as much as possible in a leveed system would be considered. Projects that adversely effect fisheries would be prohibited.   |

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**Recreation**

As a rule, we strongly support the public's right to recreate along the Snake River, so long as it does not degrade the riparian corridor and the fish and wildlife that reside there. Apparently, however, recreational use along the Snake River between Moose and Wilson is already quite high and is likely to increase over time. It is for this reason that we urge the BLM to work with the local river recreation community to develop a Recreation Area Management Plan (RAMP). This plan could address such issues as overcrowding, day-use (e.g. picnicking), human waste disposal, and overnight camping.

**Summary**

In conclusion, we support the BLM's general direction in the draft Snake River RMP – which is to place a high priority on preserving fish and wildlife, low-impact recreation, and visual resources, and to prohibit activities such as mining, oil and gas development, and expanded grazing and OHV use that threaten to degrade those resources. However, we feel very strongly that these surface lands and accompanying federal mineral estate should stay in BLM ownership and not be transferred to a non-governmental organization or another federal agency. As stated earlier, transferring these lands to another federal agency does not resolve the issue of how to effectively manage scattered parcels of public land, and selling them to a local land trust, while certainly not the worst option, does not address the need to manage recreational use so it does not damage ecological and visual resources. It is for this reason that we endorse Alternative C – BLM Management for Preservation, with the few changes we suggested. Again, we appreciate the opportunity to comment on this important planning process. Please do not hesitate to call me at (406) 556-2823 if you have any questions regarding our comments.

Sincerely,

Scott Bosse  
Rivers Conservation Coordinator

|                                    |   |
|------------------------------------|---|
| Wildlife                           | Where appropriate, measures to protect avian and other wildlife habitats would include seasonal restrictions on recreation and other disruptive activities.   |
| Levees                             | Levees that are no longer needed would be removed and the adjacent floodplain habitat restored. Existing levees would be planted with native vegetation.  |
| Visual Resource Management         | Any transfers of public lands would require, where appropriate, the use of conservation easements to prohibit development and preserve scenic values. Any surface disturbing actions would be analyzed for impacts to visual values.      |
| Public Rights-of-Way               | Rights-of-way for public recreation would be pursued if necessary. No additional rights-of-way would be granted to private interests seeking to cross public lands.   |
| Camping                            | Development of low-impact campgrounds could be considered.  |
| Special Recreation Management Area | Public lands along the Snake and Gros Ventre rivers would be designated a Special Recreation Management Area to facilitate management of recreational activities such as floating, fishing, hiking, and commercial recreation activities. |
| Recreation Area Management Plan    | A Recreation Area Management Plan would be prepared in order to provide for the management of public recreational use and the provision of services needed to maintain public health and safety, while protecting natural resources.      |
| Special Project Area               | The planning area would be designated a Special Project Area in order to allow federal Land and Water Conservation Fund purchases.  |

15  
16  
17



"Jan Momchilovich"  
 <jemwyoming@hotmail.com>  
 04/15/03 08:13 AM  
 Please respond to jems

To: pinedale\_wymail@blm.gov  
 cc:  
 Subject: 1073 Acres of Land Along Snake River

Please do not sell the 1073 acres of land along the Snake River for private access. Please use the public access option for this acreage. We need to protect the Snake River and keep it in as pristine a state as possible for all to enjoy.

Thanks,

Jan Momchilovich | P.O. Box 2092 | Jackson, WY 83001

the document (page 75) where it is stated, "The wildlife resources are dependent on a functioning environment, which provides all of the elements for survival in the proper balance and the riparian system is considered the most valuable." A further example of the importance of these habitats is the information (page 81) that discloses from 1982-88, 6 bald eagle pairs located on the Snake River between Moose and the South Park bridge produced 50 young, or 41 percent of the total production in the Snake River corridor. These number alone demonstrate importance of these habitats to wildlife.

The Institute does not agree that the Preferred Alternative is the best choice for future management of these lands. The Preferred Alternative proposes to transfer these lands to another public land management agency or to private non-profit land preservation entities within the next 15 years. The main reason we do not support this alternative is that the proposed RMP does not identify any specific agencies or organizations for this transfer. Given the nature of the lands, the management challenges, and the high dollar value it seems unlikely another public agency will be forthcoming. It is possible that a non-profit organization might be able to assume ownership, but the Institute has long argued that the public domain lands should remain in public ownership.

The threat posed to all open lands in the Jackson Hole area, from home development and gravel development, fully justifies keeping these lands in public ownership and protected from surface disturbances. Consequently, we suggest that the best alternative would be either Alternative E or Alternative C.

2 We prefer alternative E because of its provisions to limit options for disposal or exchange of the public land parcels. Recreation would be managed through a fee permit system for commercial outfitters and mineral extraction would be limited in favor of protecting wildlife habitats, watersheds, and the quality of the recreational experience. Livestock grazing would be maintained in areas where it is currently occurring, with elimination of fall grazing and the provision that grazing leases would be lost if the leaseholder's adjacent private lands were converted to a use other than grazing. This should help maintain more of the "rural" landscape as well as protect valuable wildlife habitats.

3 Alternative C is also workable and is characterized as the resource protection alternative. Access by motorized vehicles would be limited as would level of river floating. In cases where lands might be removed from public ownership and use, they would be protected from development through the use of conservation easements. This alternative would also close all federal mineral estate in the planning area to mineral extraction. Our only concern is the devolution of public lands is possible in this alternative.

Primarily because of the uncertainty of another public land management agency stepping forward to receive these lands, we urge the Bureau to strongly consider changing their preferred alternative to either Alternative C or Alternative B. The extreme threat to open spaces and wildlife habitats in the Jackson Hole area requires that all existing public lands be retained in public ownership and managed under multiple use policies.



# Wildlife Management Institute

Len H. Carpenter, Field Representative  
 4015 Cheney Drive • Fort Collins, Colorado 80526  
 Phone (970) 223-1099 • Fax (970) 204-9198

ROLLIN D. SPARROWE  
 President  
 RICHARD E. McCABE  
 Vice President



Thanks for the opportunity for comment. Please continue to inform us of future decisions on the Snake River Management Plan.

Sincerely,

Len H. Carpenter

April 14, 2003

Snake River RMP Team Leader  
 Bureau of Land Management  
 Pinedale Field Office  
 P.O. Box 768  
 Pinedale, WY 82941

Dear Team Leader:

I am the Southwest Field Representative for the Wildlife Management Institute. The Institute is a private, nonprofit, scientific and educational organization founded in 1911 and dedicated to the restoration, conservation, and sound management of natural resources, especially wildlife in North America. Following are my comments on the Draft EIS on the proposed Snake River Resource Management Plan.

First, it is good that the Bureau is updating this plan. It is important that land use plans be current and address pressing issues like land development, special management designations, resource accessibility, and special status species management. It is also necessary that RMPs be based on the latest federal laws, regulations, standards, guidelines, and policies.

It is recognized that the Snake River planning area is somewhat unique among Bureau lands. The isolated and relatively small public parcels pose special management challenges and opportunities. However, these lands are valuable parts of the public domain and should be retained and managed under public ownership.

This plan presents a wide choice of alternatives to address the planning issues and the reader can easily determine basic characteristics of each alternative. The planning team is to be acknowledged for their efforts.

The location and position of these lands along the Snake River in the Jackson Hole area dictate that these properties are very valuable for many uses. Since most of these parcels are riparian lands, they are important to a wide variety of important wildlife species. This is exemplified in



"Hanton, John"  
 <John.Hanton@sothebys.com>  
 To: "pinedale\_wymail@blm.gov" <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: BLM lands - disposal  
 04/21/03 11:38 AM

Dear BLM,  
 My comments regarding the disposal of lands along the Snake river follow:  
 I am a long time river user - 20 years- for fishing, scenic floating, and whitewater. I consider the Snake to be a very important part of Jackson Hole. It struck me as odd that I was not aware of all the BLM lands and now that I see a map of it I realize that some of it is so useful for boat ramps and access, but much of it is in odd parcels, is river bottom (cobblestone), unproductive land, or encompassed by other property with no reasonable public use or access.

I would encourage you to avoid taking a blanket approach such as dumping the acreage totally to the Forest svc. or other entity. What makes sense is to make the best use of it. In some cases this may mean turning parcels with important river access points over to the county. parcels abutting forest service could go to them and parcels with little public value could be sold by competitive bid to adjacent land owners. There are some odd parcels with strange shapes that seem to have marginal value and largely encompassed by private land. These could be sold for appraised value to that encompassing land owner. The money from these sales could be placed into a perpetual trust with interest supporting (in part) the BLM's many other needs.

While this varied approach takes a little more time, the revenues collected and knowledge that it was done right for each parcel more than justify the time involved.

John G. Hanton  
 P. O. Box 3583  
 Jackson, WY.  
 83001

April 18, 2003

Snake River RMP Team Leader:

I hope it's not too late for comments from the public re the 1,073 riparian acres along the Snake River (I live in R.I. after living 27 yrs in Jackson - and receive the news paper very late)

I very strongly believe this land needs to stay in public ownership with public access to the Snake. Land is so precious, don't let this acreage (for the public) go to commercial use.

Sincerely,  
 Marjorie S Hunt  
 Marjorie S Hunt



SURVEYOR SCHERBEL, LTD.  
 PROFESSIONAL LAND SURVEYORS

President  
 PAUL N. SCHERBEL  
 Professional Land Surveyor  
 Wyoming Registration No. 154  
 Utah Registration No. 1670  
 Idaho Registration No. 3990  
 Nevada Registration No. 6805  
 SCOTT A. SCHERBEL  
 Professional Land Surveyor  
 Wyoming Registration No. 3889  
 Idaho Registration No. 8026  
 Utah Registration No. 37211  
 MARLOWE A. SCHERBEL  
 Professional Land Surveyor  
 Wyoming Registration No. 5368

ADDRESS  
 BIG PINEY OFFICE  
 Box 4296, 283 Main Street  
 Big Piney-Marbleton, Wyoming 83113  
 AFTON OFFICE  
 Box 725, 46 West 3rd Avenue  
 Afton, Wyoming 83110  
 Jackson, WY Direct to Afton Office  
 Lava Hot Springs, ID Direct to Afton Office  
 Montpelier, ID Direct to Afton Office

TELEPHONE  
 307-276-3347  
 307-276-3348 (Fax)  
 307-276-5487 (Res)  
 307-885-9319  
 307-485-9809 (Fax)  
 209-485-3325 (Res)  
 307-733-5993 & Fax  
 208-776-5930 & Fax  
 208-847-1854 & Fax

Est. 1901  
 CONSULTANTS IN  
 Boundary Matters  
 Irrigation and Water Rights  
 Civil Engineering  
 Ecology/Wetlands  
 Associate  
 KEITH E. MCNINCH  
 Professional Engineer  
 Wyoming Registration No. 2846  
 District Division  
 Office Manager

Kellie Roadifer  
 Snake River RMP Team Leader  
 BLM  
 Pinedale Field Office  
 PO Box 768  
 Pinedale, WY 82941

April 23, 2003

Dear Kellie Roadifer,

Thank you for the opportunity to comment on the DEIS for the Snake River RMP. I value the habitat that the Snake River provides for fish and wildlife. I value the view of the river where it is still unobstructed by development. This river is at risk of development.

Please do your best to maintain the lands along the river in public ownership. Instead of disposing of this land and therefore allow it to be developed, because we both know the development pressures are huge, try to consolidate the land under the stewardship of the BLM. You could do this by deeming this special area a Special Projects Area.

Thank you for this opportunity to comment. The future of the Snake River flood plain is in your hands.

Sincerely, Georgie W. Stanley

*Georgie Stanley*

Georgie Stanley  
 1029 S. 200W.  
 Victor ID 83455



18 April 2003

Snake River RMP Team Leader  
 Pinedale Field Office  
 Box 768  
 Pinedale, Wyoming 82941

Re: Snake River RMP

Dear Sir:

Responding to the Draft Environmental Impact Statement for the Snake River Resource Management Plan, the following is offered.

1 It would seem that Alternate D would be the best choice for these lands as there are ample public land management agencies in Teton County that could handle this assignment including the U. S. Forest Service, Fish and Wildlife Service, Wyoming Game and Fish Department, County of Teton, Town of Jackson, National Park Service, ad. inf.

2 There is no reason for the Bureau of Land Management to be involved in managing these lands with the added expense of another Federal Agency.

Very sincerely yours,

SURVEYOR SCHERBEL, LTD.

*Paul N. Scherbel*

Paul N. Scherbel  
 President

PNS:mj



P. O. Box 1288  
Wilson, WY 83014  
May 4, 2003

P.O. Box 10902  
Jackson, WY 83002  
May 2, 2003

Snake River RMP Leader  
Pinedale Field Office: BLM  
P.O. Box 768  
Pinedale, WY 82941

As the BLM decides exactly how to deal lands along the Snake River in Jackson Hole, I hope that the need to maintain a semblance of the natural state of the area will be given top priority. As you know, there have been innumerable intrusions, threats and outright damages done in that important and sensitive lush corridor through the much dryer valley. I agree with many people who express concern about protecting animals that live in the riparian area, but the most effective way to do that is to concentrate on maintaining habitat. This area can then serve as a small but safe retreat for animals that encounter constant change through development that is occurring in so much of Teton County.

Protecting habitat here will serve the best interests of the local area and the entire State, since wildlife viewing and outdoor recreation can provide business for local residents that is sustainable indefinitely, and business that will preserve natural areas for generations of Americans in the decades and even centuries ahead. This area is unique in offering that opportunity, and once any "improvements" are implemented, part of the opportunity for saving these qualities will vanish.

Thank you for allowing members of the public to send you our comments.

Sincerely,

*Richard R. Klene*  
Richard R. Klene  
Richard.Klene@UC.edu



Ms. Kellie Rosdifer  
Snake River RMP Team Leader  
U.S. Bureau of Land Management  
Pinedale Office  
P.O. Box 768  
Pinedale, WY 82941



Dear Ms. Rosdifer:

As a resident of Wilson, Wyoming, I have a first-hand appreciation of the fish and wildlife habitat in the Snake River Resource Area and want to urge you to manage these lands primarily for their protection.

My principal comment on the Draft Environmental Impact Statement for the Snake River Resource Management Plan is to maintain these lands in public ownership, perhaps by designating a Special Project Area, so as to avoid any damaging activities, such as energy development, mining or sand and gravel operations, off-highway vehicle use or livestock grazing in riparian areas. You should try to combine all these parcels into contiguous protected corridors along the Snake River, perhaps in collaboration with the local land trusts, which have already protected several parcels of private land.

Thank you,  
*Stephen Auftrich*

SNAKE RIVER RANCH, INC.  
5700 N. Snake River Ranch Road  
Wilson, Wyoming 83014-9680  
(307) 733-2864  
Fax (307) 734-9047

Patty Ewing  
PO Box 429  
Jackson, WY 83001

May 7, 2003

Snake River RMP Team Leader  
Pinedale Field Office  
PO Box 768  
Pinedale, WY 82941

Dear Sir:

This letter is to support the BLM's continued public ownership of the 1073 riparian acres along the Snake River, and the BLM's proposal that it be administered for public access.

In reviewing the Comparison of Alternatives proposed in the Environmental Impact Statement for the Snake River Resource Management Plan, I support the Preferred Alternative with the following emphasis or exceptions:

- 2 **Emphasis:** The importance of the development of the South Park Bridge Access Minerals Management - No mineral activities allowed
- 3 **Exceptions:** Salable minerals - Alternative C  
Off Highway Vehicle Management  
Close to all motorized vehicles the following:  
Levee road at the Walton Parcel  
Levee road west of the Snake River & South of Wilson Bridge  
Vehicle use (Alternative C) for levee maintenance and permitted vehicles on case by case basis.  
Over the snow motorized vehicles (Alternative C) would be prohibited.
- 4 Landownership Adjustments: Parcels remain in public ownership. NO SALE of public lands (Alternative C)
- 5 Management of parcels may be retained by BLM or other public agencies. Livestock Grazing management objective (Alternative C) otherwise the preferred alternative for all other actions.
- 6 Public access: a required public access fee program would be established (Alternative B)
- 7 Parcels would remain closed to camping (Alternative A)
- 8 Vegetation Management Maintain habitat as in Alternative C  
Control Noxious weeds as in Alternative C

In several instances, the Preferred Alternative refers to the disposal or transfer of the public parcels. I oppose vehemently the sale of ANY PUBLIC LANDS! Perhaps the management of these parcels could be the Teton County Commissioners; a non-profit organization dedicated to the enhancement of the Snake River, such as: The Snake River Fund, Trout Unlimited, Ducks Unlimited or a board comprised of representatives of all of these.

Sincerely,  
*Patty Ewing*  
Patty Ewing







Commissioners

Bill Paddelford  
Andy Schwartz  
Jim Darwiche  
John Carney  
Larry Jorgenson

Director of Administrative Services

Jan Friedlund

May 8, 2003

Ms. Kellie M. Roadifer  
Team Leader / Draft Environmental Impact Statement for the Snake River  
Resource Management Plan  
Bureau of Land Management  
P.O. Box 768  
Pinedale, WY 82941-0768

RE: Draft Environmental Impact Statement for the Snake River Resource  
Management Plan Comments

Dear Ms. Roadifer,

We are in receipt of the above referenced document dated January 2003. After reviewing the Draft EIS, we support the Preferred Alternative and find that this alternative generally addresses the need to preserve public access and recreational use while supporting open space preservation and protection of wildlife values. Assuming this alternative is approved, there are some minor concerns that we trust can be accommodated once the Management Plan is adopted and implemented by your agency. These include:

- 1 • Recognition that there are competing management objectives within the criterion. For example, allowing public access for recreational use on certain parcels may compromise wildlife habitat values.
- 2 • The need to reserve, to Teton County, the right for staging areas and / or gravel stockpiling associated with the Snake River Restoration Project if parcels are conveyed to entities other than Teton County.
- 3 • If the BLM transfers land to Teton County with an approved Project Plan, it is important to allow sufficient time for the funding and construction of proposed Project Plan improvements on the subject parcel(s) subsequent to the ownership transfer.



P.O. Box 3594, Jackson, WY 83001 • (307) 733-8094 • Fax: (307) 733-4451 • Email: commissioners@tetonwyo.gov

Page 2  
Ms. Kellie M. Roadifer  
May 8, 2003

On behalf of the citizens of Teton County, we appreciate your efforts in preparing this important document.

Sincerely,

William P. Paddelford  
Chairman / Teton County Board of County Commissioners

Cc: Board of County Commissioners  
Craig Jackson / County Engineer  
Bill Collins / County Planning Director  
Don Barney / County Road and Levee Superintendent  
Steve Foster / Parks and Recreation Department Director

PHIBBS LAW OFFICE P.C.  
330 E. Snow King Avenue  
Jackson, Wyoming 83001  
(307) 733-5064  
Fax: 307-733-5019

HENRY C. PHIBBS II

May 8, 2003

Mailing Address:  
P.O. Box 1082  
Jackson, Wyoming 83001

Via Email: [pinedale\\_wymail@blm.gov](mailto:pinedale_wymail@blm.gov)  
and  
Via Telefax: 307-367-5329

To Be Followed by U.S. Mail

To: Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

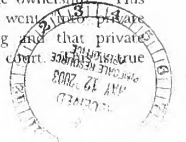
From: Hank Phibbs

Re: Draft Environmental Impact Statement for the Snake River Resource  
Management

Dear People:

I am sending you this letter on behalf of a number of landowners along the Snake River, in Teton County. On their behalf I would like to correct some misinformation which is set forth in the draft environmental impact statement regarding the public's right to access riparian lands along the Snake River.

In chapter 1, on page 1 of the DEIS, in the second paragraph, you make a number of incorrect statements about land ownership along the Snake River. First, the lands located between the surveyed meander lines which define the Snake River are not "omitted lands". These lands are riparian lands. These lands belong to the owner of the adjacent uplands unless and until a federal court, in a final judgment, has found and determined that the original surveys were in error. This means that almost all of the riparian lands which are adjacent to patented uplands along the Snake River have always been and are still in private ownership. In this paragraph you state that "for most of the parcels that did go into private ownership" (This language is fundamentally incorrect. None of the parcels went into private ownership), as they were always private from the beginning and that private ownership was not affected by any action taken by the federal court.



Snow River RMP Team Leader  
Pinedale Field Office  
May 8, 2003  
Page 2 of 2

even when the owners of these lands granted a recreational easement as part of the settlement with the federal court.

2 In the last sentence of this paragraph you state that "for instance on the Snake River through the planning area, recreationists can anchor boats, wade, hike, picnic and fish on the river as it crosses private lands." This sentence clearly represents that the public has recreational rights of some kind on all of the riparian lands along the Snake River. For some of the riparian lands along the Snake River, the government never made any claim at all and these lands remain in private ownership not subject to any use rights. For other public lands, the government abandoned its claim and those lands also remain in private ownership not subject to any public recreational use rights. Please correct this fundamentally inaccurate language in the DEIS, everywhere it is present in the DEIS, so that there is not a false impression given to the public that they have a right to use all of the lands located between the meander lines of the Snake River for recreational purposes. This is definitely not true. Trespass on these lands is a growing problem for private landowners of these properties. The BLM should not make false statements to the public which may either cause and/or exacerbate these trespass problems.

3 Finally, I believe the parcel you identify as parcel 23 on map 8 and describe as a BLM parcel is actually a parcel which is privately owned by Robert J. and Mary Anna MacLean. I request that the ownership of the northern of the two parcels you have identified as parcel 23 be checked and corrected and deleted from the designation of public ownership when it is private status is confirmed.

Thank you for the opportunity to comment on this matter.

Very truly yours,  
  
Henry C. Phibbs II

HCP/hm

PHIBBS LAW OFFICE P.C.  
330 E. Snow King Avenue  
Jackson, Wyoming 83001  
(307) 733-5004  
Fax: 307-733-5019

HENRY C. PHIBBS II

Mailing Address:  
P.O. Box 1982  
Jackson, Wyoming 83001

May 8, 2003

Snake River RMP Team Leader  
Pinedale Field Office  
May 8, 2003  
Page 3 of 3

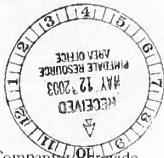
Via Email: [pinedale\\_wymail@blm.gov](mailto:pinedale_wymail@blm.gov)  
and  
Via Telefax: 307-367-5329

To Be Followed by U.S. Mail

To: Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

From: Hank Phibbs

Dear People:



I am sending you this letter on behalf of Walton Ranch Company to provide comment and correction with respect to a draft environmental impact statement your office has issued regarding the Snake River planning area and the legal status of certain property located adjacent to the west boundary of the Walton Ranch in Teton County, which the Walton Ranch has occupied and leased pursuant to the final judgment of the United States District Court for the District of Wyoming.

The property I refer to is identified as parcel 9 in your DEIS. The final judgment of the U.S. District Court of the District of Wyoming, which was stipulated to by the United States of America, gives the Walton Ranch Company the "right" as long as it is eligible under the laws and rules of the United States, to lease this parcel for grazing, agricultural or other authorized uses consistent with the maintenance of the property in its existing condition on the date of stipulation and entry of judgment. The right of the Walton Ranch Company to lease parcel 9 is subject to a determination by the United States in any legally mandated planning procedure that parcel 9 should be maintained in its existing condition as of the date of the stipulation and/or utilized for agricultural purposes. If it was determined in any legally mandated procedure that any part of parcel 9 should not be maintained in its existing condition on the date of the stipulation and/or utilized for agricultural purposes, the Walton Ranch Company has the right to lease the remainder of parcel 9.

4 The Walton Ranch Company requests that the BLM take the necessary actions to correct the misinformation set forth in the DEIS, and to conform the preferred alternative to the mandate and directive of the final judgment of the United States District Court. The preferred alternative for parcel 9 is and should be continued historic use of all of parcel 9 for both spring and fall grazing by the Walton Ranch Company.

Thank you very much for the opportunity to comment.

Very truly yours,  
*Hank Phibbs II*  
Henry C. Phibbs II

HCP/hm  
cc: WRC

Snake River RMP Team Leader  
Pinedale Field Office  
May 8, 2003  
Page 2 of 3



United States Department of the Interior

FISH AND WILDLIFE SERVICE  
National Elk Refuge  
P.O. Box 510  
Jackson, Wyoming 83001

The Walton Ranch Company has utilized parcel 9 for the grazing of ranch bulls for a month in the spring and a month in the fall. Parcel 9 has historically been divided into a north portion and a south portion.

May 8, 2003

1 There has never been any allegation whatsoever by the Bureau of Land Management, which has been communicated to Walton Ranch Company, that the north portion of parcel 9 did not meet the standards for healthy public range lands. The DEIS, on page 54, incorrectly asserts that the Walton allotment failed to meet standard number 4. The north portion of the Walton allotment has never been alleged to be out of compliance with all of the standards. The south portion of the Walton allotment has been alleged not to meet standard number 4, pertaining to alleged adverse impact on a particular shrub. Although the Walton Ranch Company has requested competent evidence from the Bureau of Land Management that the impact on the shrub in question was caused by the presence of the ranch bulls for one month in the fall, rather than the presence of browsing wildlife such as deer and moose, the BLM has failed to produce any such information or evidence whatsoever and its claim of noncompliance is without evidence or support in terms of causation. The Walton Ranch Company requests that the final DEIS reflect these facts.

Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, Wyoming 82941

To Whom it May Concern:

We have reviewed the Draft Snake River RMP EIS and have the following comments:

2 The DEIS, on page 210, asserts that parcel 9, which the Walton Ranch Company has a right to lease by final judgment of the United States District Court, did not meet standard number 3 of the Healthy Public Range Land Standards. There has never been an allegation made at any time that any portion of parcel 9 failed to meet standard number 3 of the Healthy Range Land Standards.

2 2 The Fish and Wildlife Service requests that Federal minerals under the surface of the National Elk Refuge be permanently withdrawn from mineral entry. Mineral extraction of just about any type would conflict with the purposes for which the refuge was established.

3 The preferred alternative noted on page 26 of the DEIS proposes to eliminate fall grazing on parcels administered by the BLM. This will include parcel 9, which is leased by the Walton Ranch Company. There is no justification whatsoever given for this "preferred" alternative in terms of the north portion of the Walton allotment, and, as noted, there is no competent evidence to support the claim of the Pinedale office of the BLM that the fall grazing of the Walton Ranch bulls on the southern portion of this allotment for one month in the fall has adversely affected any shrub community.

Sincerely,

*Barry Reiswig*  
Barry Reiswig  
Refuge Manager



Brian Remlinger  
PO Box 6376  
Jackson, WY 83002

May 13, 2003

Snake River RMP Team Leader  
PO Box 768  
Pinedale, WY 82941

RE: DRAFT EIS for the Snake River RMP

Dear Team Leader,

I have reviewed the BLM's DRAFT EIS for the Snake River RMP. I am a year resident of Teton County and an avid user of the river and BLM Land here in Jackson Hole. I have many comments, but would like to concentrate on one. The Snake River Corridor provides recreational opportunities, wildlife habitat, and public benefit that cannot be matched. **It is my opinion that the public lands should stay in public ownership and free of structures.**

I understand the Pinedale Office management and budget roadblocks, but those are only challenges to be over come. Do not forget the BLM Mission Statement:

**It is the mission of the BLM to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.**

- 2 Gravel is a valuable commodity in Teton County. Mine it and sell it. Use the money for management of the Jackson Hole BLM lands and to improve the health of the Snake River. There are opportunities to partner with local agencies and non-profit organizations to address management issues. It would be a tragedy to see the adjacent landowners acquire more land on top of the many acres they already have. Public access, public use, and public ownership should not be compromised in the Snake River RMP.

Sincerely,

*B. Remlinger*  
Brian Remlinger

PHIBBS LAW OFFICE P.C.  
330 E. Snow King Avenue  
Jackson, Wyoming 83001  
(307) 733-5004  
Fax: 307-733-5019

HENRY C. PHIBBS II

May 14, 2003

Mailing Address:  
P.O. Box 1082  
Jackson, Wyoming 83001

Via Email: [pinedale\\_wymail@blm.gov](mailto:pinedale_wymail@blm.gov)  
and  
Via Telefax: 307-367-5329

To Be Followed by U.S. Mail

To: Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

From: Hank Phibbs

Re: Error in Ownership Designation in Draft Environmental Impact Statement for Snake River Resource Management Plan

Dear People:

I am writing to you once again regarding an error in ownership designations set forth in your Draft Environmental Impact Statement for Snake River Resource Management Plan. This letter is sent on behalf of Bob and Marna MacLean, who own real property along the Snake River in Teton County, Wyoming.

Map 7 in you DEIS designates certain property which appears to be identified as parcel 22. Although the labeling is not clear, you have identified as BLM parcels which appear to be labeled as 22, property located in Sections 14 and 15. All of this property is owned by Mr. and Mrs. MacLean and the BLM has no right, title or interest in and to this property, except for a recreational easement over those portions of the property line between the banks of the Snake River.

Please correct this misinformation in the final impact statement and take the time to confirm the ownership of the property is question. The incorrect designation of this ownership as public creates significant potential problems for private landowners.

Very truly yours,

*Henry C. Phibbs II*  
Henry C. Phibbs II

HCP/hm  
cc: MacLeans



"Rosanne F. Coppola"  
-frostbitefalls@blissnet.com  
04/04/03 11:02 AM

To: <pinedale\_wymail@blm.gov>  
cc:  
Subject: BLM Land

PHIBBS LAW OFFICE P.C.  
330 E. Snow King Avenue  
Jackson, Wyoming 83001  
(307) 733-5004  
Fax: 307-733-5019

HENRY C. PHIBBS II

May 13, 2003

Mailing Address:  
P.O. Box 1082  
Jackson, Wyoming 83001

Via Telefax: 307-367-5329

To Be Followed by U.S. Mail

To: Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

From: Hank Phibbs

Re: Incorrect Identification of Property Ownership in Draft Environmental Impact Statement for the Snake River Resource Management Plan

Dear People:

I am sending you this letter on behalf of Circle L Partners, which owns property on the Snake River in Teton County, Wyoming.

I am sending you this letter because your Draft Environmental Impact Statement for the Snake River Resource Management Plan ("DEIS") incorrectly identified certain property which belongs to Circle L Partners as being the property of the Bureau of Land Management.

On map 7 in the DEIS, you have marked a parcel you identify as parcel 20 as being the property of the BLM. Both the upland and riparian portions of the property you have identified as BLM parcel 20 are owned by Circle L Partners.

The final judgment entered by the United States District Court for the District of Wyoming in Civil Action No. C 79-113K, which quiets title in this property in favor of the upland owner against the claim asserted by the United States, is recorded in Book 206, pages 1009-1031.

I have enclosed a copy of the deed conveying title to the property to Circle L Partners.



Snake River RMP Team Leader  
Pinedale Field Office  
May 13, 2003  
Page 2 of 2

There is a recreational easement reserved in the judgment which allows limited recreational access to certain portions of this property which are located within and between the banks of the Snake River. There are no other public rights whatsoever in the property, and no public rights at all in the upland portion of this property.

Your identification of this property as publicly owned in the DEIS creates the potential for serious mischief and trespass problems for the landowner. Demand is hereby made that you correct this error when the final environmental impact statement is prepared, both in terms of the map and in the language of the final environmental impact statement.

My client regrets that you have created the potential for such serious problems as a result of this error which should not have been made since the record ownership of this property is not in doubt.

Very truly yours,  
*Henry C. Phibbs II*  
Henry C. Phibbs II

HCP/hm  
cc: Circle L Partners

WARRANTY DEED

DONALD H. ALBRECHT, a married man, of Teton County, Wyoming, Grantor, for and in consideration of Ten Dollars (\$10.00) and other good and valuable consideration in hand paid, the receipt and sufficiency of which are hereby acknowledged, CONVEYS AND WARRANTS to CIRCLE L PARTNERS, a Wyoming general partnership composed of Karl G. Otzen and George M. Lammers, whose mailing address is Circle L Partners, Landmark Center, P.O. Box 1056, Lake Geneva, Wisconsin 53147, Grantee, the following described real property located in Teton County, State of Wyoming, hereby releasing and waiving all rights under and by virtue of the homestead exemption laws of the State, to-wit:

The real property described in Exhibit A attached hereto and made a part hereof, including and together with all improvements and appurtenances thereon and thereunto belonging, but subject to taxes, assessments, reservations, restrictions, encroachments, covenants, conditions, rights-of-way and easements of right and record, if any, and, Subject to the Reservation of Right in Grantor to grant limited recreational use licenses to third parties as described in Exhibit B attached hereto and made a part hereof.

Joanne H. Albrecht, wife of Donald H. Albrecht, joins in the execution of this Warranty Deed to release and convey any rights she may have in and to the above described property under the laws of the State of Wyoming.

OATEO effective this 29 day of April, 1992.

Grantor: ALBRECHT, DONALD H.  
Grantee: CIRCLE L PARTNERS  
Doc. RECORD No. 51 25 212 021 Filed at 04:55 on 04/29/92  
By Jodyann Cooney, Teton County Clerk fees: \$1.00  
By VIRGINIA BLAIR Deputy

*Scott E. Albrecht*  
Scott E. Albrecht, attorney-in-fact for Donald H. Albrecht and Joanne H. Albrecht

STATE OF WYOMING )  
COUNTY OF TETON ) ss.

The foregoing Warranty Deed of Donald H. Albrecht and Joanne H. Albrecht...

DESCRIPTION OF  
RIPARIAN PARCEL "D"  
FOR DONALD ALBRECHT

TO WIT:

The riparian lands of the Snake River appurtenant to Lot 4 of Section 10, and Lot 2 of Section 15, T40N, R117W, 6th P.M., Teton County, Wyoming which are bounded as follows:

on the west by the meander line of the right bank of the Snake River;

on the north by the easterly prolongation of the north line of Unit 2, Rivermeadows First

Filing, a subdivision of record in the Office of the Clerk of Teton County, Wyoming as Plat No. 218;

on the east by the Thread of the Snake River;

on the south by a line normal to the Thread of the Snake River from the northeast corner of said Lot 2;

ENCOMPASSING an area of 81 acres, more or less, said acreage varying as the Thread of the Snake River varies;

said Riparian Parcel "D" is shown on that 'MAP OF SURVEY DONALD H. ALBRECHT

MOSQUITO CREEK PARCELS' filed in said Office.

Jorgensen Engineering and Land Surveying, P.C.  
March 19, 1992  
Project No. 89065.00

C:\WP51\DES\ALBRIP\MAR

EXHIBIT A



United States Department of the Interior  
NATIONAL PARK SERVICE  
GRAND TETON NATIONAL PARK  
P.O. DRAWER 170  
MOOSE, WYOMING 83012



IN REPLY REFER TO:

L76 (GRTE)

MAY 14 1993

Snake River RMP Team Leader  
Bureau of Land Management  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

Dear Snake River RMP Team Leader:

Grand Teton National Park would like to submit the following formal comments on the Bureau of Land Management's Draft Environmental Impact Statement for the Snake River Management Plan.

Grand Teton National Park supports the Preferred Alternative allowing land disposition to a non-profit or government agency. We support this approach which conserves the land in its current status, protects public access to the river and benefits the recreating public by preserving these vital lands within this world renown riparian habitat. We encourage the BLM to support the partnership efforts with Teton County, Grand Teton National Park and non-profit organizations by implementing the preferred alternative through this innovative and cooperative plan.

If we can be of any assistance to your staff in this matter, please call me at 307-739-3410.

Thank you,

*Stephen P. Martin*

Stephen P. Martin  
Superintendent



Snake River RMP Team Leader  
Pinedale Field Office  
P.O. Box 788  
Pinedale, WY 82941

FAX: 307-367-5329

Comments regarding Snake River  
Resource Management Plan DEIS dated January 2003

May 14, 2003

Dear BLM Planners,

I am concerned that certain BLM lands adjacent to the Snake River in my area will soon pass out of public ownership. I see only continued public ownership as our community's best opportunity to protect these BLM lands for both their natural resources and for public access. One concern is for those river users who have studied their maps and know where this public land is will become "locked out" if the lands are privatized.

2 The boat launching/docking areas at the Wilson and South Park Bridges do need a lot of help. The usage has so increased in this past decade, with little effective joint planning having taken place. Instead of the BLM opting out and "disposing" of these lands, why doesn't your agency form a partnership with Teton County, the Bridger-Teton National Forest, The Snake River Fund and other interested parties to sort this all out? Besides the launch/dock areas, how much in administrative costs are you talking about for managing these lands "as is?" I prefer keeping public lands in public hands.

Sincerely,  
*Page McNeill*  
Page McNeill  
P.O. Box 263  
Jackson, WY 83001

Summary Comment: The resource that threads together the BLM parcels is the Snake and Gros Ventre Rivers. Values related to these rivers are public recreation, riparian wildlife habitat, open space, and high quality scenery. These values are present to varying degrees on the present distribution of BLM parcels, but few parcels incorporate enough of these values to be determinative for management purposes. One other value present is real estate market value. Even if the land is restricted to protect public values, this value is probably still substantial and can be used to accomplish meaningful public resource objectives. Therefore, all management alternatives need to be supported by flexible land adjustment alternatives.

- 1 The total BLM land surface area should be adjusted to 1,061 acres, as parcel 3 was included in the total on Map 1, Appendix 4, page 209 states this parcel has been transferred to Grand Teton National Park.
- 2 Page 1, second paragraph, 10<sup>th</sup> line, Page 52 "Access" next to last paragraph, Page 62 "Recreation": "Some of these recreation easements on the river channel were granted to the United States." In these locations the draft EIS significantly overstates the extent of the recreational easements along the Snake River. First, there are significant areas of Snake River riparian lands that are still fully in private ownership where either the landowner won in the lawsuit or a lawsuit was never filed against the landowner. In these locations, the public has no access to islands or even the right to stand on the bed of the Snake River and fish. Where recreational easements were granted as part of various settlements, the recreational easements vary substantially. Also, in some cases the easements have metes and bounds descriptions while in other cases the location of the recreational easement depends on the location of the river. A further complication is the fact that the boundaries between landowners (either on one side of the river or landowners across the river from each other) move as the main channel of the Snake River moves. For example, two adjacent land owners on the west side of the Snake River would have a boundary that is perpendicular to the thread of the Snake River wherever it is from time to time. Therefore the boundary between these landowners continues to vary unless it has been established by private agreement. Therefore if one of these landowners has granted certain rights in a recreational easement and the other landowner has granted different rights, the boundary between these two different areas cannot be marked on the ground, since it varies from time to time. Due to all of these factors, the practical benefit to public recreation of these recreational easements is much less than it would at first appear. It would be helpful to clarify in the final EIS that these recreational easements vary significantly, only cover certain areas, and have boundaries that move as the river moves. On the other hand, there is a significant opportunity to increase the

potential for public recreation if these recreational easements could be standardized and their boundaries determined on the ground. But this will require further agreements with the private landowners.

- 3 Page 8, Alternative A: Consider expanding/clarifying that parcels could be transferred to other public agencies or entities for management as public open space, riparian wildlife habitat, recreation facilities, or parks. That is, lands might be traded for land interests serving other priority public purposes of open space, recreation and wildlife if the parcels are restricted by conservation easement and thereby preserve public values on the BLM parcels, as appropriate.
- 4 Pages 155, end of second paragraph: "...a layer bureaucracy would be added" suggests that ownership responsibilities would be inefficiently allocated. BLM's intent seems to allocate ownership to those entities most able to manage for specific public values. The assumption that this allocation would add another layer of bureaucracy is gratuitous.
- 5 Pages 154-158 "Cumulative Impacts" section: Generally, land adjustment choices among the alternatives are not distinctively defined. Land adjustment is a tool for implementing management policy. As such, flexibility should be maintained allowing the best ownership solution for the selected alternative. All of the alternatives share the ability to adjust ownership to different levels. The authority for land adjustments also requires public involvement and NEPA compliance on a case-by-case basis. Limiting adjustment options before specific opportunities can be evaluated seems unnecessarily restrictive. All alternatives should encourage outcomes that maximize public benefits for recreation, wildlife, open space and scenic values for the Jackson Hole Valley.

BAB:bjw

Comments regarding Snake River  
Resource Management Plan DEIS dated January 2003

May 13, 2003

Submitted by:

Bruce A. Bugbee  
American Public Land Exchange Co., Inc.  
125 Bank Street, Suite 610  
Missoula, MT 59802  
Phone: (406) 728-4176  
Fax: (406) 721-9049  
E-Mail: aples@aplecco.com



Paul Bruun  
Box 1385  
Jackson, WY 83001  
May 15, 2003  
307 733-5173  
pbruun@blissnet.com

Snake River RMP Team Leader  
Pinedale Field Office,  
P. O. Box 768  
Pinedale, WY 82941  
FAX 307 367 5329  
pinedale\_wymail@blm.gov

Good morning,

After recently surfacing from a several year long riverbank/golf course development ordeal involving Teton County, the U. S. Forest Service, U. S. Fish and Wildlife Service, a federal court and many other organizations, I was hoping for a rest. Such is not to be as I learned recently of well orchestrated, fast moving plans involving a large portion of the upper Snake River and the 27 BLM sites between Moose and the South Park Bridge.

By way of introduction, as the editor of the *Jackson Hole Guide* during 1973-74, the fate of the "Snake River Omitted Lands" was a constant subject of conversation and newspaper copy. That coupled with then U. S. Representative Teno Roncalio's gold mine leases on the Snake kept me very busy.

As the case eventually came to court and was dragged around and around, I had left the direct editorial management of the newspaper to become involved in taking float fishing trips. In fact, I can recall a number of early season, mosquito infested floats with BLM personnel and interesting botanists who spent the days using a Swedish designed drill to remove cores from cottonwoods for aging. Tree ages on "islands" omitted from early surveys were the key to the government vs. landowner property cases.

Little did I realize, some 30 years later, that I would be writing to the BLM asking that they not dispose of the land riches that were ultimately decided with that bit botanical and scientific study presented to the courts.

Very simply stated, I believe the value of over 1,000 acres of precious riparian land along Wyoming's largest Blue Ribbon Trout Stream is more valuable to Teton County, the State of Wyoming, the Federal Government and a growing recreation oriented public than it is being given credit for.

Regardless of the five alternatives listed in the *Draft Environmental Impact Statement for the Snake River Resource Management Plan*, the BLM has made no secret that the physical distance from its closest office, complexity and expense of "managing" this riparian property makes it a prime exchange target. Although this Draft EIS is the first attempt at managing this land that has been idle for dozens of years, I recognize it is now viewed as a burden.

As a frequent river user and small fly fishing float trip operator, I would welcome creative governmental management that could extend a brighter future to at least

## Jackson Hole Conservation Alliance Wyoming Outdoor Council

May 9, 2003

Kellie Roadifer  
Snake River RMP Team Leader  
U.S. Bureau of Land Management  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

RE: Snake River Resource Management Plan

Dear Ms. Roadifer:

On behalf of the Jackson Hole Conservation Alliance and the Wyoming Outdoor Council, we would like to thank you for your thorough review and analysis of six alternatives for the Snake River Resource Management Plan. In particular, the Snake River Contingent Valuation Methodology study (CVM) was instrumental to the planning process to help determine the non-market values for resources and uses of the public land parcels in the Snake River planning area.

According to the DEIS for the Snake River RMP, Appendix 6 highlights the single theme dominating the results of the CVM: the public lands considered in the planning area represent a valuable resource that has a non-market component which greatly exceeds the private market value of the lands. This general conclusion is consistent with results presented in the executive summary:

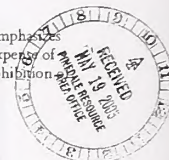
### Top Three Most Desirable Uses of the Lands along the Snake River:

- Fish and wildlife habitat, especially bald eagle nesting;
- Non-motorized recreation;
- Open space.

### Top Three Most Undesirable Uses of the Lands along the Snake River:

- Sell for housing development;
- Motorized recreation;
- Sand/gravel mining.

Finally, the CVM confirms that the most popular management strategy emphasizes retention of public lands in public ownership, wildlife protection at the expense of slightly lower recreation use, elimination of livestock grazing, and the prohibition of sand and gravel mining.



some of these lands. Only a few miles downstream in Southeastern Idaho on this same South Fork stem of the Snake, the BLM does an impressive and responsible job of managing nearly 30 some overnight campsites along 27 miles of river. From the Yellowstone Park South Entrance to Palisades Reservoir in Wyoming, a distance of nearly 100 road miles, there is not a single camping or picnic spot dedicated to private river users.

Naturally I cannot dictate future budgets or departmental interests of federal agencies. An avalanche of extractive mineral activities occupy a majority of this agency's resources. And the current political climate makes the sale of these widely separated parcels an easy way out.

Yet, calculating the value of additional recreational opportunities, even at a fair price to the users in this area of Wyoming, would represent a greater return than simply letting the BLM lands filter back into private ownership.

Recently the University of Wyoming and the 50-member board of its Ruckelshaus Institute for Environmental Resolutions met in Jackson. Many future projects involving just such public agency/private use and management were discussed. This particular situation, if time constraints were relaxed, would be the perfect study for such a motivated and well positioned organization to study.

Sincerely,  
*Paul Bruun*  
Paul Bruun

The results of the CVM study, in concert with our collective missions, suggest that a blend of the alternatives will result in the best and most widely supported management plan for the Snake River planning area. Accordingly, we support and urge you to consider the following recommendations for incorporation into the BLM preferred alternative.

### Summary

- Transfer of various parcels to well-suited public land-managing agencies with a demonstrated expertise in land management; or
- Retention of the land surface by the BLM while appropriate partners are found to take over management of the parcels;
- Prioritization of wildlife protection/open space and public access/recreation. Where natural resource and recreation values are in conflict, wildlife protection will be ensured at the expense of slightly lower recreation.

While the BLM preferred alternative identifies the values to be protected in a transfer ("public access, recreation uses, open space and wildlife habitat"), it fails to give clear direction to managing agencies when certain values are in conflict. In an attempt to clarify the responsibility of future managing agencies or partners, we recommend the BLM weight the four objectives to better reflect the results of the CVM. We urge you to adopt the following management objective:

*The entities acquiring or taking over management responsibility of these parcels will be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them first for wildlife habitat/open space and, second, for recreation uses/public access.*

### Objectives and Actions of the Preferred Alternative

The following list outlines management objectives and coinciding actions that are supported by our organizations and/or are supplemented by an alternative recommendation (italics). As proposed below, the objectives and actions aim to clarify management directives for the acquiring entities in order to maximize wildlife values, access for recreation, and public benefit. Most recommendations reflect a combination of alternatives (reflected in parentheses).

#### Lands and Realty Management

- 2 **Objective:** Maintain existing public access to the parcels. Provide for continuing public access and use of the parcels. Actual ownership and/or management of the parcels would be by other public agencies or entities (per Preferred Alternative, (PA)).
- 3 **Actions:** In general, opportunities for public access (primarily non-motorized) would be maintained as a condition of their transfer to other agencies. However, access to

specific areas may be closed or restricted to protect public health and safety and sensitive resources (e.g. bald eagles) (combination of PA and Alternative C).

- 4 • Any sale, exchange, or transfer of public land would include, where appropriate, the use of conservation easements to prohibit development and preserve scenic values, *wildlife and public access* (PA, JHCA, WOC).
- 5 • The Snake River corridor would be designated as a Special Project Area to allow the use of Land and Water Conservation Funds to acquire recreation and conservation easements (Alternative B).
- 6 • The following would be right-of-way exclusion areas: big game crucial winter habitat; raptor nesting and concentration areas; threatened, endangered, proposed, and candidate species habitat; aquatic and wetland sites; Wyoming BLM sensitive species habitat; important cultural resources that are listed or eligible for listing on the National Historic Register (Alternative C).

**Livestock Grazing Management**

7 **Objective:** Where grazing is permitted, land management should maintain or improve ecological conditions for the benefit of *(livestock use-omit)* wildlife habitat, watershed values, and riparian areas (PA, JHCA, WOC).

**Actions:**

- 8 • The current amounts, kinds and seasons of livestock grazing would continue to be authorized as long as the parcels are held by BLM, unless monitoring indicates a grazing use adjustment is necessary, or an environmental assessment indicates a change in grazing use is appropriate (PA).
- 9 • Adjustments in the levels, location and timing of livestock grazing would be made if monitoring demonstrates a need to correct ecological degradation (PA, JHCA, WOC).
- 10 • If the lessee's adjacent property for any existing grazing lease were converted to other uses to the extent that livestock grazing is substantially excluded, then that grazing lease would expire, and would not be available to other applicants (PA).
- 11 • No fall grazing would be permitted on parcels administered by BLM. The grazing season would end on August 31 annually (PA).

**Minerals Management**

12 **Objective:** A long-term protective withdrawal would be pursued for all public lands and federal mineral estate in the planning area (15,123 acres) to prohibit the staking and development of mining claims (PA). *The extraction of sand and gravel would only be considered to facilitate restoration efforts in the Snake River, in the active, unvegetated channel within the levees* (JHCA, WOC).

13 **Actions:** The mining of sand and gravel, and associated access across public lands for recreation purposes would be subject to seasonal requirements to protect fish spawning,

JHCA, WOC); control existing noxious weed infestation and prevent their spread (PA).

23 **Actions:** Control of noxious weeds and other invasive species may include manual, mechanical, biological, or chemical methods. If herbicides are proposed for use, those with minimum toxicity to wildlife and fish would be selected. All herbicides applied must be on the BLM-approved list and applied in accordance with EPA label requirements (PA).

**Watershed Management**

24 **Objective:** Riparian areas would be maintained for wildlife habitat as a condition of transfer of the public land parcels (PA).

25 **Actions:** Efforts would continue to improve water quality by cleaning up dumpsites on public lands, and encouraging dumpsite cleanup on adjacent lands (PA).

**Wildlife Habitat**

26 **Objective:** Maintain or enhance riparian and upland habitat for wildlife and fish and promote species diversity (PA).

**Actions:**

- 27 • Measures to protect avian habitats would include seasonal restrictions on surface-disturbing activities within distances to be determined based on species, individuals, and/or habitat characteristics (PA).
- 28 • The acquiring or managing agency or entity would make decisions regarding actions necessary to maintain wildlife, wildlife habitat, and wildlife migration corridors as established by sound conservation biology (PA, JHCA, WOC).
- 29 • Projects that maintain or improve fisheries habitat as much as possible in a leveed system would be considered. Cooperative efforts with WGFD, U.S. Army Corps of Engineers (COE), Teton County, and others would continue. Projects that adversely affect fisheries should not be allowed (PA, JHCA, WOC).
- 30 • Fence construction and maintenance on BLM parcels would require site-specific analysis to assure that they are necessary. If fences are necessary, construction must conform to existing wildlife friendly fencing standards (PA, JHCA, WOC). Priority would be given to the modification of fences that are restricting wildlife movement in crucial big game habitat areas and along migration routes. All parcels not currently leased for livestock grazing would be closed to future applications (PA).

31 In conclusion, our organizations would like to iterate that the transfer of ownership of public lands should remain in the public interest. Specifically, we are aware of the Jackson Hole Land Trust's proposal to acquire approximately 950 acres of BLM land. Accordingly, we have concerns about the intended sale of the parcels from the Jackson

important wildlife habitat areas, and periods of high recreational use (PA, JHCA, WOC).

**Off-Highway Vehicle Management**

14 **Objective:** Minimize motorized vehicle use where OHV use and sensitive resource values are not in conflict (PA, JHCA, WOC). Maintain existing opportunities for non-motorized vehicle use (PA).

15 **Actions:** Where OHV's are allowed, there should be strict enforcement in order to meet the BLM or other land management agencies' resource requirements. This should be a condition of transfer of the public land parcels (JHCA, WOC).

**Recreation Management**

16 **Objective:** Increase opportunities for quality recreation use and provide improved visitor services while protecting other sensitive resources. Provide for responsible commercial recreation which provides for the protection of visitor/public health and safety, the protection of natural resources, and well-managed visitor use (PA). *Opportunities for recreation use would be reduced in favor of other resource values when it can be demonstrated that recreation use is negatively impacting the natural environment* (JHCA, WOC).

**Actions:**

- 17 • Public lands along the Snake and Gros Ventre rivers would be designated a Special Recreation Management Area to facilitate management of recreational activities such as floating, fishing, hiking, winter sports, and commercial, competitive and group activities (Alternative B).
- 18 • A Recreation Area Management Plan (RAMP) would be prepared. The RAMP would provide for the management of public recreation use and the provision of services (e.g. sanitation) needed to maintain public health and safety, while protecting natural resources. The RAMP would direct the types and level of recreation use, services, facilities development, and public information (Alternative B).
- 19 • Public access would be maintained at the Wilson Bridge boat and river access site for river floating; a boat and river access site could be developed near the South Park Bridge (if determined through a public process) by an agency or entity other than BLM; additional river boating access could be developed by an agency or entity other than BLM (PA, JHCA, WOC).
- 20 • Recreation sites and facilities on public lands would be maintained or developed consistent with the protection of riparian habitat (Alternative B).
- 21 • Decision on user access fees would be made by the acquiring or managing agency or entity (PA).

**Vegetation Management**

22 **Objective:** Maintain or improve the diversity of plant communities to support wildlife habitat, watershed protection, and scenic resources (and livestock grazing-omit) (PA,

Hole Land Trust to adjacent private property owners with no assurances that wildlife and public access will be allowed.

At a minimum, it seems the public can only be guaranteed resource and public access protection if the lands are retained by public land or wildlife managing agencies or organizations. Following extensive discussion with various local agencies and organizations, it seems the most successful scenario for transfer of the parcels would require a collaborative effort where federal agencies work cooperatively with other entities that have a public interest in recreation and wildlife management.

32 Moreover, we feel strongly that a Recreation Area Management Plan is an essential part of the BLM process. Once the RAMP is prepared, the community at large, including other federal land managing agencies, potential non-profit organizations, and Teton County, could effectively participate in an informed discussion concerning the appropriate management and managing entity of each parcel. Until that information is available, it is very difficult for the general public to determine which parcels would be managed by the County, the Forest Service, the Land Trust and/or other agencies/non-profits.

It is our opinion that a comprehensive exploration of a combination of alternatives would best serve the public and render a highly successful community solution for wildlife, recreation management and public access.

Thank you for your consideration of our concerns. If you have any questions, please do not hesitate to contact us.

Sincerely,

Anne Hayden, Program Assistant  
Jackson Hole Conservation Alliance

Meredith Taylor, Yellowstone Program Director  
Wyoming Outdoor Council

To: Kellie Roadifer  
Bureau of Land Management  
Pinedale Office

From: Snake River Fishing Trips  
Dba Jack Dennis Fishing Trips  
Box 3369, Jackson, WY 83001

RE: Snake River RMP comment

Dear Kellie and Martin,

I recently finished going through the Snake River RMP and felt best to make a few comments. Among your alternatives it appears that the bureau prefers to transfer parcels of land to "another public land managing agency or to private non-profit land preservation entities". The preferred public land managing agencies of choice for many of the parcels are the U. S. Forest Service and Teton County. I prefer to see land kept in public agencies because they are more likely to maintain a good public access. By access I don't necessarily mean road access. Much of the access to the parcels is currently by river only. To many times in the past has land been closed off to public use. I can see access to public land as a problem in the future if we don't address the problem now. This is a good way of addressing that problem.

With reference to "salable minerals" I'm against seeing sand and gravel operations in the river bottom. Not only does it have the potential of changing the river but is unsightly.

These are very important pieces of land in a high profile area. More than anything else I don't want to see another "Canyon Club" on the river. It is likely that this document will take several revisions before the public is happy with it.

Some suggestions for the parcels are listed below:

| PARCEL | PREFERRED USE  |
|--------|--|
| 3      | Transfer to Grand Teton National Park  |
| 4      | Transfer to State land or Teton County   |
| 7      | Transfer to Forest Service or Teton County as a river use spot, possible picnic spot |
| 8      | Transfer to Grand Teton National Park  |
| 9      | Transfer to Teton County   |
| 11-12  | Transfer to Teton County   |
| 13-14  | Transfer to Teton County or Forest Service as boat access                            |
| 15-19  | Transfer to Teton County   |

- 21 Transfer to Wyoming Game and Fish to manage spring creeks or possibly use for fishing access from the river
- 22 Transfer to Forest Service or Teton County as possible picnic or camping area
- 23 Do not transfer to Snake River Ranch, transfer to Teton County, Forest Service or Game and Fish instead
- 26 Transfer to Forest Service, they have the downstream locations
- 27 Transfer to Teton County for trash.

Sincerely,  
Bruce E. James  
Manager, Jack Dennis Fishing Trips



"lexey wauters"  
<blarson@hotmail.co  
m>  
05/13/03 05:41 PM  
To: pinedale\_wymail@blm.gov  
cc:  
Subject: Snake River RMP/Kellie Roadifer and Prill Mecham

Dear Ms. Roadifer and Ms. Mecham:

Thank you for this opportunity to comment on the BLM's planning efforts on the Snake River properties in Teton County. I acknowledge the difficulties in managing these disparate and unique properties. I also applaud the Draft EIS's thorough review and production of the six alternative River Management Plans (RMP). I would like to forward my support of the Preferred Alternative- with some notable additions.

I believe very strongly that these parcels should stay in public ownership under public management. Any management plan that would allow for transfer of these properties into private ownership should be dismissed. Private ownership of these lands raises three concerns. The primary concern would be the loss of public commentary opportunity to any subsequent management decisions. The conservation easements protecting these parcels for the landowners would not allow proper flexibility in adjusting management practices in response to changing river corridor issues.

- 2 Secondly, private ownership will reduce the public's access for use. Though recreation easements will supply limited access, it will not be at current access levels nor will it allow for future use changes.
- 3 Third, the Draft EIS lists numerous watershed, fish and wildlife issues in need of mitigation. An example is the effect of continuing levy construction and other manipulations to artificially contain the river channel. The Snake River Restoration Project (collaborative between Teton County and Army Corps of Engineers) aims to address this situation. These parcels are within this corridor and as such, should remain in public hands until project completion.
- 4 While I understand the BLM's desire to divest itself of this management obligation, it is clear that the agency has a responsibility to manage this land in the public's best interest. It seems that there are a variety of approaches that the agency could consider that would accomplish both these goals.

First, any plan that would result in private ownership, whether through direct sale or transfer via a non-profit, should be viewed with ultimate suspicion. Private ownership and well intentioned conservation easements will not meet the multiple-use or enhancement goals stated in the EIS.

Management responsibility through a shared ownership/management agreement should be considered as outlined below:

- 1. BLM retention of the land ownership with subsidiary group management. This allows the land to retain the advantages of being BLM while relieving the agency of the management responsibility.
- 2. Transfer of land ownership to another public agency with either direct management by that agency or management by a subsidiary group.
- 3. A tiered transfer- transfer of ownership to appropriate public agencies based on individual parcels evaluation. For example, Teton County would own/manage the bridge parcels and the parcel NR of the Wilson Bridge (Parcels 9 and 10), Fish and Game would own/manage parcels adjacent to the Elk Refuge, etc. The BLM would retain ownership of parcels throughout evaluation process. I believe that there would be strong interest in the non-profit community in helping to facilitate this process.

The above options should be considered as additions to the Lands and Realty Management section of the Preferred Alternative. I believe that the management objectives and actions regarding the other land use or resources can be accomplished within the framework of the above suggested implementation plans.

I am not a natural resource planner. However, I do believe that the above suggestions should act as impetus to explore shared ownership/management possibilities as decisions regarding these properties are made. This community has ample public and non-profit resources. Let us use them to preserve this valuable commodity.

Thank you for your consideration in this matter.

Lexey Wauters  
PO 124  
Teton Village, WY 83025  
blarson@hotmail.com





"Ian Levenson"  
 <ilevenson@phenogen  
 ex.com>  
 05/14/03 07:16 PM

To: <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: Snake River Land Management

Dear Snake River RMP Team Leader,

I am writing to express my opinion on how BLM land along the Snake River should be handled. I am a six year resident of Jackson Wyoming, and a frequent recreational user of the Snake River. I believe that the land in question should remain in the hands of the public. I am opposed to any plan that would limit my access to the river as a recreational user, or result in development of the land. I believe that transfer of the land to the Land Trust and the subsequent selling of the land to private owners would threaten my access to the river as well as threaten the undisturbed natural character of the riverside habitat.

Sincerely,

Ian Levenson  
 Home Phone: 307-690-5893  
 Work Phone: 307-739-8990 ext. 2  
 Fax: 307-739-8992



"Mike Varilone"  
 <mvarilone@hotmail.c  
 om>  
 05/15/03 09:49 AM

To: pinedale\_wymail@blm.gov  
 cc:  
 Subject: Snake River Lands

Dear sirs,

I am a Jackson Hole Valley resident of 13 years. I have been a river user for nearly the entire time I have lived here. I believe the Snake River is one of the most important resources our valley has. I am writing to comment on your plans for the lands you oversee in the Jackson Hole Valley. I strongly believe the lands should remain PUBLIC!! I believe the best option for these lands is to have them remain under government supervision. I understand these parcels are a long ways from your offices in Pinedale as well as other lands you manage which makes it difficult for you to manage these certain parcels. I would like to recommend management of these parcels be turned over to the U.S. Forest Service so they can be directly managed by the Bridger-Teton office. The B-T office already manages a large amount of the Snake River near Jackson Hole (specifically the Snake River Canyon). I believe their agency would be well suited to manage these parcels since they already have this experience with other portions of the Snake here.

2 I would like to make it perfectly clear that these lands should NOT be sold to ANY private parties! These are public lands and belong to everyone. I would also like to see them remain free from development forever. Too much of the area along the banks of the Snake in our valley has been ruined with dikes and levees in order to protect a minority of rich landowners who were foolish enough to build their homes in a floodplain! Unfortunately, most of the river users in our valley probably will not comment on this issue, but I can guarantee you 100% of them feel the way I do. Please have the foresight to protect these lands and keep them in the public hands for many future generations to come.

Sincerely,

Michael Varilone  
 Box 4094  
 Jackson, WY 83001  
 mvarilone@hotmail.com



CarolKjh@aol.com  
 05/14/03 10:36 PM

To: pinedale\_wymail@blm.gov  
 cc:  
 Subject: Snake River RMP

Dear Team Leader:

Alternative C best protects the river corridor quality by reducing commercial river traffic through a permit system and restricting other growth. This alternative is the only one that disallows development of a major boat launch at Parcel 26 at the South Park Bridge that would primarily be used for commercial outfitters.

The SE portion of this parcel is particularly unsuitable because it is a raptor habitat and nesting area, and because it is immediately adjacent to private property and residences.

The document states on page 52, that the BLM parcel is "better for landing and launching during high water when the opposite bank is often flooded." This is just not true and I have given the BLM and its consultant photos showing that this parcel is completely under water at times when the existing boat launch is not. The document also says the public land "offers safer vehicle access..." but this would only be the case if the highway is widened. The same could be accomplished at the existing site.

The Wyoming Environmental Quality Act recognizes that certain activities create impacts that constitute public or private nuisances, and permits can be denied on this basis. Development of a recreation area that will be used by tens of thousands of people will result in noise and visual pollution, loss of enjoyment of personal property, and devaluation of property, and thereby be considered a "nuisance."

The main proponents of this development are the commercial outfitters - the very people who have created a crowding problem by their overuse of this unpermitted section of river for their own profit. Those of us who live adjacent have made it clear to you in previous meetings and workshops that we do not want

to see this parcel developed. After all, we're the ones who have to live with it.

I don't see, however, in Alternative C, why the little bit of livestock grazing that remains in Teton County should be banned from these parcels overall. If it were not for these ranches, there would be little open space left on the valley floor.

Your survey indicates that Management Strategy C was favored by a 2:1 margin. Clearly, maintaining the integrity of the river is most important to the public and Alternative C best meets that goal.

Carol Kaminski  
 PO Box 2576  
 Jackson, WY. 83001  
 307-733-2161



cwauters  
 <cwauters@onewest.n  
 et>  
 05/15/03 10:44 AM

To: <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: BLM land parcels on the Snake River


I wish to voice my strong concern regarding the Jackson Hole Land Trust proposal to buy public land along the Snake River and then turn around and sell it to the adjoining land owners. I feel this violates the basic idea underlying publicly held land as I understand it... it is to be managed in the public interest. And turning it over to private ownership is hardly in the public interest.

Public access needs to be maintained without restrictions which is unlikely under any private ownership arrangement. Also the maintenance of public input into management decisions would most certainly no longer be possible which, from my point of view, is unacceptable. Therefore, I urge you to reject this proposal.

If this idea has stemmed from the difficulties arising from a reduced operating budget brought on by recent and possible future tax reductions, why not lobby against such tax cuts... publicly as well as privately. Too many valuable activities of dedicated federal agencies are being underfunded, curtailed and discontinued. This trend is deplorable.

Again, I urge you to reject the proposal to sell land to the Jackson Hole Land Trust for the purpose of having it then be sold into private ownership. This land is our collective heritage. It should stay in the public domain.

Sincerely,  
 Carol Wauters  
 PO Box 85  
 Teton Village, WY 83025

 "Jon"  
 <jonw@livewaterproperties.com>  
 05/15/03 10:52 AM

To: <pinedale\_wymail@blm.gov>  
 cc: "Brenda Wylie" <BWylie@crouchfirm.com>,  
 <njasin@mail.hockaday.edu>, <Alex@livewaterproperties.com>  
 Subject: Snake River Property

To whom it may concern:

I am writing in response to an article posted in the Jackson Hole newspaper yesterday "detailing" a proposed land sale by the BLM to the Jackson Hole Land Trust. In fact, the article provided few details on the specifics. My concern is continued public access and control of the land in question. While I can appreciate the goals of preserving the property, I don't think preservation at the cost of public access is the answer. More specifically, I think, at the very least, that the present access (or the equivalent) should be preserved, and possibly even allow for spots that can be reserved for overnight camping. The historic public access (between the dikes) along the Snake has worked. I am concerned that placing these lands in the hands of private parties could lead to significant conflict over access in the future. Moreover, the fact that these lands will be beyond the public's control, is of even more concern. This property has been effectively policed up to this point, and the fact that the BLM finds the logistics of taking care of this property burdensome is a poor excuse to jeopardize such a treasured resource. If access is limited on

- 1
- 2
- 3

this piece, won't it result in pushing these people to even more pristine and treasured areas that previously were not subject to such traffic? I ask that you make every effort to make this proposed land sale a transparent process allowing ample time for public comment and input.

- 4

I appreciate your time and your continued efforts to arrive at a solution that works for all parties concerned.

Jonathan Wylie  
 Live Water Properties  
 PO Box 9240  
 460 S. Cache St.  
 Jackson, Wyoming 83002  
 jonw@livewaterproperties.com  
 307-734-6100 (office)  
 307-680-9790 (cell)  
 307-734-6102 (fax)


 "Gregg Dean"  
 <deanhouse@rmissp.com>  
 m>  
 05/15/03 08:44 PM

To: <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: Snake River lands

Dear Sirs,

As long time Snake River users and residents of Teton County we wish to state in the strongest terms possible the need for continued public access to the Snake River corridor and its riparian lands. Public land should remain public and open to public use and not be sold to private individuals who can restrict that public access.

sincerely,  
 Gregg Dean box 213 Wilson, Wyoming 83014  
 And Dick Ream box 472 Wilson, Wyoming 83014

 "Guy Turck"  
 <gturck@wyom.net>  
 05/15/03 02:25 PM

To: <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: Proposed BLM land sale of 1073 acres along the Snake River, Jackson Hole, WY

May 15, 2003

Re: Proposed BLM land sale of 1073 acres along the Snake River, Jackson Hole, WY  
 <?xml namespace prefix = o ns = "urn:schemas-microsoft-com:office:office" />  
 I recently have become aware that the BLM manages 1073 acres of public lands along the  
 <?xml namespace prefix = st1 ns = "urn:schemas-microsoft-com:office:smarttags" />Snake  
 River in Jackson Hole, WY. This even though I have lived in Jackson and floated the Snake  
 River for 22 years. It has also come to my attention that the BLM is considering a proposal to sell  
 this land to the Jackson Hole Land Trust and that it would ultimately be sold to adjoining land  
 owners.

While I understand that the BLM basically finds managing these lands to be a pain in the butt and a drain on a limited budget I do not believe that selling off our public lands in what smacks of a sweetheart deal for wealthy riparian land owners is the solution to this problem.


It strikes me as odd that adjoining land owners have all been contacted and have agreed to purchase said parcels in advance. Unless, that is, the idea originated with said land owner(s). And if the adjoining land owners don't want to purchase the parcels who will get them?

- 1 I urge the BLM to retain these lands for use by the public. Furthermore I would suggest that the BLM mark these lands (so we know exactly where our public property is) and that river users be allowed to use these parcels for fishing access, primitive camping and other low impact uses.
- 2
- 3 I have been told that the deal that is being worked out between BLM and the Land Trust would ultimately allow public access only along the levees but not to the lands that lie behind the

levees. If this is true, it is totally unacceptable, as is the policy of promoting the removal of public lands from the public domain.

Sincerely,

Guy Turck  
 PO Box 10760  
 Jackson, WY  
 gturck@wyom.net

 "telontrout"  
 <telontrout@onewest.net>  
 net-  
 05/14/03 08:36 AM

To: "BLM Snake R. RMP team leader BLM" <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: public lands in Teton, Co Wy.

- 1 Dear Sirs- Please keep in mind that public lands should allow public access. Please don't sell your lands in Teton Co, Wy.
- 2 The Forest Service has an existing plan for management of lands adjoining the Snake River. Please allow them to manage your properties according to that existing plan. Please don't allow public lands to become private. Thank you, Scott Hocking, Po. Box 536, Wilson, WY 83014



"Alex Maher"  
 <alex@livewaterproperties.com>  
 05/14/03 05:18 PM  
 Please respond to "Alex Maher"

To: "Tim Lindstrom" <tim@jlandtrust.org>, <pinedale\_wymail@blm.gov>  
 cc: "John Holland" <jholland@yahoo.com>, "Shane Hollingsworth" <tormack@cnwest.net>, "Jon Wylie" <jonw@livewaterproperties.com>, "Jay Buchner" <jbuchner@wyoming.com>, "Jim Brodenick" <JimmyBro@aol.com>, "Macye Lavinder K. Maher" <macye@livewaterproperties.com>  
 Subject: 1073 acres on Snake River

Dear Mr. Lindstrom and Snake River RMP Team Leader,

I am very interested in seeing a map of the 1073 acres in question for sale to the Land Trust and resale at market value. My guess is that most of this land is literally the bottom of the Snake River and cannot realistically be developed anyway. If I am correct in this assumption, I'm at a loss as to what justifiable reason the Land Trust would have in turning this ground over to private ownership. The obvious reason is to raise money with retail sales of the parcels.

While I believe in the general mission of the Jackson Hole Land Trust, I don't think this is an appropriate method of raising money for the cause.

The newspaper article is vague in many respects and raises fears that some type of backdoor politics is occurring. I know the people working at the Land Trust and am doubtful they have bad intentions. However, I'm worried.

Besides the access that these lands provide to the fishing public, they constitute one of a very low places in the valley for public waterfowl hunting. It would be a crime to take that away. That taking would be impossible to justify.

I hope that you see this project is not a wise decision and deny its approval both at the Bureau of Land Management and the Jackson Hole Land Trust.

Thank you for your time.

Alex Maher - Broker/Owner  
 Live Water Properties, LLC  
 Box 9240  
 Jackson, WY 83002  
[www.livewaterproperties.com](http://www.livewaterproperties.com)  
 307.734.6100  
 307.734.6102 fax  
 307.690.9515 cell



"peter freymann"  
 <pfreymann@hotmail.com>  
 05/16/03 01:08 AM

To: pinedale\_wymail@blm.gov  
 cc:  
 Subject: land trust purchase

Attn: RMP Team Leader

My feelings on the land trust issue regarding BLM lands on the snake river between Grand Teton Park and South Park echo those of Aaron Pruzan and the Conservation Alliance. The sale of public lands and, in turn, the resulting restricted public access is fundamentally wrong. I feel we need to allow the BLM to perform its designated job in managing the proposed properties. Such a sale would benefit only a few interested groups and ultimately the public will suffer. Finally, I feel this whole process has been a rushed issue and needs considerable more time and thought invested before a final decision has been reached. Perhaps a public forum would be the best course of action.

Pete Freymann  
 Teton Troutfitters



Lee Riddell  
 <lriddell@wyoming.com>  
 m-  
 05/16/03 12:12 PM

To: <pinedale\_wymail@blm.gov>  
 cc:  
 Subject: Snake River RMP Leader

Dear BLM Snake River RMP Leader,

- 1 I am writing in support of the plan that the Jackson Hole Land Trust, Grand Teton National Park, and the Teton County Commissioners are presenting to you, where they would buy BLM land along the Snake River in Jackson Hole. The current group of County Commissioners has the best interests of our wildlife and natural environment in mind, and both the Land Trust and the National Park are stewards of the highest order.
- 2 My primary interest is to see unlimited public access continue on these parcels. Public land is a valuable public commodity and unlimited access needs to be protected. If the land is resold to a private person it should be their responsibility to fence people out of what is now their private land.

Respectfully submitted,

Lee Riddell  
 PO Box 1428  
 Wilson, WY 83014  
 307-733-8093, x10



## American Wildlands

"Science-based conservation for the Northern Rockies."

May 16, 2003

Kellie Roadifer, Snake River RMP Team Leader  
 U.S. Bureau of Land Management  
 Pinedale Field Office  
 P.O. Box 768  
 Pinedale, WY 82941

Sent by e-mail: [pinedale\\_wymail@blm.gov](mailto:pinedale_wymail@blm.gov) and by mail with map attachments.

RE: Snake River Resource Management Plan

Dear Ms. Roadifer:

Thank you for talking this week on the phone and the opportunity to comment on the DEIS for the Snake River Resource Management Plan. American Wildlands, a non-profit conservation organization based in Bozeman, MT is dedicated to protecting Northern Rockies native ecosystems. The comments below are those of AWL and are on behalf of our members.

American Wildlands is specially concerned that water quality and wildlife corridors are adequately protected. The attached water and wildlife corridors maps demonstrate the importance of the RMP area to water quality and wildlife.

- 1 The wildlife corridors map clearly points to the RMP areas as critical to wildlife connectivity. The Aquatic Integrity Analysis similarly shows the importance of the RMP area as a stronghold for water quality and fisheries. Therefore, we specially urge the BLM to consider these data and protect the wildlife and corridors integrity in the management area.

American Wildlands incorporates the following comments from the Greater Yellowstone Coalition. We share GYC's specific goals and intents regarding the RMP.

Thank you for considering our comments. Please contact me if you need additional information or assistance.

Sincerely,

Stu Levit



P.O. Box 6689 • 10 EAST MAIN STREET, SUITE 2 • BOZEMAN, MONTANA 59721 • TEL: 406-586-8175 •

P.O. Box 1524 • SPOONER, IDAHO 83864 • TEL./FAX 208-263-5082

EMAIL: [info@wildlands.org](mailto:info@wildlands.org) • 100% Participant Owned • [www.wildlands.org](http://www.wildlands.org)

Land Ownership

The BLM states in the DEIS that the reason it wants to dispose of these riverfront lands is because they are located far from the Pinedale District Office, they are scattered and irregularly shaped, and because adjacent landowners along the Snake River have expressed an interest in acquiring them.

Likewise, if it is problematic that the BLM parcels along the Snake River are scattered and irregularly shaped, the BLM could seek to consolidate them by designating a Special Project Area, thus allowing Land and Water Conservation Act funds to be tapped.

As for the option of selling BLM lands to adjacent landowners, we strongly oppose this alternative for multiple reasons. First, it makes little sense to sell public lands to private interests when demand for public recreation along the Snake River already exceeds supply.

Finally, while it may be tempting to hand these parcels over to a non-governmental organization such as a land trust, we discourage this for two reasons. First, it is highly unlikely that a land trust would have the resources (i.e. staff and money) to manage these lands for recreational use.

Snake River, adjacent wetlands, and tributary streams. We also believe that the development of a Recreation Area Management Plan could reduce or eliminate recreational activities that harm sensitive resources (i.e. nesting bald eagles).

Recreation

As a rule, we strongly support the public's right to recreate along the Snake River, so long as it does not degrade the riparian corridor and the fish and wildlife that reside there.

Summary

In conclusion, we support the BLM's general direction in the draft Snake River RMP - which is to place a high priority on preserving fish and wildlife, low-impact recreation, and visual resources, and to prohibit activities such as mining, oil and gas development, and expanded grazing and OHV use that threaten to degrade those resources.

Mining, Oil & Gas Development, and Salable Minerals

While we agree with the majority of the management actions described in the preferred alternative, we believe there is more the BLM can do to ensure that its lands continue to support healthy fish and wildlife populations and provide world-class recreational opportunities.

Livestock Grazing

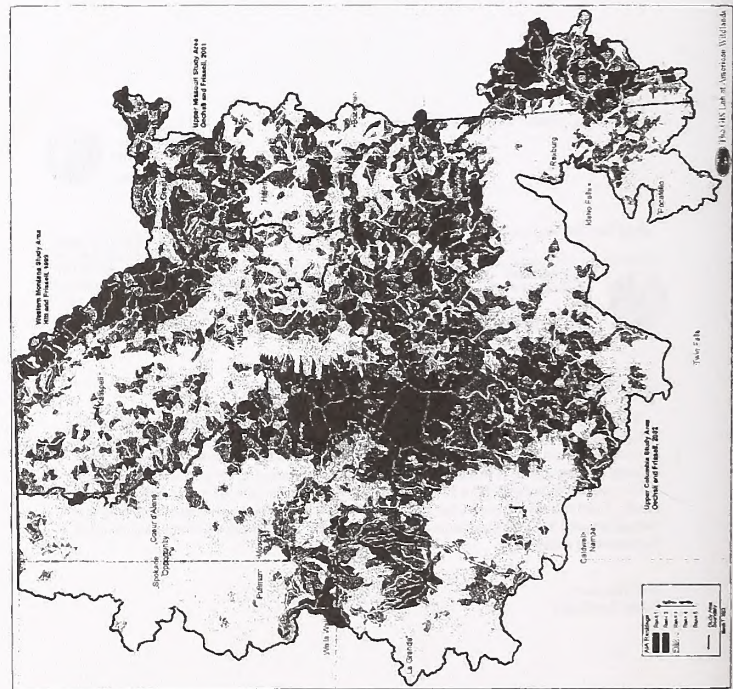
We also believe the preferred alternative does not go far enough to ensure that excessive livestock grazing does not degrade soils, vegetation, and other critical components of healthy fish and wildlife habitat.

Off-Highway Vehicle Use

We concur with the preferred alternative's management objectives for OHV use - that it should be restricted to existing designated roads and trails - except where there are significant conflicts with non-motorized recreation.

Fish and Wildlife

We concur with most of the management objectives in the preferred alternative pertaining to the protection of fish and wildlife. However, in order to optimize conditions for fish and wildlife, we believe that all surface lands and federal mineral estate in the planning area should be withdrawn from mining, oil and gas development, and extraction of salable minerals.



American Wildlands' Aquatic Integrity Areas Project

- The Aquatic Integrity Areas (AIA) project represents the first systematic attempt to identify the best remaining subwatersheds for providing watershed integrity and native aquatic diversity in the Northern Rockies. The project utilizes a computer-based Geographic Information Systems (GIS) model to analyze the current condition of native aquatic integrity across an entire catchment basin.

The GIS Lab at American Wildlands is using the AIA model to assess large river basins throughout the region - the upper Missouri, Columbia, Yellowstone and Green. The analysis yields a relative conservation value of subwatersheds. The results identify the range from high ecological integrity, where native aquatic communities are still relatively intact, to low ecological integrity, where aquatic communities are either naturally depressed or have been degraded.



## Potential Movement Corridors for Large Carnivores Teton County, WY



Post Office Box 202  
Jackson Hole, Wyoming 83301



phone - 307-733-4534  
fax - 307-733-9562

Comments for DEIS - Snake River Resource Management Plan - Snake River RMP

Dear BLM,

On behalf of the 900 members of Friends of Pathways, it is with great privilege to provide you with comments regarding the Jan 21 Draft of the Environmental Impact Statement for the Snake River Resource Management Plan.

- 1 Friends of Pathways, an advocacy-based non-motorized transportation and recreation non-profit organization representing non-motorized needs in Teton County, Wyoming, is most concerned with maintaining and increasing existing non-motorized access for the BLM parcels. With that goal in mind, we feel that the Preferred Alternative as outlined in the plan offers the best opportunity for non-motorized access.
- 2 Since 1991, the Teton County appointed Pathways Task Force has recognized pathway connections from Emily Stevens (North from Hwy 22 & the Snake River Bridge) to the confluence of the Gros Ventre and Snake Rivers and on to the East end of West Gros Ventre Butte and connecting to Spring Gulch Road as a possible additions to Teton County's pathway network. Making note of this possible trail addition during the draft review process serves to make note of the eagerness of non-motorized users to walk, cross-country ski and bicycle to these tracts of land.
- 3 Concerning the definition of mountain bikes as referenced on page 61 of the draft. In the section, titled Off-Highway Vehicles, it states, "There are substantial differences in the types of use, associated impacts, and management approaches between non-motorized and motorized vehicle activities. Until a national strategy and rules for non-motorized vehicle use on public lands are established, the BLM will continue to include non-motorized use within the context of OHV designations." In November of 2002, the U.S. Department of the Interior / BLM finalized a plan titled National Mountain Bicycling Strategic Action Plan. As stated in a letter by Kathleen Clarke, "[T]he plan serves to guide BLM state office and field office managers and staff, interest groups, and individuals for implementing on-the-ground actions and resource protection measures for mountain bicycle use and other muscle-powered, mechanical transport uses." We hope that this action plan will be utilized to provide improved public land management in the Snake River planning area. The document can be located by on the net by following the enclosed address here:  
[http://www.blm.gov/80/mountain\\_biking/final\\_text.pdf](http://www.blm.gov/80/mountain_biking/final_text.pdf)

Thanks again for the opportunity to submit comments. Please feel free to call with questions.

Best regards,

David Vandenberg  
Executive Director, Friends of pathways



### REYNOLDS POMEROY II

PO BOX 1153 Wilson, WY 83014  
Email reynoldsp@wyoming.com

May 16, 2003

Prill Mecham  
Field Manager  
Pinedale Field Office  
Bureau of Land Management  
432 East Mill Street  
Pinedale, WY 82941

Dear Ms. Mecham:

Please accept this as a formal comment on your Draft EIS for the Snake River RMP.

It is imperative that the BLM parcels identified in the RMP be maintained in the public trust until a thorough review of management alternatives be completed along with a parcel by parcel inventory of wildlife, scenic, access, recreation, and habitat values. In fact, such an inventory may ultimately determine the feasibility and public acceptance of a management alternative. Accordingly, I generally support your preferred alternative, as it will allow up to fifteen years to determine the ultimate disposition of the parcels. I am completely against any transfer of ownership to any entity, private or public, until such time as the above review and inventory are completed through the public process.

From an access and recreation standpoint, the public has never had such an opportunity to establish and secure such significant frontage and adjacent lands along the Snake River corridor. As you know, local, regional and national demographics are all converging to increase demands on our public lands and resources, and we need to keep these lands and resources in the public trust as opposed to transferring them to private hands. Given the scarcity of data about the parcels as they relate to the various values identified above, it would be premature in the extreme to even consider a change in ownership.

From a management perspective, there are undoubtedly several practical, efficient and even available alternatives that have not been fully explored, let alone presented to the public for their comment. It is imperative that your RMP process provides the time to evaluate, determine or design these alternatives. The incredible popularity of the stretch of river between the Wilson Bridge and the South Park Bridge requires a deliberate and potentially time-consuming effort.

Thank you for this opportunity to comment on the Draft EIS.

Sincerely,

Reynolds Pomeroiy



The Snake River Fund  
PO Box 574  
Jackson, WY 83001  
(307) 739-5417  
snakeriverintern@hotmail.com



A community partnership between the U.S. Forest Service and  
the Community Foundation of Jackson Hole

Comments on the Snake River Resource Management Draft EIS

Kellie Roadifer  
Snake River RMP Team Leader  
Pinedale Field Office  
Bureau of Land Management  
P.O. Box 768  
Pinedale, WY 82941

May 15, 2003

Dear Ms. Roadifer,

We appreciate the opportunity to comment on the Snake River Resource Management Draft EIS. The Snake River Fund (SRF) would like to acknowledge the unique opportunity the public has in helping to manage these Snake River land parcels.

- 1 We feel strongly that the public lands be retained in the public trust. Public ownership facilitates public involvement in the land management process and it fosters flexibility and ingenuity when managing these high recreational use areas that have important recreational, wildlife, fisheries, and riparian significance. We are concerned that disposal of the parcels to private ownership would foreclose future options for responsible recreation opportunities and resource management. We are also concerned that disposal of these properties would prevent adequate evaluation of each parcel's importance to the community and local resources.
- 2 The Snake River corridor between Jackson Lake and Palisades Reservoir contains a myriad of floodplains, wetlands, and riparian forests. These resources provide important aquatic and wildlife habitat for such species as the Snake River cutthroat trout. The amount of public land not occupied by reservoirs or permanently stabilized (e.g. rip-rap or levees) to prevent channel migration is limited. Therefore, these lands are crucial to maintaining some functioning floodplains, riparian forests, wetlands, aquatic and wildlife habitat.

Several years ago the public went through the NEPA process with the U.S. Army Corps of Engineers and Teton County to evaluate "the feasibility of restoring diverse and sustainable riverine (aquatic, wetland, riparian, and terrestrial) habitats" between Moose and the South Park Bridge. This required allowing the stream channels to migrate or braid, which would build

island complexes, rehabilitate degraded cottonwood stands, and improving aquatic habitat. This was not realistic since most of the adjacent lands are now occupied by expensive private structures. To further the goal and objectives of the Snake River Restoration Project, we feel strongly that it would be judicious to maintain these BLM lands in the public trust to facilitate any opportunity to maintain and or improvce the Snake River's existing conditions.

4 We outline a Snake River Fund proposal to implement the Snake River RMP EIS. This proposal provides a framework based on various attributes of the proposed six Alternatives and will address the objectives of the general public and the BLM. We understand that this is a step ahead of the RMP plan, but it should help facilitate the development of the final EIS.

Our objectives are to maintain the land parcels in the public trust, to develop a collaborative management plan with the appropriate agencies/non-profit organizations, and address management related funding issues. The plan will also ensure that the lands are managed for public access, recreational use, open space, wildlife and fish habitat, and river health. The SRF believes that to accomplish these objectives requires a task force, built from the vested parties, to oversee the interim management of the land parcels and the subsequent transfer to the appropriate agencies and/or non-profits.

The Snake River Fund proposes that the BLM retain ownership of the parcels during an interim period during which time the proposed task force, including the BLM, Teton County, the Bridger-Teton National Forest, and other vested parties can provide interim management. Or a single entity, like the Forest Service, could oversee the interim management. We discussed this possibility with the Forest Service to ensure that this is a possibility. However it would better serve the public to have a diverse task force oversee the management. While the Snake River Fund and others have questions about how to fund the intencim management, we suggest that this interim strategy is necessary until a cooperative management plan is developed. During the interim period the SRF could help facilitate the development of this collaborative management plan and the process to determine the appropriate public agency or non-profit organization that each parcel will be transferred to. This allows time to evaluate the individual parcels on their own merit. Then to determine which agency or organization would best manage the parcels, while maintaining public ownership.

Prior to completion of the lands transfer the task force would develop a land management plan based on a watershed management approach. It is assumed that the groups acquiring these parcels would be obligated under the terms of this management plan to maintain them for open space, wildlife and fisheries habitat, recreation use, and public access.

5 There are several good variations on this proposed plan that the BLM discusses in the Draft EIS. For example, if the BLM chooses to maintain ownership and management the best option is to

designate the public lands along the Snake and Gros Ventre rivers a Special Recreation Management area. This designation initiates a process for development of a Recreation Area Management Plan (RAMP). We feel that this level of analysis which directs the types and levels of recreation use, services, and facilities development for each parcel is an essential element that will dramatically help to inform the collaborative decision making process described above.

Please acknowledge that the aforementioned proposal is meant to initiate a conversation. We expect that with further discussion, several variations on the theme will evolve to even better reflect a solution worthy of broad based community support.

Thank you for your consideration in this matter. If you have any questions or comments, please feel free to contact us.

Sincerely,

*Aaron Pruzan* ISA

Aaron Pruzan, President  
(307)-733-2471

*Frank Ewing* ISA

Frank Ewing, Vice President  
(307)-733-1000

Transcript of public hearing held Wednesday,  
March 26, 2003, 5:00 p.m., at the Teton County  
Commissioner's Meeting Room at 200 South Willow, Jackson,  
Wyoming.



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REPORTED BY  
Lanice Lewis RPR, CSR

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208.529.5491 • FAX 208.529.5496 • 1.800.529.5491

1 Sava Malachowski.  
2 MR. MALACHOWSKI: Yes. Do I need to go  
3 somewhere?  
4 MR. MURPHY: Yes, come up here, Sava, please.  
5 MR. MALACHOWSKI: Do I need to spell my name?  
6 THE REPORTER: Yes.  
7 MR. MALACHOWSKI: The last name is M, like Mary,  
8 A-L-A-C-H-O-W-S-K-I. First name is Sava, S-A-V-A, address?  
9 THE REPORTER: Yes, please.  
10 MR. MALACHOWSKI: P.O. Box 836, Wilson, Wyoming,  
11 83014. Phone number?  
12 THE REPORTER: Okay.  
13 MR. MALACHOWSKI: 307-733-2256.  
14 THE REPORTER: Thank you.  
15 MR. MALACHOWSKI: I'm a little confused with the  
16 sake because I was expecting there would be more of the  
17 public here, but I think most of you guys are the government  
18 people. Right?  
19 I would just like to say that I'm really happy  
20 that this process is open and I would like to personally see  
21 that whatever is the outcome of this process will insure  
22 that these lands remain in the public hands. Either they  
23 will stay with the BLM and will be managed for -- left along  
24 the way they've always been or they will be transferred to  
25 the responsible local agency which will manage them for the

1 benefit of -- especially wildlife. That's one of the  
 2 resources threatened the most in Teton County. And then  
 3 there is a reasonable and safe way of doing it, I would like  
 4 to see the public access allowed on these lands.  
 5 One thing that I would not like to see, and I  
 6 would like to stress this very strongly, is a transfer of  
 7 this land to public -- to private ownership, which would  
 8 then allow any kind of real estate involvement, any kind of  
 9 build up of housing, mansions, whatever type of buildings  
 10 which would impede the survival of wildlife on those lands.  
 11 That's all I have to say. Thank you.

2 Chapter 4, Page 155, Lines 11-13. The document states that conservation easements may be retained on parcels which would add a "layer of bureaucracy" to the management of the parcels. It is unclear to the Service under what circumstances conservation easements would be retained. The Service suggests clarifying these statements to state under what circumstances conservation easements would be added and to also specifically state what type and the term of the conservation easement.

3 Chapter 4, Page 157, Lines 21-22. The document states that protections required by law, such as cultural resource inventories prior to land disposal would apply. The Service suggests inserting "and Section 7 on consultation on Threatened and Endangered Species" into this sentence indicating that the Act would also apply and be complied with prior to land disposal.

If you have questions regarding these comments or suggestions on the draft Environmental Impact Statement for the Snake River Resource Management Plan, please contact Alex Schubert of the Wyoming Field Office at (307) 772-2374, extension 38.

cc: BLM, Cheyenne, Endangered Species Program, (J. Carroll)  
 WGFD, Cheyenne, Statewide Habitat Protection Coordinator (T. Collins)  
 WGFD, Lander, Non-Game Coordinator (B. Oakleaf)



United States Department of the Interior

FISH AND WILDLIFE SERVICE

Ecological Services  
 4000 Airport Parkway  
 Cheyenne, Wyoming 82001

PO Box 4457  
 Jackson, WY 83001  
 May 14, 2003

In Reply Refer To:  
 ES-61411/W.02/WY6913

May 14, 2003

Memorandum

To: Snake River Resource Management Plan Team Leader, Bureau of Land Management, Pinedale Field Office, Pinedale, Wyoming

From: John L. Bush, Acting Field Supervisor, U.S. Fish and Wildlife Service, Wyoming Field Office, Cheyenne, Wyoming

Subject: Comments on the Draft Environmental Impact Statement for the Snake River Resource Management Plan

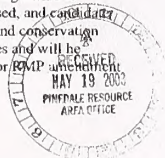
This response is in reference to the U.S. Fish and Wildlife Service's (Service) review of the draft Environmental Impact Statement (EIS) for the Snake River Resource Management Plan (RMP). This document was received by our office on February 18, 2003. The Draft EIS contains information relative to separate alternatives for management of the Snake River Resource Area and describes potential Bureau of Land Management (Bureau) activities and their effects to resources for Teton County, Wyoming.

After our review of the draft EIS, the Service has the following comments and suggestions for your use in finalizing the Snake River RMP

General Comments

1. The Service recently received the draft Biological Assessment provided by the Bureau. The Service is currently reviewing this document and will provide our comments directly to the Bureau.

2. The Service recommends that the Bureau indicate all commitments and conservation measures that the Bureau intends in regards to listed species. The Service understands that the Bureau is currently undergoing statewide programmatic consultation on existing RMPs to develop consistent commitments and conservation measures on listed, proposed, and candidate species within Wyoming. The Service understands that these commitments and conservation measures when developed and finalized will be part of Bureau RMP directives and will be incorporated into all Wyoming Bureau RMP's by RMP maintenance action, or RMP amendment, where appropriate.

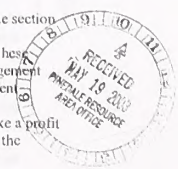


Prill Meacham  
 Pinedale Field Office  
 432 East Mill Street  
 PO Box 768  
 Pinedale, WY 82941-0768

Dear Ms. Meacham:

I have reviewed your Snake River RMP, and have listened to the JH and Trust's proposal for assisting in the disposal of the public resources you are charged managing in Teton County. I offer the following input for your review.

1. These lands are owned by the public, and the federal government as a responsibility to manage the lands they are charged with protecting. In the past survey research done by your office, I believe that something like 85% of your public responses asked that these lands be kept in the public trust, and managed by the federal government mainly to provide wildlife protection and recreational access. Your many alternatives considering disposal of your responsibility appear very self-serving, and go against what the American public has asked you to do. Any attempts to shift these lands to private ownership are detrimental to the resources you are charged with managing and protecting. These lands must remain in the public trust, and be managed to the levels required by your national policies, or by another agency like the Forest Service. The parcels and the river may also be managed through a management agreement with a local river organization willing to manage the parcels that have a stake in watershed management and recreation administration, such as the Snake River Fund. Once again, any attempt to take these lands into private ownership through highly discounted sales or auctions in this area is poor management by you, and will be met with a great deal of opposition!
2. Your plan speaks very little to the outstanding features of the section of river where your parcels are. You give a passing acreage description in a couple lines of text, and little else. Each of these parcels must be analyzed and evaluated so that social management issues can be determined to ascertain what is best management prescription for each parcel beyond dumping it on the first unsuspecting greedy private organization that desires to make a profit off of it. Your plan also fails to address overall river health, the impacts that have been caused by the past 40 years of BLM



"management by not managing" technique. The past, present and foreseeable impacts of the condition of the river and parcels caused by your agencies lack of management actions must be studied and evaluated; not just described in a couple of sentences.

- 4 3. The Jackson area has numerous organizations that would be interested in helping with land management functions if they were approached by the BLM. Most would be interested in participating without the need to have land deeded over to them. Not fully evaluating these issues on your part would be a terrible mistake!
- 5 4. This section of river that the federal government owns all the public access to, falls victim to more and more significant problems each year as more commercial and noncommercial river users attempt to float this section. Federal guidelines require that all commercial operations doing business on public lands must be evaluated and placed under special use permit if permissible. Your failure to follow federal management guidelines has led to many impacts on the river including frequent conflict between users on BLM parcels, negative impacts on the unregulated commercial float fishing industry, and problems with perceptions of overcrowding that ruin the river experience for many. Failure by you to manage and preserve these parcels and waters will lead to more and more problems. River use will continue to rise, and if still unmanaged and unregulated, impacts will affect neighboring landowners and others. This is not an acceptable option for anyone. The current lack of management personnel on duty on this part of the river has already led to violent confrontations, excessive human waste on some private land parcels next to the river, and has created a huge health and safety problem with an unregulated rafting and fishing industry that may or may not have adequately trained guides, insurance, safe boating skills and vehicles, and is not compensating the federal government for this use as mandated.
- 6 5. Your parcels on this section of river are the only public access available. It is imperative that these parcels remain in public management! If not, access to this section of river can be lost! These situations frequently allow greedy landowners to be able to charge excessive fees to people desiring access through private lands, getting on and off the river. This is an atrocious issue to think about coming to fruition! Even if you dumped these parcels on to Teton County to manage, there could be great inequities that Teton County could charge the public. Some rivers in California and on the east coast have counties that charge over \$6/person to launch from their properties. This must not be allowed to happen. These lands must remain in the public trust, and any financial gains that come from river management must go back to taking care of the river and federal lands.

- 7 6. It appears at this time that you nor other groups with big plans for the river have not adequately studied or drawn up adequate plans to implement any possible alternative. We will not endorse any plan that does not speak to how every aspect of every alternative will be managed in the future. At this time, you nor the county or JH Land Trust are able to answer questions relating to how use will be managed in the future, how public access will be maintained, how the management planning for this section addressing the high levels of use will be completed, who will manage the commercial use on the public access, what guarantees there will be that access will not become a prohibitively high priced fee proposition that keeps the public from being able to afford to use the river or their public lands, what are the current and future impacts of the levels of use on the river to the river system and wildlife, etc. Your failure to do this research is appalling, and nothing should move forward until everything is adequately addressed and you can make guarantees on these issues into the next few decades.
- 8 7. You must not take any management options that are based on profit motives! Doing this is not what you have been charged to do in public management, nor is that your only solution! Anything that requires transfer of public lands to any organization must be a public process, and should not be considered if a profit motive is required regardless who the proceeds are given to in hopes of making this crime appear aboveboard. These lands should, now and in the future be for all the American people. The JH Land Trust proposal will solve many of your problems as an agency, but you will be serving only the super wealthy of Teton County at the expense of the common taxpaying citizen. This must not happen. You need to go outside the box and search for every possibility and group that would be willing to help with the management without needing to make a few million off their proposal. The Land Trust only offers pure parcel management. It would be much less expensive and public lands would not be lost if you merely placed your parcels with a local real estate management agency as if the parcels were merely spare condominiums as this proposal makes them look.
- 9 8. There are river management programs upstream of you in the park, downstream on the forest, and further downstream below the dam by the Idaho BLM. Obviously, savings can be realized by working with other programs that have existing management infrastructure in place. I have called both the Forest Service and the Idaho BLM and found out that you have never come forward with any type of co-management proposal beyond trying to pawn the parcels and the 40 years of problems you have created by not doing your job, onto other agencies with little money to adequately manage what they currently have. This does demonstrate your willingness and ability to make no

attempt to do what is right by the American public you work for. It is very apparent that you do not care to participate in land management in Teton County, nor do you care what happens after you sign the property over to anyone who is willing to take it. That is quite sad, and speaks volumes about your agencies desire to do serve the people who have trusted them with caring for our public treasures!

- 10 9. A real environmental evaluation must be done on this section of river looking at the river system, and not just individual parcels. Although it will cost a great deal of money to put an allocation system in place, you must do that before moving any further with your plans. Merely signing over parcels to others will not achieve this necessary process. Turning your back on the problems you have created is unacceptable. Some organization or agency down the line will have to do this when its becomes completely unmanageable on the river, and current negative impacts continue to the point of serious damage that nobody can any longer ignore. Each year a specific plan on use, access assessments and formal river management planning does not occur, more problems and impacts will occur on this section of river and the public parcels of land, and the ability to regain order and turn this mess around will slip further away. The proposed "cut and run" alternatives in your document show a huge lack of taking responsibility on your part. Merely passing the buck to some other poor slob, is not what good public stewardship is about.
- 11 10. You have incredible opportunities at this time to improve the river experience for river users. Please consider management implementation of things the public currently desires such as: providing more river access points to spread use and people out, the providing things like camping opportunities and meal sites (which currently are not provided on any section of this river in Wyoming), and employing personnel to keep the peace on ramps where verbal and physical fights are frequent. Your document reveals that you have no idea what the actual use levels, both commercial and noncommercial, are on this section of river, nor have you even taken the time to observe how this use moves down the river or what people feel about their experience. Your failure to even care enough to look at this issue and work with the public is very apparent, and tragic. Please do what is right, and follow your missions beyond where the line where it says you can dispose of useless property.
- 12 11. Shifting land ownership to the Land Trust who will only be working with their wealthy benefactors is wrong. If some land is going to end up in private hands, making wealthy landowners wealthier is not what the rest of the tax paying public desires. Before any lands are considered for transfer, you need to do a thorough analysis of the highest and best use of these parcels. Taking the first proposal that comes through the door that you can make money on

- 13 12. As more and more information is reaching river users about your unannounced close-door meetings with the JH Land Trust, you will find that there is a large amount of interest in the river and what happens to it. Even though citizens that quit coming to your public meetings years ago because they tired of listening to empty promises and management inaction, I promise there will now be a very concerned group of people who will take notice in your process and decision making.

In closing, please do not make any rash decisions about absolving yourself of being land managers in Teton County, WY. Please extend your comment period to allow the public to let you know how they feel about the Land Trust's 11th hour plan. Spend the time needed to do a real analysis that considers the health of the river as a whole and each individual parcel, evaluates the fish and wildlife concerns in the corridor, deals with management prescriptions at access point on the river that set allocations and implements a permit system needed to provide great experiences for all river users and protects all natural resources and public lands and river access under your care and on the river.

Sincerely,



*Kip Worthington*  
Kip Worthington



public cost, and we believe that it should be considered as a possible alternative for the BLM.

The JHLT looks forward to working with the BLM in the future as you implement your Resource Management Plan for the Snake River.

Thank you for your consideration of our comments.

Sincerely,

*Leslie Mattson*  
Leslie Mattson  
Executive Director

May 16, 2003

Ms. Kellie M. Roadifer  
Planning & Environmental Coordinator  
Bureau of Land Management  
P.O. Box 768  
Pinedale, WY 82941

Re: Snake River Resource Management Plan DEIS dated January 2003

Dear Ms. Roadifer:

I am writing on behalf of the Jackson Hole Land Trust (JHLT). The JHLT has reviewed the DEIS referenced above and supports the "Preferred Alternative," subject to the following comments.

Over the past several weeks the JHLT has discussed an idea for implementation of the Preferred Alternative with a number of different individuals and organizations in Teton County. The concept includes the possibility of the JHLT purchasing some of the BLM parcels, subject to restrictions on development of the parcels and provision for continued public access.

Our concept includes provisions for the resale of some of these parcels to private individuals. Such sales would be made subject to the terms of the BLM conveyance and perpetual conservation easements to be retained by the JHLT insuring preservation of the wildlife, scenic and public recreational values of these lands. Our idea is that the Grand Teton National Park, Teton County and the JHLT could share the proceeds of these sales for conservation work in Teton County. Implementation of this concept could also generate funds to the federal treasury.

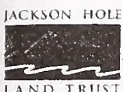
While many of those with whom we spoke were supportive of this concept, others raised understandable concerns about the potential for change in ongoing uses of these lands. The JHLT shares these concerns and supports continued public access and use of these lands in a manner that is consistent with their unique natural values.

The Preferred Alternative specifically includes the possibility of transferring of some of the lands to private, non-profit land preservation entities (such as the JHLT). The JHLT believes that the BLM's final decision should allow for the sale of appropriate parcels by a land trust to private owners, subject to public conservation easements insuring public access and the preservation of natural resources. The JHLT recognizes that not all of the BLM parcels should be managed in this fashion; however, allowing some private ownership of the described offers important opportunities for public benefits with minimal



jimmystanford@earthlink.net  
05/20/03 06:05 PM  
To: pinedale\_wymail@blm.gov  
cc: Subject: Snake River RMP

To whom this may concern,  
Hi, my name is Jim Stanford, and I am a Jackson resident concerned about the future of BLM parcels along the Snake River.  
I urge the BLM to find the best way to preserve these lands for their scenic, wildlife and recreation value. The Snake River corridor through Jackson Hole is one of the most spectacular stretches of riparian habitat in America, and the BLM should do everything in its power to keep the corridor as pristine as possible.  
1 Under no circumstances should these parcels be sold to adjacent landowners or developers. Keep the snakes away from the Snake, and keep the Snake natural and free. And, please, keep public lands in the public's hands.  
2 "Improvements" should be kept to a minimum. Boat ramps and toilets at Wilson and South Park, and perhaps an overnight camping site or two are needed. The proposal to relocate the South Park boat ramp to the opposite bank of the River, on a BLM parcel, is a smart idea.  
3 Thank you for considering my input.  
Sincerely,  
Jim Stanford



555 EAST BROADWAY  
FOURTH FLOOR  
JACKSON, WY 83001  
TEL: 307 733-4707  
FAX: 307 733-4144

Re: Snake River Resource Management Plan DEIS dated January 2003

Dear Ms. Roadifer:

I am writing on behalf of the Jackson Hole Land Trust (JHLT). The JHLT has reviewed the DEIS referenced above and supports the "Preferred Alternative," subject to the following comments.

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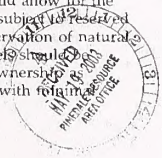
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Ref: 8EPR-N

May 15, 2003

Priscilla Mecham, Field Manager  
 Snake River Resource Management Plan  
 Bureau of Land Management  
 Pinedale Field Office  
 P.O. Box 768  
 Pinedale, Wyoming 82941

Re: *Draft Environmental Impact Statement for the Snake River Resource Management Plan January 2003; 11610 (930) Snake River RMP*

Dear Ms. Mecham,

In accordance with our responsibilities under the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act, the Region 8 Office of the United States Environmental Protection Agency (EPA) has reviewed the *Draft Environmental Impact Statement (DEIS) for the Snake River Resource Management Plan (RMP)*, dated January 2003. Section 309 of the Clean Air Act directs EPA to review and comment in writing on the environmental impacts of any major federal agency action. EPA recognizes the effort and resources that are committed to the preparation of documents of this nature and hopes to facilitate the NEPA process with general comments described below and additional enclosed comments. It is our intent to identify and provide information on issues which EPA believes should be further considered and potentially addressed in the Final EIS.

EPA recognizes the value of developing a RMP for the Snake River planning area and agrees with the overall goals of the preferred alternative to manage land uses for public access, recreation use, open space, and wildlife habitat. The chosen alternative for the RMP will outline the first management approach for BLM-administered public lands in the Jackson Hole area. Given the ever-increasing pressures on resources in the planning area, it is critical that the BLM take every opportunity to improve or recover stressed ecosystem components. Development of an RMP for the Snake River puts the Bureau of Land Management (BLM) in a unique position to establish a renewed effort to address environmental impacts to the river's aquatic and riparian ecosystems. Improved conditions will greatly improve the resiliency of the ecosystem to provide for increasing demands of flood plain resources.



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The DEIS indicates that the Snake River is not at proper functioning condition (PFC). The complexity of the river system and its impacts require that a single restoration strategy for the entire river segment is needed to eventually improve the condition of the BLM-administered parcels. While EPA recognizes the multiple-use mandate on BLM-administered lands, our comments on this DEIS are mainly targeted to ensure that this RMP results in ecological sustainability while meeting multiple-use objectives. If ecosystem functions are not maintained, many of the resources that draw the public to visit the BLM parcels or that are used for development purposes may become further impaired or lost altogether.

Governmental and non-governmental entities are initiating collaborative watershed restoration efforts for the broader Snake River Watershed, with the Teton Science School acting as the initial convener of the collaborative process. This initiative is just beginning and BLM could participate to help address Snake River restoration needs. Within this context, EPA recommends modifying the preferred alternative to indicate that BLM retain the parcels and work with other Federal agencies (such as the U.S. Army Corps of Engineers), adjacent landowners, local governmental agencies, and non-governmental organizations to develop a corridor-wide management plan (please see the enclosed General Comment #4 for further explanation). Such a plan should be developed that meets the following criteria: 1) ensures long-term public ownership of all parcels, 2) contains specific actions to restore losses in ecosystem functions, 3) identifies resources to implement land-use management and needed restoration activities, and 4) was developed through a comprehensive planning process with broad stakeholder input. This would alleviate the problem of managing disconnected parcels and could bring about a greater chance for system-wide environmental improvements and movement toward PFC.

A less desirable, but improved, option for inclusion in the Preferred Alternative would be to defer the decision to dispose of the parcels, and to which entity, until it is evident that a landownership adjustment would offer the best opportunities for implementation of a multi-agency/stakeholder management and restoration plan described above. Landownership of the BLM parcels should become a mechanism to achieve planned goals of a broadly developed plan.

Transfer of the parcels to another entity prior to the development of a specific management and restoration plan would only transfer the unsolved management issues to a different organization. The Preferred Alternative presently indicates that the receiving entity will have few restrictions in managing the land uses, as long as the basic requirements of public access, open space, and wildlife habitat are met. These requirements are very general and if solely relied upon, could lead to unanticipated environmental degradation.

Based on the procedures EPA uses to evaluate the potential effects of proposed actions and the adequacy of the information in the DEIS, EPA will rate this DEIS in the category of EC-2 (Environmental Concerns - Insufficient Information). This rating means that the EPA review has identified environmental impacts that should be avoided in order to provide adequate protection for the environment, and that the DEIS does not contain sufficient information to

fully assess environmental impacts. We have enclosed a summary of EPA's ratings criteria and definitions.

We are enclosing additional general and specific comments regarding this DEIS for your consideration to assist BLM in preparing a document that meets the full intent of NEPA, and that results in the best decision possible to protect the environment. If you have any questions concerning these comments, please contact Peter Ismert at 303.312-6215 or [ismert.peter@epa.gov](mailto:ismert.peter@epa.gov).

Sincerely,

Cynthia Cody  
 Director, NEPA Program  
 Office of Ecosystems Protection  
 And Remediation

Enclosures

ENVIRONMENTAL PROTECTION AGENCY REGION 8  
 COMMENTS ON  
 DRAFT ENVIRONMENTAL IMPACT STATEMENT  
 FOR THE SNAKE RIVER RESOURCE MANAGEMENT PLAN  
 JANUARY 2003

General Comments

- 2.1. One of the four Planning Issues identified in the DEIS is landownership adjustment. This planning issue is important from an environmental perspective because landownership changes can bring about varying levels of environmental impacts. The Preferred Alternative focuses on this issue by transferring the BLM-administered parcels in the planning area to a Federal, state, or local governmental agency, or non-governmental entity to carry out future land-use management activities. With the different types of ownership possibilities comes the potential for different resource-use management approaches and environmental outcomes. The Preferred Alternative indicates that management agreements, easements, or other institutional controls would be put in place prior to sale, exchange, or transfer. These mechanisms should be evaluated for their ability to withstand legal challenges or changes in land-use codes. Local land-use management principles could eventually override these controls to meet other unforeseen needs, changing the expected environmental impacts. BLM should further evaluate potential environmental effects of landownership adjustments.
- 4.2. The DEIS indicates that management of the parcels is difficult because of the sporadic location of the parcels within the planning area. Management of resource uses and land-use practices is difficult for smaller, unconnected parcels of property, like the BLM-administered parcels, particularly within an active river system like the Snake River. Disposal of some or all of the parcels would lead to even more disconnected ownership patterns, particularly if several entities acquire different BLM parcels.
- 5.3. Given the likely monetary value of the lands, it is unlikely that a single organization would purchase the parcels, even at a somewhat reduced price. If a single organization was able to obtain the parcels, its ability to dedicate resources to manage the uses of the parcels should be evaluated prior to alternative selection. Local governments have ability to manage land for public use and environmental benefits, but information on this in the DEIS is lacking.
- 6.4. EPA recommends that BLM retain the parcels and manage the lands in partnership with local governments and non-governmental entities as cooperating partners. A watershed approach being initiated by the Teton Science School, which is focusing on networking and environmental education, may provide a good mechanism to explore potential partnerships. A successful example of this is the Arkansas River Headwaters

Recreation Area (AHRA) in central Colorado. BLM, the Colorado Division of Parks and Outdoor Recreation (CDPOR), the USDA Forest Service (FS) and the Colorado Division of Wildlife (CDOW) entered into a cooperative management agreement to establish a partnership between the entities for the management of the public-land resources in the Arkansas River corridor. In addition to the responsibilities each agency has for the lands they own, the BLM and the CDPOR are the lead agencies responsible for the management of recreation within AHRA. CDPOR provides the on-ground presence and "lead" agency responsibility in managing recreation activities on the public lands and waters within the AHRA. BLM continues to manage all resources in the AHRA, other than recreation, on BLM-administered lands within the AHRA. The partnership maintains a Citizens Task Force sponsored by the Colorado Department of Natural Resources comprised of no more than 14 members to serve as representatives of seven public interests.

Although the landownership patterns may be different in the Snake River corridor, this partnership provides an excellent model of how different entities can work together to meet multiple goals and objectives. BLM should evaluate this approach for applicability to the Snake River corridor. It provides an alternative to disposing the parcels outright in the preferred alternative and provides a framework for managing the lands in other alternatives as appropriate. For more information about the cooperative management agreement, please view the following website: <http://www.parks.state.co.us/arkansas/management.asp>

**Specific Comments**

- 7.1. **Purpose and Need, Page 2:** The overall purpose "... is to provide comprehensive and environmentally adequate framework for managing and allocating uses of the BLM-administered public land and resources..." As indicated in the DEIS, the Snake River is an environmentally degraded system and is not at its "proper functioning condition" (PFC). Because the Snake River in the Jackson Hole area is a nationally-recognized and environmentally unique river, the purpose and need of developing the Resource Management Plan (RMP) should include identifying and restoring impacts to the river system. Given impacts from the levees, PFC may never be reached. However, actions should be included that would move the condition toward PFC. The alternatives in the Draft Environmental Impact Statement (DEIS) should have been developed under the concept of managing land-use activities and implementing restoration activities to focus more on improving the environmental condition of the Snake River. This would include stating actions in the alternatives designed to improve, to the extent possible, degraded ecosystem functions.
- 8.2. **Planning Issues, Page 4:** Uses of the river system depend upon the quality and the resiliency to resource use. Because of this, maintenance and improvement of the environmental conditions should be considered as a separate planning issue.

2

typical of an functioning flood plain, rather than isolated mitigation measures that produce static artificial wildlife habitat.

- 13.7. **Table 2-1, Comparison of Alternatives:** The first column in this table is titled "Land Use or Resource". Separate sections about flood plain habitat types and functions should be included under this title. Sections currently exist titled "Watershed Management" and "Wildlife and Fish Habitat Management", but these sections are broad and don't allow for differentiation between habitat types that would likely be affected. For example, aquatic habitat is an important component of the flood plain ecosystem and is not adequately covered in this section. Habitat types that could be evaluated separately include aquatic, riparian, upland, backwater, deep water, flood plain wetlands, sidechannels, etc. The effects to these habitat types evaluated in the environmental consequences section (Table 4-2) should include system effects that impact the dynamic sustainability of the habitat types.
- 14.8. **Table 2-1, Page 21:** The description of the preferred alternative on this page of the table indicates that conservation easements would be used where appropriate. However, in Table 4-1, page 87, the corresponding section indicates that conservation easement would not be likely. These sections should be checked for consistency. Please see General Comment #1 and the comment about landownership adjustment criteria in the cover letter for additional recommendations.
- 15.9. **Table 2-1, Page 21:** The last row in the table on this page discussed designation of the corridor as a Special Project Area to allow for use of the Land and Water Conservation Fund. It seems appropriate that any alternative that does not dispose of all land, or has options for retaining land (including the preferred alternative) should include this action.
- 16.10. **Table 2-1, Page 24 and 36, Livestock Grazing Management and Vegetation Management:** Cottonwood regeneration should be a primary goal for maintenance of the remaining riparian functions and habitat diversity. Because of the levee system, limited cottonwood regeneration is occurring. BLM should evaluate the remaining cottonwood regeneration potential within the corridor and develop actions to promote regeneration, or at least reduce impediments to regeneration. One example would be to manage grazing so that cottonwoods would have a greater chance of survival. This could mean allowing grazing to occur only in areas where cottonwoods are not likely to germinate.
- 17.11. **Table 2-1, Recreation Management, Page 33:** The Preferred Alternative discusses the actions under the Recreation Management category. Several of the actions defer the management decisions to the land receiving entity. This provides uncertainty in determining environmental effects. An analysis of environmental impacts can not be adequately understood until recreation management plans are developed. BLM should attempt to identify the general scope of such plans to help determine environmental impacts.

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Environmental protection and restoration should be an underlying theme across all alternatives, regardless of the predominant land-use approach.

- 9.3. **Planning Issues, Landownership Adjustment, Page 5:** This planning issue seems out of place in the document. Landownership would be more appropriately introduced in the description of alternatives since it is a mechanism to achieve a desired outcome. Emphasis on determining which entity should own the land detracts from the purpose and need of how activities on the land should be managed. Landownership is important, but it is a "means to an end", not necessarily an "end" itself.  
Landownership is an important indirect environmental stressor that should be evaluated in the alternative analysis. For example, the levees were installed to protect private land from flooding. An increase in the amount of private land in the flood plain area could increase the future demand for construction of additional levees or movement of existing levees inward, further constraining the river channel.
- 10.4. **Criteria for Analyzing Environmental Consequences, Page 6-7:** Understanding riverine flood plain functions and characteristics are important when discussing the environmental condition of river systems. Flood plain functions typical of northern Rocky Mountain river systems include: surface-groundwater storage and flow; nutrient cycling; retention of organic and inorganic particles; characteristic plant communities; aquatic invertebrate food webs, and vertebrate habitats; and flood plain interspersions and connectivity. Evaluating alternatives against important functions and characteristics would provide a better analysis of environmental consequences. A good reference resource for understanding and assessing flood plain functions is "A Regional Guidebook for Applying the Hydrogeomorphic (HGM) Approach to Assessing Wetland Functions of Riverine Floodplains in the Northern Rocky Mountains", August 2002, by the US Army Corps of Engineers. This document can be found at: <http://www.wes.army.mil/el/wetlands/pdfs/trcl02-21.pdf>. Although performing an HGM assessment at this stage in the RMP process may be difficult to complete in a timely fashion, this document provides useful information about evaluating effects on important flood plain functions.
- 11.5. **Criteria for Selecting the Preferred Alternative, Page 7:** This section lists the criteria to guide the selection of the preferred alternative. Because environmental condition is a primary consideration in selection of land-use activities, it would be appropriate to include the ability of the alternative to restore degraded riverine functions or other important environmental outcomes that can be accomplished.
- 12.6. **Alternative Formulation, Page 8:** An active approach to move the condition of the riverine system toward PFC should be included in the preferred alternative or evaluated for use in one of the other of the alternatives. Alternative C emphasizes environmental benefits through land use restrictions, but does not include direct restoration activities. The best restoration activities would be ones that begin to restore ecosystem function

3

- 18.12. **Table 2-1, Fish and Wildlife Habitat and Management, Page 39:** 1) The Preferred Alternative describes habitat improvements as the goal of the management action. This will help add or improve habitat areas. A reasonable improvement to the Preferred Alternative and Alternative C would be to address the improvement of flood plain functions. Some of these functions are identified in Specific Comment #4. It is understood that the levee system is the primary stressor to the these functions. However, the alternatives would be improved by including a management approach that identifies these shortcomings and sets actions and goals that would improve the existing condition. Table 4-2, Comparison of Environmental Alternatives, could subsequently contain environmental effects of each alternative on the important flood plain functions. 2) The description of the Preferred Alternative and Alternative C indicate that the acquiring or receiving entity would "make decisions regarding actions necessary to maintain wildlife habitat." This provides uncertainty for determining environmental impacts. Attempts should be made to determine future wildlife habitat decisions to better understand the environmental consequences.
- 19. **Page 71, Vegetation, Condition and Present Use:** This section describes the vegetation condition within the Snake River corridor. It would be helpful to include more information about the vegetation trends based on responses to the post-levee geomorphological regime. This would be useful for determining how each alternative would effect these trends, either positively or negatively.
- 20.13. **Page 75, Wildlife and Fisheries:** Additional descriptions are needed for the trend in the condition and amount of flood plain wetlands, connected and unconnected backwaters, side channels, and oxbows. Once this information is included, the alternatives could be developed to improve the condition and maximize system functions that maintain or create (within the constraints of the levee system impacts) these resources.
- 21.14. **Table 4-2, Page 99:** Table 4-2 describes the environmental consequences of the alternatives by land use or resource use type. For some of the categories, the consequences described are impacts to the land or resource use, not necessarily environmental consequences from the use itself. However, these sections provide a better description of how the alternative would be implemented.  
Other sections in the table, such as vegetation, visual resources, watershed management, and wildlife/fish habitat management begin to specifically address environmental consequences. When selecting the final alternative for the RMP, these latter sections should be relied upon when weighing environmental impacts of each alternative.
- 22.15. **Table 4-2, Page 140:** The first row in the table on this page discusses environmental consequences of landownership changes. The analysis in this category could be expanded for the alternatives where the property will be disposed. Ownership changes bring about different management approaches, causing different environmental impacts.

5

For example, selling property to private individuals would most likely increase home construction, judging from existing practices on private land in the planning area. The environmental impacts of how a receiving entity will use (or manage the uses of) the land should be better evaluated.

DAVE FREUDENTHAL  
GOVERNOR



STATE CAPITOL  
CHEYENNE, WY 82002

OFFICE OF THE GOVERNOR

May 15, 2003

24 17. **Cumulative Impacts of the Alternatives, Page 154, Second paragraph:** 1) The second paragraph on this page indicates that the BLM-administered parcels only cover less than 10% of the length of the Snake River between Grand Teton National Park and the South Park Bridge. It is unclear if this equates to the amount of 'between the levees' riparian area or if this amount refers to the total land in the planning area. On Map #1, it appears the BLM-administered land is greater than 10% 'between the levees'. The land between the levees is of focus here because it is a different environmental resource from the land outside the levees and should be evaluated differently. 2) This paragraph seems to discount the incremental effects of resource-use management on the BLM parcels. The effects from each incremental impact are considered together to understand the cumulative impact. Each alternative should be evaluated under this concept. For example, Alternative D indicates that all parcels will be disposed of without management restrictions. Sale of land to private individuals would result in more homes being built within the planning area. The environmental effects of these additional homes should be evaluated as an increase in effects from existing homes in the planning area. Reasonable assumptions could be made on the desire to build additional homes on the disposed of property.

26 18. **Cumulative Impacts of the Alternatives, Page 154:** This section contains the cumulative impacts analysis for each alternative. However, for each alternative, very little analysis of environmental impacts exist. Most of the writeup for each alternative is about how various resources will be used or the land-uses will be managed. Actions within each alternative should be evaluated to determine if incremental impacts are contributing to overall cumulative impacts from other land-use management practices within the planning area, particularly within the riparian corridor. Small incremental impacts could be significant depending on the importance of the overall cumulative effect and should be considered during final alternative selection.

Snake River RMP  
Kellie Roadifer, Team Leader  
Pinedale Field Office  
P.O. Box 768  
Pinedale, WY 82941

Re: Snake River Resource Management Plan-DEIS  
State Identifier Number: 1999-164

Dear Ms. Roadifer:

This office has reviewed the referenced Draft Environmental Impact Statement on behalf of the State of Wyoming. This Office also distributed the referenced document to all affected state agencies for their review, in accordance with State Clearinghouse procedures. Attached are comments from the Wyoming Game and Fish Department, State Historic Preservation Office and the Department of Agriculture.

The State of Wyoming has no objection to the proposed preferred alternative provided the attached agency comments receive your due consideration.

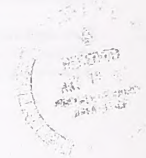
Please continue to provide this office with either (4) four hard copies or electronic copy (submit to [SPC@state.wy.us](mailto:SPC@state.wy.us)) of continued information for review and distribution to interested agencies. Thank you for the opportunity to comment.

Sincerely,

*Tracy J. Williams*  
Tracy J. Williams  
Policy Analyst

TJW  
Enclosures: (3)

Wyoming Game and Fish Department  
State Historic Preservation Office  
Department of Agriculture



TTY: 777-7860

PHONE: (307) 777-7431

FAX: (307) 832-2909

U.S. Environmental Protection Agency  
Rating System for Draft Environmental Impact Statements  
Definitions and Follow-Up Action\*

Environmental Impact of the Action

EO - Lack of Objections: The Environmental Protection Agency (EPA) review has not identified any potential environmental impacts requiring substantive changes to the proposal. The review may have disclosed opportunities for application of mitigation measures that could be accomplished with no more than minor changes to the proposal.

EC - Environmental Concerns: The EPA review has identified environmental impacts that should be avoided in order to fully protect the environment. Corrective measures may require changes to the preferred alternative or application of mitigation measures that can reduce these impacts.

EO - Environmental Objections: The EPA review has identified significant environmental impacts that should be avoided in order to provide adequate protection for the environment. Corrective measures may require substantial changes to the preferred alternative or consideration of some other project alternative (including the no-action alternative or a new alternative). EPA intends to work with the lead agency to reduce these impacts.

EU - Environmentally Unsatisfactory: The EPA review has identified adverse environmental impacts that are of sufficient magnitude that they are unsatisfactory from the standpoint of public health or welfare or environmental quality. EPA intends to work with the lead agency to reduce these impacts. If the potential unsatisfactory impacts are not corrected at the final EIS stage, this proposal will be recommended for referral to the Council on Environmental Quality (CEQ).

Adequacy of the Impact Statement

Category 1 - Adequate: EPA believes the draft EIS adequately sets forth the environmental impact(s) of the preferred alternative and those of the alternatives reasonably available to the project or action. No further analysis of data collection is necessary, but the reviewer may suggest the addition of clarifying language or information.

Category 2 - Insufficient Information: The draft EIS does not contain sufficient information for EPA to fully assess environmental impacts that should be avoided in order to fully protect the environment, or the EPA reviewer has identified new reasonably available alternatives that are within the spectrum of alternatives analyzed in the draft EIS, which could reduce the environmental impacts of the action. The identified additional information, data, analyses or discussion should be included in the final EIS.

Category 3 - Inadequate: EPA does not believe that the draft EIS adequately assesses potentially significant environmental impacts of the action, or the EPA reviewer has identified new, reasonably available alternatives that are outside of the spectrum of alternatives analyzed in the draft EIS, which should be analyzed in order to reduce the potentially significant environmental impacts. EPA believes that the identified additional information, data, analyses, or discussions are of such a magnitude that they should have full public review at a draft stage. EPA does not believe that the draft EIS is adequate for the purposes of the National Environmental Policy Act and/or Section 309 review, and thus should be formally revised and made available for public comment in a supplemental or revised draft EIS. On the basis of the potential significant impacts involved, this proposal could be a candidate for referral to the CEQ.

\* From EPA Manual 1640 Policy and Procedures for the Review of Federal Actions Impacting the Environment, February, 1987.

WYOMING  
GAME AND FISH DEPARTMENT



"Covering Wildlife - Serving People"

May 5, 2003

WER 9611  
Bureau of Land Management  
Pinedale Field Office  
Draft Environmental Impact Statement  
Snake River Resource Management Plan  
State Identifier Number: 1999-164

Office of Federal Land Policy  
Hershey Building, 1W  
122 W. 25<sup>th</sup> Street  
Cheyenne, WY 82002

Dear Sir/Madam/Staff:

The staff of the Wyoming Game and Fish Department has reviewed the Draft Environmental Impact Statement for the Snake River Resource Management Plan within the Pinedale Field Office area. We offer the following comments.

Terrestrial Considerations:

We support the preferred alternative to transfer parcels to another public land management agency or private non-profit land preservation entities. As we stated in our previous letters dated January 28 and May 31, 2000, the Snake River Corridor is a valuable wildlife and habitat resource, and is also important for public access.

From a habitat perspective, the BLM parcels along the Snake River Corridor from Grand Teton National Park to South Park Bridge are extremely important habitat for many wildlife species, including bald eagle, peregrine falcon, trumpeter swan, osprey, moose, elk, and mule deer. Various parcels provide crucial winter ranges, nest sites, and foraging areas for these wildlife species. If these parcels were placed in private ownership, they would likely be developed within a very short time, resulting in the irreplaceable loss of these habitat values. These parcels also provide important public access points and easements to the Snake River for recreation, hunting, fishing, hiking, and photography.

2 While we support the preferred alternative, we have concerns regarding the language in the Draft Environmental Impact Statement (DEIS) relating to the future management of wildlife habitat on these parcels. For wildlife and other resource impact analyses, the DEIS assumes that the entities acquiring these parcels or taking over management responsibility would be obligated under the terms of the transaction to apply management prescriptions to maintain them

Sir/Madam/Staff  
May 5, 2003  
Page 2 - WER 9611



Wyoming Department of State Parks and Cultural Resources  
State Historic Preservation Office

200 N. 14th Street, Cheyenne  
200 N. 14th Street, Cheyenne  
Barrett Building, 3rd Floor  
Cheyenne, WY 82002

(307) 777-7697  
FAX (307) 777-6421

April 16, 2003

Office of Federal Land Policy  
Herschler Building, 1 West  
122 West 25th Street  
Cheyenne, WY 82002-0600

RE: OFLP Project ID#: 1999-164. BLM-Pinedale, Snake River Resource Management Plan (RMP), Draft Environmental Impact Statement (DEIS) Teton County. (SHPO File # 0100RLC005)

Dear Sir or Madam:

We have reviewed the referenced document as requested by your transmittal letter of Feb. 14, 2003 (comment deadline May 5, 2003) and offer the following comments:

- 12 Cultural Resources, in accord with the National Historic Preservation Act (NHPA) and other related laws and regulations, are adequately addressed under all of the proposed Snake River RMP alternatives. However, alternatives "C" or "E" (reference DEIS pp. 13, 17 & 18) appear to be most in accord with the spirit and objectives of the NHPA.

Please refer to the above SHPO project control number 0100RLC005 in future communications dealing with this project. If you have questions, please do not hesitate to contact Robert York of our staff at 307-742-3054, or me at 307-777-6311.

Sincerely,

*Judy K. Wolf*  
Judy K. Wolf  
Review and Compliance Program Manager

Dave Freudenthal, Governor



John T. Keck, Interim Director

to "wildlife habitat" (page 2). On page 134 under Cumulative Impacts of the Alternatives, it is stated "While no specific restrictions for management would be placed on the parcels as they are transferred, acquiring agencies or entities would be required to manage the parcels to preserve public access, recreation use, open space, and wildlife habitat values."

If the parcels were transferred to public or other entities without specific restrictions tied to wildlife and public values, the transfer may have serious consequences for wildlife. It is difficult to determine how future transactions might affect wildlife within the context of this document. For example, under "Actions common to all alternatives" for BLM-designated sensitive species, it is stated: "the appropriate mitigation would be applied to prevent unnecessary and undue degradation. Mitigation would be consistent with the accepted management objectives and best practices for managing those species, where known." (DEIS, Table 2-1, page 16). The statement that appears in Table 2-1, Comparison of Alternatives (page 40), seems to contradict this by stating "The acquiring or managing agency or entity would make decisions regarding actions necessary to maintain wildlife habitat." Also, under Wildlife and Fish Habitat Management in Table 4-1 (DEIS, page 96), the assumption for analysis under the preferred alternative states: "The lands would no longer be subject to the Wyoming Standards and Guidelines after transfer or sale."

- 3 We recommend the Final EIS (FEIS) adopt specific restrictions for each of the 23 BLM parcels, in order to protect specific existing values. Some of the parcels have extremely high value for wildlife due to their size, diversity of habitat, location in relation to bald eagle nests, use as trumpeter swan wintering habitat and ungulate migration routes or winter ranges while other parcels have high recreation value and human use. By rating each parcel as to its highest and best value, the FEIS could clearly identify the best future management option for each parcel.

- 4 Environmental consequences listed for Wildlife and Fish Habitat are listed on pages 138-153. Some of these are beneficial and some are adverse to wildlife, and it is not clear how the preferred alternative will affect wildlife on the specific parcels over time.

- 5 In Chapter Three (Affected Resources), the DEIS states incorrectly that winter habitat for trumpeter swans is primarily located downstream from the Wilson Bridge. Trumpeter swans also winter north of the bridge, with an especially important concentration in BLM parcel # 7 at the confluence of the Gros Ventre and Snake Rivers. Our Department has designated the entire stretch of the Snake River from Moose south as trumpeter swan wintering habitat.

- 6 Information on the bald eagle should include that active nest sites occur on or adjacent to many of the BLM parcels. Also for bald eagle, the BLM Mitigation Guidelines for Surface-Disturbing and Disruptive Activities (Appendix 2, DEIS) state that the seasonal restriction for important raptor and grouse nesting habitat is February 1 to July 31. As the bald eagle is the most important raptor nesting along the Snake River corridor in Teton County, seasonal restrictions in the Greater Yellowstone Bald Eagle Management Plan (Greater Yellowstone Bald Eagle Working Group, 1995 update) should be incorporated for managing eagle nests in the

Sir/Madam/Staff  
May 5, 2003  
Page 3 - WER 9611



Wyoming  
Department of Agriculture

241 West 25th Ave., Cheyenne, WY 82002 • Phone: 307-777-7521 • Fax: 307-777-6593  
http://www.state.wy.us • Website: wyomingstate.wy.us

Dave Freudenthal, Governor  
John Eichegare, Director

May 12, 2003

Lynn Simons  
State Planning Coordinator  
Herschler Building 1st Floor East  
122 W. 25th Street  
Cheyenne, Wyoming 82002

Dear Lynn Simons:

Following are our comments on the Draft Environmental Impact Statement on the Snake River Resource Management Plan by the Pinedale Field Office of the Bureau of Land Management (1999-164).

Our comments are specific to WDA's mission within state government which is to assist the citizens of Wyoming to live safe and healthy lives, promote and preserve our agricultural community, be responsible stewards of our natural resources, and achieve integrity in the market place. As this proposed project affects the welfare of our citizens, our agriculture industry, and our natural resources, we believe it's important that we be kept informed of proposed actions and decisions and that we continue to be provided the opportunity to express pertinent issues and concerns.

We support the preferred alternative, but with an important suggestion:

- 7 The Department's concern that public use and access be maintained has been addressed in the Preferred Alternative of the Draft Environmental Impact Statement (DEIS). Disposal to other agencies, jurisdictions, and non-profit preservation entities would probably be the best avenue to retain this use.

Additional aquatic comments pertaining to the DEIS are:

- 8 Page 41, Table 2-1 Comparisons of Alternatives. We recommend that the last comment referring to prohibiting surface disturbance during spawning also include prohibiting surface disturbance during egg incubation.
- 9 Page 43, 1st paragraph of Climate and Meteorology. Elevation should be used in conjunction with slope exposure, not altitude.
- 10 Page 55, 2nd paragraph of Minerals and Meteorology and repeated on page 57, 2nd paragraph of Geothermal. In reference to Boyles Hill and Abercrombie Warm Springs, ownership may be wrongly identified. Boyles Hill is now in private ownership, and Abercrombie's old Warm Spring Ranch is in Grand Teton National Park.
- 11 Page 81, 1st line, the Bonneville reddsideshiner is currently identified as reddsideshiner.

- 13 We agree with the justification of the BLM to transfer these scattered parcels of BLM lands along the Snake River to another public land managing agency within 15 years with the BLM retention of mineral rights. We also agree with their option of actual land surface being retained by the BLM if partners could be found to take over management of public uses of these parcels.

- 14 We especially understand the need that "entities acquiring these parcels or taking over management responsibility would be obligated under the terms of the transaction to apply management prescriptions to retain lands, and maintain them for public access, recreation use, open space, and wildlife habitat." (p.9) However, we strongly recommend that this last phrase and similar phrases used throughout this DEIS be slightly modified to read "...open space, livestock grazing, and wildlife habitat" in the Final EIS and in the final Snake River Resource Management Plan. We believe the maintenance of livestock grazing on these parcels provides land managers an important additional tool and an added flexibility to better maintain the world-class natural resource values of this area.

The BLM officials acknowledge in several references in the DEIS the importance of retaining livestock grazing on these parcels. The Management Objective for Livestock Grazing Management on page 25 notes "Maintain or improve conditions for the benefit of livestock use, wildlife habitat, watershed values, and riparian areas." The Management Objective for Vegetation Management on page 37 states "Maintain or improve the diversity of plant communities to support wildlife habitat, watershed protection, scenic resources, and livestock grazing; control noxious weed infestations prevent their spread."

Sincerely,

*Bill Wichers*

BILL WICHERS  
DEPUTY DIRECTOR

BW:TC:as

page 118, under the Comparison of Environmental Consequences for Socio-Economics, the DEIS reports, " Given the importance of land disposal issues, protection of wildlife habitat, livestock grazing, minerals management, and the management of recreation to the Willingness to Pay considerations, ..."

This acknowledgment by the BLM of the importance of livestock grazing is appropriate. Livestock grazing possesses the ability, under proper management, to improve or enhance ecosystems as an integral part of those systems. Properly managed livestock and other agricultural practices can maintain or improve natural resources. Peer reviewed science and research has proven that proper grazing increases plant vigor, improves nutrient and water cycles, and is vital to the survival of plant communities. Plants have evolved with grazing. Grazing maintains a proper ecological balance by increasing plant diversity. Grazing exclusions statewide clearly illustrate that in the absence of grazing, plant communities become stifled, less vibrant, and slowly die out.

Livestock grazing can and should continue to be used on these parcels as a management tool. Livestock should continue to be used to improve natural resources on these lands just as fire, rest, technology, and living organisms are used. Livestock can be moved on a periodic basis to those lands needing attention. Their early seasonal use can be beneficial to increase palatability, restrict undesirable plant growth, and decrease competition for other desirable plants. Increasing or decreasing their time of use can affect undesirable plant growth patterns. Heavier stocking rates can change plant composition and encourage desirable plant growth. They can aid fire management with the removal of fine fuels. They can be intensely managed to obtain desired results. These livestock-grazing capabilities enhance our natural resources and achieve management objectives.

The facts are that livestock have amazing abilities to achieve BLM management objectives. They can reduce wildfire potential. They can reduce the threat of undesirable plants and noxious weeds. They invigorate and diversify our environment. They are an important commodity that helps provide food and fiber for the people of our nation. That food and fiber is an important export to help feed and clothe the people of our world.

Just as important, grazing of livestock on these public lands allows deeded land ranching to survive and that brings in valuable dollars to our rural communities and ensures open spaces, scenic vistas, and the tranquility that's free of development.

Private land ranchers use public lands grazing as an essential component of the ranching operation. Their deeded lands provide indispensable wildlife winter habitat and forage, while also contributing to the preservation of open spaces, the visual beauty of the area, and the traditional image of the historic rural landscapes of Wyoming and the West. As noted on page 141 under Wildlife Habitat for the preferred alternative, "Landowner changes could adversely impact wildlife if there is a subsequent increase in human presence in areas previously excluding general publics." The livestock grazing on these BLM lands allows the agriculture producer to continue to retain his deeded lands and thereby allows the ranchers to continue to provide increasingly valuable wildlife habitat, open spaces, and scenic vistas in this important valley.

As noted on page 87, under the preferred alternative, conservation easements would probably not be necessary as public entities would agree to manage these lands according to BLM management prescriptions.

Sand and gravel mining wouldn't be affected, as those operations would be occurring after the grazing season had ended and the mining would be occurring between the levees. Also, because of the existence and extent of the levee system, the DEIS notes on page 138 that action taken on public lands will most likely have only minor impacts on the channel condition and non-point source related quality.

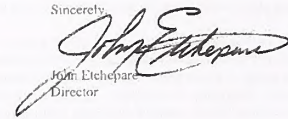
The environmental and social values of livestock grazing are gathering growing significance. Those values of critical winter habitat for wildlife, the scenic vistas and the open spaces are becoming increasingly valuable as developments destroy those values. The Jackson Hole valley has become a refuge for citizens from throughout our nation to escape over-development and to seek the tranquility and beauty of this area. Actions that remove livestock grazing from these BLM and deeded lands can, in turn, destroy or impair these increasingly desirable environmental and social values.

Decisions in the proposed plan should allow BLM officials, grazing permittees and company officials the opportunity to work cooperatively and the flexibility to make the best site-specific, case-by-case decisions that are in the best interests of the affected resources and citizens.

4 In recognition of the aforementioned advantages of livestock grazing, we generally support the preferred alternative, but with the understanding that entities acquiring the BLM parcels or taking over management responsibility would be obligated under the terms of the transaction to maintain them for livestock grazing as well as for wildlife habitat, open space, public access and recreation use.

In conclusion, we appreciate the opportunity to comment on the DEIS, we encourage continued attention to our concerns and recommendations, and we look forward to hearing about the actions and decisions regarding this project.

Sincerely,



John Elchepare  
Director

The BLM notes repeatedly throughout the DEIS the significance of minimizing development and preserving wildlife and scenic values. They stress the critical importance of protecting eagles' nests and other habitat for sensitive species. Government land managers can and should have the flexibility of using all the necessary tools, including livestock grazing, to manage and protect these environmental values in this area. In turn, livestock grazing can be adjusted by these managers and grazing permittees to meet natural resource objectives.

Officials of the BLM officials acknowledge that the ability to modify livestock grazing in the preferred alternative on page 23 where they state, "adjustments in the levels of livestock grazing would be made as a result of monitoring and after consultation with grazing permittees and other affected interests (including local and state government entities, as appropriate)." This statement provides a crucial advantage of retaining livestock grazing - the ability of the BLM range officials to work with grazing permittees to determine management strategies and to fulfill essential natural resource objectives on these lands.

Grazing permittees are intimately familiar with the area under study and possess irreplaceable long-term, on-the-ground knowledge. They understand that it's in their best interests to continue to serve as stewards for both the BLM and deeded lands. They are particularly aware of the impacts upon wildlife and livestock habitat of proposed management strategies. They are capable and willing to help to determine and fulfill management objectives for the area.

15 Another recommendation. In the interest of providing the public land managers the maximum flexibility possible to manage these lands, we believe that the wording for Alternative A is preferred over the wording of the Preferred Alternative regarding parcels not currently leased of livestock grazing. Rather than closing these parcels for all future applications, as stated in the preferred alternative, we believe the applications to graze should be addressed on a case-by-case basis, as mentioned in Alternative A. There may be times when the public lands manager may prefer to use livestock grazing as a tool to restrict undesirable plant growth, reduce fine fire fuels, or, in other ways, enhance the natural resources of identified parcels. The wording in Alternative A provides that flexibility and should be used in the RMP.

There are other advantages to ensuring that livestock grazing is retained on these parcels.

The congressional mandates for multiple use, including livestock grazing, would continue to be met. Certainly, livestock grazing fits the definition of multiple use that's used in the glossary of the DEIS, "...making the most judicious use of the lands for some or all of these resources..." As noted in the definition, range is an important renewable resource that we believe helps meet the present and future needs of the American people, makes the most judicious use of these lands, and fits in with the harmonious and coordinated management of the resources of these lands.

The settlement judgment regarding the Walton Ranch would continue to be upheld.

Patrick Huber  
721 E. 11<sup>th</sup> St.  
Davis, CA 95616

Dear BLM:

1 I am writing in regards to the Snake River RMP. I would like to urge the BLM to retain parcels in question in public ownership rather than disposing of them to private buyers. The Snake River provides essential habitat for a number of species in the area as well as providing world-class fishing opportunities. These lands should be managed for their ecological attributes rather than for sand and gravel mining, oil and gas development, off road vehicle use, or other detrimental activities. Further, in response to the contention that these scattered lands are difficult to manage, a concerted effort should be made to connect the parcels into a fully protected riparian corridor. In an era of rapidly diminishing natural areas throughout the West, opportunities such as this should be taken to preserve a little of what's left.

Sincerely,



Patrick Huber





United States Department of Agriculture

Forest Service

Bridger-Teton National Forest

340 N. Cache PO Box 1888 Jackson, WY 83001-1888

File Code: 1530 Date: May 16, 2003



kaho@montana.edu (Ken A Aho) 05/13/03 09:38 AM

To: pinedale\_wymail@blm.gov cc: Subject: Keep Lands in the Snake River Resource Area in Public Hands

Kellie Roadifer Snake River RMP Team Leader U.S. Bureau of Land Management Pinedale Field Office P.O. Box 768 Pinedale, WY 82941

Dear Ms. Roadifer:

Thank you for providing this opportunity to comment on the DEIS for the Snake River Resource Management Plan.

The 1,073 acres of surface lands and 15,123 acres of federal mineral estate in the Snake River Resource Area provide critical fish and wildlife habitat, world-class river recreation, and include some of the most spectacular scenery in America. It is for these reasons that I strongly urge the BLM to maintain these lands in public ownership and not to sell them to a non-governmental organization or private interests.

2 These lands should be managed primarily for fish and wildlife and low-impact recreation, not for potentially damaging extractive activities such as mining, oil and gas development, sand and gravel extraction, grazing, and off-highway vehicle use.

3 Instead of disposing of these valuable lands, I would like to see the BLM consolidate them by designating a Special Project Area and working with local land trusts to establish a contiguous protected corridor along the Snake River.

Sincerely,

Ken A Aho 3519 Sourdough Bozeman, MT 59715 kaho@montana.edu

Bureau of Land Management Pinedale Field Office P. O. Box 768 Pinedale, WY 82941

Thank you for inviting the Bridger-Teton National Forest to comment on your planning efforts for Bureau of Land Management (BLM) properties located in Teton County, Wyoming. We continue to be interested in the Snake River Resource Management Plan since decisions to be made as a result will have a direct and potentially profound effect on National Forest lands downstream and the river corridor in general. Our comments on the draft management plan are focused on the preferred alternative.

You are aware that the section of the river in which the BLM properties are located has been found eligible for potential inclusion in the National Wild and Scenic Rivers system. Some of the BLM parcels have become established access points for river recreation. Some are highly visible to floaters and other users and therefore have value as part of the natural appearance and scenery of Jackson Hole. Many species of wildlife that depend on the river's riparian corridor also benefit from continued public ownership and management of these parcels. Each year the Snake River corridor becomes more popular and pressures on both public and private lands for recreation, wildlife use, scenic values, sand and gravel resources, and for high-end real estate continue.

1 We believe it would be in the best public interest to retain these lands in some kind of public ownership and we would offer to assist in a couple of ways, should you be interested in pursuing a collaboration among state, local, and federal agencies and other interested parties. We encourage the formation of some kind of task group to include local citizens, landowners, agencies, non-profits and elected officials, with the purpose of helping to craft a long-term plan for managing the BLM properties in question. There are many people in this valley who value the river and desire long-term access to its amenities, and whose years of experience would be helpful toward this effort.

2 In regards to the ultimate disposal of BLM lands in Teton County, it is conceivable that the Bridger-Teton National Forest could manage, in an interim or longer-term arrangement, some of the parcels in question. Teton County is another obvious public entity that is a good choice for eventual ownership and management of other parcels such as the gun club site and Wilson Bridge boat launch. Although the forest normally does not acquire land outside of its proclaimed boundary, it can be done with Secretary of Agriculture approval and we would consider such an arrangement if it appeared that it was the best way to retain and manage the land for public purposes. We could also participate in a multi-party land adjustment that would result in these parcels remaining in public ownership, although this entails a lengthy process.



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Team Leader

In order to assure public access for recreation and management of these parcels into the future for attributes compatible with recreation and wildlife values of this potential Scenic River, we believe continued ownership by a local, state, or federal public agency is advantageous. We are willing to help however we can.

Sincerely,

Kniffy Hamilton

CAROLE 'KNIFFY' HAMILTON Forest Supervisor



Dmaynard@surside.net (Richard P. Maynard) 04/15/03 11:31 PM

To: pinedale\_wymail@blm.gov cc: Subject: Keep Lands in the Snake River Resource Area in Public Hands

Kellie Roadifer Snake River RMP Team Leader U.S. Bureau of Land Management Pinedale Field Office P.O. Box 768 Pinedale, WY 82941

Dear Ms. Roadifer:

I am writing to request that you seriously consider my input regarding the Snake River Resource Management Plan.

Of particular importance is the existing unspoiled fish and wildlife habitat. Man's history repeatedly destroys that which he yearns to own and use. Please do not sell or otherwise transfer the land, water, timber and/or mineral rights to any private concern.

2 Please manage these lands as wildlife habitat and wilderness recreation. No private financial enterprise should be allowed to be based in this area as it should be declared and managed as a contiguous Snake River protected corridor.

Please remember Aldo Leopold's words: "Wilderness is a resource which can shrink but not grow. It is only the scholar who understands why the raw wilderness gives definition and meaning to the human enterprise."

Sincerely,

Richard P. Maynard 331 Ogle St., #D Costa Mesa, Ca 92627 Dmaynard@surside.net



"Eric K. Simpson"  
 <eks@simpsonfinanci  
 al.com>  
 05/26/03 07:22 AM  
 Please respond to "Eric  
 K. Simpson"

To: <pinedale\_wymail@blm.gov>  
 cc: "Don Barney [JH]" <dbarney@tetonwyo.org>, "The Simpson Ranch"  
 <tsr@wyoming.com>  
 Subject: Snake River RMP - BLM Proposals Pending - Adjacent Owner  
 Registration of Interest

Monday, 26th May 2003 P&C

Reference: Subject - BLM Parcel - "Rabbit Ear" Surrounded by The Simpson Ranch (TSR)

Dear BLM - Pinedale Office:

We just learned of your currently active study on the possible disposition of various BLM parcels on The Snake River and around the valley. As an adjacent owner, with you, we have been monitoring this for some years, as your files will show.

Unfortunately it appears we have missed your study's public comment time frame, but we again wish to update you on our contacts and register our interests via this e-mail.

I have also just viewed the mapped interactive web site showing these various BLM parcels.

We always welcome any contacts with BLM regarding this piece or other community interest projects.

We actively help maintain various ditches, with Gene Linn, i.e. The Linn Ditch, Jarvis Ranch (now TSR) & Prosperity Ditch water rights, etc. and assist and work with the County and Army Corps and other property owners throughout the year.

We recently worked with Don Barney to improve the levee and fish spawning access, and other water features on our ranch and both up and down river. We are now working with Don and the Army Corp. to adjust levee easements to reflect those works.

Our property, owned by TSR Limited, of which I am the director, includes several small adjacent parcels, on the Snake River.

We also completely surround a very narrow BLM rabbit ear, connected into the Snake River.

Per the web site map, your 'in the river bottom piece' is about 400 + acres. This rabbit ear piece however is a strip piece only about 30 feet wide, and there is no other access to this (your) piece, save for via the river, and that (if any) easement does NOT in that location allow access to the river via the levee.

In viewing this map, web site, it incorrectly shows Jarvis Lane with a dotted line to this BLM 'ear' piece, which is NOT correct as Jarvis Lane does NOT connect, but stops at another of our property lines much

further back toward the highway, the Village Road.

We would greatly appreciate your keeping us directly updated on this study and your proposals, and providing your advice in reply on how we might help and work together.

I am scheduled to be at the ranch in mid-June. Telephone: 307 733 0188.

I could visit your offices say on Thursday or Friday, 19th or 20th June 2003 at your convenience.

We could then in person further review the above matters of mutual interest.

Looking forward to your reply, I remain,

Yours Faithfully,

Eric

Barbara & Eric Simpson  
 The Simpson Ranch  
 4012 Jarvis Lane  
 Wilson, WY 83014

TSR Limited, 11 Pollock's Path, House B, The Peak, Hong Kong

E-mail: [tsr@wyoming.com](mailto:tsr@wyoming.com) or [eks@pacific.net.hk](mailto:eks@pacific.net.hk)

eks/es



**TABLE A8-1  
BLM RESPONSES TO COMMENTS ON THE DRAFT EIS**

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 1-1            | The Draft SRRMP does not address the allocation of commercial recreation use permits. With the transfer of management to another entity, the authority to issue permits would then be the responsibility of the acquiring management entity. BLM may, however, enter a cooperative agreement for management of recreation uses in the interim preceding parcel transfer.   |
| 2-1            | The BLM does not have the authority to require the USFS to become the managing entity for public lands. However, the USFS could be a viable option for future ownership and/or management of the parcels.  |
| 3-1            | BLM agrees that the lands should be maintained in public hands. The BLM Proposed Plan provides for the transfer of parcels larger than 1 acre to another public land managing agency, or to other public or government entities. The land managing agencies would be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them for public access, recreation use, open space and wildlife habitat. Parcels less than 1 acre may be transferred to any interested agency or group or sold to private landowners. The Draft EIS did not identify specific entities to receive the parcels because none had yet been found. BLM's Proposed Plan emphasizes wildlife and wildlife habitat protection, particularly for endangered species. |
| 4-1            | Future owners of the parcels could erect signs to show where the parcels are located. See also the response to comment 5-1.  |
| 4-2            | Due to the land values, staffing and the time involved in processing land transactions to consolidate the scattered parcels into 5 or 6 larger parcels, consolidation of the parcels is not practicable at this time.  |
| 4-3            | BLM's Proposed Plan emphasizes wildlife and wildlife habitat protection, particularly for endangered species. The Proposed Plan also contains mitigations that would be applied if it becomes apparent that wildlife habitats are being damaged, such as changes to livestock grazing leases and limitations on the seasons and areas available for gravel extraction.   |
| 4-4            | See response to comment 3-1.   |
| 5-1            | Under the Proposed Plan, the entities acquiring the parcels or taking over management responsibility would be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them for public access, recreation use, open space and wildlife habitat.  |
| 5-2            | The Proposed Plan would transfer management decisions to the acquiring entity. Decisions related to the management of recreation use, including primitive camping, would be subject to the general objectives of maintaining access and recreation opportunities that are compatible with the protection of important wildlife habitat.  |
| 5-3            | While the BLM does not have the authority to require the USFS to become the managing entity of BLM managed public lands, transfer of some or all of the parcels or their management to the Forest is a viable option.  |
| 6-1            | See response to comments 3-1 and 5-1.  |
| 7-1            | See response to comment 5-1.   |
| 8-1            | See response to comment 5-1.   |
| 8-2            | See response to comment 3-1.   |

| COMMENT NUMBER       | RESPONSE   |
|----------------------|--|
| 9-1                  | The BLM's Proposed Plan is to dispose of the parcels to public land managing agencies, or to other public or government entities. Although BLM would not retain the lands, the entities acquiring these parcels or taking over management responsibility would be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them for public access, recreation use, open space and wildlife habitat.  |
| 9-2                  | See response to comment 4-3.   |
| 9-3                  | BLM's interdisciplinary planning team did not find these areas to have relevant or important values necessary for ACEC status. However, conditions on the transfer of the parcels to other agencies will provide that the lands be managed for wildlife habitat, recreation, public access, and open space.  |
| 10-1                 | See response to comments 3-1 and 5-1.  |
| 11-1<br>11-2<br>11-3 | The Proposed Plan would transfer this type of management decision to the acquiring entity. Decisions regarding the management of recreation use, including camping and posting signs on the parcels, would be subject to the general objectives of maintaining access and recreation opportunities that are compatible with the protection of important wildlife habitat.  |
| 11-4                 | Allowing the mining of gravel within the unvegetated river channel is the Proposed Plan. Thank you for your comment.   |
| 12-1                 | See response to comment 3-1.   |
| 13-1                 | See response to comment 3-1.   |
| 14-1                 | See response to comments 3-1 and 5-1.  |
| 15-1                 | See response to comment 5-1.   |
| 16-1                 | Thank you for your comment.  |
| 16-2                 | The BLM disagrees. We could conceivably transfer staff to Jackson, but it would not be "easily" done. While office space in Jackson could probably be found, workloads in the Pinedale Field Office are such that two or three staff positions cannot be spared to manage the Snake River lands. We have one recreation specialist, and that employee is currently heading 5 programs for the 928,000 acres of public lands in Sublette and Lincoln Counties that we manage from the Pinedale office. In addition, the budget for the Recreation program in Wyoming does not allow for additional positions to be hired to manage the Snake River lands. |
| 16-3                 | The BLM does not intend to invest resources in the development of a Special Project Area. Our Proposed Plan is to dispose of the parcels to public land managing agencies, or to other public or government entities. Designating a Special Project Area, thus allowing Land and Water Conservation Fund monies is not practicable.  |
| 16-4                 | See response to comment 3-1.   |
| 16-5                 | We have changed the Proposed Plan to address this issue. Our Proposed Plan is to dispose of parcels larger than 1 acre to another public land managing agency or agencies, or to other public or government entities only. We will not be transferring any parcels larger than 1 acre to private conservation groups. Parcels less than 1 acre may be transferred to any interested agency or group or sold to private landowners.   |

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 16-6           | <p>The Proposed Plan closes all BLM federal mineral estate to mineral leasing and mining of locatable minerals. In addition, federal mineral estate would be closed to sand and gravel mining, with the exception of the active, unvegetated portion of the Snake River channel. The projected demand for sand and gravel in the planning area is huge. In keeping with BLM's multiple use mission for public lands management, some gravel mining will be allowed in areas where the impact will be minimal. Sediment loading of the active channel is an ongoing process and gravel extraction is necessary in some areas to remove the buildup of sediment being transported by the Snake River from the landslide upstream on the Gros Ventre River and other sources. The effects of mining gravel in the Snake River channel would be mitigated through seasonal and other restrictions to protect wildlife habitat.</p>   |
| 16-7           | <p>The BLM has not documented a chronic situation involving overgrazing on the Snake River BLM parcels. We do not feel that elimination of livestock grazing is necessary in order to bring the allotments into compliance with the Standards. The Walton parcel did not meet Standard # 4 because of the season of grazing use rather than the level of use. This will be remedied by a change of grazing season, making the shrub component less vulnerable to herbivory by cattle. The Porter Estate parcel did not meet Standard # 4 due to an absence of a desired shrub component, but it could not be confirmed whether cattle or elk were the cause of this situation. Monitoring of this parcel is ongoing to determine a cause for its condition and appropriate action to bring it into compliance with the Standard.</p>   |
| 16-8           | <p>Thank you for your comment.</p>   |
| 16-9           | <p>You are correct in noting the potential for conflicts where motorized and intensive non-motorized activities occur simultaneously. The specific management prescriptions for OHV use would be determined by the acquiring management entity. Subsequent OHV limitations may be applied based upon the need to protect public health and provide for public safety.</p>  |
| 16-10          | <p>See response to comment 16-6.</p>   |
| 16-11          | <p>Where negative impacts to the Snake River ecosystem are identified and are the result of improper grazing management, appropriate actions will be taken which should reduce the impacts, as provided for in the Proposed Plan.</p>  |
| 16-12          | <p>The Proposed Plan provides that all motorized activities be limited to designated roads. This type designation would help prevent adverse impacts to soil, water and vegetation by reducing the potential for motorists to pioneer trails and roads.</p>  |
| 16-13          | <p>An effective Integrated Pest Management program uses chemical control as one of the available tools. In some cases this may be the only possible and economically viable option to prevent the spread of some extremely invasive weed species that are present on the Snake River parcels. BLM guidelines are strictly followed to prevent affecting other vegetation and wildlife. If streams and wetlands are involved, only those chemicals and methods that have been tested and are approved to be used in these areas are considered. If other methods of control are better suited for a particular species or area, then these are used in place of chemical control. In cases where other methods cannot control a problem, it is necessary to have chemical control options available. All methods of control and their effects are compared to how the invasive exotic affects the habitat and other plant and animal species and the appropriate method(s) are chosen. Not having all options potentially available may allow additional harm to selected habitats from exotic species.</p> |

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 16-14          | The BLM does not intend to invest resources in the development of a Recreation Area Management Plan (RAMP) at this time. While we recognize that recreation management issues and problems on the river grow greater each year, we are unable to invest staff time and operation dollars in developing a RAMP for parcels that we intend to transfer to other management entities. The acquiring entity or management entity would employ whatever strategies are deemed necessary to comply with the BLM general objectives of maintaining access and recreation opportunities that are compatible with the protection of important wildlife habitat and open space.  |
| 16-15          | We agree that a RAMP or similar recreation management plan for the river is necessary. However, we are unable to invest staff time and operation dollars in developing a RAMP for parcels that we intend to transfer to other management entities. It is our intention, through the Snake River RMP, that a local agency or agencies with more presence in Teton County and direct knowledge of the issues, would acquire management of recreation use of the river parcels. BLM would be willing to participate in developing a recreation management plan or strategy if another agency or public group could be found to take the lead on the effort. See also the response to comment 16-14.                     |
| 16-16          | Removal of the river levees is not within the authority of the BLM. Levee construction, maintenance and management are handled by the COE.   |
| 16-17          | Due to the location of some of the BLM parcels (Wilson and South Park Bridges) the exclusion of all rights-of-way is neither practicable nor does it follow regulations found in 43 CFR 2800.  |
| 17-1           | See response to comment 3-1 and 5-1.   |
| 18-1           | The Preferred Alternative did not identify specific entities to receive the parcels because none had yet been found. The many complications involved in managing the parcels, combined with the Proposed Plan's requirement to retain them in public ownership and manage them for wildlife habitat, public access, recreation, and open space have proved to make acquisition of the parcels unattractive for most public agencies in the Teton County area.  |
| 18-2           | Thank you for your comment.  |
| 18-3           | Thank you for your comment.  |
| 19-1           | See response to comment 3-1 and 18-1.  |
| 20-1           | Thank you for your comment.  |
| 20-2           | BLM manages the public lands as directed by FLPMA and other laws.  |
| 21-1           | See response to comments 3-1 and 5-1.  |
| 22-1           | See response to comments 3-1 and 16-3.   |
| 23-1           | See response to comments 4-3 and 5-1.  |
| 24-1           | <p>It is correct that a healthy grass community can effectively compete with noxious weeds and even reduce their invasion. Another point to consider in an environment already containing significant infestations of noxious weeds is that in the fall noxious weeds have produced their own seed source. (Hounds-tongue is a good example). Cattle are effective transport agents of these noxious weed seeds, especially those that cling to an animal's fur.</p> <p>We have modified the Proposed Plan to allow fall livestock grazing in cases where the allotment meets the Standards for Rangeland Health and the fall grazing follows a plan that will help to achieve vegetation management objectives.</p> |
| 25-1           | See response to comments 3-1, 4-2, and 16-3.   |
| 26-1           | See response to comments 3-1, 5-1, and 9-1.  |

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 26-2           | See response to comment 16-6.  |
| 26-3           | Thank you for your comments. To comply with the terms of the Snake River judgements, some roads and levees must be kept open to at least some vehicle use.   |
| 26-4           | See response to comment 3-1.   |
| 26-5           | The Preferred Alternative was developed with the assumption that the natural resource values of the Snake River could be maintained with a continuation of livestock grazing with proper management.   |
| 26-6           | The BLM would not collect public access fees under the Proposed Plan, mainly because we intend minimal management presence in the interim period prior to transfer of the parcels to other agencies. Future parcel owners could revisit the issue of public access fees.   |
| 26-7           | Under the Proposed Plan, the management of camping opportunities is reserved to the acquiring landowner or management entity.  |
| 26-8           | <p>Part of the objective of vegetation management is to maintain or improve the diversity of plant communities to support watershed protection and scenic resources. Vegetation management also strives to maintain or improve the area for whatever wildlife species are present and also for any other authorized uses of the area. One of the decisions being analyzed is the authorization of livestock grazing in certain areas. Whatever the final decision, the vegetation management objectives remain the same: plant communities in the planning area will be managed to maintain or improve their overall health and diversity.</p> <p>Regarding weed control, see response to comment 16-13. Also: Mechanical control is also one tool that has a place and is used when other methods are unable, by themselves, to provide the necessary control or eradication of the target weed species. It is used when necessary and in a manner that will protect the habitat as much as possible.</p> |
| 26-9           | See response to comment 3-1.   |
| 27-1           | BLM recognizes that there are competing management objectives, and that not all uses can be maximized. While the mission of BLM is multiple use, we recognize that not all uses can occur on all parcels. The Proposed Plan attempts to present a balanced array of uses while preserving resources such as wildlife habitat.  |
| 27-2           | Specific future management requirements, such as allowing staging areas for gravel production, camping, livestock grazing, and other uses, will not be included in the terms of parcel transfer. The future parcel owners will make these decisions.   |
| 27-3           | If the Recreation and Public Purposes Act is used to transfer lands to Teton County, an approved plan for management and development, with appropriate time frames, would be developed before the lease and/or patent were issued.   |
| 28-1           | The BLM disagrees. Omitted lands by definition are lands that were in place at the time of survey but are not shown on the original plat and which are so situated as to have been excluded from the survey by some discrepancy in the location of a meander line. The BLM parcels in question are omitted lands.  |

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 28-2           | Only very small portions of the private lands along the section of the Snake River in question do not have recreational easements. While we are not able to map the easements for the Final EIS, information on their location and allowed uses is available in the Pinedale BLM Field Office. Various attorneys in the Jackson area completed most of the recreational easements, and the wording used varies slightly. For example, the earlier recreational easements were broader in scope than the later easements that were approved. For the most part the public cannot use the uplands on private lands encumbered by the recreational easements; the easements generally only apply to lands in the Snake River channel that lie between the levees. The broader easements allow the public access to the levees, but never to lands upland of the levees. The later more restrictive easements preclude public access to the levees. Some clarifications have been made in the text in the Final EIS.   |
| 28-3           | The judgment that controlled this parcel is WYW-111715, and the title was quieted to the United States on March 28, 1988.  |
| 29-1           | Resource conditions that are non-conforming to the Rangeland Health Standards on a significant portion of a grazing allotment constitute a determination that the entire allotment is not meeting the Standard.  |
| 29-2           | There is a typographical error on page 210 of the Draft EIS; the text should have read "...Standard 4..." Parcel 9 did meet Standard 3. We have corrected this error in the Final EIS.   |
| 29-3           | We did determine, during evaluation of parcel 9 for compliance with the Standards for Healthy Rangelands, that livestock grazing was a cause for the parcel failing to meet Standard 4. The condition of the understory shrub community on parcel 9 also compares unfavorably to shrub conditions on adjacent parcels that are not leased for livestock grazing. See also response to comment 24-1, second part.   |
| 29-4           | The BLM interprets the final judgment of the US District Court differently. We feel we have conformed with the judgment and stipulation. We included pertinent language from the Stipulation for Entry of Judgment regarding the Walton Ranch Company's right to lease parcel 9 for livestock grazing in the Draft EIS on page 55. In compliance with the judgment, BLM has issued grazing authorization to the Walton Ranch Company for parcel 9, the Walton allotment, every year since 1996. The Snake River RMP constitutes a legally mandated planning process, as referred to in the stipulation for judgment, that could make the determination that parcel 9 should no longer be used for agricultural purposes. We have not made that determination. However, as a result of the failure of the allotment to meet Standard #4 of the Wyoming Standards for Rangeland Health, we have determined that changes in grazing management are necessary in order to comply with another portion of the Stipulation, which states that the United States agrees that the use of parcel 9 will be consistent with the maintenance of the parcel in an optimum condition for the protection and preservation of aquatic and wildlife habitat. |
| 30-1           | Thank you for your comment; see also response to comment 3-1.  |
| 30-2           | The BLM intends to close all federal mineral estate in the planning area to mineral leasing or development, with the exception of the Snake River channel, which will remain available for gravel mining.  |
| 31-1           | See response to comment 3-1.   |
| 31-2           | Mining of gravel within the active channel of the Snake River is the Proposed Plan; see also response to comment 16-6.   |
| 31-3           | See response to comment 3-1 and 5-1.   |
| 32-1           | See response to comment 3-1.   |

| COMMENT NUMBER | RESPONSE   |
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| 32-2           | Under the Proposed Plan, this parcel (parcel 27) would transfer to Teton County.   |
| 33-1           | The correction has been made in the Final EIS.   |
| 34-1           | The correction has been made in the Final EIS.   |
| 35-1           | Thank you for your comment.  |
| 36-1           | See response to comments 3-1 and 5-1.  |
| 36-2           | <p>BLM agrees that the lands should be maintained for public access. It is our opinion that recreation uses on the river can be managed more efficiently by a local, Teton County entity without the involvement of BLM. While we agree that a partnership for management of the boat ramp sites and recreation use is a good idea, BLM cannot mandate this partnership. We do plan to investigate options for cooperative management of recreation uses on the parcels.</p> <p>The BLM does not have a budget to manage recreation use for lands in Teton County. The Proposed Plan would provide assurance that river access sites would be maintained for public access regardless of land ownership.</p> |
| 37-1           | Only a portion of parcel 3 was located inside Grand Teton National Park. The portion of parcel 3 located outside the Park boundary remains a BLM parcel, and the acreage was correct in the Draft EIS, including only that area (approximately 12 acres).  |
| 37-2           | See response to comment 28-2.  |
| 37-3           | Thank you for your comment. Alternative A is the No Action alternative, and describes actions and impacts that could be expected to occur if the current BLM management direction were continued. Our current management direction does not include sale or transfer of the parcels.   |
| 37-4           | BLM maintains its opinion that retention of mineral estate in BLM hands, with the surface lands owned by other entities and possibly carrying conservation easements held by still other entities, would complicate land ownership and management.   |
| 37-5           | If all alternatives presented the same opportunity for parcel transfer or sale, then no range of alternatives or impacts would be presented in the EIS. Disposal or retention of the parcels carries impacts in itself, and the EIS attempts to show these impacts by allowing differing levels of land transfer in the different alternatives.  |
| 38-1           | Thank you for your comment.  |
| 39-1           | Our goal in the Proposed Plan is to allow management flexibility to the acquiring agency, while assuring that future management would generally provide for wildlife habitat, public access, recreation, and open space. Our intent is not to limit the options of the acquiring management agency within these broad guidelines. Allowing parcel transfers only to other government or public entities would preserve the public's right to have input on parcel management decisions.  |
| 39-2           | See response to comment 5-1.   |
| 39-3           | Thank you for your comment.  |
| 39-4           | Thank you for your comment. This change has been included in the Final EIS.  |
| 39-5           | See response to comment 16-3.  |
| 39-6           | This suggestion is not necessary. It effectively excludes the entire area from ROWs. Some rights of way can be implemented without adverse impacts to other resources. See also response to comment 16-17.   |
| 39-7           | Thank you for your comment; see also the response to comment 26-8.   |
| 39-8           | Thank you for your comment.  |
| 39-9           | Thank you for your comment; we have included some of your recommendations in the Final EIS.  |

| COMMENT NUMBER          | RESPONSE   |
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| 39-10                   | Thank you for your comment.  |
| 39-11                   | Thank you for your comment.  |
| 39-12                   | See response to comment 16-6.  |
| 39-13                   | The access referred to in this section applies strictly to access across public lands for the purpose of mining sand and gravel. References to recreational access are inappropriate in this section.  |
| 39-14                   | Thank you for your comment.  |
| 39-15                   | See response to comment 39-1.  |
| 39-16<br>39-17<br>39-18 | The BLM agrees with your assertion that a RAMP would provide the proper foundation to manage recreation use and protect other values; however the Proposed Plan would authorize the acquiring entity to employ whatever strategies deemed necessary to comply with the general objectives to maintain public access and recreation in a manner compatible with important wildlife values. Currently the BLM does not have the resources to manage the lands for optimum public benefit. See also responses to comments 16-14 and 16-15.  |
| 39-19                   | Within the context of allowing management flexibility, the BLM would not constrain the acquiring agency's option to consider a public process to authorize the development of a boat access near the South Park Bridge. A decision within this RMP addresses only the potential for development of a boat access at the South Park Bridge; it does not authorize boat ramp construction.   |
| 39-20                   | See comment 39-16.   |
| 39-21                   | Thank you for your comment.  |
| 39-22                   | See first part of 26-8.  |
| 39-23                   | Thank you for your comment.  |
| 39-23                   | Thank you for your comment.  |
| 39-25                   | Thank you for your comment.  |
| 39-26                   | Thank you for your comment.  |
| 39-27                   | Thank you for your comment.  |
| 39-28                   | The protection of wildlife corridors is a subset of managing wildlife habitat. The corridors are generally season-of-use specific, which does allow for alternate uses during other seasons. Because the habitats along the Snake River are unique and essential to a high diversity of wildlife, the BLM agrees that "sound conservation biology" should be applied to the management actions governing all the resources.  |
| 39-29                   | Mitigation measures on any project to prevent potential or predicted adverse effects, or to restore resources after the effects have occurred, is a common approach in resource management. We agree that the wording needs clarification so as to demonstrate that there are several possibilities for mitigation, including not allowing a project if the potential adverse impacts to aquatic resources are unacceptable. However, there could be projects that will fall outside of BLM jurisdiction, or that will provide a greater public need (such as health and safety) where it will not be possible to mitigate all adverse impacts. We have made some clarifications in the Final EIS to address your comment. |
| 39-30                   | The BLM agrees that a minimum amount of fencing is most beneficial to wildlife and that proper analysis is necessary for both the retention and the construction of new fences. Where new fences have been determined to be necessary, the BLM is obligated to ensure that these conform to BLM wildlife-friendly standards in Fencing Manual Handbook H-1741-1. Existing fences can be maintained without analysis, but must conform to BLM fencing standards.  |



| COMMENT NUMBER | RESPONSE   |
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| 39-31          | The BLM has not proposed a land sale to the Jackson Hole Land Trust (JHLT). This is JHLT's proposal, and has not yet been officially submitted to BLM. The BLM Proposed Plan provides for the transfer of the parcels to another public land managing agency, or other public or government entities. The land managing agencies would be obligated under the terms of the transaction to apply management prescriptions to retain the lands, and maintain them for public access, recreation use, open space and wildlife habitat.  |
| 39-32          | See responses to comments 16-14 and 16-15.   |
| 40-1           | See response to comment 3-1.   |
| 40-2           | See response to comment 16-6.  |
| 40-3           | Thank you for your comment. Grand Teton National Park has advised us that their interest in the BLM Snake River parcels is only as trading stock to acquire inholdings within the Park; under this scenario the BLM parcels would end up in private ownership. The Bridger-Teton National Forest has, in the past, expressed the same interest in using the BLM parcels as trade stock for acquiring private inholdings within the Forest boundary. See also response to comment 18-1.   |
| 41-1           | It is correct that public input in management of the parcels would be lost if the parcels were to become privately owned. We have considered this impact and its meaning to the public in Teton County in determining our Proposed Plan. Options allowing private sale have been deleted from the Proposed Plan, except for parcels less than 1 acre in size. Also see response to comment 3-1.  |
| 41-2           | See response to comment 5-1.   |
| 41-3           | Thank you for your comment.  |
| 41-4           | Thank you for your comment. All these options are viable under the Proposed Plan.  |
| 42-1           | See response to comments 3-1 and 5-1.  |
| 43-1           | Less commercial use may well reduce impacts to wildlife; however few benefits will be realized without a balanced approach to the management of all recreation use. The proposal by Teton County to develop a boat access at the South Park Bridge on public lands is for the purpose of reducing the potential for serious injury or death. The BLM believes the greater public benefit would be to allow this development if in fact it adequately addresses the issue of safe access. If the decision were made to allow the use of parcel 26 for a public boat access, mitigation practices would be implemented to reduce impacts to wildlife, visual resources and the quality of life. Regarding the issue of high water eliminating boat access, the BLM recognizes that at times the Snake River's high flow and volume make most boating access impractical. See also response to comment 39-19. |
| 43-2           | The Proposed Plan attempts to address the public preferences expressed in the Contingent Valuation Methodology (CVM) survey, while allowing for uses necessary to protect public safety and allow recreation access to the public.   |
| 44-1           | See response to comment 5-3.   |
| 44-2           | See response to comment 3-1.   |
| 45-1           | See response to comment 5-1 and 41-1.  |
| 46-1           | See response to comment 5-1.   |
| 46-2           | The Proposed Plan defers decisions specific to recreation activities other than for day use to the acquiring management entity. See also response to comment 5-2.  |
| 46-3           | See response to comment 3-1 and 41-1.  |

| COMMENT NUMBER | RESPONSE  |
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| 46-4           | For any land transfers that BLM carries out, a public process would be included and would allow for public input on the specific transfer being considered. Options allowing private sale of the parcels have been deleted from the Proposed Plan, except for parcels less than 1 acre in size.   |
| 47-1           | See response to comment 3-1 and 5-1.  |
| 47-2           | The Proposed Plan defers decisions relative to signing and other recreation management actions to the acquiring entity.   |
| 47-3           | See response to comment 5-1, 39-31 and 41-1.  |
| 48-1           | See response to comments 3-1 and 5-1.   |
| 49-1           | See response to comment 3-1 and 5-1.  |
| 49-2           | See response to comment 5-3.  |
| 50-1           | See response to comment 5-1.<br><br>It is true that changes in ownership of the parcels, even to other public agencies, may affect their availability for hunting. We have added this to the impact analysis in chapter 4 of the Final EIS.   |
| 51-1           | See response to comment 3-1,5-1, and 41-1.  |
| 52-1           | We have determined that sale of the parcels at less than fair market value to private conservation groups is not in the public interest. See also response to comment 41-1.   |
| 52-2           | See response to comment 5-1.  |
| 53-1           | Thank you for the information concerning your Aquatic Integrity analysis. We agree that this area is a key fishery and water quality area. We will consider your information in the development of the RMP.<br><br>The BLM recognizes the unique values associated with the entire Snake River corridor through the Jackson Hole valley. This area has been instrumental in the recovery of the bald eagle population as well as providing important migration and nesting habitats for other wildlife species. A major focus of the Proposed Plan is to retain habitat diversity for a viable wildlife population. The Proposed Plan does eliminate oil and gas leasing and development and mining from BLM lands and mineral estate. BLM's mandate for multiple resource management allows for proposals to develop salable minerals. Each proposal would be analyzed on a case-by-case basis so as to prevent adverse impacts to wildlife populations. |
| 54-1           | It is true that many specific options for transfer or management of the BLM parcels are available. It is not the purpose of the Snake River RMP EIS to analyze every specific land transfer that would be possible. It is the intent of the RMP to determine whether land transfers will be considered, and under what conditions. Specific proposals to transfer land would then be analyzed at a later date, and would have to meet the conditions laid out in the RMP. The Proposed Plan requires that lands can only be transferred to public land managing agencies or other public or government entities; that the lands must be maintained in that or other public ownership, not sold to private owners; and that the parcels must be managed for wildlife habitat, recreation, public access, and open space.   |
| 55-1           | Thank you for your comment.   |
| 55-2           | Thank you for your comment. We acknowledge the popularity of this area for recreational use.  |
| 55-3           | Thank you for your comment. We have incorporated the information you referenced.  |
| 56-1           | See response to comment 3-1.  |

| COMMENT NUMBER | RESPONSE  |
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| 56-2           | This is true. The habitats along the Snake River are very important to wildlife and fisheries. The functionality of the floodplain, however, is no longer pristine and it is doubtful that it can be returned to a 'pre-leveed' state. The BLM lands that are currently 'un-leveed' will remain so as long as there is no over-riding public need (such as health and safety) or other issues that may arise. The functionality of the lotic riparian system through this area is considered by BLM to be 'non-functional'; meaning that the system is clearly missing some parameters that make it susceptible to degradation. The riparian areas behind the levees and in other portions of the river have a new potential and are really just sub-irrigated riparian/wetland areas. These areas will be managed for that potential in at least a proper functioning condition. |
| 56-3           | See response to comment 3-1.  |
| 56-4           | Thank you for you interest in helping to implement the Proposed Plan. The proposal you present complies with the Proposed Plan. We are interested in talking further with the Snake River Fund about how to implement your suggested interim management of the parcels and their ultimate transfer to local agencies.   |
| 56-5           | See response to comment 16-15.  |
| 57-1           | See response to comment 3-1 and 5-1.  |
| 58-1           | The Biological Assessment for the Snake River RMP will contain specific conservation measures for those species covered by the Endangered Species Act and identified to be present or to have potential habitat on BLM lands. The "reasonable and prudent measures" and "terms and conditions" which will be forthcoming in the Biological Opinion from the U.S. Fish and Wildlife Service will be incorporated into the RMP for wildlife protection.   |
| 58-2           | The need for conservation easements would be determined on a case-by-case basis, depending on the type of land transfer being considered and the proposed recipient. Clarifying statements about conservation easements are not appropriate here in the discussion of cumulative impacts. This option is included so that we can implement a conservation easement if it becomes necessary.   |
| 58-3           | The BLM concurs that Section 7 consultation under the Endangered Species Act should occur prior to land disposal. This clarification has been added to the Final EIS.   |
| 59-1           | The Proposed Plan attempts to retain the public land parcels in some form of public ownership, with management for public access, recreation, open space, and wildlife habitat, by an agency with a presence in Jackson Hole that could manage the lands more efficiently than the BLM.   |
| 59-2           | See response to comments 46-4 and 54-2.   |
| 59-3           | The greatest impact on the condition of the river is the flood control levees, which are not constructed or managed by the BLM. It is true that recreation use issues have emerged over the last 5 years or so and need to be addressed, but these issues have not yet progressed to the level where they impact overall river health.  |
| 59-4           | It is our opinion that recreation uses on the river can be managed more efficiently by a local, Teton County entity without the involvement of BLM. See also responses to comments 16-15 and 36-2.  |
| 59-5           | The BLM acknowledges the need to address the recreation use issues you presented. For this reason the BLM proposes to relinquish its management responsibilities to the entities most capable of properly managing this valuable public resource. See also response to comment 36-2.  |
| 59-6           | See response to comments 3-1 and 5-1.   |
| 59-7           | See response to comment 54-1.   |

| COMMENT NUMBER | RESPONSE  |
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| 59-8           | See response to comments 3-1, 5-1, 54-1 and 59-1.   |
| 59-9           | Officials from the Bridger-Teton National Forest have told us on more than one occasion, notwithstanding their comment letter on the Snake River RMP DEIS, that they are unable to acquire any more river recreation management responsibilities in Teton County. We have not approached the BLM office in Idaho Falls because managing the Snake River in Jackson Hole from Idaho Falls seems more impractical to us than managing it from Pinedale. The Proposed Plan lays out requirements for the future management of the parcels, including retention in public ownership and management for wildlife habitat, public access, recreation, and open space, that most public agencies are not interested in or are incapable of carrying out for these parcels. |
| 59-10          | The BLM agrees that a formal coordinated planning process is necessary to address recreation management and other issues. A well-developed plan would provide the basis for maintaining quality recreation experiences while protecting the other important resource values enjoyed by the public on the Snake and Gros Ventre Rivers. The general management objectives for the RMP are to maintain public access and protect important wildlife values. The BLM would seek to maintain these values regardless of future land ownership. See also responses to comment 16-14, 16-15, and 36-2.  |
| 59-11          | See response to comment 5-2, 16-14, 16-15, 39-1, and 59-10.   |
| 59-12          | See response to comment 39-31, 46-4 and 54-1.   |
| 59-13          | Unlike the Bridger-Teton National Forest or the Grand Teton National Park, the Bureau of Land Management (BLM) does not have a physical presence in Jackson Hole. BLM understands that the public is concerned about preserving public use of public lands and river access along the Snake River. The Proposed Plan attempts to achieve improved management of the parcels and enhanced management presence on the parcels while retaining public access, recreational opportunities, wildlife habitat, and open space. There are a variety of ways to accomplish this goal, which can be explored following completion of the RMP. Specifics of who manages the parcels do not need to be spelled out in this document, as long as the goal is safeguarded.       |
| 59-14          | We are unable to extend the comment period on the DEIS, and do not find it necessary. Comments were solicited on the DEIS, not on any proposal that might be submitted by any group. A formal proposal from the JHLT has not yet been received. The purpose of the RMP EIS is not to analyze any specific proposal, but to establish the broad terms under which land transfers might take place.   |
| 60-1           | Thank you for your comment. The Proposed Plan does not include this option, as it was determined not to be in the public interest. See also response to comments 41-1 and 52-1.   |
| 61-1           | See response to comment 3-1.  |
| 61-2           | The provision of recreation facilities, management of recreation opportunities and use, including camping, will become the new managing entities' responsibility.   |
| 61-3           | Thank you for your comment.   |
| 62-1           | See response to comment 59-1. Riparian Proper Functioning Condition (PFC) is not going to be reached on the Snake River while the levee system exists; and removing the levees is impractical, a safety hazard, and not within the power of BLM. A group such as this could be formed under the terms of the Proposed Plan in the interim prior to parcel transfer, to determine river management needs and the most appropriate parcel transfer methods and recipients.  |

| COMMENT NUMBER | RESPONSE   |
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| 62-2           | Landownership of the parcels is a central issue to the RMP because determining the long-term ownership of the parcels plays into the determination of how much management time and money should be invested in the parcels by BLM. We recognize the limitation on evaluating the impacts on the parcels due to future changes in ownership. This in itself is part of the impact analysis; the unknown character of future management and its impacts if BLM does not retain the parcels is an impact of choosing the Proposed Plan. |
| 62-3           | See response to comment 39-1 and 62-2.   |
| 62-4           | It is true that management of scattered parcels has difficulties no matter who is managing them. BLM's opinion is that management of these parcels would be more efficient if carried out by an agency with a management presence in Jackson Hole.   |
| 62-5           | See response to comment 54-1.  |
| 62-6           | See response to comment 59-4 and 59-13.  |
| 62-7           | While it is true that the Snake River is in less than Proper Functioning Condition (PFC) because it cannot access its floodplain to dissipate stream energy and maintain streamside plant communities, BLM disagrees that this should be a central issue to the RMP. This EIS and RMP address issues identified through our public participation and scoping process, including cooperative management of lands under differing ownerships, recreation management, development of construction materials, and land ownership.        |
| 62-8           | Environmental protection underlies all of the alternatives except, perhaps, Alternative D. Each alternative seeks to resolve the planning issues while minimizing impacts; where impacts would occur, they are revealed in Chapter 4. See also response to comment 62-7.   |
| 62-9           | Landownership adjustment is a planning issue because BLM has received many proposals from private landowners to acquire parcels. Because of the value of land in Jackson Hole, the desire of landowners to acquire the parcels, and their value as a recreational resource to the public in Teton County, a decision specifically regarding whether the parcels can be transferred or sold, and under what conditions, is very necessary and a central issue to the plan.  |

| COMMENT NUMBER | RESPONSE   |
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| 62-10          | <p>It is important to understand the relatively small size and positions of the BLM parcels in relation to the Snake River system. Extensive levee systems bound both banks of the river along the reach where the parcels are located. This results in a highly confined river system and the creation of two different types of BLM parcels, those within the levee system and those outside.</p> <p>Within the Levees<br/> Given the small size of the BLM parcels in relation to the Snake River system and the continued presence of the levee system on both sides of the river, management of the BLM parcels within the levee system would have little if any affect on the large scale hydrologic functioning of the river within the levees. The presence of the levees has resulted in a general erosion of the channel between the levees with areas of localized deposition at points of constriction, such as Wilson Bridge. The existing system of levees will most likely remain or even expand during the life of this plan. The BLM parcels must be managed with this condition in mind. In fact, the presence of the levee system has most likely resulted in the loss of the land surface of parcel 5 and the active erosion of several other parcels.</p> <p>Given the results of past flow events on parcels that are as vegetatively stable and close to natural conditions as possible, maintaining or improving vegetative conditions on the parcels within the levees can slow but not prevent the erosive process. The COE is pursuing several actions to stabilize the channel between the levees that the BLM has cooperated with. Under all alternatives, BLM would continue to cooperate with the COE channel stabilization efforts and maintain and improve vegetation. Stipulations that would continue these policies would be applied as conditions of transfer if management responsibilities were transferred to other entities. So, everything that can be done on the BLM parcels to improve hydrologic functions within the levees has been done and will continue to be done, even if the surface management of the parcels changes as a result of this plan.</p> <p>Outside the Levees<br/> The existence of the levees has changed the potential of several of the wetlands associated with the Snake River from a lotic riverine floodplain to a lentic sub-irrigated meadow and forest. Because the levees will most likely exist throughout the life of this plan this results in the need to manage such areas for their new levee induced potentials. Because of their locations on the lower energy side of the levees, such systems have shown and will most likely continue to show a greater degree of vegetative cover and surface stability than the parcels located within the levee system. Under all alternatives, the BLM parcels would be managed to maintain or improve existing vegetative cover.</p> <p>The parcels have been and will be maintained to provide the greatest benefit to the public but will most likely have only limited local effects. Given the relative size of the BLM parcels to the Snake River system, the BLM parcels have much less effect on the landscape scale hydrology than the dams and levees. What can be done to maintain and improve the hydrologic functions of the Snake River from the BLM parcels has been done and will continue to be done under all alternatives, but the overall hydrologic condition of the area will be determined by actions taken by other agencies and individuals.</p> |

| COMMENT NUMBER | RESPONSE  |
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| 62-11          | BLM's power to affect riverine function or other environmental conditions in the Jackson Hole valley is extremely limited by the small size and detached nature of our parcels. BLM feels that the criteria for selecting the Preferred Alternative are appropriate as listed in the DEIS. See also response to comment 62-10.  |
| 62-12          | <p>See response to comment 62-1, 62-10, and 62-11; BLM feels that the approach used in formulating the alternatives for the DEIS was appropriate.</p> <p>It should be recognized that, due to the levee system, the lotic riparian system is now clearly lacking some functional properties, particularly in relation to floodplain access. The levee system is not under the jurisdiction of BLM management. Between the levees BLM does not believe that the river can be restored to a state of PFC.</p> <p>The levees create a different kind of potential for the riparian system behind them. We now consider these areas more of a lentic wetland or sub-irrigated riparian area, with the exception of the small streams/canals that cross a couple of parcels. BLM intends to manage them as such in at least proper functioning condition for their new potential. There is no proposal to return the river to an un-leveed system with an active floodplain and that is beyond the scope of this document. However, the plan does put in place the guidelines for management of the parcels that will allow for site-specific actions for restoration, recovery, enhancement or preservation of aquatic, riparian and wetland habitats to occur.</p> |
| 62-13          | There are no specific projects developed concerning aquatic resources in the RMP. This level of planning and analysis would be more appropriate in the Activity or Project level of planning and implementation. The RMP level of planning is by and large broad by nature. It sets in place the guidelines that will allow for site-specific actions for restoration, recovery, enhancement or preservation of aquatic, riparian and wetland habitats to occur. Some of these parcels are already identified as important in restoring or enhancing fish habitat and are part of a multi-agency/group project in site specific planning. Most of the parcels have similar potentials but there is not a current proposal for parcel-by-parcel projects. More in-depth inventory and analysis would be needed at that time.   |
| 62-14          | These statements are not inconsistent. While we feel that conservation easements would not be necessary under the Proposed Plan, the plan leaves open the option of using them if they were to become necessary to implement some land transfer option that might be proposed.  |
| 62-15          | Thank you for your comment. The option of creating a Special Project Area for use of LWCF funds is included in some alternatives and not in others in order to provide a range of alternatives for analysis.  |
| 62-16          | <p>Management objectives are to maintain or improve ecological conditions and the diversity of plant communities for the benefit of wildlife habitat, watershed protection, and riparian areas. The remaining cottonwood stands that have the proper natural conditions remaining for reproduction after the levee construction are important elements of the Snake River Corridor and are considered in all management decisions.</p> <p>Our livestock grazing management decision allowing for adjustment in the level of livestock grazing and the terms of grazing leases (provided for in the grazing regulations) provides for this type of management for cottonwood regeneration.</p>   |
| 62-17          | See response to comment 39-1 and 62-2.  |

| COMMENT NUMBER | RESPONSE  |
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| 62-18          | The improvement of floodplain function may be moot with the levee system in place. 'Irrigating' the riparian area behind the levees is one possible project to maintain the riparian plants and wetlands. There may be many such projects that could be devised, but these types of things would be more appropriately addressed at a more specific and detailed project planning stage. The RMP land use level of planning should just set the stage for such future actions.  |
| 62-19          | See response to comment 62-2.   |
| 62-20          | We use all available information in analyzing and determining how various management decisions affect vegetative condition. These data are extensive and available for review in our files.   |
| 62-21          | Though the exact type of wetland or riparian function is not calculated by acreage for each parcel, they are generally the same (i.e. cottonwood/willow/sedge-rush/and other riparian shrubs). Restoring floodplain characteristics may be a moot point considering the existing levee system and is not a goal of this plan. What is a goal is to maintain or enhance the riparian/wetland system behind the levees considering their new potential as a sub-irrigated riparian/wetland site. Also, there are some streams/canals that provide some habitat that will also be maintained or enhanced. The land use plan sets in place the guidelines that will allow that to occur. Specific projects for enhancement would be more appropriately addressed at the Activity or Project level planning stage. |
| 62-22          | Table 4-2 is intended to list the impacts to each land use or resource category. Thank you for your comment.  |
| 62-23          | See response to comment 62-2.   |
| 62-24          | 10% was an underestimate of the proportion of the length of the Snake River occupied by BLM public land surface. Public lands actually occur along 29% of the Snake River between Grand Teton National Park and the South Park bridge. However, the parcels occur randomly spaced along a very narrow corridor, and this number overestimates the total amount of the river's riparian area or former floodplain that is managed by BLM.  |
| 62-25          | While BLM feels that the majority of the parcels are inappropriate as building sites, we have added some language on the potential development of the parcels under Alternative D to the narrative.   |
| 62-26          | We have tried to clarify the cumulative impact analysis section. However, since an RMP is a broad-based document and most specific impacts are determined at the activity planning level, impacts in this section tend to be somewhat general in nature.  |
| 63-1           | Thank you for your comment.   |
| 63-2           | See response to comment 62-2. While BLM intends the parcels to be managed for wildlife habitat and for future owners to cooperate with the Wyoming Game and Fish Department, you are correct in noting that it is impossible to predict how the effects of ownership transfer will actually play out. However, before transfer of any particular parcel could occur, a public process would take place.   |
| 63-3           | This is an interesting proposal. However, creating a rating system for each parcel would be more appropriate at the activity planning level. It would be a good idea to inventory each parcel prior to transfer for habitat quality, diversity, potential and need. As far as fisheries are concerned, some of these parcels are already identified as important in restoring or enhancing fish habitat and are part of a multi-agency/group project. Future restoration, enhancement, or even preservation work for fisheries would benefit from a future classification by parcel. See also response to comments 27-2 and 39-1.   |



| COMMENT NUMBER | RESPONSE  |
|----------------|---|
| 63-4           | <p>The information in Table 4-2 presents the impacts to wildlife habitat from each individual management action. Cumulative impacts are presented at the end of Chapter 4. Complicating the impact analysis for the Proposed Plan, it is impossible to determine exactly the impacts on wildlife habitat that would occur due to actions taken by future parcel owners.</p> <p>For fisheries it is not necessary to distinguish between parcels. Though there are some minor variations between parcels, splitting them out individually would not be useful at this level of plan.</p>   |
| 63-5           | <p>While the WGFD may designate the entire stretch of the Snake River from Moose south as trumpeter swan wintering habitat, the data provided by the WGFD and those referenced from the USFWS, COE, and the NPS do not support the assertion that this entire reach of the Snake River is either used by or essential to the sustainability of the trumpeter swan population. Protection of wildlife habitats is a major objective of the Proposed Plan. Those areas where trumpeter swans have an identified presence would be protected by the appropriate land use restriction or management prescription.</p>   |
| 63-6           | <p>The final protective measures for bald eagles will be determined as defined by the Statewide Programmatic Bald Eagle Biological Assessment (BA), which is currently being finalized jointly with the U.S. Fish and Wildlife Service. The use of seasonal restrictions for various activities in bald eagle habitats will be identified in the BA. Under the Endangered Species Act (ESA), the U.S. Fish and Wildlife Service is the regulating authority for all species covered by the protection of ESA. While bald eagle nesting may in fact be present on or near BLM parcels, it is a concern of WGFD and BLM that the specific locations of these nesting areas not be identified in public documents so as to provide a level of anonymity for their protection from inappropriate human disturbance.</p> |
| 63-7           | <p>Thank you for your comment.</p>  |
| 63-8           | <p>This is a good idea and will be included in the document. As always, the actual dates to be used for spawning and egg incubation, will be determined through coordination with WGFD as needed for the species in question.</p>   |
| 63-9           | <p>This change has been made in the Final EIS.</p>  |
| 63-10          | <p>Thank you for the information on the ownership of Boyles Hill and Abercrombie warm springs. The Final EIS has been updated with this information.</p>  |
| 63-11          | <p>“Bonneville” has been dropped from the text to reflect current taxonomic nomenclature.</p>   |
| 63-12          | <p>Thank you for your comment.</p>  |
| 63-13          | <p>Thank you for your comment.</p>  |
| 63-14          | <p>Preservation of livestock grazing did not emerge as a central issue during the public participation in the planning process. BLM will not require of future parcel owners that they allow livestock grazing on the parcels. This decision would be up to the future owners. See also response to comment 39-1.</p>   |
| 63-15          | <p>Thank you for your comment.</p>  |
| 64-1           | <p>See response to comment 3-1.</p>   |
| 64-2           | <p>See response to comment 4-2.</p>   |
| 65-1           | <p>See response to comment 3-1.</p>   |
| 65-2           | <p>See response to comment 4-3.</p>   |
| 65-3           | <p>See response to comment 16-3.</p>  |
| 66-1           | <p>See response to comment 3-1.</p>   |
| 66-2           | <p>See response to comment 4-3; also, the interdisciplinary planning team did not identify any parcels in the planning area to be eligible or suitable for wilderness designation.</p>  |

| COMMENT NUMBER | RESPONSE   |
|----------------|--|
| 67-1           | See comment 3-1 and 56-4.  |
| 67-2           | The BLM would be interested in further discussing the concept of the Forest Service managing some or all of the parcels, with or without a change in actual parcel ownership.  |
| 68-1           | The road you see on the website map is part of the information on the USGS topographic map, which was used as a base map for Draft EIS mapping. It may have been a road at one time. We do not have the authority to remove this information from the USGS maps. |

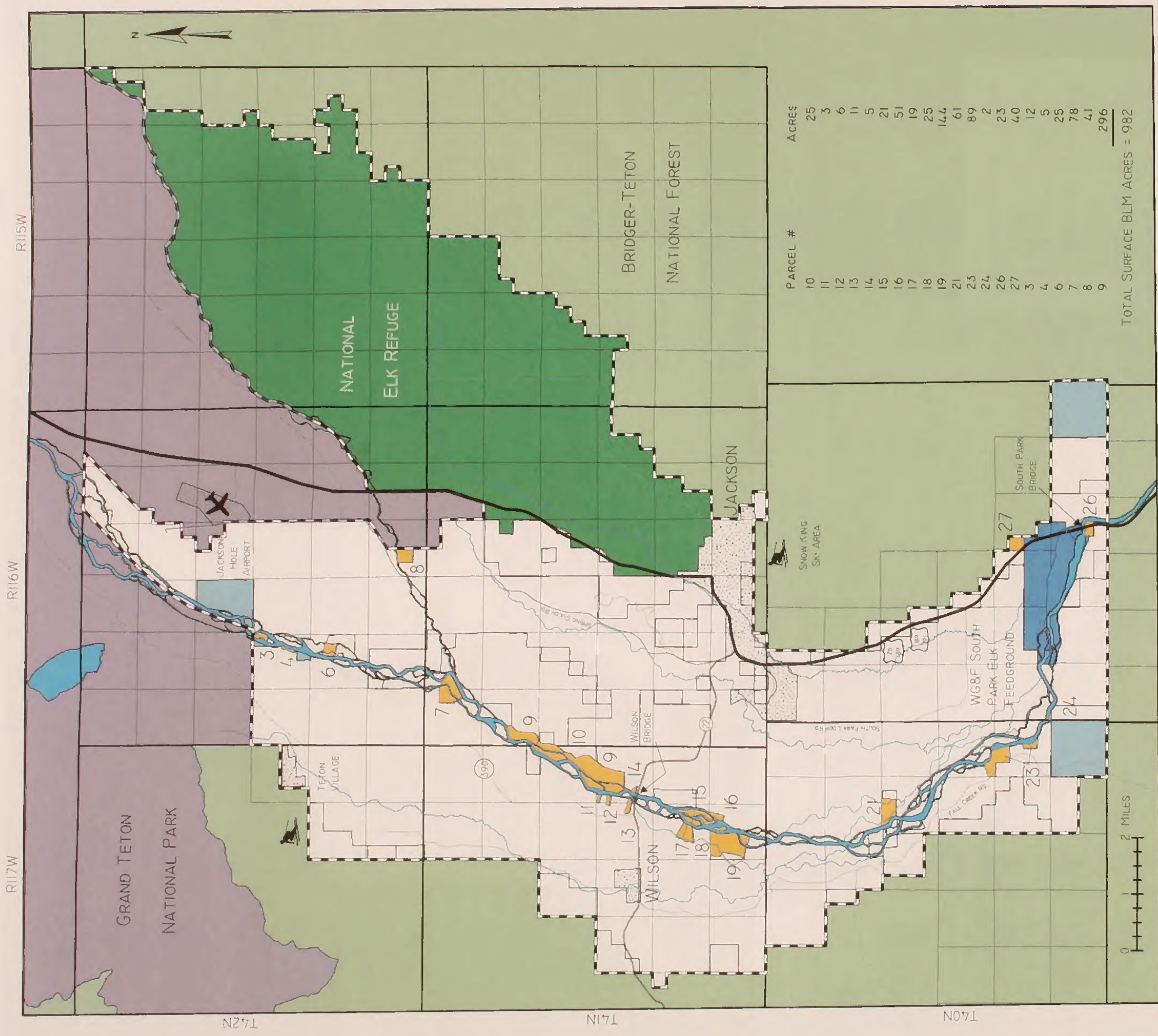
# MAPS

Maps 1 through 17 are found on the following pages.

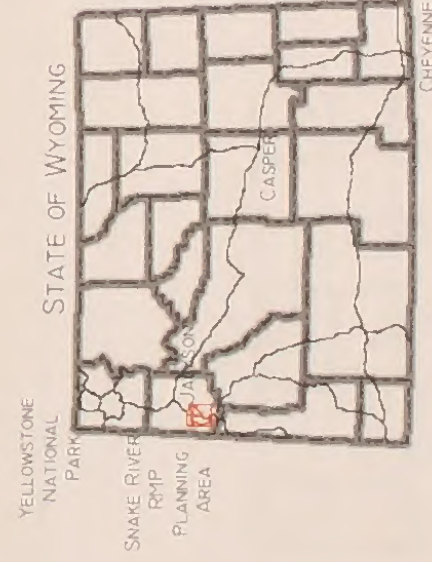




# BUREAU OF LAND MANAGEMENT SNAKE RIVER RESOURCE MANAGEMENT PLAN



\*THE ABSENCE OF PARCELS 1, 2, 5, 20, 22 AND 25 AND EXPLAINED IN THE DETAILED MAPS (FIGURES 3, 7 AND 9).



PLANNING AREA BOUNDAR

**SURFACE OWNERSHIP**

- BUREAU OF LAND MANAGEMENT
- NATIONAL PARK SERVICE
- NATIONAL ELK REFUGE
- U.S. NATIONAL FOREST
- PRIVATE
- STATE OF WYOMING
- WYOMING GAME AND FISH

MAP 1

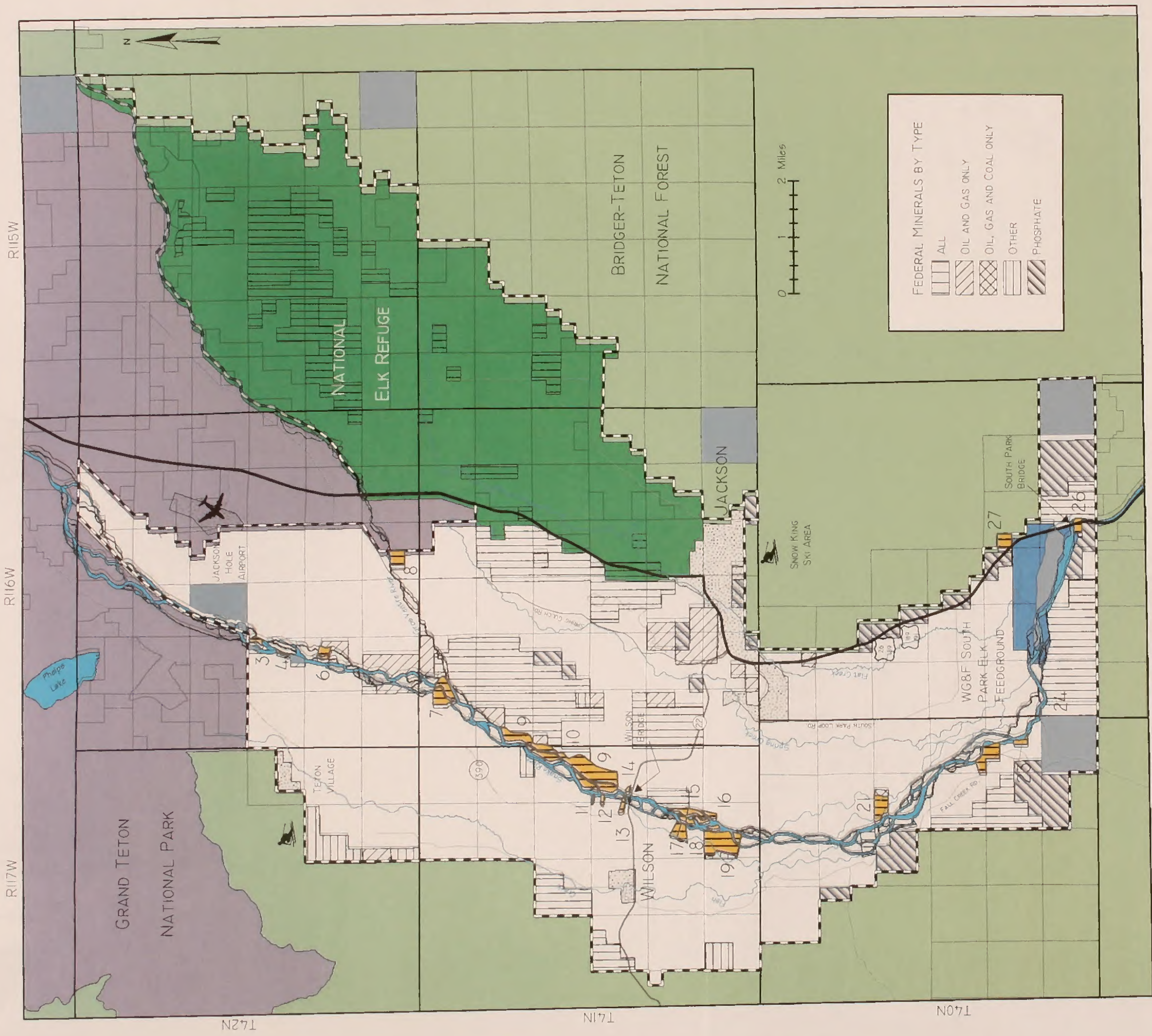
GENERAL LOCATION AND LAND STATUS

\*NO WARRANTY MADE FOR DATA USAGE PURPOSES NOT INTENDED BY THE BLM.





# BUREAU OF LAND MANAGEMENT SNAKE RIVER RESOURCE MANAGEMENT PLAN

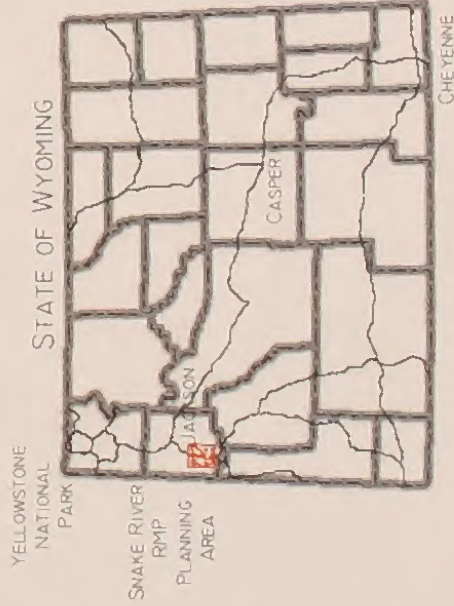


**FEDERAL MINERALS BY TYPE**

|                    |                        |
|--------------------|------------------------|
| [White box]        | ALL                    |
| [Diagonal lines /] | OIL AND GAS ONLY       |
| [Cross-hatch]      | OIL, GAS AND COAL ONLY |
| [Horizontal lines] | OTHER                  |
| [Vertical lines]   | PHOSPHATE              |

**SURFACE OWNERSHIP**

|                   |                           |
|-------------------|---------------------------|
| [Yellow box]      | BUREAU OF LAND MANAGEMENT |
| [Purple box]      | NATIONAL PARK SERVICE     |
| [Green box]       | NATIONAL ELK REFUGE       |
| [Light green box] | U.S. NATIONAL FOREST      |
| [White box]       | PRIVATE                   |
| [Blue box]        | STATE OF WYOMING          |
| [Dark blue box]   | WYOMING GAME AND FISH     |

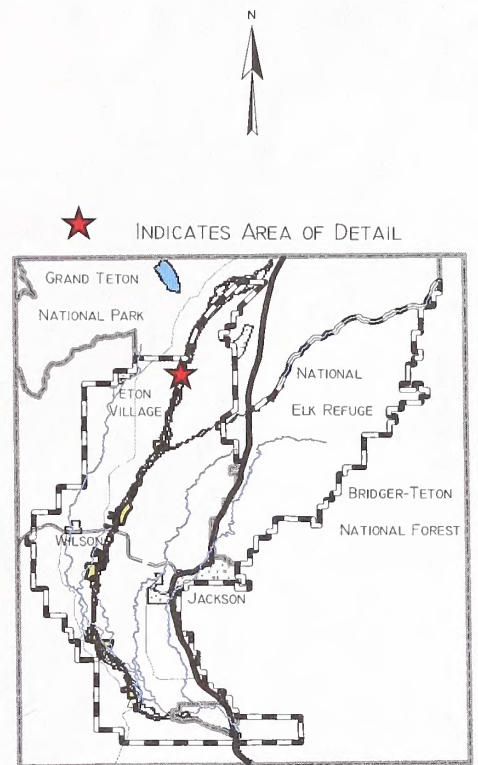
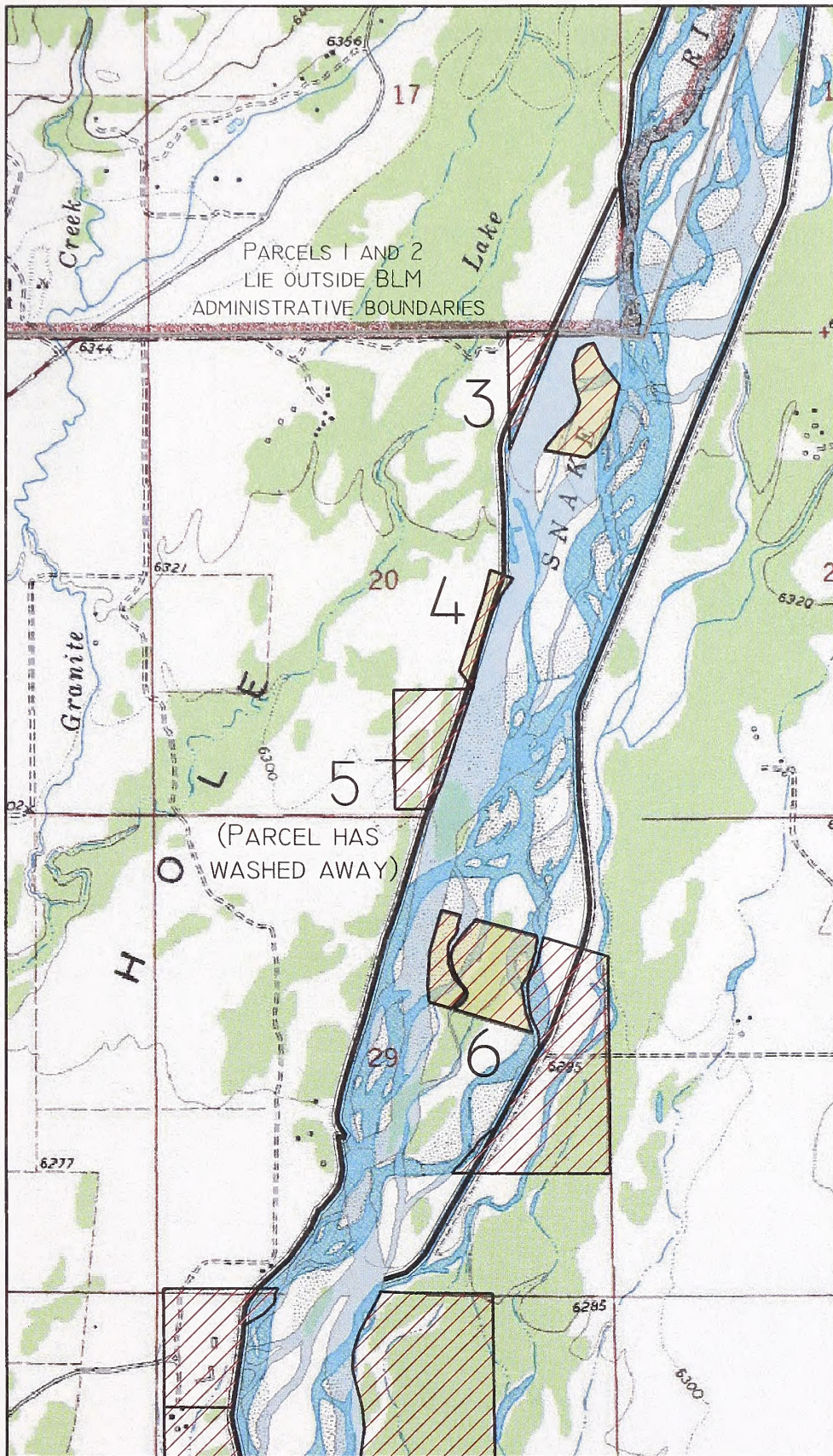


\*THE ABSENCE OF PARCELS 1, 2, 5, 20, 22 AND 25 AND EXPLAINED IN THE DETAILED MAPS (FIGURES 3, 7 AND 9).

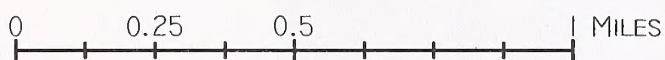
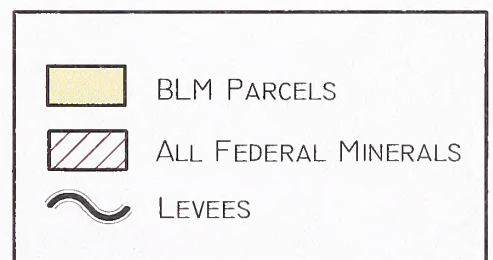
\*\*NO WARRANTY MADE FOR DATA USAGE PURPOSES NOT INTENDED BY THE BLM.





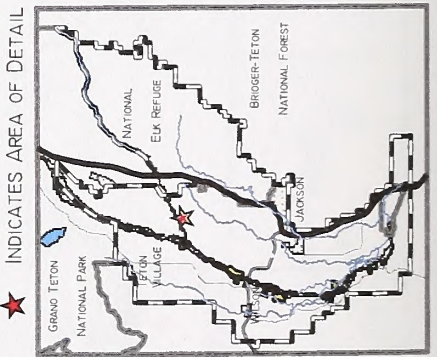
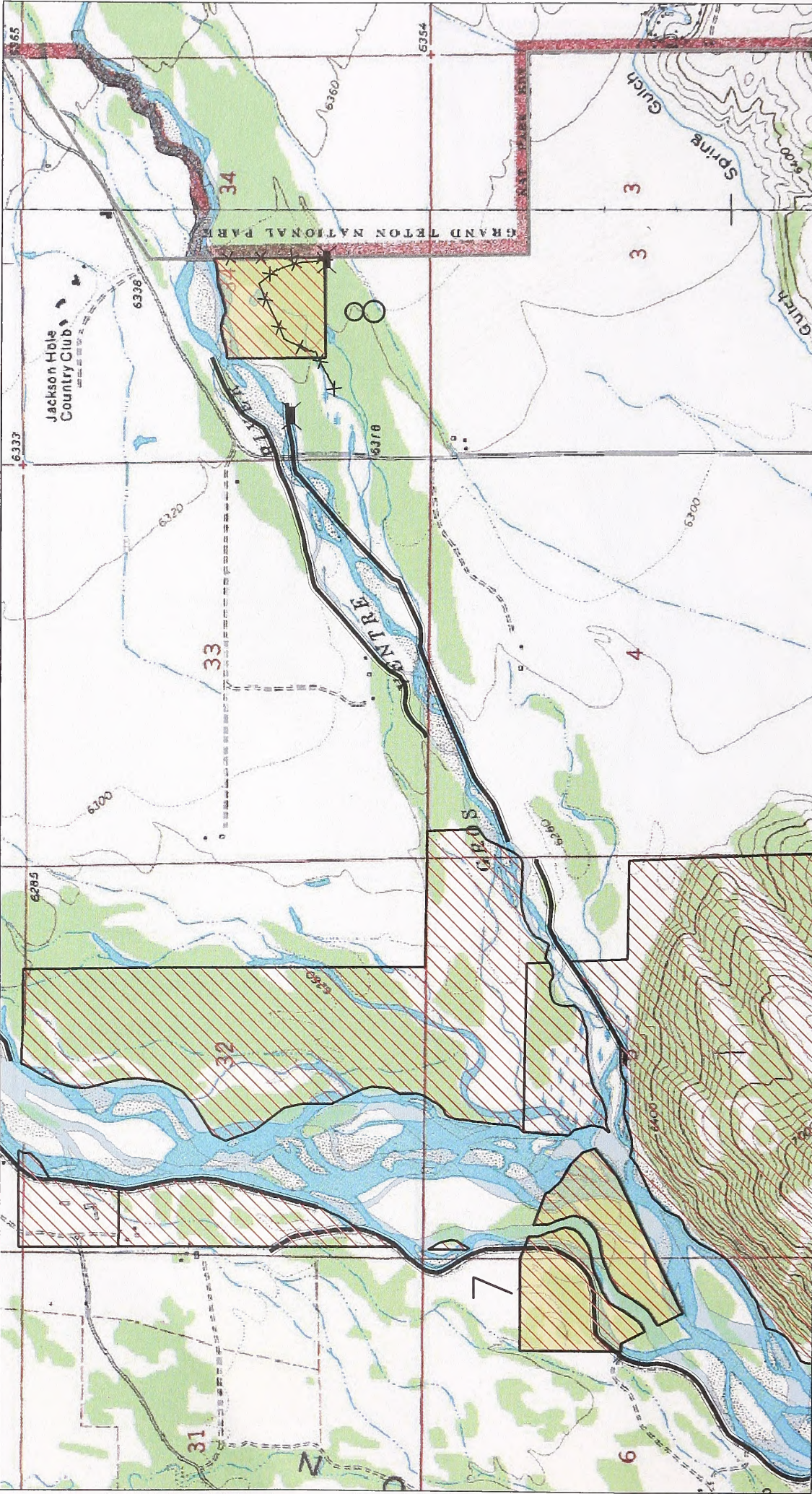


PLANNING AREA BOUNDARY



\* NO WARRANTY MADE FOR DATA USAGE  
PURPOSES NOT INTENDED BY THE BLM.

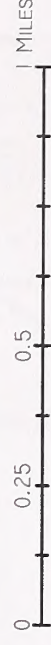
MAP 3  
BLM PARCELS 3 - 6  
DETAILED MAP  
SNAKE RIVER RESOURCE MANAGEMENT PLAN



★ INDICATES AREA OF DETAIL

PLANNING AREA  
BOUNDARY

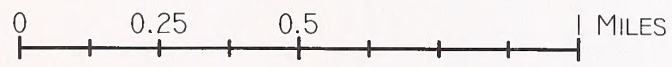
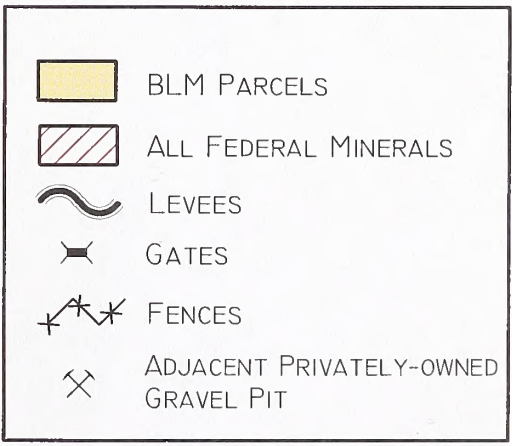
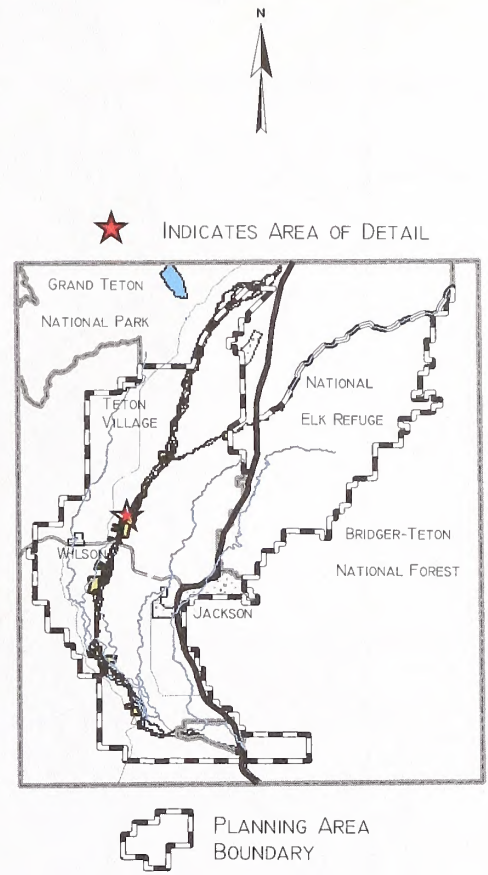
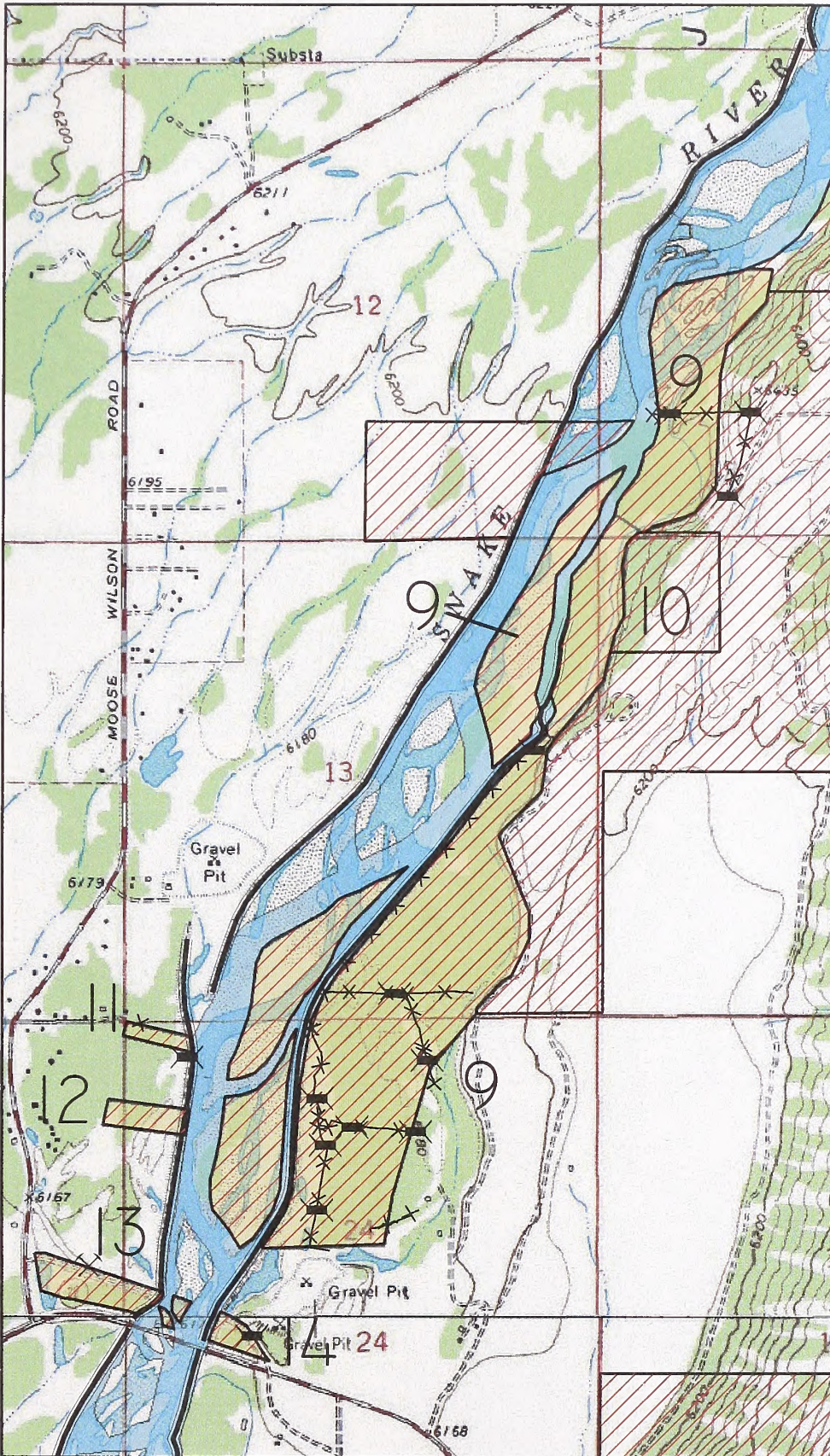
|  |                      |
|--|----------------------|
|  | BLM PARCELS          |
|  | ALL FEDERAL MINERALS |
|  | LEVEES               |
|  | GATES                |
|  | FENCES               |



# MAP 4 BLM PARCELS 7 AND 8 DETAILED MAP

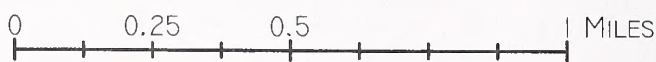
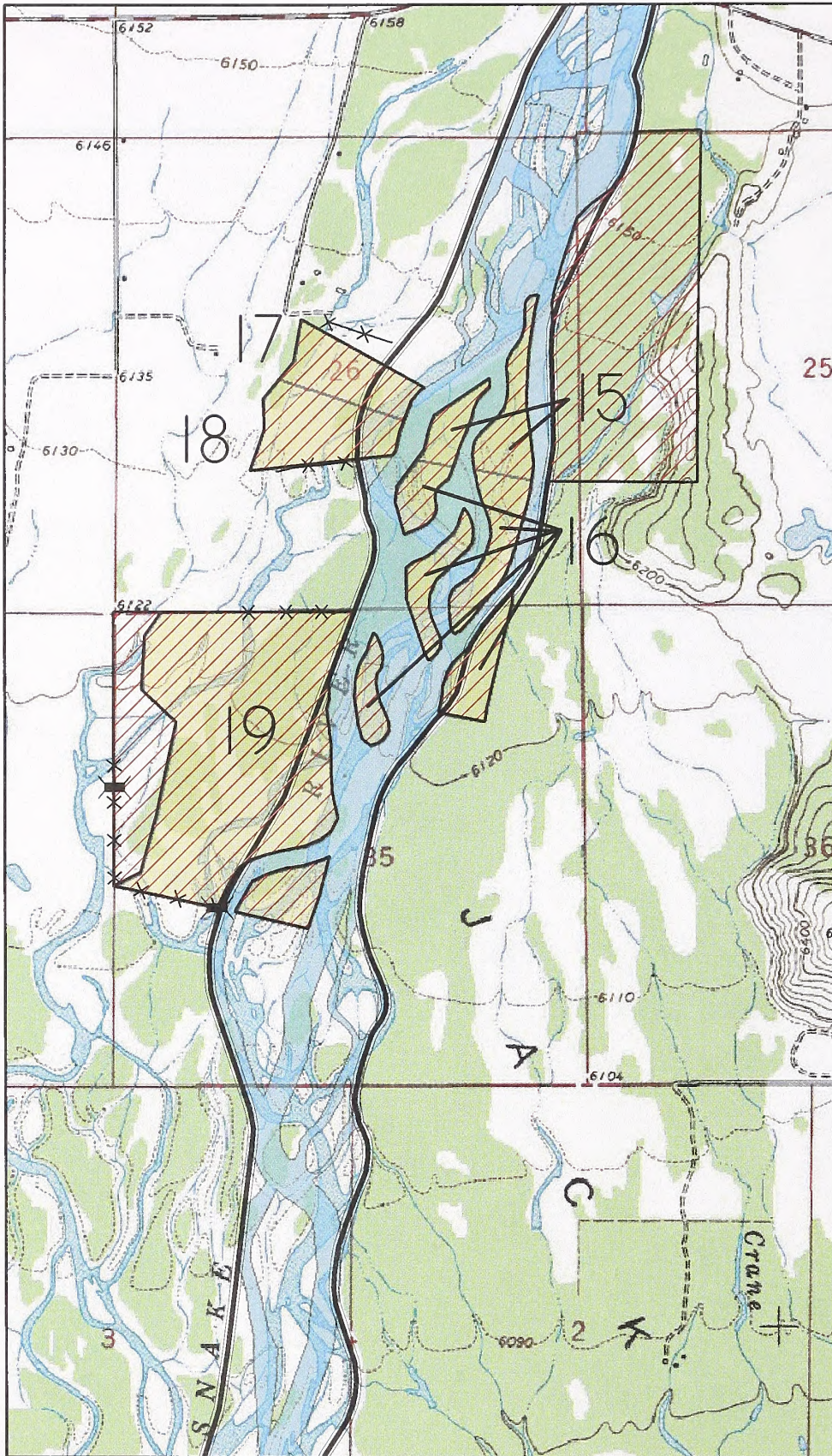
SNAKE RIVER RESOURCE MANAGEMENT PLAN

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\* NO WARRANTY MADE FOR DATA USAGE  
PURPOSES NOT INTENDED BY THE BLM.

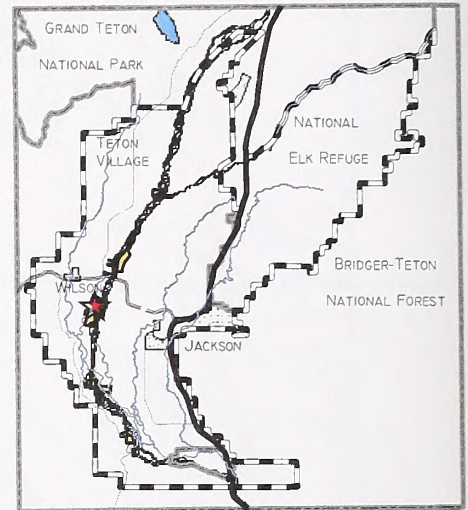
MAP 5  
BLM PARCELS 9 - 14  
DETAILED MAP  
SNAKE RIVER RESOURCE MANAGEMENT PLAN



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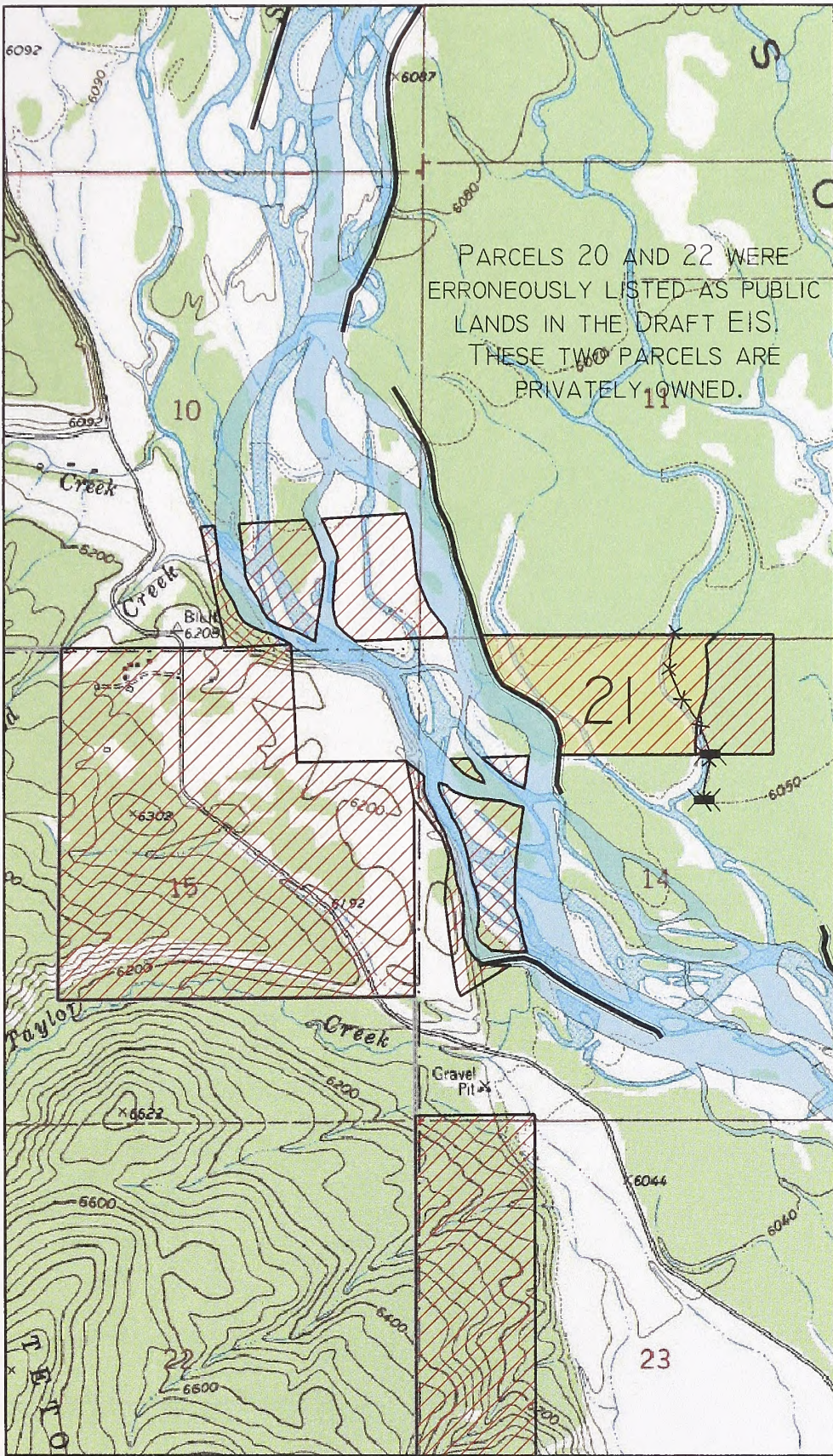
★ INDICATES AREA OF DETAIL



⊕ PLANNING AREA BOUNDARY

-  BLM PARCELS
-  ALL FEDERAL MINERALS
-  LEVEES
-  GATES
-  FENCES

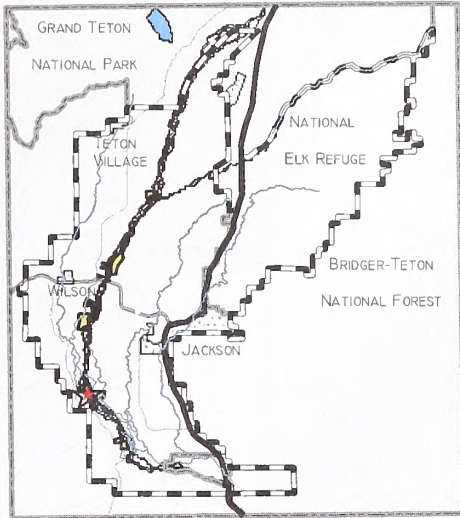
MAP 6  
BLM PARCELS 15 - 19  
DETAILED MAP  
SNAKE RIVER RESOURCE MANAGEMENT PLAN



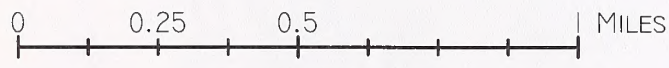
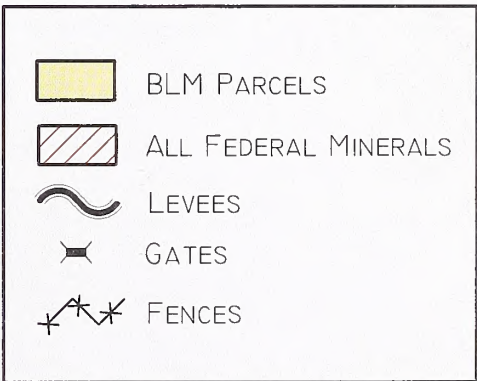
PARCELS 20 AND 22 WERE  
ERRONEOUSLY LISTED AS PUBLIC  
LANDS IN THE DRAFT EIS.  
THESE TWO PARCELS ARE  
PRIVATELY OWNED.



★ INDICATES AREA OF DETAIL

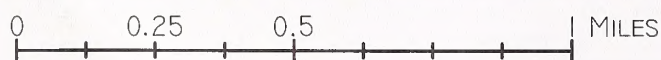
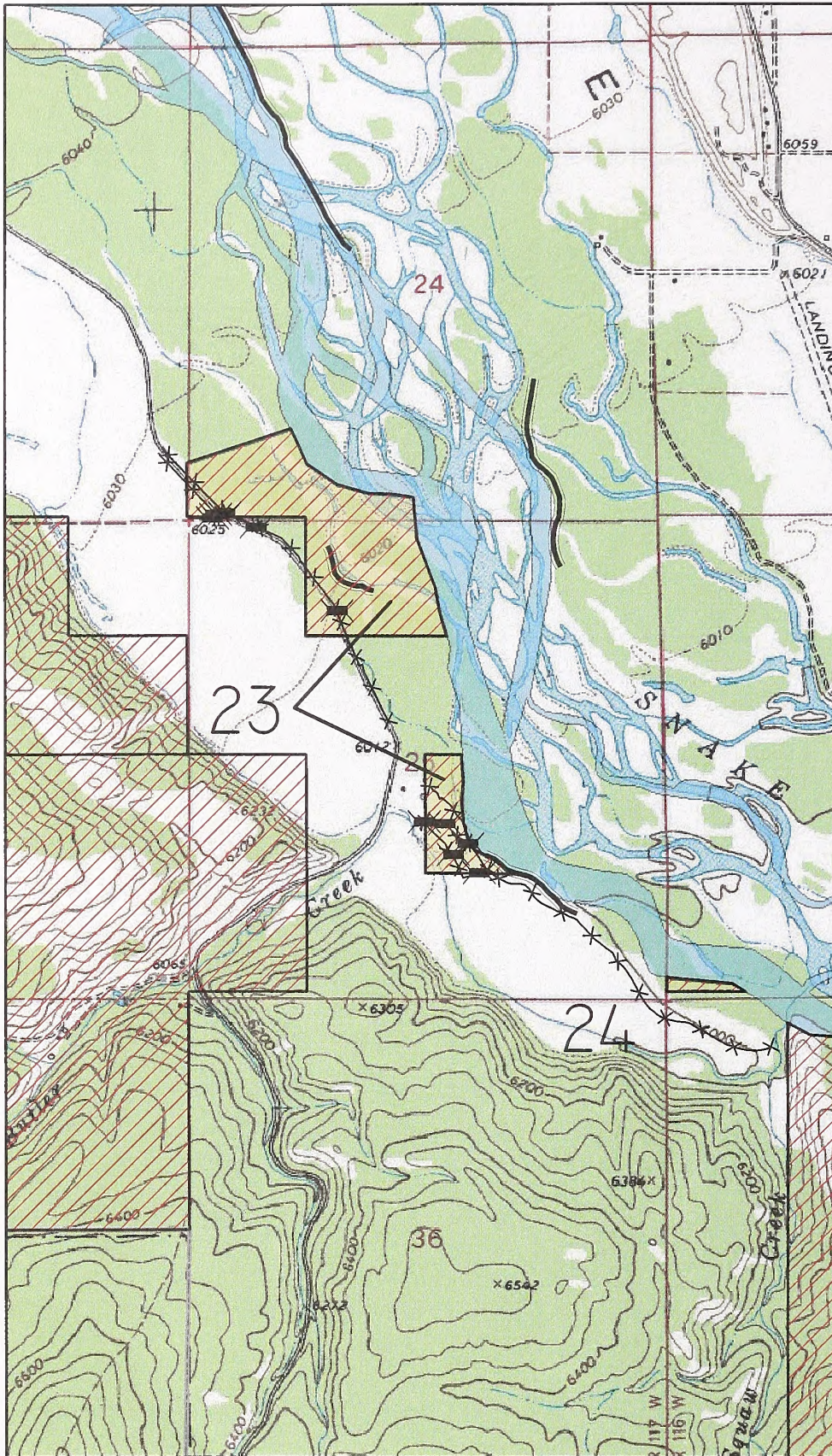


⊕ PLANNING AREA BOUNDARY



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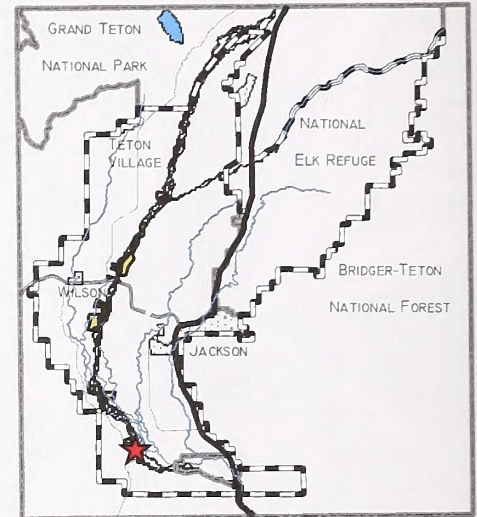
MAP 7  
BLM PARCEL 21  
DETAILED MAP



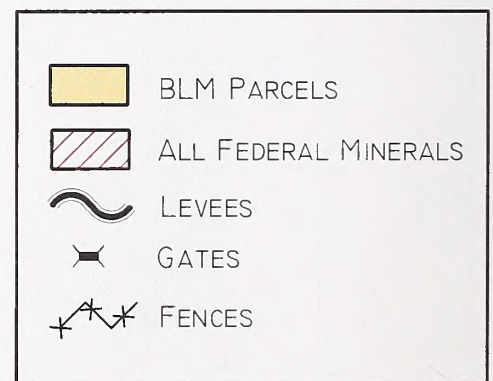
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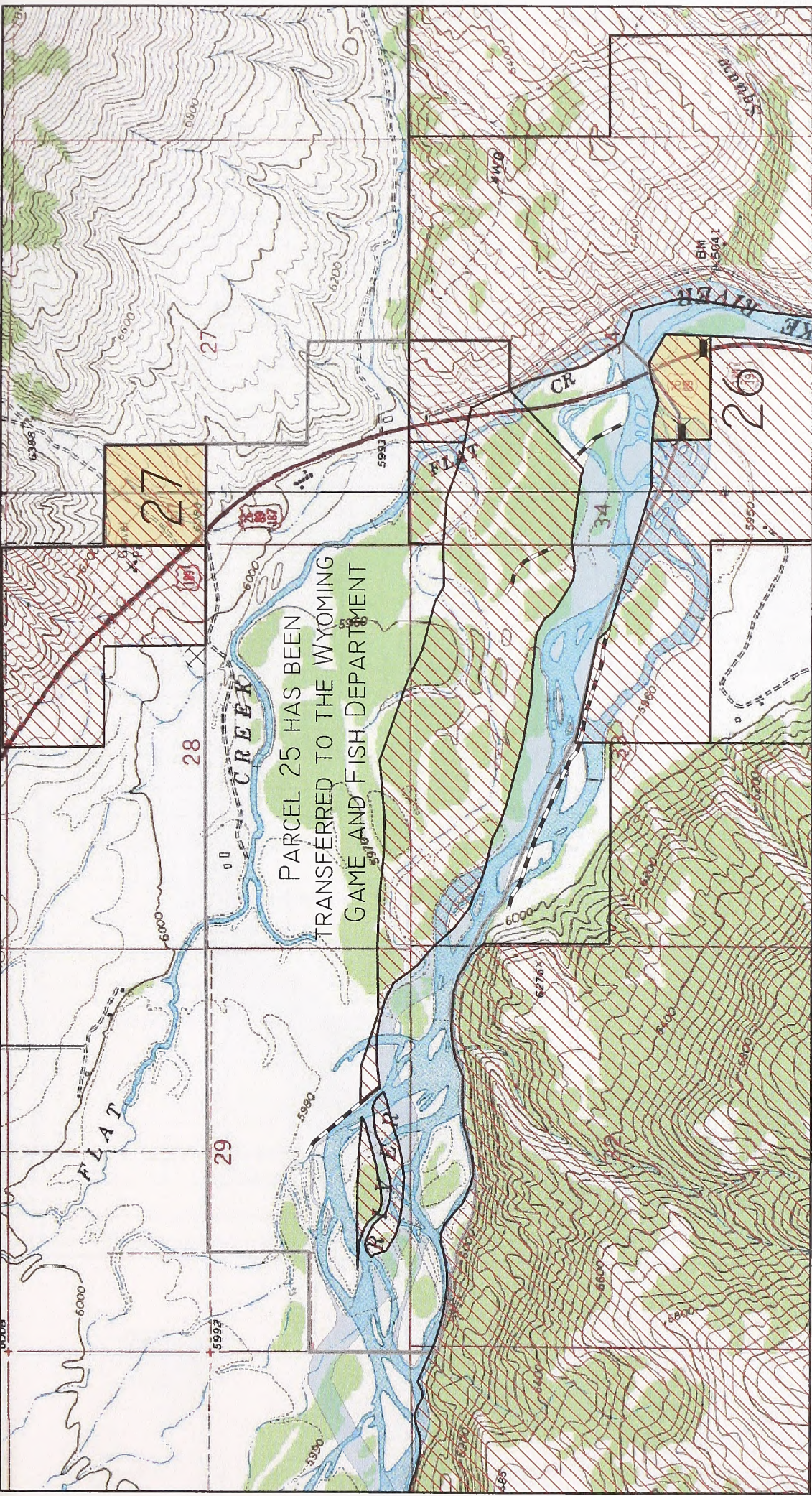
★ INDICATES AREA OF DETAIL



✚ PLANNING AREA  
BOUNDARY



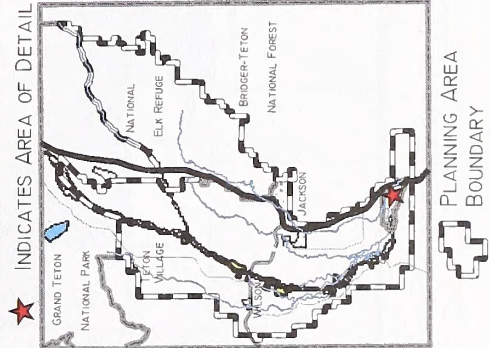
MAP 8  
BLM PARCELS 23 AND 24  
DETAILED MAP  
SNAKE RIVER RESOURCE MANAGEMENT PLAN



PARCEL 25 HAS BEEN TRANSFERRED TO THE WYOMING GAME AND FISH DEPARTMENT



|  |                                     |
|--|-------------------------------------|
|  | BLM PARCELS                         |
|  | ALL FEDERAL MINERALS                |
|  | LEVEES                              |
|  | GATES                               |
|  | ADJACENT PRIVATELY-OWNED GRAVEL PIT |

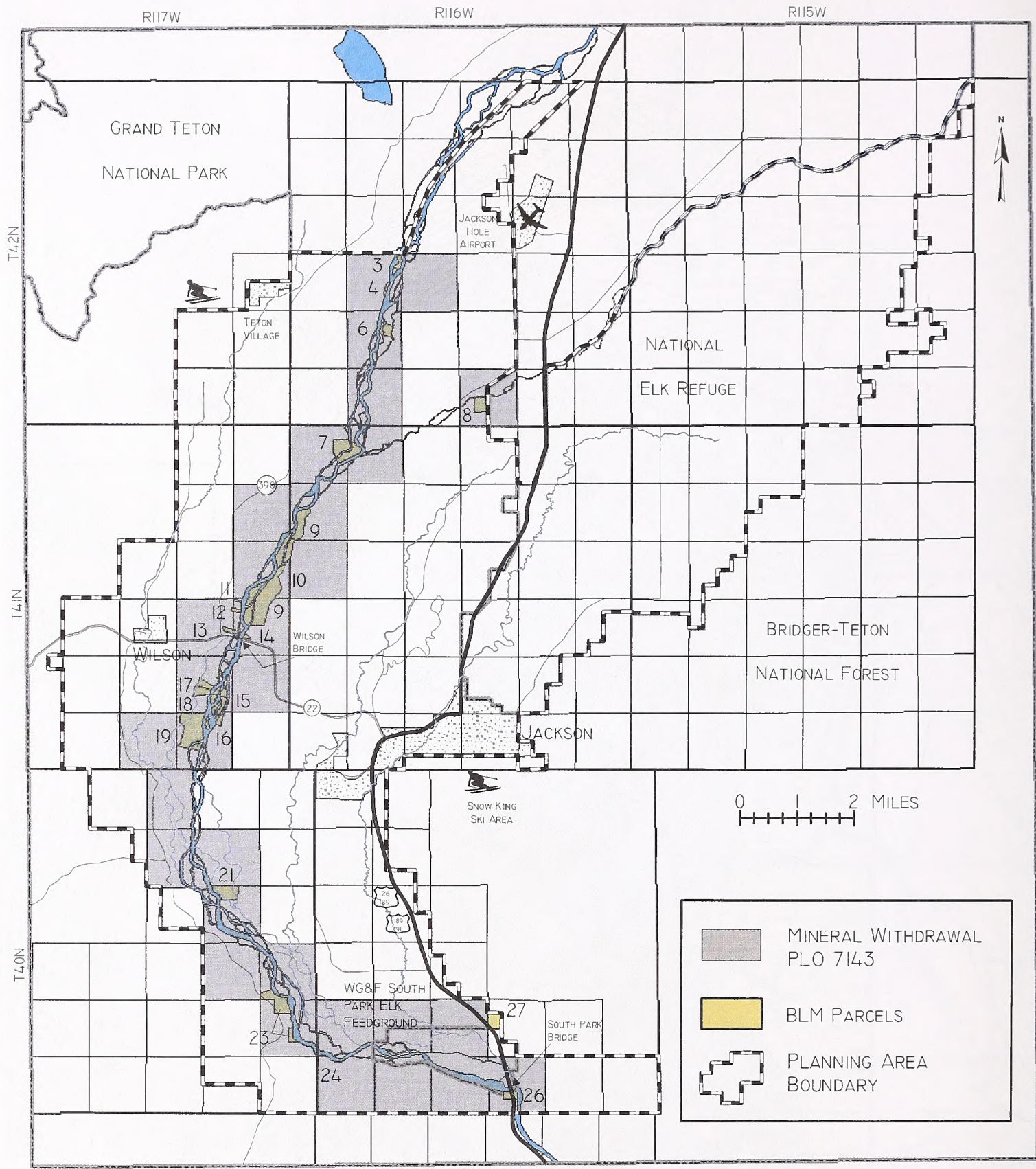


MAP 9

# BLM PARCELS 25, 26 AND 27 DETAILED MAP

SNAKE RIVER RESOURCE MANAGEMENT PLAN

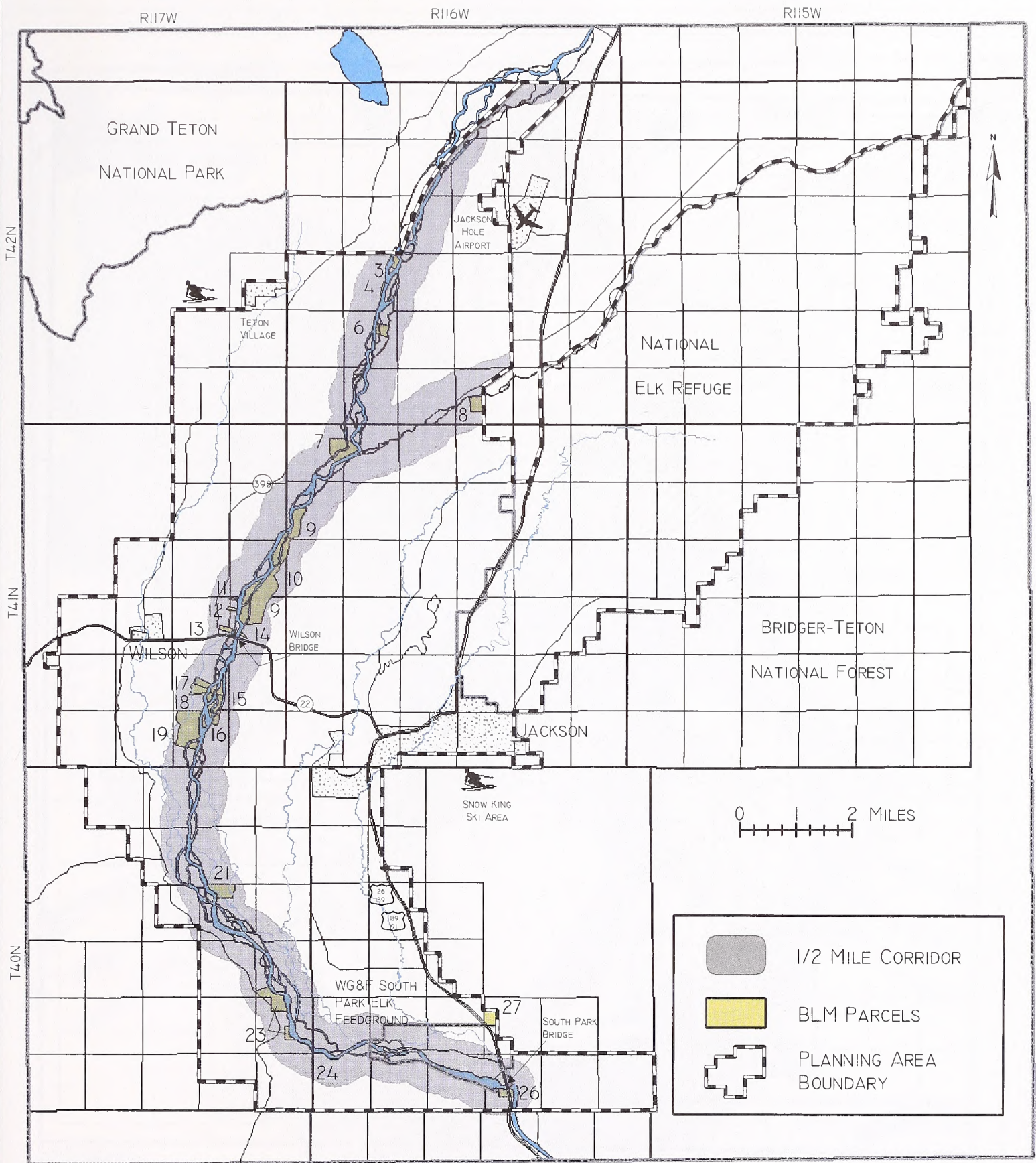
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\* NO WARRANTY MADE FOR DATA USAGE  
PURPOSES NOT INTENDED BY THE BLM.

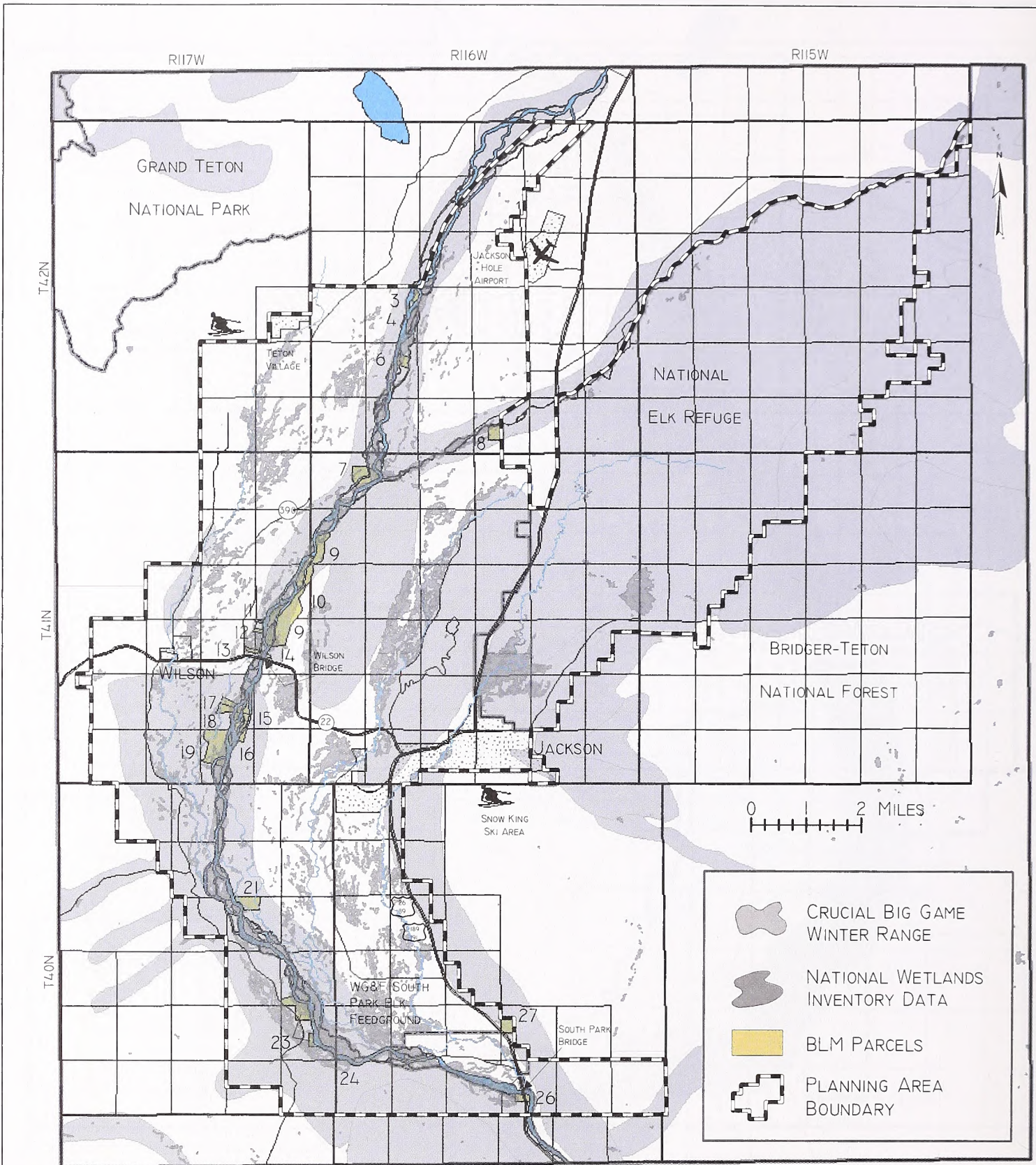
MAP 10  
MINERAL WITHDRAWAL PLO 7143  
SNAKE RIVER RESOURCE MANAGEMENT PLAN





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MAP II  
AREAS CLOSED TO MINERAL  
LEASING FOR ALTERNATIVE B  
SNAKE RIVER RESOURCE MANAGEMENT PLAN

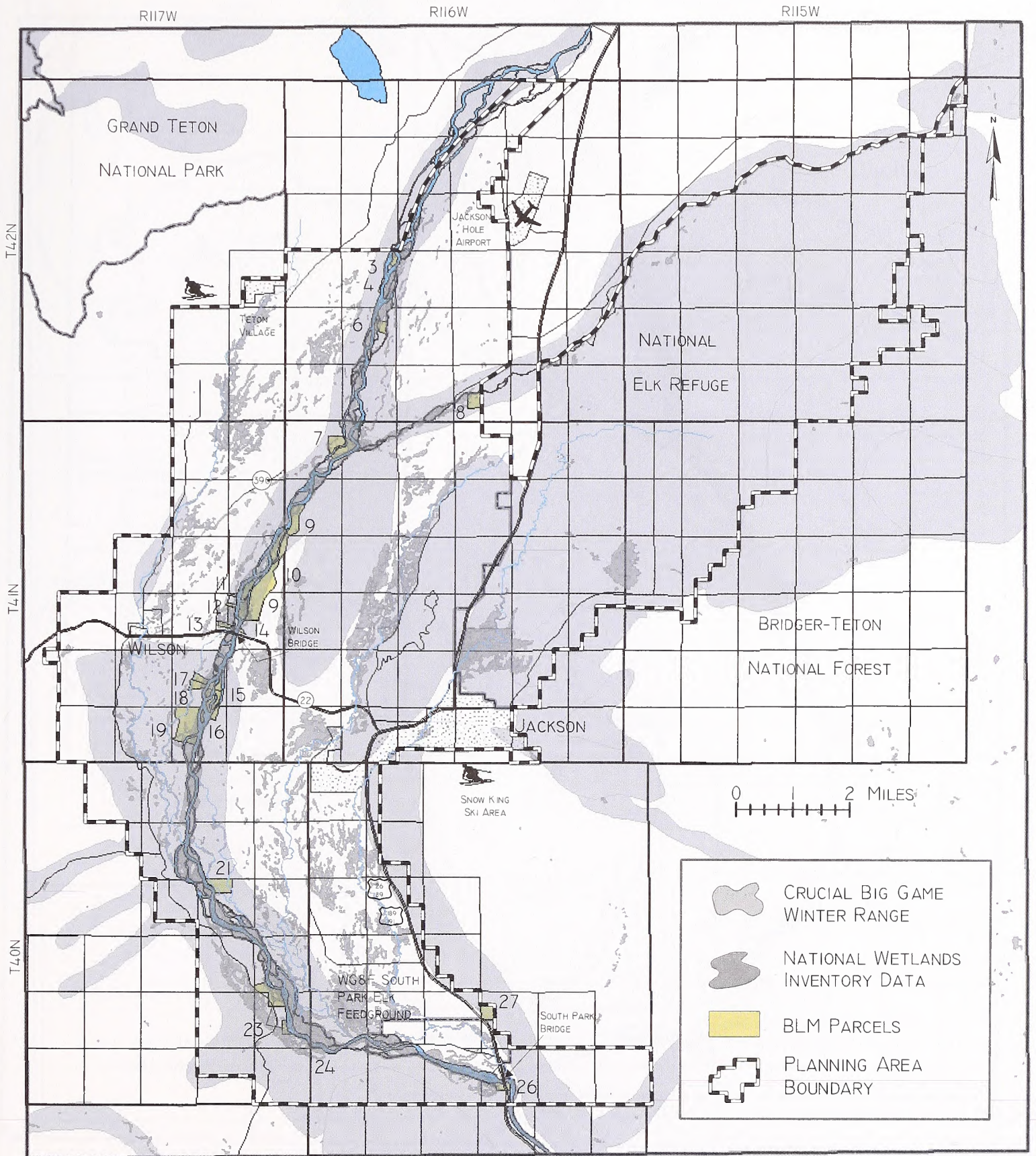


\*\*RAPTOR NESTS ARE EXCLUSION AREAS FOR ALTERNATIVE C. THESE ARE NOT DEPICTED FOR CONFIDENTIALITY PURPOSES.



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MAP 12  
 RIGHTS-OF WAY EXCLUSION AREAS  
 ALTERNATIVE C  
 SNAKE RIVER RESOURCE MANAGEMENT PLAN

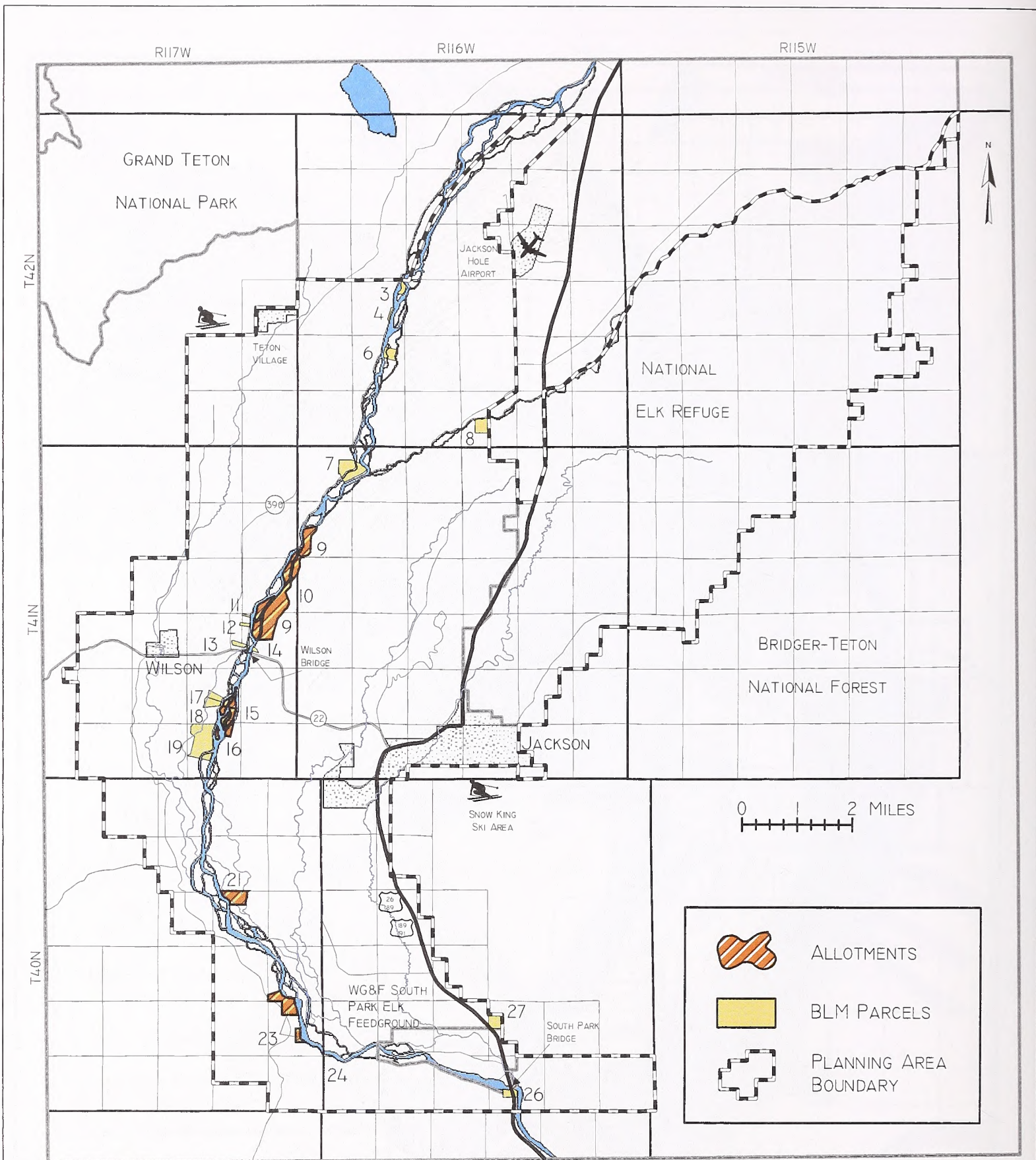


\*\*RAPTOR NESTS ARE EXCLUSION AREAS FOR THE PROPOSED PLAN. THESE ARE NOT DEPICTED FOR CONFIDENTIALITY PURPOSES.



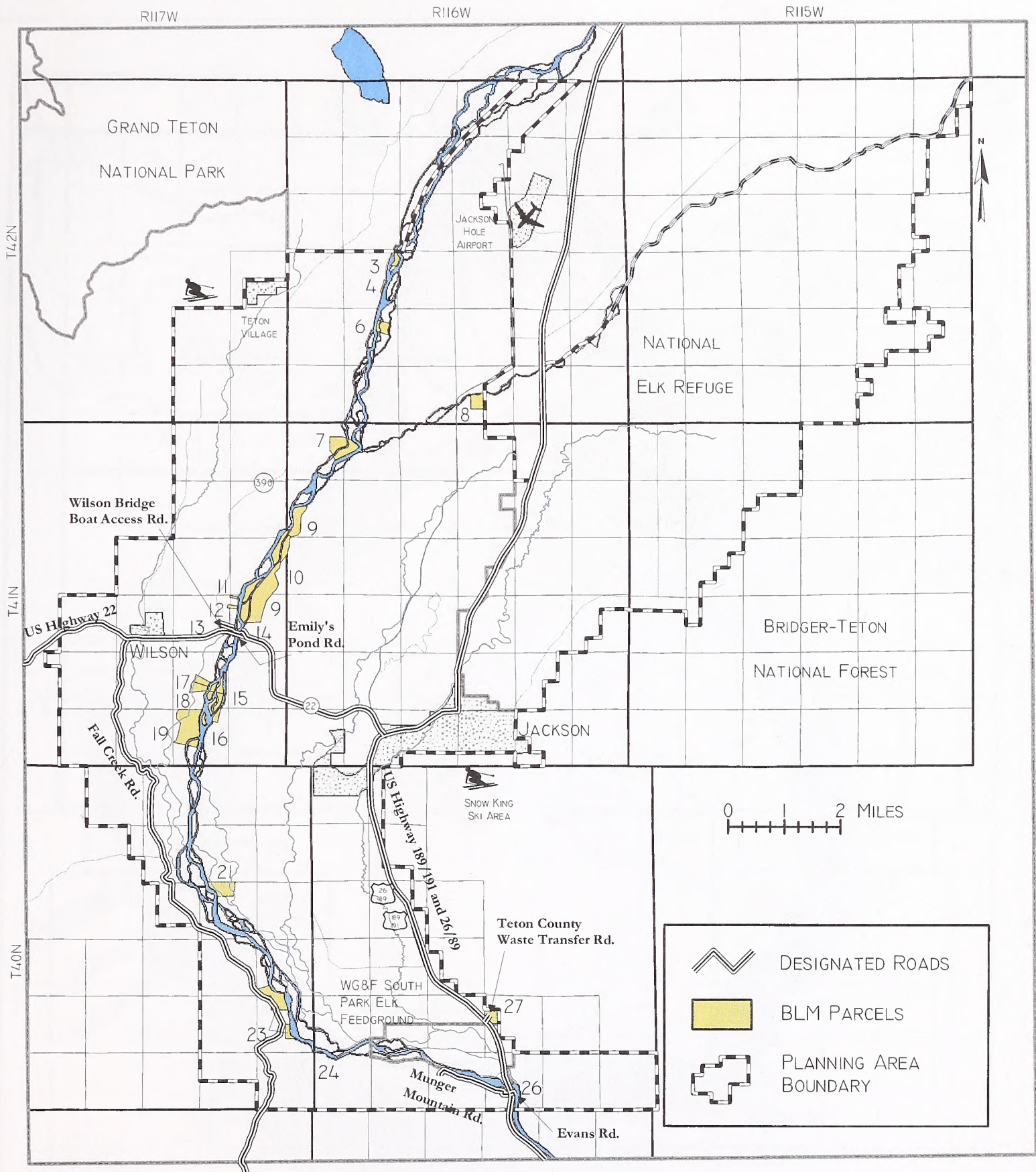
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MAP 13  
 RIGHTS-OF WAY AVOIDANCE AREAS  
 PROPOSED PLAN  
 AND ALTERNATIVES A AND E  
 SNAKE RIVER RESOURCE MANAGEMENT PLAN



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MAP 14  
GRAZING ALLOTMENTS  
SNAKE RIVER RESOURCE MANAGEMENT PLAN

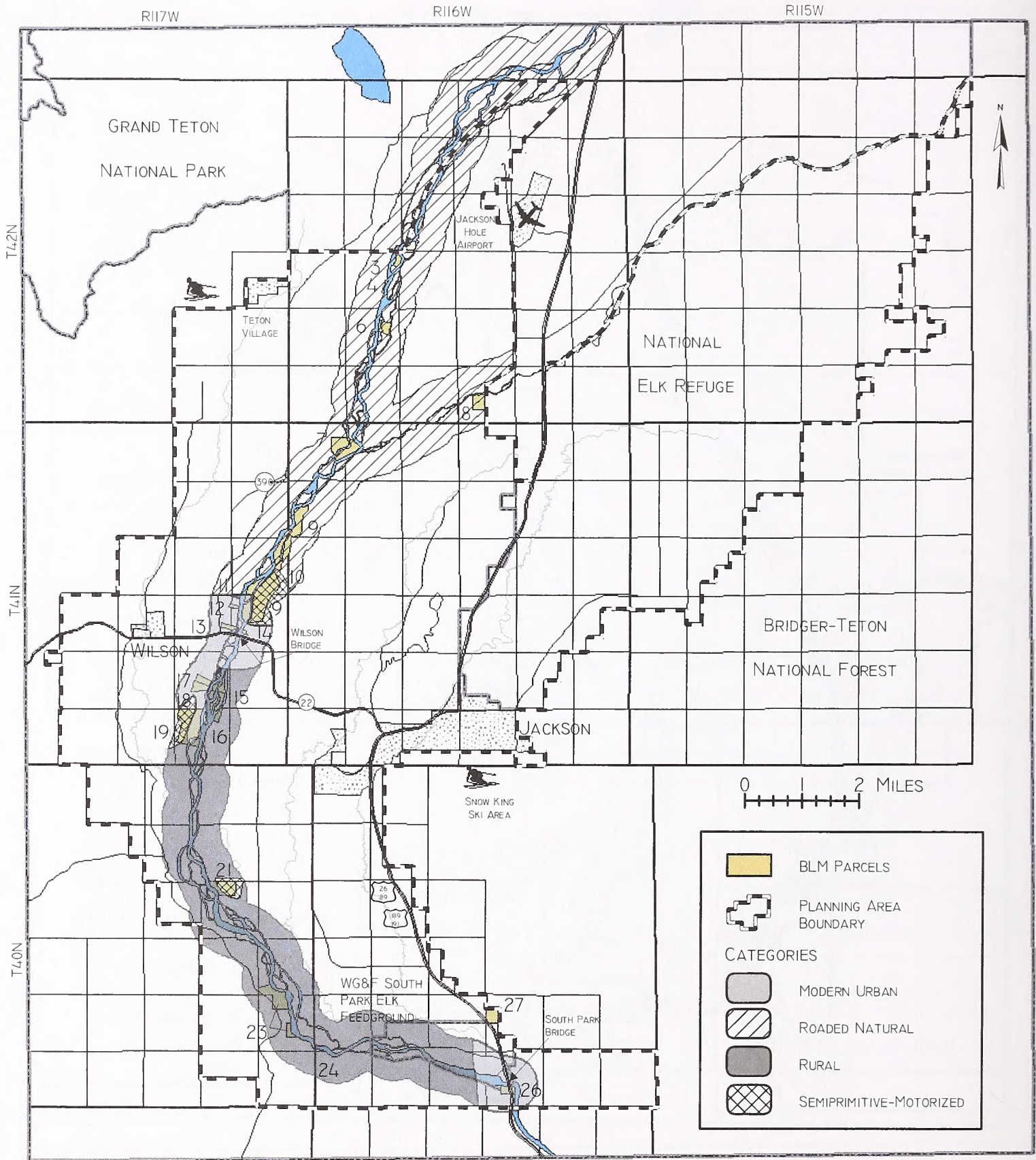


MAP 15

DESIGNATED ROADS FOR  
 PROPOSED PLAN  
 AND ALTERNATIVES C AND E  
 SNAKE RIVER RESOURCE MANAGEMENT PLAN

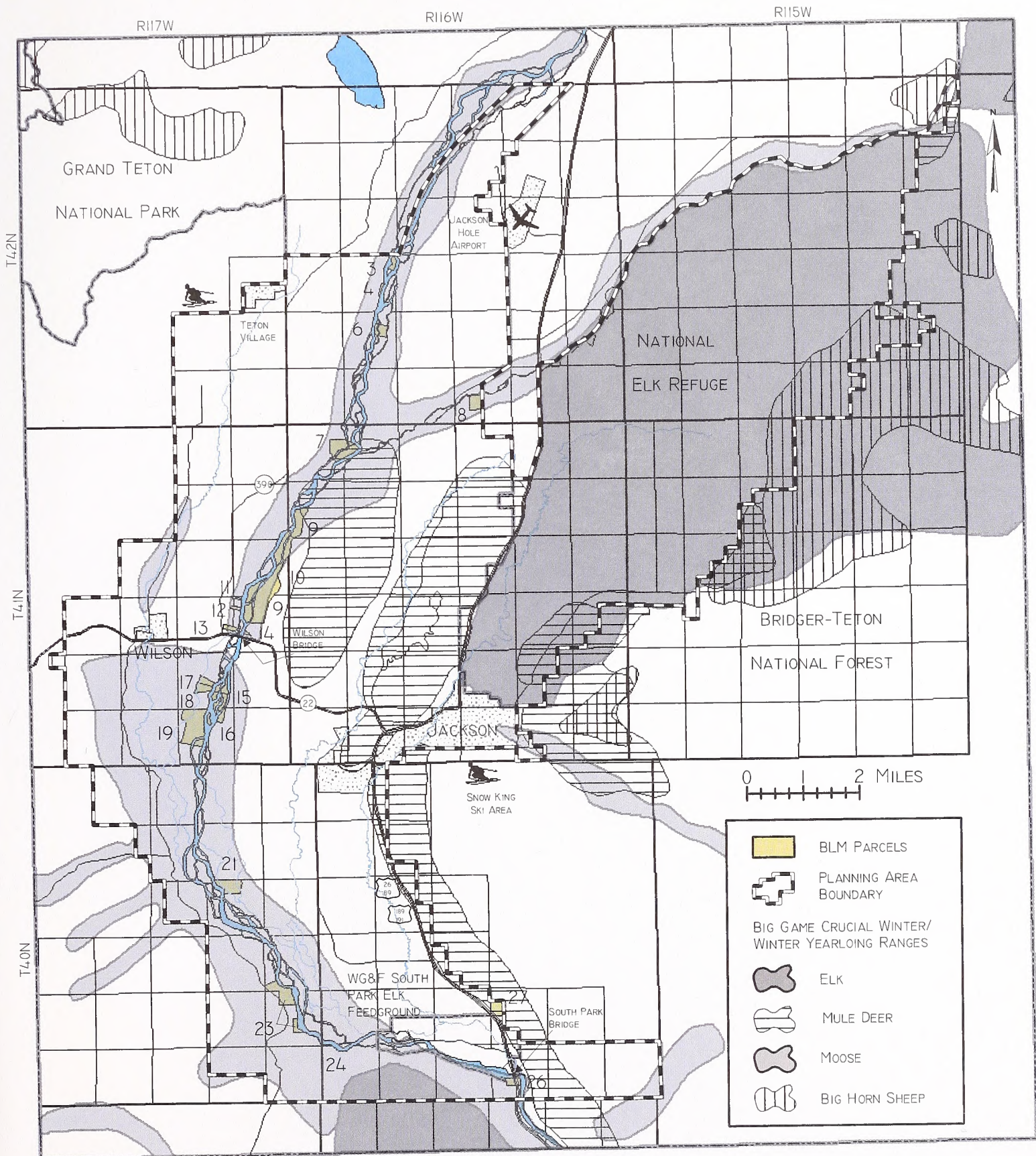


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 PURPOSES NOT INTENDED BY THE BLM.



\* NO WARRANTY MADE FOR DATA USAGE  
PURPOSES NOT INTENDED BY THE BLM.

MAP 16  
RECREATION OPPORTUNITY SPECTRUM  
SNAKE RIVER RESOURCE MANAGEMENT PLAN



MAP 17  
 BIG GAME CRUCIAL WINTER RANGES  
 SNAKE RIVER RESOURCE MANAGEMENT PLAN

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

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